1. Title: Further Strengthening of Border Management, fight against organised crime, migration and visa policies

2. Sub-programme: Justice and Home Affairs

3. Geographical Location: Budapest and offices of the participating Governing agencies in various locations in Hungary

4. Objectives:
The wider objective of the programme is the effective administration of the Acquis in the fields of justice and home affairs according to priorities laid down in the Accession Partnership and in the Hungarian National Programme for the Adoption of the Acquis Communautaire.

The programme has four immediate objectives as follows:

- An effective protection of Hungary’s borders against unlawful activities
- A reliable prevention and detection system for the fight against organised crime,
- A similarly reliable system for the handling of illegal migration including an improved police detention system
- Unified visa policies and visa issuance procedures in line with those in force in the EU.

Details on the relations of the wider and immediate objectives to the relevant priorities of the Accession Partnership and the Hungarian NPAA are presented in Annex 9.

5. Description of activities:
The project follows interventions of the 1997 and 1998 Phare Programmes that had significant institution-building components. The present project is focused on investment. It puts into practice the recommendations of two important Commission-funded documents:

- The Mission Report on the Identification of Projects in the Field of Justice and Home Affairs to be Implemented Under the National Phare Programme for Hungary (23-27 June 1997),
- The Feasibility Study on Information Technology and equipment needs of law enforcement agencies in connection with accession to the EU completed in September 1998.

The activities foreseen by the project will in no way jeopardise the rules and regulations concerning the management of future internal European Union borders.

5.1 Border Guard Equipment (for further details, see Annex 6)

- Supply of equipment for a better control of the green-border: increase the effectiveness of mobile reconnaissance control, mobile navigational, radar and infrared camera systems, based on the twinning arrangements (financed by the 1997 Phare programme) that are aimed at defining the needs of better green border control.
- Supply of special equipment for the Border Guard: increase the effectiveness of reconnaissance units with satellite positioning and communication systems and with road blocking equipment as well as detection equipment for border crossing points.
- Development of the information technology of the Border Guard: completion of the data processing system on the Croatian and Slovakian border sections as a follow-up of scheduled 1998 Phare interventions.
- Help the reorganisation of the Border Guard: development of patrolling equipment.
5.2 **Fight against Organised crime : National Police Headquarters – Ministry of Interior / Organised Crime Department** (for further details see Annex 7)

National Police Headquarters:

- Basic infrastructural requirements for the fight against organised crime:
  - Establishment of regional drug laboratories and handling of confiscated drugs
  - National registry of firearms
  - Building up the institutional background, infrastructure, and personnel for the witness protection system.
  - Establishment of integrated anti-terrorist and mobile crisis management centre in the National Police Headquarters, to be connected to the one in the Ministry of Interior
  - Basic infrastructural developments required in the handling of illegal migration by the police.
- Immigration Management Group.
- Restructuring of police detention system in line with EU norms.
- Improvement of the investigation system of the police according to EUROPOL standards.
- Improvements in monitoring of all types of traffic on public highways, rail, air and river routes relating to organised crime.
- Training of professional staff.

Ministry of Interior

Establishment of a centralised, integrated anti-terrorist and mobile crisis management centre.

5.3 **Refugee and Migration Affairs Development** (for details see Annex 8)

- Information technology: Development of a *Local Area Network* in the Institution responsible for Refugee and Migration Affairs and in the Reception Centres; establishment of an on-line connection between the Institution responsible for Refugee and Migration Affairs and the Reception Centres; introduction of automated fingerprinting technology system for the registration and identification of refugees/asylum seekers; establishment of mobile transport units equipped with suitable portable data processing capability to enable initial processing of asylum applications on the border.
- Improvement in infrastructure and capacity of the Reception Centres: establishment of quarantine areas; improvement of the transport of refugees/asylum-seekers for the Reception Centres.
- Restructuring of existing immigration policies by twinning in the fields of immigration procedures, handling of immigrants, etc.: exchange of experts with EU Member States in order to get acquainted with the EU practices in receiving refugees/asylum seekers; seminars organised in Hungary with the participation of EU experts; establishment of a database on country of origin information (experts, translation costs).

5.4 **Unified Visa Policy and Regulations**

Introduction and harmonisation of a unified visa policy and visa regulations in harmony with the Action Plan for liberty, security, and equitableness drawn up by the EU Council on 11-12/12/1998 by setting up of a centralised visa issuing unit for the uniform handling of third-country nationals' admission, control of visas issued at the border crossing points and at the most frequented visa issue locations. Definition of equipment (mainly data processing) needs for the establishment of the above.

The sub-project will not overlap and is not parallel to Phare project HU 9703 on the *Harmonisation of Consular Procedures* which aims contributing to the integration requirements of the country through raising the level of consular procedures in the Hungarian consulates world-wide in the field of immigration to the level of Schengen requirements and better implementation of law, regulations and procedures with a view to the expected future international obligations of the country.
6. Institutional Framework

The Ministry of Interior is responsible for the technical implementation of the project. The Ministry will ensure the necessary co-ordination with other Ministries and Government Agencies, in particular the Hungarian Border Guards, the National Police Headquarters, and the Office of Refugee and Migration Affairs.

7. Budget (in Million Euro)

<table>
<thead>
<tr>
<th>Component</th>
<th>Investment</th>
<th>Institution Building</th>
<th>Total Phare (=I+IB)</th>
<th>Recipient</th>
<th>IFI</th>
<th>Total</th>
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</thead>
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<tr>
<td><strong>Total</strong></td>
<td><strong>12.92</strong></td>
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<td><strong>11.2</strong></td>
<td><strong>2</strong></td>
<td><strong>26.8</strong></td>
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</tbody>
</table>

8. Implementation Arrangements

The national authority responsible for the technical implementation shall be the Hungarian Ministry of Interior in co-ordination with other ministries and government institutions concerned. The Ministry of Interior shall nominate a Senior Programme Officer.

The CFCU will manage the administrative and financial implementation of the project under the responsibility of the Programme Authorising Officer. All tendering and twinning activities will follow standard Phare procedures. The twinning operation will be carried out according to Commission rules for twinning. For the supply components, tender operations will follow the Phare rules for open international tenders. Wherever possible, procurement of equipment will be grouped into one tender. Services will be procured via framework contractors or international tenders.

9. Implementation Schedule

<table>
<thead>
<tr>
<th>Component</th>
<th>Start of tendering</th>
<th>Start of project activity</th>
<th>Completion</th>
</tr>
</thead>
</table>

10. Environment

The project has no measurable impact on the environment.

11. Rates of Return

Not applicable
12. Investment Criteria

Catalytic: The project will finance high priority, accession driven activities. Without Phare support, they could only take place well beyond accession.

Co-financing: Hungarian government institutions will contribute 40 percent of the project’s total costs, while IFIs are expected to contribute to the tune of 7 percent.

Additionality: No other financiers will be displaced by the Phare intervention.

Project readiness and size: The necessary strategic studies have been completed with the active participation of Commission experts. Phare tendering and contracting can commence immediately.

Sustainability: Relevant government policies ensure sustainability. All beneficiary institutions are in a position to operate the project and the procured equipment effectively in the long run. Funds for the operation will be provided by the central budget.

Competition: All procurements will be done in line with the regulations of the Phare DIS. Twinning will be done according to the rules laid down by the Commission.

13. Conditionality and sequencing

- Structures to co-ordinate all participating law enforcement bodies have been established.
- Legislation has been enacted and is being implemented governing the operation of the Border Guards and border management according to EU norms.
- New legislation on refugees, aimed at regulating the registration and treatment of asylum seekers and refugees has been enacted, and a central organisation for Refugee and Migration Affairs has been established.
- A law against Organised Crime has been drafted, and is scheduled for ratification, in 1999.
- A significant strengthening of the law governing immigration management and centralised visa management is planned. - All project components can be implemented in parallel.

> Care will be taken to group procurements into the smallest possible number of tenders.
## Annex 1

### LOGFRAME PLANNING MATRIX FOR PROJECT

**Justice & Home Affairs – Border management, organised crime, migration & visa policies**

<table>
<thead>
<tr>
<th>Programme Number: HU9907-01</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total budget: 26.8 million Euro</td>
</tr>
<tr>
<td>Phare contribution: 13.6 million Euro</td>
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#### Wider Objectives:
- Effective administration of the *Acquis* in the fields of justice and home affairs according to priorities laid down in the *Accession Partnership* and in the Hungarian National Programme for the Adoption of the *Acquis Communautaire*.

#### Outputs of Project:
- Technical and data processing equipment for the Hungarian Border Guard, and further conversion of the Border Guard to a rapid reaction force
- Detection equipment for the National Police and the Ministry of Interior for their fight against organised crime, handling of illegal migration, police detention system as well as staff training;
- Technical and data processing equipment for the authority responsible for refugees and migration and its reception centres; staff conversant with EU practices concerning asylum seekers and unified visa policy and practice with EU through a twinning exercise
- Equipment for up-to-date visa issue

#### Indicators of Achievement:
- Legal environment and practices of the Hungarian border management consistent with the *Acquis*

#### How, When and By Whom Indicators Will Be Measured:
- Government evaluations on the Accession process, Commission Regular Reports

#### Assumptions and Risks:
- Continued commitment to achieving the justice and home affairs Acquis
- Appropriate staffing and staff development schemes for justice and home affairs institutions
- Appropriate funding of investment and operations of justice and home affairs institutions
- Smooth co-operation of all concerned law enforcement agencies.

#### Immediate Objectives:
- Effective protection of Hungary’s borders against unlawful activities
- Reliable prevention and detection system for the fight against organised crime,
- Reliable system for the handling of illegal migration including an improved police detention system
- Unified visa policies and visa issuance procedures consistent with those in force in the European Union.
- Prevention and detection rates comparable to those accomplished by law enforcement institutions of EU Member States.
- Visa applicants, asylum seekers and detainees treated according to EU practices.

#### Indicators of Achievement:
- Border Guard organisation converted
- Police detention system restructured, and infrastructure at reception centres improved
- All equipment procured and installed in time and at the right quality, as planned
- Twinning arrangement operational

#### How, When and By Whom Indicators Will Be Measured:
- Reports of the Border Guard, National Police and Ministry of Interior
- Reports of Member States
- Reports of Human Rights organisations.

#### Assumptions and Risks:
- Appropriate staffing and staff development schemes for the Border Guard, National Police and Ministry of the Interior
- Appropriate funding of investment and operations of all participating institutions
- Twinning partners demonstrate the same level of commitment as the Border Guard, National Police and Ministry of the Interior.

#### Inputs:
- 15.0 million Euro Phare funds, 11.2 Million Euro Hungarian co-financing and 2 Million Euro other co-financing. Project management will be provided by the Ministry of Interior in co-operation with other beneficiaries. Administrative and financial implementation will be ensured by the CFCU.
Further Strengthening of Border Management
Project No. HU9907-01

CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE (million Euro)

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### Further Strengthening of Border Management

**Project No.**  HU9907-01

#### IMPLEMENTATION CHART

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</tbody>
</table>

D: Design

T: Tendering and contracting

I: Implementation
## Annex 3

### Further Strengthening of Border Management

**Project No. HU9907-01**

#### DETAILED COST BREAKDOWN

*(in Meuro)*

<table>
<thead>
<tr>
<th>Budget (Million Euro)</th>
<th>Investment</th>
<th>Institution Building</th>
<th>Total Phare (=I+IB)</th>
<th>Recipient</th>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>12.92</strong></td>
<td><strong>0.68</strong></td>
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<td><strong>2</strong></td>
<td><strong>26.8</strong></td>
</tr>
</tbody>
</table>
Further Strengthening of Border Management
Project No. HU9907-01

RELATION OF PROJECT WITH PREVIOUS PHARE ACTIVITIES AND ONGOING PROJECTS FINANCED FROM OTHER SOURCES

The 1999 project builds upon the results achieved under the previous Phare funded operations and in no way does it overlap with them.

The first Phare programme in the field of Justice and Home Affairs in Hungary was HU 9703, with a budget of 4.0 million Euro, aimed at assisting the development of institutions responsible for the Third Pillar. The objectives of the programme include:

- training for law enforcement officials
- improving the efficiency of co-operation with the EU Member States’ institutions,
- developing an EU conform, efficient border management system
- improving consular procedures.

Other donor activities in this area include the following:

- Government aid from the Federal Republic of Germany in the form of training and equipment supply for the National Police Headquarters and the Border Guard;
- Joint support programme on the application of the EU acquis on asylum and related standards and practices in the associated countries of Central and Eastern Europe, in the framework of the Phare Horizontal Programme on Justice and Home Affairs, implemented by the German Federal Office for the Recognition of Foreign Refugees;
- Professional assistance in the framework of bilateral aid from the United Kingdom, the Netherlands and Germany;
- Participation of law enforcement officials at community programmes OISIN, FALCONE, ODYSSEUS, SHERLOCK, STOP, GROTIUS, etc.

The 1998 Programme for Strengthening Border Management was based on the National Programme for the Adoption of the Acquis, but also follows up the results of the previous Phare assistance (COP ‘97). In COP 98 altogether 8.0 million Euro is utilised for institution building and investment in the field of the fight against organised crime, and harmonisation of regulations and procedures in handling asylum seekers and refugees as well as purchase of IT and equipment for the modernisation of the border management system in preparation for the accession of Hungary into the EU.

The 1999 programme is indirectly related to several previous Phare Programmes implemented by the Hungarian Customs and Finance Guard for the reconstruction of different border crossing points.

Twinning Activities
The Ministry of Interior implements two 1997 twinning projects Training of Law-enforcement Bodies (HU97/IB/JH02) and Strengthening of Border Management (HU97/IB/JH01) The training of law-enforcement bodies involves Germany, Austria, France and Spain The strengthening of border management” has the participation of France, Germany and Austria. - There are also two 1998 twinning projects : Training in the Field of Asylum and Refugees. The PAA will come from Germany (BAFl), other experts will come from Denmark and the Netherlands. In the project Special Training in the Fight against Organised Crime the PAA will come from the UK, other experts from Germany, the Netherlands, Italy, and France.
Annex 5

Further Strengthening of Border Management  
Project No.  HU9907-01

REFERENCE TO FEASIBILITY/PRE-FEASIBILITY STUDIES

A feasibility study for the computerisation of the border management system has been prepared in the framework of the HU9703 Institution Building Programme. The study includes a detailed institutional and equipment needs assessment for harmonising the border management system to that of the EU. Recommendations are given for the development and operation of a new system as well as for the procurement of the necessary information technology. Equipment and information technology supply proposed by the HU 9703-study is to be funded by the 1998 and 1999 Phare Programmes.
Annex 6

Further Strengthening of Border Management
Project No. HU9907-01

Equipment for the strengthening of Border Management
(indicative list and budget of the required equipment, to be confirmed and further identified in detail in the framework of the twinning arrangements with EU Member States)

1.1. Control of the Green-Border (4,9 million Euro)
- Heat sensing (Infrared) camera system 9 units
- Infrared camera central control system 2 units
- Hand-held Infrared camera (mobile) 100 units

For the control of green border, 20 non-military reconnaissance speed boats are needed to control the 735 km waterways borders out of which 12 are to be purchased from the 1999 Phare allocation and the rest continuously from other sources.

- Control River boats 12 units
  - Category I river speed boat 5 units
  - Category II river speed boat 5 units
  - Category III river speed boat 2 units
- Navigational and radar control on boats 12 units
- Boat deck heat sensing reconnaissance system 12 units
- Telecommunication equipment for speed boats 12 units

1.2. Special equipment for the Border Guard (0,7 million Euro)
- GPS mobile reconnaissance units with satellite positioning and communication system 250 units
- Road blocking equipment 278 units

1.3. Development of the information technology of the Border Guard (0.6 million Euro)
Completion of the computer system on the Budapest International Airport, on the Croatian, Slovenian and Slovakian border sections as a follow-up of actions taken under Phare 1998 programme.

1.4. Organisational conversion of the Border Guard (2 million Euro)
Development of policing patrol equipment 4000 units (handcuffs, sprays, waist-belts, light-reflecting vests, lamps, batons, stop plates, etc.)

The following tenders are possible for:
1. River control boats and their equipment
2. Infrared camera systems
3. GPS mobile reconnaissance control units with satellite positioning and communication system
4. Road blocking equipment
5. Development of policing patrol equipment
6. Completion of the IT system on the Croatian and Slovakian border sections.

Care will be taken to group procurements into the smallest possible number of tenders.
Further Strengthening of Border Management
Project No.  HU9907-01

Annex 7

Activities associated with the fight against Organised Crime
National Police Headquarters and Ministry of Interior (3.5 million Euro)

National Police Headquarters (3.3 million Euro)

- Basic infrastructural requirements for in the fight against organised crime (0.95 million Euro)
  - Establishment of regional drug laboratories and handling of confiscated drugs 0.14 million Euro
  - National registry of firearms (0.08 million Euro)
  - Building up the institutional background, infrastructure, and personnel of witness protection system. (0.24 million Euro)
  - Establishment of integrated anti-terrorist and mobile crisis management centre in the National Police Headquarters, to be connected to the one in the Ministry of Interior 0.49 million Euro

- Basic infrastructure developments required in the handling of illegal migration by the police Immigration Management Group (0.41 million Euro)

- Restructuring of police detention system in line with EU norms (0.61 million Euro)

- Improvement of the investigation system of the police according to EUROPOL standards (0.45 million Euro)

- Improvements in monitoring of all types of traffic relating to organised crime (public highways, rail, air and river routes) (0.8 million Euro)

- Staff training (professional courses) (0.08 million Euro)

Ministry of Interior (0.2 million Euro Investment)

Establishment of a centralised, integrated anti-terrorist and mobile crisis management centre.
Annex 8

Further Strengthening of Border Management
Project No. HU9907-01

**Development in the Field of Refugee and Migration Affairs (1.5 million Euro)**

1. Information technology: development of the local network in the Institution responsible for Refugee and Migration Affairs and in the Reception Centres; establishment of the on-line connection between the Institution responsible for Refugee and Migration Affairs and the Reception Centres; establishment of automated fingerprinting technology system for the registration and identification of refugees/asylum seekers; establishment of mobile transport units equipped with suitable portable IT capability to enable initial processing of asylum applications on the border (0.5 million Euro)

2. Other equipment: improvement in infrastructure and capacity of the Reception Centres; establishment of medical quarantines; technical investment for the transportation of refugees/asylum-seekers for the Reception Centres (0.6 million Euro)

3. Restructuring of the existing immigration policy by twinning in the fields of immigration procedures, handling of immigrants, etc.: exchange of experts with EU Member States in order to get acquainted with the EU practices in receiving refugees/asylum seekers; seminars organised in Hungary with the participation of EU experts; establishment of a database on country of origin information (experts, translation costs) (0.4 million Euro)
Details on the relations of the wider and immediate objectives to the relevant priorities of the Accession Partnership and the Hungarian NPAA

1. The development of the border management system is a follow up and conclusion of the previous Phare projects to enhance the capabilities of the National Border Guard to deal with the cross border crimes, border protection (mainly for the application of the Schengen norms at the outside borders of the EU), improvement of the protection of the "green borders", technical development of the border crossing points, completion of the IT development, and the organisational conversion of the Border Guards to transform it from a border protection into a border management authority.

The related acquis communautaire comprises the following:
- Joint Action of 4 March 1996 on airport transit arrangements.
- Council Regulation (EC) No. 2317/95 of 25 September 1995 determining the third countries whose nationals must be in possession of visas when crossing the external borders of the Member States.

2. The development of the National Police Force capacity to fight against organised crime in the fields of basic equipment, road and waterways vehicles, special equipment, IT development, personal police equipment, infrastructural developments, as well as technical and language training. These developments serve the improvement of the handling of illegal migration affairs, the restructuring of the police detention system and the traffic monitoring system.

The establishment of an integrated anti-terrorist and mobile crisis management centre in the Ministry of Interior to centralise the direction and data handling of fight against organised crime.

The related acquis communautaire comprises the following:
- 495A1 127(01): Convention based on Article K3 of the Treaty on European Union, on the establishment of a European Police Office (EUROPOL Convention)
- Single Convention on Narcotic Drugs (New York, 30 March 1961)
- Convention on Psychotropic Substances (Vienna, 21 February 1971)
- Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (Vienna, 20 December 1988)
- European Convention on the Control of the Acquisition and Possession of Firearms by Individuals.
- European Convention on the Suppression of Terrorism (Strasbourg, 27 January 1977)
- OJL 93 (17.4.93) Commission recommendation 93/216/EEC in force up to 1 January 1998, on the introduction of a European firearm pass.
- Evaluation of the external and internal threat: fight against terrorism (adopted by the JHA Council of 4 June March 1996).
• Acceptation of the synthesis document concerning the evaluation of external and internal threat represented by terrorism for the Member States of the European Union (adopted by the JHA Council of 20/21 June 1995).
• Declaration on the financing of terrorism (adopted by the JHA Council of 29-30 November 1993).

3. **Development in the field of refugee and migration affairs** is necessary in the following areas. Namely IT and equipment purchases for the handling of refugee and migration data as well as persons and training and seminars for the adoption of EU practices and legislation in the above areas. The related acquis communautaire comprises the following:

- Study on the users’ needs: EURODAC (adopted by the JHA Council of 23 November 1995).
- Convention adopted by the Member States of the European Communities prior to the entry into force of the Treaty on European Union (signed on 15 June 1990 in Dublin).
- Decision No. 1/97 of 9 September 1997 concerning provisions for the implementation of the Dublin Convention.
- Decision of 11 June 1992 setting up the CIREA (Centre for Information, Discussion and Exchange on Asylum).
- Resolution adopted 30 November 1992 on harmonised approach to questions concerning host third countries.
- Resolution adopted 30 November 1992 on manifestly unfounded applications for asylum.
- Conclusions adopted on 30 November 1992 concerning countries in which there is generally no serious risk of persecutions.
- Resolution of 20 June 1995 on minimum guarantees for asylum procedures.
- Conclusions of 30 November 1994 on the organisation and development of the Centre for Information, Discussion and Exchange on the Crossing of Frontiers and Immigration (CIREFI).

4. **Establishment of a unified, EU conform visa policy and visa issuance procedure** in harmony with the Action Plan for liberty, security, and equitableness drawn up by the EU Council on 11-12th December, 1998 by setting up of a centralised visa issuing unit.