

# National Report Hungary

## ASSESS

Integration of Vulnerable  
Migrant Groups

Center for Policy Studies, Central European  
University

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# Review of Existing Monitoring Mechanisms for the Integration of Migrants in Hungary

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## Project Overview

This report is developed in the context of the project *Assessing Integration Measures for Vulnerable Migrant Groups* (ASSESS) which aims to monitor and assess the effectiveness of integration measures for vulnerable migrant groups in ten EU Member States. The three main target groups of the project include migrant women, children and victims of trafficking. The project pursues four main goals: to develop standardized methods for the monitoring of integration of vulnerable migrants, applicable across the EU; to assess the effectiveness of integration policy/ measures for vulnerable migrant groups (women, children and victims of trafficking); to formulate recommendations for enhancement of the integration of vulnerable migrant groups (women, children and VOTs) across the EU, including identification of good practices; and to raise awareness among national stakeholders across the EU of the need to develop vulnerability-sensitive integration processes that address the particular circumstances of vulnerable migrants related to exclusion, exploitation and trafficking.

The present report is the outcome of a study conducted in the first phase of the ASSESS project which is focused on identifying of the existing monitoring and data collection mechanisms in the area of migrant integration in ten EU Member States. The findings of the ten national reports will serve the development of comparative report on the same topic and will aid the development of tailored methodology and specific indicators for monitoring the integration of vulnerable migrant groups in the EU.

## Executive Summary

- Hungary has not transformed into a major destination country after its European Union accession or joining the Schengen Zone. The share of migrant population remains low, around 2-3% of the total population. A significant share of TCNs is ethnic Hungarian arriving from neighbouring countries.
- Hungary's migration policy applies a double standard: it shows very strong preferences towards the ethnic Hungarians who arrive from the neighbouring states (namely Slovakia, Romania, Ukraine, Serbia and Croatia), providing a preferential process of naturalisation for people from those states while it applies very strict conditions for the registration of TCNs for other states.
- The issue of migrant integration remains marginalised and is not dealt with on the political level beyond the stage required by EU norms. Hungary, however, meets the requirements in order to be eligible to access EU funds (developed Migrant Strategy), but it does not make any effort beyond this level. Migrant integration is not an integral part of any of the sectorial policies (on education, health, labour market etc.), either.
- Migrant integration remains project-based and the funding for it is mostly outsourced to a few NGOs active in the area, which have accumulated significant expertise. There is also a very significant academic research space which acts in strong synergy with the NGO sector. In addition, some of the academic researchers as well as NGOs feed their expertise into policy design.
- Monitoring of integration exists on the policy level through the EU-comparative MIPEX, but systematic monitoring of the integration of migrants does not take place at present. This is an aim acknowledged in the Migration Strategy that came into force in 2014, but neither its methodology nor members of the expert body responsible for monitoring are known at this time. Most of what is known about migrant integration is the result of research conducted by scholars working in a small number of academic centres. These scholars have produced a considerable amount of high-quality information, but this work cannot be seen as 'monitoring' activity, even though many of the scholars use large-scale surveys or registry data sources.
- Monitoring of integration takes place on three levels:
  - Monitoring of policies is fulfilled by MIPEX.
  - At the national level, monitoring of the Migration Strategy is only in the planning stage at this moment. Academic research, however provides a wide range of information on migrants and their integration.
  - At the NGO level, monitoring happens in two different ways and with a dual purpose:
    - (1) to fulfil official criteria usually prescribed by the grant-maker (EU) regarding the financing of the project and goals achieved, and (2) to keep record of and improve their activities.
- Data on migrants and migration have two set of sources: administrative data collected by different authorities (BÁH, HCSO, Ministries, police) and academic research. Administrative data are highly fragmented and follow the logic of the authority that collects them. A large-scale governmental project – with the participation of authorities collecting migration data at present – aims to develop methods and infrastructure to harmonise these data.

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## Table of Abbreviations

|         |  |
|---------|--|
| BÁH     | Office of Immigration and Nationality  |
| CIR     | Central Immigration Register   |
| EU-SILC | European Union Statistics on Income and Living Conditions                    |
| HCSO    | Hungarian Central Statistical Office   |
| ICCR    | The Interdisciplinary Centre for Comparative Research in the Social Sciences |
| LFS     | Labour Force Survey  |
| NES     | National Employment Service  |
| NUTS    | Nomenclature of Territorial Units for Statistics (developed by Eurostat)     |
| SES     | Socio-economic status  |
| TÁRKI   | TÁRKI Social Research Institute  |
| TCN     | Third Country Nationals  |
| TEGYESZ | Child Protection Methodological Services                                     |

## Introduction

The present report was drafted in the framework of the project titled ‘ASSESS Integration of Vulnerable Migrants’, which aims to monitor and assess the effectiveness of integration measures for three groups of vulnerable migrants: women, children and trafficked persons. The report was produced in the first phase of the project and its aim is to review existing monitoring mechanisms, recount available data sources on migrants and demonstrate indicators used by monitoring exercises in Hungary. This task proved to be challenging, because – as our research points out – no systematic monitoring of the migrant integration takes place in Hungary with the exception of the EU-wide comparative Policy Index of MIPEX. Although monitoring of migrant integration is an explicit intention on the governmental level, it is still in the planning phase at the moment. This special situation is due to, in great part, the small size and population share of the migrant population in Hungary, the generally good socio-economic situation of the migrant population and, as a consequence, state actors’ perception of migrant integration as an insignificant social challenge.

We have decided that instead of repeatedly reporting back the lack of monitoring activity and the absence of indicators of integration, we would rather focus on what is available: we overviewed existing data in the field of policy and program evaluation and data-collection mechanisms in the field of migration, and present a rich pool of academic research conducted in the field. We did so despite the fact that academic research projects are not monitoring activities, but we had sensed that they have the potential to inform any prospective government and state monitoring activity in the future, while these serve as primary sources of information on TCN migrant population in Hungary presently. As a result, certain sections received more emphasis than expected.

In drafting the present paper we conducted an overview of available legal and policy documents<sup>1</sup> (Migration Strategy, Anti-Trafficking Strategy and sectorial policies) and the academic literature. Over twenty interviews were conducted: six with governmental and state stakeholders of migration and migrant integration, and authorities responsible for dealing with vulnerable groups (children without guardians, victims of trafficking). Ten interviews were conducted with representative of five NGOs operating and managing projects in migrant integration or anti-trafficking. Five interviews were conducted with academic researchers working on the issue of migration and migrant integration and data harmonisation. The present paper presents an analysis of these sources.

By demonstrating the case of Hungary we aimed to contribute with information that can support the intellectual enterprise to develop indicators reflecting the state of the art and the processes characterising the integration of vulnerable migrant groups.

The first section of the report overviews the legal and policy context of migration and migrant integration and the most important statistics about trends in migration. The second part discusses the monitoring of integration (and the lack thereof), indicators applied and details of academic research and NGO activities, and it presents available data sources and their deficiencies. The third part concludes by addressing strengths and deficiencies in the current system and considers the potential of developing monitoring activities.

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<sup>1</sup> A full list of documents and interviews is provided in Appendix 1.

# Part I - General Overview of Migration and Integration in Hungary

## I.1 Migration Context in Hungary

### *I.1.1 The legal context*

The legal context of migration is set in two laws: the Law on the Entry and Stay of Third Country Nationals (2007/2) and the Law on Asylum (2007/80). The Law on the Entry and Stay of Third Country Nationals defines conditions of temporary and permanent settling, the regulations (and their enforcement) relating to entering and leaving the country, expulsion, detention, deportation, and the controlling of TCNs. It also regulates the various registration obligations of TCNs (residence, birth, education) and the procedures of registration. The law defines the category of statelessness and the provisions towards this category. The Law on Asylum defines three categories: asylum seekers, persons under humanitarian protection and refugees. It sets the conditions for recognising these three statuses and the provisions to be offered to them by the Hungarian state. Article 6/A of the law addresses integration of refugees and asylum seekers. These two laws set the legal framework within which migration of TCNs is managed in Hungary.

The legal framework mirrors the diversity that characterises migration processes Hungary in a very limited manner (Tóth 2013). The main focus of the legal framework is the controlling of foreign entrants at and within the boundaries of the country. At the same time, regulations concerning the most influential and numerous segments of the migrant population – i.e. employees, entrepreneurs and students – are very general and scarce in terms of provisions supporting their social integration. Basic provisions for integration, such as migrants' rights in child care, social provisions, education and health care, are vaguely regulated. These fields are covered by a few sentences at most in mainstream laws regulating the given policy area.

The legal framework of migration may be categorised according to the population segment it targets in the following ways (based on Tóth 2013):

- (1) *All individuals of non-Hungarian nationality*. In addition to certain provisions of the Constitution that prohibit mass expulsion or provide asylum to certain groups, the Law on Equal Treatment (2003), the Penal Code's (2012) provisions on illegal employment, trafficking of foreign nationals or provisions on the acquiring of citizenship of the Law on Citizenship (1993) all fall under this category.
- (2) *Citizens with the right of free movement (EU nationals)*. Regulations affecting individuals in this category refer primarily to free entry and registration, and have little relevance to securing foreigners' access to public services (education, health). There is no mention of the provision of translation services, tuition in Hungarian as a foreign language or access to administration in any language other than the Hungarian language.
- (3) *Third country nationals (TCNs)*. This includes asylum seekers, employees and entrepreneurs, students, and illegal immigrants, with legislation on the latter largely focusing on the control of entry and stay.<sup>2</sup> In many respects, TCNs enjoy fewer rights than locals. There is considerable dissatisfaction with the detention procedures for foreigners entering Hungary without satisfactory documentation – they may be kept in custody for a year in conditions that are often worse than those found in prison.

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<sup>2</sup> Law 2007/2

- (4) *Ethnic Hungarians who are citizens of neighbouring countries.*<sup>3</sup> In the Constitution, §6 (3) declares that public policy should build on the state's responsibility towards ethnic Hungarians living anywhere in the world. Since 2010, ethnic Hungarians may request preferential naturalisation from the Hungarian Republic, and the procedures for naturalisation were further eased in 2013. Approximately 200,000 people annually (95% of whom are ethnic Hungarians) acquire Hungarian citizenship without living and paying taxes in Hungary, while several thousand migrants of non-Hungarian ethnic origin wait at least 10 to 15 years to acquire citizenship.

Anti-discrimination legislation<sup>4</sup> adopted in 2003 prescribes universal regulation on equal treatment for all sectorial legislation and policies. The explicit aim of the law was to establish coherence with EU legislation, though it surpasses the 2000/43/EC principles in applying the principle of equal treatment to all 19 protected features (among them race, skin colour, ethnicity, nationality, ethnic minority background, religion and native language). The law, in addition to general provisions, dedicates individual sections to major policy fields such as employment, education, social security, health care, housing and trade. The law also sets the scope of intervention for state actors, such as the Ombudsman, the Equal Treatment Authority and the Ministry of Justice.

### *1.1.2 Migration trends*

According to statistics published on the Office of Immigration and Nationality (BÁH) homepage,<sup>5</sup> the number of TCN legal migrants (with an immigration permit<sup>6</sup>) was 21,881 on the last day of 2013.<sup>7</sup> TCN migrants constitute only 2.2% of the Hungarian population, thus we may state that migration is a minor issue in comparison to other EU member-states. Moreover, according to BÁH, one-third of TCN migrants who arrive from across the border, from the Ukraine and the former Yugoslavia, are almost exclusively ethnic Hungarians.

Hungary has not transformed into a major destination country after its European Union accession or after joining the Schengen Zone. Instead, it continues to be a transit country, located along the East-West transit routes of legal and illegal migration, and situated between the Baltic states and the major Western European target countries. The post-1989 economic and social uncertainties characteristic of the whole region hasn't made Hungary an attractive country for most migrants to settle in. Neither the Hungarian language-dominated public life, nor the growing xenophobia and strengthening nationalistic rhetoric in politics help in attracting foreigners to stay for the long run. As a result of Hungary's strong preferences for ethnic Hungarian immigrants, as well as of the specific post-1989 economic and social stagnation in the country, the majority of immigrants in Hungary are from this former group of ethnic Hungarians. Statistics illustrate that at the end of 2012, the majority of residence permits (39,267 in total) were given to Romanian citizens (16,952 people, most of them ethnic Hungarians), the second-largest group are the ex-Yugoslavs (4,338, mostly ethnic Hungarians from Serbia and Croatia), and the third-largest category are Chinese

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<sup>3</sup> We will refer to ethnic Hungarians citizens of neighbouring countries as 'ethnic Hungarians'. There is a considerable (approximately 3 million) ethnic Hungarian population living in neighbouring countries. Hungary lost two-thirds of its territory and the corresponding population after WWI in the Treaty of Trianon. Many ethnic Hungarians live on the territory of current Romania, Serbia, Croatia, Ukraine, and Slovakia. Most of this population has double loyalties, connecting them both to their current nation-state and to the Hungarian nation. 'TCN ethnic Hungarians' refers to ethnic Hungarians citizens of Serbia and the Ukraine (and Romania before its accession to the EU in 2007).

<sup>4</sup> Law 2003/125 about equal treatment and promotion of equal opportunities

<sup>5</sup> <http://www.bmbah.hu/jomla/index.php?lang=en>

<sup>6</sup> including individual with residence permit, settlement permit and national settlement permit

<sup>7</sup> This excludes Romania, from which the largest part of TCN has arrived before its EU accession.

(3,331), almost identical in number with immigrants (mostly ethnic Hungarians) from Ukraine (3,148).<sup>8</sup> According to some migration researchers, after the Romania’s accession to the EU, the number of TCNs according to their place of birth (non-EU) dropped to a quarter of the previous total number (mainly since many ethnic Hungarian immigrants from Romania, the largest sending country, did not count as TCNs any more). The number of TCNs has been approximately 40,000 since 2007 (Hárs 2013). In other words, it means TCNs represent 0.4 percent of the total population (10 million). Table 1 presents BÁH statistics on the number and share of TCNs with residence permit, broken down by country of origin for most significant groups of migrants.

**Table 1. Resident permits by citizenship by main group of countries of origin (in 2012)**

| <b>Citizenship</b>  | <b>in %</b> | <b>in numbers</b> |
|---------------------|-------------|-------------------|
| Chinese             | 17.22       | 6,891             |
| Ukrainian           | 8.64        | 3,459             |
| Serbian             | 4.34        | 1,738             |
| Iranian             | 4.23        | 1,715             |
| Vietnamese          | 3.54        | 1,416             |
| Other nationalities | 36.25       | 14,500            |

*Source: Office of Migration and Nationality (BÁH), Statistics, 31 December 2012*

The largest group of TCNs consists of Chinese, Ukrainians and Serbians (many of whom are ethnic Hungarians), Iranians and Vietnamese. Other nationalities are less significant in numbers.

According to the state’s statistics,<sup>9</sup> 65.8% of those applying for refugee status were non-Europeans (18,900 in total). The breakdown according to citizenship/nationality is shown in Table 2.

**Table 2. Application for refugee status by main groups of countries of origin (in 2012)**

| <b>Nationality/citizenship</b> | <b>% of the total number of asylum seekers</b> |
|--------------------------------|--|
| Kosovo                         | 32.9   |
| Pakistan                       | 16.3   |
| Afghanistan                    | 12.3   |
| Algeria                        | 5.9  |
| Syria                          | 5.1  |

*Source: Office of Migration and Nationality (BÁH), Statistics, 31 December 2012*

Asylum seekers from other countries remained below 5% (Bangladesh, Morocco, Nigeria, Ghana, Somalia, Mali).<sup>10</sup> In terms of absolute numbers, 1,561 people received a refugee ID card in 2013, 683 people belonged to the category of ‘person with subsidiary protection’ and 151 people

<sup>8</sup> Office of Migration and Nationality (BÁH), Statistics, 31 December 2012

<sup>9</sup> Office of Migration and Nationality (BÁH), Statistics, 31 December 2012

<sup>10</sup> Office of Migration and Nationality (BÁH), Statistics 2013

were registered as a ‘person authorised to stay’.<sup>11</sup> In terms of purpose of stay for foreigners with a residence permit, 34.1% stay in Hungary due to their employment, 32.7% for their studies and 14.9% received residence permit because of family reunification. Residence permits granted for employment purposes may be broken down according to country and/or citizenship.

**Table 3. Residence permits on the basis of employment, according to country of origin (in 2012)**

| <b>Citizenship</b> | <b>% of total permits based on employment</b> |
|--------------------|---|
| Chinese            | 31.4  |
| Ukrainians         | 8.1   |
| Vietnamese         | 6.9   |
| Serbians           | 6.5   |
| Indians            | 4.1   |

*Source: Office of Migration and Nationality (BÁH), Statistics 2013*

The Ministry of Home Affairs, Office of Immigration and Nationality, doesn’t publish any data on the age or gender breakdown of immigrants, or of applicants of various residential statuses in Hungary.

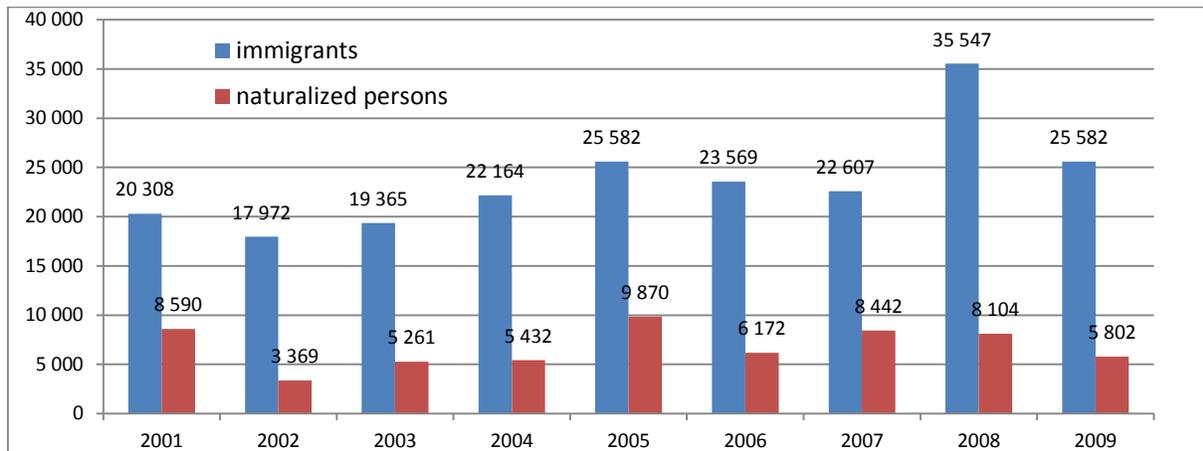
Data on gender, age, family standing, region and county of migrants are produced annually by the Central Bureau of Statistics for immigrants (individuals asking for residence or settlement permit in the given year), for individuals with a non-Hungarian citizenship and for naturalised persons.<sup>12</sup> According to this data source, the number of individuals with non-Hungarian citizenship was 197,819 in 2010. Trends of immigration and naturalisation from 2001 to 2009 is shown in Chart 1.

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<sup>11</sup> Office of Migration and Nationality (BÁH), Statistics 2013, flow data

<sup>12</sup> Data are available at [http://www.ksh.hu/nemzvand09\\_tablak](http://www.ksh.hu/nemzvand09_tablak).

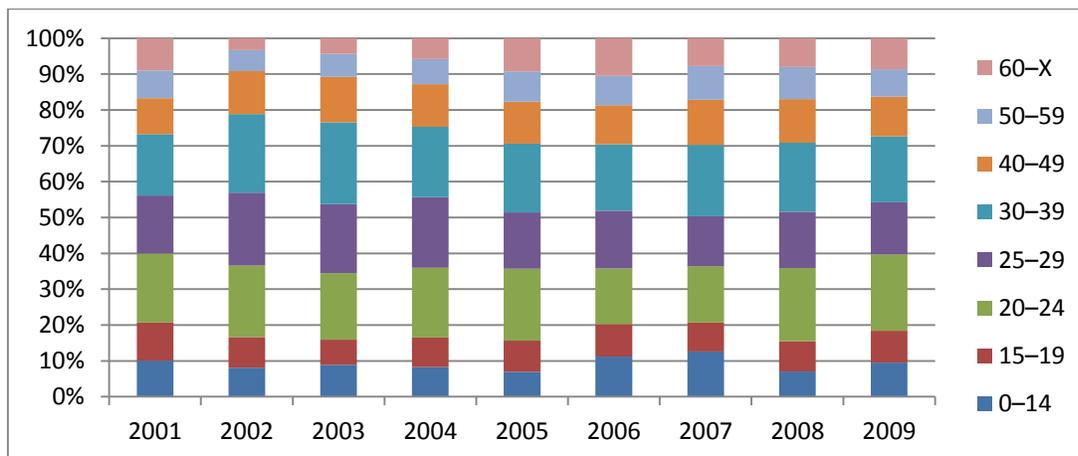
**Chart 1. Number of immigrants and naturalised persons (in 2001-2009)**



Source: Hungarian Central Statistical Office (HCSO)

The data broken down by gender reflect that 57% of immigrants are men, while the same proportion of naturalised persons are women. The distribution by age shows that migrants are relatively young (70% are below age 49). As to children, only 10% of migrants are below age 15.

**Chart 2. Age distribution of migrants (in 2001-2009)**



Source: Hungarian Central Statistical Office (HCSO)

Tables published on the Hungarian Central Statistical Office (HCSO) homepage, however, do not present gender and age breakdowns by country of origin, therefore we cannot present data on these attributes for TCNs.

## I.2 Integration in Hungary

### I.2.1 Definition of integration in law, policy and practice

Our interviews with state actors revealed that due to the dual nature of handling migrants (differentiating between ethnic Hungarian and other migrants), state actors regard the regulatory and policy framework of migrant integration to be insignificant. One-third of TCN migrants are ethnic Hungarians, to whom citizenship is awarded within a short time through a preferential procedure. EU citizens are not regarded as migrants from the perspective of long-term social

integration. Asylum-seekers are provided the minimum services required by international agreements, and are treated within segregated institutions (refugee centres). Following this, there are very few migrants who would be subject to migrant integration measures according to the understanding of the state stakeholders. As a consequence, the state does not act as a key actor in migrant integration, but outsources this task to a few NGOs.

There is no definition of ‘integration’ or ‘inclusion’ in the Law on the Entry and Stay of Third Country Nationals, or in other related laws.

The most exhaustive *policy* document on migration is the Migration Strategy.<sup>13</sup> It deals with the broader issue of migration management, including the management of borders, counteracting illegal migration, international protection as well as integration and monitoring. It covers individuals who are not citizens of Hungary, irrespective of the country they come from or their legal status. The definition of integration within the Migration Strategy is rather sensitive, and is informed by international standards. The Strategy declares that ‘integration’ is a two-way process, in the course of which society fosters the inclusion of migrants, and migrants accept and respect the laws and values prevalent in the country, tolerating them even if they contradict their traditions. ‘Integration’ is referred to as the result of the interaction between the individual and the recipient community, and emphasis is placed on coexistence, common activity and mutual recognition and communication. At the same time, the Strategy discusses integration measures almost exclusively in relation to asylum seekers and unaccompanied minors; it does not mention integration in relation to other migrant groups.

In *practice*, ‘integration’ is understood by state stakeholders in accordance with the Strategy. Integration of migrants is not regarded as a key issue, as it is understood that most migrants are ethnic Hungarians who do not need special integration measures. In interviews with state stakeholders it was often emphasised that regulations on settlement permits granted to other migrant groups (non-ethnic Hungarians) are extremely strict, particularly in terms of the requirement that the individual have employment or a stable income and secure residence.<sup>14</sup> The applicant needs to provide proof of proper housing and subsistence (income), but it is not clearly set – and therefore is up to discretionary decision of the individual official – to consider what constitutes a secure degree of ‘subsistence’. The applicant has to provide a proof of their health insurance (or income that would cover the cost of insurance); they have to be in possession of a temporary settlement permit or a residence permit and also prove that they have been residing in Hungary for three years prior to the date of application, or have been residing in Hungary for at least one year as a family member. As a consequence of these strict regulations, legal migrants come from, in general, a higher social position and thus, it is believed, do not need substantial assistance in integration.

The Strategy does not describe what ‘successful integration’ is, but from its statements we may draw a few conclusions. It considers integration to be a two-way process that includes both inclusive attitudes of mainstream society and migrants’ willingness to integrate. Thus, we may presume that integration is seen as successful if xenophobic attitudes are turned into a more receptive and tolerant approach to ‘foreigners’ and if migrants are included in the mainstream society. However, the focus of the ‘integration’ section of the Strategy is on the various fields of

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<sup>13</sup> Migration Strategy will refer to the policy document titled ‘Migrant Strategy and a seven-year strategic document connected to the Refugee and Migrant Fund to be established between 2014-2020’.

<sup>14</sup> [http://www.bevandorlas.hu/jomla/index.php?option=com\\_k2&view=item&layout=item&id=45&Itemid=385&lang=hu#](http://www.bevandorlas.hu/jomla/index.php?option=com_k2&view=item&layout=item&id=45&Itemid=385&lang=hu#)

integration, such as language skills, employment, housing, family support and health care, as well as on the provisions guaranteed by the state. At the same time, the receiving society is addressed in a short paragraph that fails to elaborate on how the state aims to address intolerance towards migrants. The Strategy also mentions the importance of developing intercultural education (with the aim of making public education more inclusive for migrants), supporting TCN students in higher education to enable them to enter the Hungarian labour market, providing adult education for migrants seeking integration into the labour market, providing housing for asylum seekers, enabling the political activity of TCNs, and enhancing that members of mainstream society become more receptive of migrants and their integration.

Interviews with stakeholders in the Ministry of Interior revealed that integration in practice is governed by the provision of equal rights for migrants, while the provision of additional support that would allow for equal opportunities for migrants is not seen as a state duty. Interestingly, state stakeholders, in consonance with the Strategy, emphasise the lack of a universal institutional framework for migrant integration. “*A special institutional structure is still missing in Hungary that would coordinate integration measure or would serve as an integration network*” (Migration Strategy, p. 70). Individual projects financed from the EU Integration Fund aim to support the integration of migrants; however the approach of the state is the provision of equal rights and mainstreaming.

Interviews with NGOs revealed that they address integration in a more complex manner, and aim to reach out to both the migrant communities and members of the mainstream society simultaneously. Many projects are organised with the participation of both parties, while a large set of projects focus on education and aim to strengthen public education and empower its actors (teachers, principals of schools) to integrate migrant children. However, we have to emphasise that these are small-scale, project-based measures, and that the public education system is generally not prepared to integrate migrant children from non-Hungarian backgrounds.

### *1.2.2 Intellectual sources of policy documents*

The Migration Strategy is informed by the EU Common Basic Principles of Integration and addresses most of the issues listed in the EU document. Similarly, the Anti-Trafficking Strategy is informed by EU principles and regulations. In its introduction it lists all EU documents to which it intends to conform.<sup>15</sup> We will not elaborate further on this policy document because it focuses on victims of trafficking who have been trafficked out of Hungary and their reintegration into Hungarian society.

### *1.2.3 Sectorial policies and practices of integration*

The question of integration is tackled in the Strategy but it is not or is rarely converted into the policy documents of individual policy areas (such as the policies covering public education, the labour market, health care, child care etc.). Here are some examples taken from the most significant policy areas: the Public Education Act addresses migrants only insofar as it mentions that the scope of the Act includes migrants and asylum-seeking children of compulsory school age; the Child-Care Act mentions migrant children only when listing the target groups of the Act; the Social Integration Strategy does not consider migrants or asylum seekers as a target group and does not

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<sup>15</sup> EU Directive 2011/36/EU; European Union’s Anti-Trafficking Strategy presented on 19 June 2012

mention any of the migrant categories.<sup>16</sup> (See Appendix 2 for a table summarising policy areas that refer to migrant integration.)

Field research and interviews with NGOs confirmed that migrant integration is not seen as a priority area by the Hungarian government, and migrants receive very little support from the state. If they are legally registered, migrants have access to public services, such as health care, education or certain social services; however, these public institutions and their employees are not prepared to deal with migrants at all. Although schools are obliged to enrol children who are registered in their catchment area, teachers are not prepared to deal with a child who does not speak Hungarian, and schools are not prepared to address the kinds of problems that can stem from possible traumas caused by migration or challenges posed by cultural differences. Teachers are also not equipped to tackle communication problems with parents, just to name a few of the most frequent difficulties. Migrant children are often placed in classes with a much younger cohort of children in order for them to learn Hungarian (Feischmidt and Nyíri 2006). The lack of classes and methodologies for teaching Hungarian as a foreign language to school children is also an important deficit.<sup>17</sup> With regards to employment, a person (family member) willing to enter the labour market faces serious difficulties, as the vast majority of jobs require Hungarian-language skills, while free courses in Hungarian as a foreign language are offered to recognised refugees only. Other migrants have access to Hungarian courses mostly through business language schools, which charge considerable tuition fees (although there are a few project-based trainings accessible for a limited number of migrant participants). According to the Migrant Strategy, knowledge of Hungarian is a basic condition for integration in Hungary, where most of the population does not speak a foreign language.

Due to a recent regulation, unaccompanied minors are cared for by the mainstream child-care system and stay in child-care homes. They are grouped into two such homes (in Fót and in Hódmezővásárhely), where they are separated from the outside world and are not provided with de facto support for integration. De jure, they are enrolled into a school, but, de facto, they do not attend school.<sup>18</sup> According to our interview with the Child-Care Authority, unaccompanied minors are officially granted an official guardian, but they are not necessarily provided with any official interpreter and are thus unable to communicate, meaning that the guardian can't represent their rights and will accordingly.

Trafficking is a recognised problem in Hungary, which has developed an Anti-Trafficking Strategy. The main governmental agent responsible for the Strategy and its implementation is the Ministry of Interior. Data on occurrences of trafficking is reported by the police. There are also several other organisations involved in data collection and the integration of victims of trafficking, such as Hungarian Baptist Aid, the Budapest Child Protection Methodological Services and Blue Line (an organisation operating free telephone lines for children in danger).

Policy documents (such as the Anti-Trafficking Strategy) and interviews indicate that the term 'victims of trafficking' is applied to Hungarian individuals who were trafficked to another country. When talking about integration, stakeholders usually refer to the reintegration of victims of trafficking who have returned to Hungary. Our interviewees (Ministry of Interior) mentioned that

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<sup>16</sup> Nemzeti Társadalmi Felzárkózási Stratégia – mélyszegénység, gyermekszegénység, romák – (2012-2020). KIM Társadalmi Felzárkózásért Felelős Államtitkár 2011. <http://romagov.kormany.hu/download/8/e3/20000/Strat%C3%A9gia.pdf>

<sup>17</sup> M. Feischmidt and P. Nyíri (eds), *Nem kívánt gyermekek? Külföldi gyerekek magyar iskolákban* [Undesired children? Foreign children in the Hungarian education system]. Budapest: MTA KI, 2006

<sup>18</sup> Our interview with the representative of the child-care authority revealed that in one of the homes children are enrolled into a school which is situated 40 km away and they are left with no organised transport, thus unable to attend the school daily.

there are very few victims of trafficking involving third country nationals (in fact, there was only one alleged case last year). Trafficking happens more frequently within the EU, more specifically from Hungary (and other post-communist states) to old member-states of the EU, rather than from third countries to Hungary. Officials also mentioned that socially marginalised Roma from the CEE countries are the people who are most concerned in trafficking.

### I.3 Integration Framework

#### *I.3.1 State actors*

There are two types of actors involved in migrant integration in Hungary: the state (namely, the Ministry of Interior through the Department of Support Coordination and the Department of European Cooperation and the Office of Immigration and Nationality through some projects targeting integration of asylum seekers), and NGOs representing the civil sector. Fieldwork interviews revealed that the state, represented by the named departments of the Ministry of Interior, sees its role primarily as a supervisory body in distributing the funds provided by the European Union and in setting the framework of migration and migrant integration (through the creation of the legal and policy framework in terms of laws, regulations and the Migrant Strategy). The Hungarian state does not run any self-sponsored integration programs, but relies fully on external funding from the EU. Moreover, it doesn't think of itself as an executing actor of the integration programs or projects. Instead, it outsources this task to the civil sector. The same applies to the different policy sectors across the ministries (e.g. education, labour, health-care etc.). There are no specific programs or projects addressing the integration of Hungary's migrant population, and this aspect is not included in documents regulating sectorial policies. The reason given for this (as determined by the fieldwork interviews) is that Hungary has such a small migrant population that the specific policy sectors don't feel the 'weight' of this question and the need to address it. As one of the officials argued, Hungary needs to handle far more 'serious' issues in terms of social integration (e.g. the integration of 'its own' Roma population), thus trying to distance themselves from the question of migrant integration. This argument also indicates the clear priorities of the state regarding migration. There is clear preference for ethnic Hungarian migrants arriving from neighbouring countries who do not pose any integration challenges to the authorities, and clear reservations against any other type of migrant, who may need additional attention and support from the state for successful integration.

#### *I.3.2 NGO actors*

Perhaps as a direct consequence to the previously described division of labour between the fund-distributing state and the civil sector, which effectively executes the integration programs, some of the major players in the civil sphere have become highly professional in their expertise as well as efficient and well-respected in this area.

With regards to civil society, Menedék–Menekülteket Segítő Egyesület is one of the largest and most respected NGOs in the field of migrant integration. Its staff regularly run projects in the area of education (through helping migrant children in their school integration and sensitizing majority students and teachers towards issues of cultural diversity), funded mainly by the European Integration Fund and the European Refugee Fund. They implement numerous projects relating to refugees and their integration, as well as programs targeting negative attitudes of majority population towards immigrants.

The Artemisszió Foundation is another respected NGO player in this area, specialising in cultural projects which are linked to the question of migration. Its main expertise is intercultural

communication, and it conducts various personality-development trainings related to migration, with its most recent project focusing on TCN women.

Jövőkerék Alapítvány has run a similar project since January 2014, with a goal to assist in the integration of TCN women within the Hungarian labour market. Jövőkerék is a rather new player in the field of migrant integration, their earlier projects were mostly related to arts and were often intercultural projects.

IOM Hungary–International Organization for Migration is a national branch of an international organisation. Its main profile includes assisting in the voluntary return of immigrants (such as refugee-status applicants) who decide to return to their home country. (Most of IOM’s clients are currently from Kosovo.) The Hungarian office of IOM is also involved in the voluntary return of Hungarians from abroad, some of whom are victims of human trafficking. On the national scale, IOM closely cooperates with Hungarian authorities, with the Office of Immigration and Citizenship in rejected/withdrawn refugee application cases.

As suggested above, migrant women and children, as two vulnerable groups earmarked in this project, are often not systematically and specifically addressed in programs by NGOs in Hungary. Rather, some NGOs work with migrants more broadly (such as refugees, rejected refugee-status applicants, older migrants living in Hungary for many years etc.) and only happen to address women and children as well as part of their activities. Other programs reach out to migrants via intercultural communication programs, often designed for schools with pupils of various ethnic backgrounds. These programs target individual schools, teachers and, among students, children with migrant backgrounds. The programs are often designed for entire school communities, thus addressing the families of migrant children as well. In addition, some NGOs that work on intercultural and art projects find that the issues of migrant integration and intercultural dialogue in Hungary are part of their scope of interest. Most of these projects specialise in school-age children (and occasionally their families), and recently TCN women as well. Women’s organisations in Hungary don’t address issues of migrant women.

Our interviews, victims of human trafficking form a very specific and small group among immigrants in Hungary.

### *1.3.3 Institutional framework of integrating unaccompanied minors*

In Hungary the Child Protection Methodological Services (TEGYESZ) is the institution that provides professional child-protection services, secure post-care services and accommodation in child-care homes and reception homes; it also coordinates a network of foster parents. The Act on Child Protection (331/2006) points out that all children, even those who have applied but not yet been granted any status in Hungary, are entitled to receive full protection in the state. Another recent change is that since 2012, unaccompanied children (who arrived without parents or have been separated from them because the parent has been caught violating Hungarian law, e.g. by illegal border crossing) are not given accommodation in BÁH receiving stations along with adult refugee-status applicants, but are instead housed separately, in two child-care homes assigned this specific role. The child-care homes are located in Hódmezővásárhely (in south-west Hungary) and in Fót (in central Hungary near Budapest). Non-asylum-seeking foreign unaccompanied minors are placed by the police in child-care homes where they are provided with accommodation and protection services. The competent institution that centralises the information and makes decisions on non-asylum-seeking unaccompanied minors cases Hungary is the Budapest 5th District Guardianship Office.

## I.4 Vulnerability with National Migration and Integration

The Law on the Entry and Stay of Third Country Nationals (2007/2) defines vulnerability in §2 as follows:

*An individual in need of special attention: unaccompanied minors or any vulnerable individuals – especially minors, elderly, persons with disability, pregnant women, single parent with minors, victim of torture, sexual violence, and psychologically, physically or sexually abused person – whose situation was defined by the individual evaluation as one who necessitates special attention.*<sup>19</sup>

This definition of vulnerability specifies certain groups at risk, but also approaches vulnerability in a very flexible way, by leaving the identification of potential vulnerable migrants at the discretion of an individual evaluation of each particular case. According to interviews with governmental stakeholders this definition of vulnerability is informed by the European Unions' documents but perceives vulnerability in a wider and more flexible way.

The Migration Strategy deals with unaccompanied minors as an especially vulnerable group of migrants, and dedicates a special section to them and their integration. The Strategy also devotes a section to trainings aiming to prepare Hungarian authorities and stakeholders dealing with vulnerable migrants, especially victims of violence and trafficking. The Strategy also mentions the elderly, disabled and other vulnerable groups, such as victims of sexual abuse and traumatised migrants.

## Part II: Monitoring and Evaluation of Integration in Hungary

### II.1 General Information on Monitoring/ Evaluations

Monitoring and evaluation of migrant integration takes place on at least four levels in Hungary. The first level is that of the monitoring of the legal and policy environment in the context of an EU-wide framework. The most important of this type of monitoring is the regular development of MIPEX. The second level of monitoring is the analysis of the integration of migrants on the national level. Two subtypes may be distinguished within this category: (1) monitoring of the Migration Strategy, and (2) researching the integration of migrants in the country. The monitoring of the national Migration Strategy exists only in principle at present. The Strategy is a recent document and although it has a separate chapter (Chapter VII) focusing on monitoring and evaluation, this activity has not yet been completed. On the national level, the most extensive research regarding the integration of migrants is undertaken by means of academic research projects. These researches use both statistical data and individually designed surveys to assess the level of integration of migrants (Kováts 2013a). The third level of monitoring is that of individual projects managed by NGOs. As integration projects are typically financed by the EU Integration Fund, the financial and professional monitoring of the projects is a strict condition for such funding. Therefore, the monitoring of these projects is mainly informed by the expectations of the funding agency. The fourth level of monitoring and evaluation is that of the assessment initiatives of the NGOs themselves, due to their own interest and the need to provide feedback to partners. Such exercises are occasional, but not infrequent, and constitute the sphere for innovation and good practices. These forms of monitoring will be considered in greater detail below.

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<sup>19</sup> Translation by the authors

### *II.1.1 Monitoring of the policy and regulatory environment*

Evaluation of the policy and legal context is provided yearly through the generation and publication of the Migrant Integration Policy Index (MIPEX). MIPEX measures seven policy areas of migrant integration: labour market mobility, family reunion, education, political participation, permanent residence, citizenship and anti-discrimination. MIPEX incorporates 148 policy indicators, which compare policy framework with the highest policy standards/norms. MIPEX is a very important tool by which integration policies in EU member-states become comparable. However, it is limited in that MIPEX measures only the policy arena (in terms of regulations and policy documents) but does not consider the outcomes or impact of these policies. Another limitation of MIPEX is that it compares policies to an ideal, a ‘highest standards’ of policies and regulation. MIPEX was generated in 2007, 2009, 2010 and 2012 by a team of experts. It follows a rigorous methodology which includes a double-check of the data.

Policies with regard to migrant integration in *education* is categorised as critically unfavourable by MIPEX (Hungary is the last among 31 countries with 12 points). Indicators of MIPEX education indicators consider policy documents and their provisions concerning access to education, support provided for migrant integration, the presence of intercultural curriculum, the schools’ responsibility to address the specific needs of migrant children, access to additional support (in the form of additional tuition or extracurricular activities) and teaching Hungarian as a foreign language. The conclusion of MIPEX is that policy documents about public education don’t tackle the issue of migrant children and don’t provide a strategy and methodology for the integration of migrant children in schools. Intercultural education is literally lacking in public education (0 points) and although intercultural education as a methodology was developed in the mid-2000s, it has never been convincingly implemented on a systemic level. Schools are not obliged to provide special support to newly arrived migrant children (either in the form of offering Hungarian as a foreign language tutoring, or by providing special pedagogical support for integration) or to teach about multicultural society.

*Political participation* and the *acquiring of citizenship* are rated low – with 33 and 31 points respectively – and are categorised as unfavourable. Indicators of political participation point out that although migrants with long-term residence permit have full rights to vote and laws provide the right to associate and to establish political parties, the state does not promote political participation of migrants, does not provide financial support to migrants’ political representation and there are no implementation policies adopted in the country. Indicators assessing policies on acquiring citizenship rate low because the procedure is a very complicated and lengthy one for TCNs who are not ethnic Hungarians and the stability of the status is not secured. The procedure is discretionary and depends on the individual decision of the bureaucrat to a great extent. MIPEX citizenship indicators emphasise that the process for acquiring a residence permit is the strictest among the 31 countries: first-generation migrants need to provide proof of 8 to 11 years’ residence and that they have a secure job and housing.

Policies on *labour market* integration are categorised as slightly unfavourable (41 points), but Hungary is situated 26<sup>th</sup> on the list of 31 countries in this respect. The indicator about access to targeted support ranks low (13 points) while access to employment is relatively well secured (70 points).

The MIPEX report recorded that among policy fields the sphere of *anti-discrimination* policies is one of the best developed: all indicators are graded high: definitions (50 points), policy areas

covered by the law (100 points), tools of law enforcement (79 points) and provisions supporting equal opportunities (72 points).

### *II.1.2 Governmental monitoring of migrant integration*

On a national level, general and comprehensive monitoring of migrant integration has not yet been undertaken. The Migration Strategy which was adopted in 2013 and came into force in 2014 prescribes the annual monitoring of the implementation of the Strategy. The responsible authority for monitoring is the Ministry of Interior, with the support of a body constituted by representatives of ministries responsible for different spheres of integration, as well as governmental experts in the field. There is no further elaboration of the composition of this body, as well as the methodology or aspects of monitoring in the Strategy. Our interviews revealed that as of April 2014 the body had not yet been set up, nor its methodology drafted. However, our interviewees mentioned that aspects of monitoring will be informed by the Aims & Tools table published as an Appendix of the Strategy. However, having taken a closer look at the Appendix we recognized that the column titled ‘Indicators’ reports mere output figures for individual measures (such as number of information campaigns set up, number of training curricula to be developed, number of conferences to be organised, number of studies to draft etc.) The first monitoring report on the implementation of the Migrant Strategy is due at the end of 2014/beginning of 2015.

Also, at the level of the state, the Ministry of Interior monitors individual projects that are financed through the EU Integration Fund. These monitoring activities rely on very specific outcome indicators for each project instead of complex indicators of integration or program evaluation. Indicators of a more general scope about integration of migrants are not designed and applied in the governmental sector. Although the monitoring of these projects is a crucial element of the transparent spending of EU funds, it does not allow for a general overview of the level and processes of integration, its variations across time, social spheres or subgroups of migrants (including vulnerable groups).

### *II.1.3 Academic research on migrant integration*

*On the national level* the largest body of knowledge on migrant integration stems from academic research. There are several academic centres focusing on research on migration in Hungary. These include the Institute for Minority Studies of the Hungarian Academy of Sciences (HAS), the Faculty of Social Sciences at Eötvös Loránd University (ELTE), and the Hungarian Demographic Research Institute (HDRI) in Budapest. Research conducted by these organisations do not specifically monitor migrant integration, however they are the most important source of information on the migrant population in Hungary and the challenges of integration. The scholars at these research centres provide facts about the spheres of integration – such as education, labour market, political participation, gender relations – analogous with policy areas of integration as defined by the Zaragoza Declaration. Some also focus on a specific subgroup of migrant – specific either by the country of origin or because of some vulnerability (children, women, unaccompanied minors). Appendix 3 provides a non-complete but comprehensive list of research conducted in the past five year on migration and migrant integration, including their scope and references.

Several studies focus explicitly on the *labour market* integration of migrants. Hárs, for example, uses the most prevalent indicators (such as activity rate, employment rate, unemployment rate, type of employment and economic field of employment) to demonstrate that migrants have a considerably better labour market position than members of the mainstream Hungarian population, in terms of higher activity and employment rates (Hárs 2003, 2009, 2013). Gödri and Tóth (2005)

conducted research which illustrated that ethnic Hungarian migrants stand out in terms of essential employment indicators. A survey among six groups of immigrants in 2009 (Örkény and Székelyi 2010) showed that Chinese, Turkish and Vietnamese immigrants most typically are self-employed and run family businesses, while ethnic Hungarians and Ukrainians work more frequently as employees. Several researches have focused specifically on Chinese entrepreneurs (Nyíri 2010; Várhalmi 2013; Juhász 2011) and pointed to the transnational nature of Chinese (and other Southeast Asian) migrants who make use of considerable ethnic economic networks that transcend national boundaries. Another recent European comparative research project, FEMAGE, focused on the situation of migrant women (Melegh et al. 2010) and investigated their labour market situation, employment opportunities and experiences. Using in-depth qualitative methods (narrative interviews), the research found that subsequent to migration women experience a strong decline in their employment status.

Another widely researched area in the field of integration is *education*. An analysis of statistical data using indicators of educational attainment (highest educational level) suggests that, generally speaking, migrants are better educated compared to native Hungarians (Gödri and Tóth 2005, Örkény and Székelyi 2010). Nevertheless, there are significant differences between various groups of migrants in this respect, depending on the length of stay and the occurrence of participation in Hungarian higher education. Another important aspect is that of the integration of migrant children into the Hungarian educational system. There are relatively few studies on this issue despite the fact that MIPEX pointed out that education is the most problematic sphere of migrant integration. The conclusions of some studies from the mid-2000s are still valid today: Feischmidt and Nyíri (2006) used qualitative methods (interviews, participant observations) to look at both the members of migrant families (parents and children) and the receiving environment (policy makers, local stakeholders in education, schools, teachers and peers). They found that the educational system is completely unprepared to include migrant children: teachers are not prepared either methodologically or pedagogically, most have no idea about the existence of intercultural education and schools lack the infrastructure or additional expertise and staff (interpreters, teachers of Hungarian as a foreign language, cultural intermediaries, pedagogical assistants) that could support their ability to integrate non-Hungarian speakers. Ethnocentrism is a very typical attitude in both schools and communities in which the migrant children live and study. Migrant families of high status typically try to bypass the public education system by choosing private schools (the American International School, the Britannica International School, the Chinese-Hungarian school, the Thomas Mann Deutsche Schule, the Europa Schule, the French School etc.). A few public schools, especially in Budapest, became attractive to migrant families as they undertook to deal with migrant children and consciously adopted intercultural education and pedagogy and sent teachers to attend intercultural and methodological trainings. The conclusion of this pioneering research with respect to the focus of the present project is that measuring integration of migrants in education necessitates a broad approach and needs to build indicators revealing the organisational and methodological capacity of education to integrate migrant children, the presence and application of multicultural pedagogy, the potential of schools to communicate and to include families in the schooling of their children and the attitudes of the direct environment – teachers, peers – towards migrants and ‘otherness’ in a broader sense.

Another policy area of the Zaragoza Declaration focuses on the social inclusion of migrants. This aspect was investigated by a number of researchers in Hungary. According to Göncz, Szanyi-F and Lengyel (2013) the social position of migrants is generally higher than that of the mainstream Hungarian population, though there are also significant differences in this respect. The study

followed the Zaragoza indicators and applied the following indicators: per capita income,<sup>20</sup> its median, risk of poverty (the share of those with a per capita income below 60% of the median), property ownership, subjective health and subjective well-being. The later was measured by a complex indicator of thirteen items, including cognitive and affective elements (such as happiness, satisfaction with friendship relations, satisfaction with family relations, satisfaction with the neighbourhood, satisfaction with work, satisfaction with security, future perspectives, housing conditions, social acceptance, financial situation). Örkény and Székely (2010) assessed the social situation of migrants on a non-representative sample of six migrant groups.<sup>21</sup> They applied similar ‘indicators’: employment status, labour market mobility (in comparison to the situation in the home country), subjective assessment of own living standard and its change in relation to the one in the home country, per capita income. In addition they constructed a complex indicator of the financial situation, including variables such as per capita income, property and housing conditions.

An important component in the chances of integration is the background of the attitudes of the Hungarian population, which has been measured by several researchers. Eurobarometer regularly measures the experience of discrimination based on seven traits of ‘otherness’. A better – more focused – measure about the experience of discrimination has been produced regularly by the TÁRKI Social Research Institute in Budapest since 1992. TÁRKI also measures attitudes towards various minority groups, including migrants. According to Sik (2012), 40% of the Hungarian population is explicitly xenophobic,<sup>22</sup> that is, they would not allow any foreigners into the country if they had the choice. Another question allows for differentiating between various groups of migrants according to the country of origin. These questions make up the indicator of xenophobia. The survey also includes items measuring social distance (using the Bogardus scale),<sup>23</sup> asking about the acceptance of various minority groups as a family member, neighbour, colleague or in combination (Simonovits 2013). The tendency to discriminate was also measured by an innovative methodology: in the course of a controlled experiment, the respondents had to choose from photos of visible minorities whom they would recruit into various position (maintainer, cleaning person, public officer) or to whom they would rent their flat. The photos included a description of the person, their (fictive) name, country of origin and labour-market characteristics.

As to one special vulnerable group – unaccompanied minors – a pioneering research project was conducted recently by Terres des Hommes, in the framework of the Mario project (Sávai and Cazenave 2012). The project aimed to identify good practices, which it could not do, and it found that professionals in the child-care system often regarded children as adults and did not provided sufficient emotional, psychological and practical support them.

#### *II.1.4 NGO level*

The third and fourth level of monitoring takes place on the level of NGOs active in migrant integration. Civil organisations involved in migrant-integration projects regularly monitor and

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<sup>20</sup> The non-response rate was very high (over 50%) and therefore the results have to be handled with due care.

<sup>21</sup> A survey conducted in 2009, on a sample size 200, including Arab, Turkish, Vietnamese, Chinese, Ukrainian and ethnic Hungarian migrants

<sup>22</sup> Agreed with the statement: ‘Foreigners should not be allowed to “enter the country”’.

<sup>23</sup> Could you accept a ... [country of origin] as:

Family member, neighbour or colleague

- Neighbour or colleague
- Only as a colleague
- None of these

evaluate their projects beyond the official requirements. The official requirements involve a detailed financial report to the concerned ministry (Ministry of Interior), and a very brief technical report about the implementation of the project (often restricted to yes/no answers to a set of bureaucratic questions). However, beyond these official reports, the NGOs regularly conduct self-evaluation and monitoring for their own benefit and in order to increase the efficiency and success in their work. This happens on a project-to-project basis, usually at the end of a completed project, but sometimes also in the form of a mid-term report, as well.

Menedék–Migránsokat Segítő Egyesület, the largest and most experienced NGO working on migrant integration in Hungary, revealed that it usually does not use formal questionnaires to assess the results and benefits of their programs. Instead, they organise a semi-formal workshop at the end of the project, where participants can freely express their opinions. Participants are asked to elaborate on the ways in which they benefited from the program and about their further needs in order to help the staff of the NGO plan their future projects and address the needs of the concerned target group. In the case of teacher-training programs, participant-satisfaction measurement is a compulsory part of the projects. However, more than these end-of-project written evaluations, it is the feedback of the teachers who return for further training, thereby establishing long-term contact with the organisation that provides the most valuable information in terms of evaluating the success of the NGO's work. The representatives of the organisation emphasise their goal to strengthen the participants' bonds to the organisation, to build a system of long-term mentoring and to develop a methodology of evaluation across different projects and programs.

The Artemisszió Foundation, another major player of the civil sector (introduced earlier in this report) engages in continuous reporting – sometimes on a monthly or bi-monthly basis, depending on the length and intensity of the project. Results are also monitored at the end of the program. *Mentors* (who are often former/'old migrants') do both written and oral reporting (to the head/manager of the program) on a regular basis. Children, the most frequent target of their projects, are requested to evaluate the projects in a playful way, and are never asked to fill in 'dull questionnaires'. Just like in case of Menedék (where information taken from the feedback on the previous project is often used as a starting point for designing a new project), Artemisszió always uses the lessons learned from previous projects to design and improve their following projects. When asked about long-term monitoring, the NGO emphasises that due to a lack of resources it is not in a position to follow the project participants in the long run along their integration trajectory.

Jövőkerék, another NGO involved in the migrant-integration sector, implemented a project addressing the labour-market integration of TCN women, and conducted a project evaluation by means of a participant assessment: first, when entering the program, exact needs are assessed, and at the end of the project, participant satisfaction is measured. These two rounds of assessment include a formal questionnaire and an in-depth oral interview. This kind of reporting and assessment is done merely for their own records and future reference.

Activities of civil organisation projects are often continuously assessed during the project period itself. Evaluation often takes place at the beginning (treated as incoming data), and at the end of the project (as project outcome data), and the two are then compared. Long-term measurement and monitoring, that is, follow-up of integration beyond the actual project, is almost impossible to carry out due to the lack of resources. However, the civil organisations usually employ informal (though informative) ways of evaluating their projects in the long run, and follow their participants' integration. This involves developing long-term contact with participants, where the return of the same participants enables long-term assessment, albeit on a small scale.

Migrant representatives are not involved in either administrative data collection, or in conducting academic research. However, due to the fact that research of the most important academic centre, the Institute for Minority Studies, is lead by a researcher who is also the founder and director of the oldest and largest NGO active in migrant integration (Menedék), it can be assumed that a deep sensitivity to the migrant experience is incorporated into the scholarly investigations carried out by the institute.

## II.2 The Use of Indicators in Monitoring Migrant Integration

In Hungary, several organisations and authorities collect information on migrants. The main body in charge of statistical data collection in the field of migration is the Hungarian Central Statistical Office (HCSO). Its statistics are based on data generated by public administration and the census. It is responsible for the compilation of the annual National Statistical Data Collection, and the elaboration and implementation of methods, concepts and classifications. It also runs large-scale population surveys for Eurostat databases (EU-SILC, LFS etc.). The Office of Immigration and Nationality (BÁH) is the authority responsible for the management and registration of immigration. Due to this it maintains the most comprehensive register on the foreign population in Hungary, the Central Immigration Register (CIR). Further authorities possessing data on the foreign population in Hungary, including the National Health Insurance Fund, which registers social security information and health insurance policy details; the Educational Authority and the Ministry of Education, which keeps a registry of all students in education; the Public Employment Service, which is responsible for registering the unemployed as well as managing the registers of foreigners employed in Hungary. Two more research institutions must be mentioned as crucial sources of data on migration: the Hungarian Demographic Research Institute collects data on population developments (including migration), analyses migration flows and investigates the relationship between social and demographic processes, and family and migration policy. Finally, the TÁRKI Social Research Institute conducts annual population surveys on attitudes and opinions on matters of immigration and integration of immigrants, as well as on the perception of discrimination.

### **Data that could be used in the evaluation of integration policies and measures**

In Hungary there is no regular, systematic data collection to monitor or evaluate the integration of migrants. However, a great number of data sources are available which are suitable to become a source of monitoring integration. The HCSO publishes regular statistics on migration in the Demographic Yearbook. The indicators are published annually, and they are reproduced here (Gárdos and Juhász 2010):

Time series of:

- Flow data on migration by gender, age, country of citizenship and NUTS<sup>24</sup> of Hungary
- Stock data divided by gender, age, citizenship and region
- Naturalised people by gender, age, previous citizenship and region
- Ethnic Hungarian immigrants to Hungary

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<sup>24</sup> Nomenclature of territorial units for statistics developed by Eurostat

Tables on:

- Immigrants (inflow), including the following background variables: gender, age, citizenship, purpose of stay, marital status, region and size of settlement
- Foreigners leaving Hungary by: age and citizenship, citizenship and marital status, region and age
- Stock of foreigners with residence permit by: gender, age, citizenship, purpose of stay, marital status, region and size of settlement
- Stock of foreigners with settlement permit by: gender, citizenship, age, marital status, region and size of settlement
- Stock of all foreign immigrants by: gender, age, citizenship, purpose of stay, marital status, region and size of settlement and main sending countries
- Naturalised persons by: previous citizenship, age, marital status, gender, region and size of settlement and main sending countries

Many of the indicators of integration can be derived from already existing datasets. Data on economic activity and employment of migrants are included in databases of the National Employment Service (NES) and large-scale population surveys like the Labour Force Survey (LFS). Both the tax authority's registry and the NES registry data are not available publicly, though the latter may provide information for research purposes on individual request. LFS data is publicly available and serve as a rich source of information for analysis. Information on education is managed by the Ministry of Education and its background institution, the Education Authority (for current students), while the educational level of migrants may be derived from migrant subsamples of the census, as well as large-scale population surveys such as the LFS and EU Statistics on Income and Living Conditions (EU-SILC). The census, as the largest and most representative source on stock data about migrants, is conducted every ten years. It includes items on gender, age, status of housing, citizenship, place of birth, whether s/he ever lived abroad, family status, number and age of children, highest educational attainment, knowledge of languages, employment status and type, daily commuting, ethnic belonging, religion, language used in the family and enduring illness or disability. There is an issue of data harmonisation in case of migrants, as educational systems within specific countries may vary to a great extent, and transforming foreign qualifications into Hungary's educational categories is a challenging task. Housing and life conditions may be detected from the migrant subsample of the EU-SILC survey, as well as non-representative surveys focusing on the migrant population or its subgroups (e.g. ethnic Hungarian migrants, Chinese) described in details in the previous section. These surveys are usually not representative of the entirety of the given population, but they do allow an in-depth investigation of the experiences of migrants.

Data on public attitudes about migrants and migration are collected annually by TÁRKI. Issues such as political activism and participation, attitude, trust in public institutions or the subjective well-being of migrants may be deduced from the European Social Survey (ESS), which is conducted bi-yearly since 2004. The problem with this data source (as with population surveys in general) is that the migrant subsample is not large enough for further analysis. However, as ESS is a time series database, the aggregation of data of the already existent six rounds of the survey provides a large enough migrant subsample allowing for the analysis of political participation and attitudes.

Problems regarding existing data are that they do not ‘see’ certain – vulnerable – subgroups of migrants. While gender is always an aspect of data collection and publication, age is not so evident and the fact of being a victim of trafficking is completely missing from any of the above data sources.

### **Indicators of integration**

There is no systematic monitoring of integration measures taking place on any of the vulnerable groups defined by the ASSESS project. However, most administrative data (as well as survey data) includes the variable of gender and age; therefore, the information can be subtracted for women and for children from existing data sources. The problem is the lack or problematic nature of the access to these data. With regard to the third category defined by ASSESS, information about trafficked persons doesn’t appear in the data sources: the fact of whether a migrant is (or is suspected of being) a victim of trafficking may be derived from the police registry. Data on migrants (BÁH or HCSO) do not ‘see’ whether the individual is a victims of trafficking.

Our interview with the responsible authority (Ministry of Interior) revealed that data collection on victims of trafficking is very rudimentary and that on the EU level there is no harmonisation of such data. The greatest problem of data collection is the extremely high rate of latency and the possibility of the duplication of data (data is anonymous, and the data collected by different offices may be duplicated). The small amount of relevant data that is accessible refers to the number of individuals using special services (temporary and/or protected housing, psychological support etc.). Although the Anti-Trafficking Strategy states the need for monitoring that would systematically follow individuals who have left temporary and/or protected housing, no specifics about the method and responsibility for the monitoring is given in the document. The interviews indicated that such systematic monitoring does not exist.

### **II.3 Data Collection Mechanisms for Monitoring Migrant Integration**

The above sections detailed the available sources of data, as well as the limitations on their use. Available sources of data include the following:

- The residential registry, which covers all individuals having an address in Hungary. This registry includes a majority of the foreigners (83%) residing in Hungary: all from within the EU and approximately 50% of TCNs (Gárdos et al. 2009). Individuals possessing residence permits are not registered in this database. The database is not publicly accessible.
- The Office of Immigration and Nationality (BÁH) collects data on all immigrants. It maintains the most comprehensive register on the foreign population in Hungary, the Central Immigration Register (CIR). The CIR includes certain demographic information for those entering the country with the purpose of employment or engaging in economic activity. The information recorded includes: educational level, qualifications, earlier occupations, country of origin, age and gender.
- The Central Bureau of Statistics administers the census, the most exhaustive source of detailed information about the population residing in Hungary. The census is conducted every 10 years, while a micro-census is conducted in between the censuses.
- The Office of Education and the Ministry of Education possess data on students in the Hungarian education.
- The tax registries possess data about tax-payers.

- The National Health Insurance Fund registers social security details and health insurance policies, which are compulsorily paid for by all who have a legal income in Hungary.
- The Public Employment Service registers unemployed people.

Available data focus on individual immigrants and their characteristics and not on their integration. This is due to the fact that data about migrants are dominantly by-products of administrative data or large-scale surveys. Systematic surveying of migrant populations and their integration is still missing, a gap acknowledged not only by researchers but also by governmental stakeholders. However, if integration is understood as a bilateral process in the course of which both the immigrant and the receiving society has a role, and if we accept that integration cannot be seen as the sole responsibility of the immigrant individual, integration should be measured as a function of various networks and interactions: interpersonal, community and official relationships. Such an approach cannot be derived from existing administrative databases, but only from specialised surveys and research.

A report by the team of the Hungarian Demographic Research Institute (Gárdos et. al. 2009) assessed existing data systems, as well as the lack of data and harmonisation necessary for the systematic monitoring of integration of migrants. It identified the following systemic gaps in existing data with regard to their use for monitoring of integration:

- Lack of harmonisation of the various data sources. As to the present situation, data is collected by different entities and is rather fragmented.
- The administrative approach of data collection, which does not allow for analysing integration in the context of interaction between the immigrant (community) and the integrating environment.

There are several further challenges to be addressed:

- Harmonisation of educational and qualification data is lacking, and therefore this information is missing in almost half of the cases in the BÁH registry.
- In approximately 25% of cases, the variable ‘occupation prior to migration’ is missing from the BÁH registry.

### **Potential to improve data**

Our interviews revealed that there are several initiatives to harmonise data of various data sources in Hungary. An important initiative of state actors aims at harmonising data collected by different authorities with regard to victims of trafficking, including data from the Ministry of Interior, the police, Public Administration and Home Office, the public prosecutor and the Information and Support Service. Another recently initiated project funded by the EU Integration Fund aims to harmonise migration data of the Office of Immigration and Nationality, the residential registry and the Central Bureau of Statistics.

A European research project needs to be mentioned in this regard: SEEMIG, a strategic project funded by the EU’s South-East Europe Programme, is an expert network/think tank for South-East European countries<sup>25</sup> considering the possibilities and methodology of data source harmonisation on the national as well as the EU level. “The main goal of the project is to empower public administrations to develop and implement policies and strategies by using enhanced datasets and

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<sup>25</sup> With the participation of eight countries: Austria, Bulgaria, Hungary, Italy, Romania, Serbia, Slovakia, Slovenia, and three observers: Albania, Georgia and Ukraine.

empirical evidence. SEEMIG is managed by the Hungarian Central Statistical Office (Lead Partner of the project) and the partnership includes research institutes, statistical offices and local governments from eight countries, and observers from further three countries.” The point of departure of the project was that in most of the countries at present, a large quantity of segregated data exists on migrants, but without their synchronization they are not suitable to be used to measure integration. Another problem is the lack of ethnic data in most of the databases (such as that of education and the labour market). Though the project does not specifically focus on integration and its monitoring, the target of the project would serve the needs of monitoring integration by means of enhancing the quality and synchronization of data.

Another think-tank organisation needs to be mentioned here as well. The Interdisciplinary Centre for Comparative Research in the Social Sciences (ICCR), an independent, international, non-profit research institute specialising in strategic policy analysis, has launched a project aiming at the exchange of experiences of migration researchers, with a special focus on developing methods and indicators for the assessment of integration. A workshop series in this area – including a workshop on MIPEX, one on the possibility of utilizing network analysis to carry out research on migrant integration and one about the language challenges inherent to researching migrants – is currently in progress.

#### II.4 Impact on and of European Standards

Monitoring in Hungary is conducted by MIPEX and, on a project-based level, fully and exclusively based on the European Union’s criteria (most importantly, on the Zaragoza Indicators of Integration). Although in compliance with EU standards, the Migration Strategy and the Anti-Trafficking Strategy explicitly declare the necessity of annual monitoring of the implementation of each respective Strategy – however, there are no clear methodologies or bodies appointed to undertake this monitoring, yet. This also means that – with the exception of the MIPEX policy indicators – there is no monitoring taking place about migrant integration on a national level.

Most of the information available about integration of migrants follows the logic of Zaragoza indicators. This is the case with MIPEX as well as most of the academic publications: they analyse integration in policy areas defined by the Zaragoza Declaration: employment, education, social inclusion, active citizenship. There are some exceptions, however: the research conducted at Corvinus University in 2009-10 approached integration in terms of inter-personal relationships.

#### II.5 Impact of Evaluations

Evaluations of past projects have a significant impact with respect to NGO projects which, in addition to monitoring as prescribed by the funding agency, regularly assess the impact of their own projects. They do so with the aim of incorporating experiences of their earlier activities within the design of new projects. Our interviews with the most significant NGOs (Menedék, Artemisszió) revealed that they do not simply evaluate their activities, but rather try to build long-standing relationships with beneficiaries and thus follow up their integration, as well as use them as advisors in developing and designing new projects. Their experiences partially feed into the development of new projects and applications.

With regard to governmental programs, the impact of program monitoring works on the project level. Interviewees from the Ministry of Interior suggested that it is crucial that indicators of project evaluations are in accordance with the wider indicators of the multi-annual programs. These two levels of indicators are regularly compared, and if in certain spheres multi-annual indicators are completed before the end of the program period, while other spheres are still under-supported, the

new calls are adopted to these disparities. Such an approach to the design of monitoring and indicators could feed into is a strong purpose for the design of the monitoring of the Strategy, which is currently under construction. We have to note, however, the ambiguity of the term ‘indicator’ as used by state stakeholders: whenever state stakeholders and policy documents refer to ‘indicators’, they in fact mean mere quantification of outcomes.

## Part III - Conclusions and Recommendations

### Conclusions

In Hungary, available data sources provide most of the background data necessary for monitoring integration in a narrow sense – analysing labour market position, educational level, social inclusion and political participation. The problem is the lack of harmonisation of the various data sources and their inaccessibility.

However, there is a broader problem to monitoring and indicator construction for assessing migrant integration, which relates to the understanding of integration itself: is it regarded as a one-way process, not one that involves both migrants and the majority society. At present, most of the indicators constructed to measure integration are dominated by measures assessing one side of the process, that of the migrant’s integration. Only a few indicators regard the side of the mainstream society. In spite of the fact that integration is understood by most policy documents as a two-way process, policy documents put all the emphasis on the tasks and responsibilities of migrants. However, if integration is seen as a bilateral process and understood as a consequence of interactions between migrants and the receiving society and its public services (neighbours, schools, health system, work spaces, shops etc.), assessment of integration necessitates an additional approach to the present practice, namely, the measurement of inter-ethnic interactions: interpersonal, community and official relationships. It must be noted that such an approach to assessing the level and processes of integration would, of necessity, be a significant methodological challenge.

The issue of vulnerability is an equally challenging area. In the understanding of the academic literature, ‘vulnerability’ is a consequence of social structures and relations; therefore, integration should be analysed in the context of these structures and relations. A more complex approach is needed if the aim is not to nominate some wider social groups as ‘vulnerable’ and depict a static picture about them, but instead to understand the occurrence and subsistence of vulnerability. Such an approach calls for the study of the hierarchic relationships in which vulnerability is born and maintained. It is inadequate to point out large heterogeneous categories of migrants – such as women and children – as equally vulnerable and others as not vulnerable.

### Recommendations

- Harmonisation of various data sources. This need was mentioned by all (state, NGO and academic) stakeholders. A methodological project with this aim is going on at present.
- Monitoring of integration following the approach of the Zaragoza Declaration is needed to tackle the challenges stemming from the lack of regular (annual or biannual) collection of information about income situation, educational data and political activity. This information may be just partly retrieved from existing data sources. Most of the data stems from the census, which is run every ten years, or international comparative population surveys in which migrants are represented at a very low share.
- ‘Vulnerability’ should be considered a cross-cutting aspect of all data collection.

- Include the aspect of the inclusive versus rejecting attitudes of society. These data may be derived from regular population surveys on attitudes (TÁRKI) or from European cross-country comparative data, such as the European Social Survey.
- Use the aggregated data of the six rounds of the European Social Survey to provide a large enough migrant subsample allowing for the study of political activism, attitudes, trust in public institutions as well as subjective well-being.
- Design and conduct focused and regular (three or five yearly) systematic surveys among the TCN migrant population, including aspects of:
  - Socio-demographic characteristics
  - Housing conditions
  - Migration history
  - Labour-market situation
  - Interpersonal relationship
  - Relations with public institutions and offices
  - Well-being
  - Education and integration into the educational system
  - Access to public services and problems faced
  - Experience of discrimination

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## Annex

### Annex 1 - List of Documents and Interviews Informing the Report

#### *List of interviews*

Academic researcher (discrimination and public attitudes), TÁRKI Social Research Institute  
Academic researcher (migration), Institute for Minority Studies, Hungarian Academy of Sciences  
Chair, EUROCHILD Delegate (Hungarian), delegate to UN Committee on the Rights of the Child  
Director, Artemisszió Foundation  
Director, Family, Child and Youth Association  
Director, IOM Hungary–International Organization for Migration  
Director, Menedék–Migránsokat Segítő Egyesület  
Founder/Managing Director, Menedék–Migránsokat Segítő Egyesület  
Head, migration research unit, Institute for Minority Studies, Hungarian Academy of Sciences  
Lead Researcher, Institute of Demography, Central Bureau of Statistics, Leader, SEEMIG consortium  
National Contact Point for Integration, Ministry of Interior  
National Coordinator for Hungary, MIPEX  
Notary, Budapest 5th District (responsible for unaccompanied migrant minors in Hungary)  
Officer, Office of the Commissioner for Fundamental Rights  
Project Coordinator, IOM Hungary–International Organization for Migration  
Project Coordinator, Jövőkerék Alapítvány  
Project Coordinator (for child and women programs), Artemisszió Foundation  
Project Coordinator (for education), Menedék-Migránsokat Segítő Egyesület  
Project Coordinator (for migrant women and families), Menedék-Migránsokat Segítő Egyesület  
Project Mentor, Jövőkerék Alapítvány  
Official, Unit for Anti-Trafficking Strategy, Ministry of Interior  
Official, Unit for EU Cooperation, Ministry of Interior  
Official, Unit for EU Fund Coordination, Ministry of Interior

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## Annex 2 - Summary Tables

**Table A1. Summary: Policy area documents referring to migrant integration**

| Policy document             | Policy area                              | Duration | Specific focus  |
|-----------------------------|--|----------|---|
| Integration Strategy        | Migrant Integration                      | 7 Years  | Setting the framework of migration management and integration of                              |
| Anti-Trafficking Strategy   | Anti-trafficking                         | 4 years  | Anti-trafficking  |
| Law on Public Education     | Education                                | –        | Does not refer to migrant integration   |
| Social Integration Strategy | Supporting socially disadvantaged groups | 9 years  | Contains only one reference to migrant children   |
| Law on Child-Care Services  | Children with no guardians               | –        | All children (including the undocumented), irrespective of legal status of staying in Hungary |

**Table A2. Summary: Monitoring activities**

| Who?                                    | Ministry of Interior   | Menedék                            | IOM                 | Artemisszió         | Jövőkerék           | MIPEX        |
|---|--|------------------------------------|---------------------|---------------------|---------------------|--------------|
| <b>Scope: Project/Policy</b>            | Projects financed by the Ministry                                | Individual projects                | Individual projects | Individual projects | Individual projects | Policy       |
| <b>Indicators Used: Yes/No Overview</b> | Yes, but in fact these aren't indicators but measures of outcome | Outcome numbers                    | Yes                 | Outcome numbers     | Outcome numbers     | Yes          |
| <b>Policy Based/Outcome Based</b>       | Outcome based  | Both                               | Outcome based       | Outcome based       | Outcome based       | Policy based |
| <b>Focus on Women: Yes/No Overview</b>  | No/only if the target group of the project was women             | Yes, if the target group was women | No                  | Yes                 | Yes                 | No           |

|  |   |                                       |     |    |    |    |
|--|---|---------------------------------------|-----|----|----|----|
| <b>Focus on Children<br/>Yes/No<br/>Overview</b>       | No/only if the target group of the project was children | Yes, if the target group was children | No  | No | No | No |
| <b>Focus on trafficked persons Yes/No<br/>Overview</b> | No  | No                                    | Yes | No | No | No |

### Annex 3 - List of Most Important Research Projects Conducted on Migration and Migrant Integration (Source: Kováts (2013))

- Ágnes Hárs's research (2003, 2009, 2010) into labour market integration, employment and the economic situation of migrants. She used large-scale databases, such as the census, administrative data and survey data by HCSO and TÁRKI.
- 'Migrants in Hungary' in 2001 (Gödri and Tóth 2005) by the Institute of Demographic Research at the Hungarian Central Statistical Office (HCSO). The research focused on ethnic Hungarian migrants arriving from the neighbouring countries, their labour-market situation, education, residence circumstances, discriminatory experiences, identity and network.
- 'Immigrants in Hungary' in 2009 (Örkény and Székely 2010) is an important source of information on six immigrant groups: Chinese, Turks, Vietnamese, Arabs, Ukrainians and ethnic Hungarians. It analysed in a comparative manner their labour-market and economic situation, self-employment, qualifications and education, language use, integration strategies, interpersonal networks and social situation.
- Panta Rhei conducted research in 2011 focusing on the labour-market situation and the integration of migrants (Juhász 2011), comparing various ethnic groups of migrants. It discussed issues of employment, self-employment and over-education.
- FEMAGE (2009) was an FP6 comparative research project focused on migrant women and their experiences of migration and integration. It applied in-depth qualitative methods (narrative life-history interviews) and discussed topic such as employment, language, family, relations and networks, discrimination and experiences of integration.
- In 2005-2006 interdisciplinary research on migrant children in Hungarian education was carried out (Feischmidt and Nyíri 2006). The research analysed in-depth the situation of migrant children in education, the approach of schools to newcomers, the methodological and pedagogical support offered to such children and schools/teachers and the experiences of migrant children and their parents with school and the education system.
- In 2011-12 research by the ICCR and the Institute for Minority Studies (Hungarian Academy of Sciences) analysed gender roles and identity formation in second-generation Chinese and Muslim youth (Barna et al. 2012).
- In 2010 the Office of Immigration and Nationality conducted research among immigrant students in Hungarian higher education (Danka 2010).
- 'Survey on the civil integration of migrants' in 2011 investigated the social and financial/income situation of the migrant population in Hungary, their health status, housing and experiences of discrimination (Szanyi-F 2012; Tóth 2012).
- Public attitudes towards migrants and migration, as well as acceptance versus refusal, has been investigated by TÁRKI in regular surveys carried out since 1992 and by the European Social Survey since 2002. TÁRKI also conducted a focused survey among migrants about their experiences of discrimination in 2012 (Simonovits 2012).
- The Immigrant Citizen Survey in 2012 investigated experiences of discrimination among migrants.

- Migrants' naturalisation and citizenship strategies were investigated recently by the ICCR and the Institute for Minority Studies (Hungarian Academy of Sciences). Issues related to the acquiring of citizenship, political participation and active citizenship were studied (Kováts 2011).
- LOCALMULTIDEM research analysed political activity and issues of trust (in public institutions) in 2010 (Kováts 2010).
- In 2012 the Mario project by Terres des Hommes published a study about unaccompanied minors not asking for asylum in Hungary.