1. Basic Information

1.1 CRIS Number: 2004/016-689.03.01
Twinning: Facilitating refugee integration in Hungary

1.2 Title: Facilitating refugee integration in Hungary

1.3 Sector: Justice and Home Affairs

1.4 Location: Hungary

2. Objectives

2.1 Overall Objective:

The creation of an executable integration policy and the general training of potential officials for the implementation of such policy and integration programs.

2.2 Project purpose:

- Analysis of the present Hungarian governmental and municipal institutional background in the field of integration and evaluation of the abilities and potentials of the present institutional actors, such as ministries, municipalities, independent offices.

- To train selected officials and workers that will be future executives of the integration programs.

2.3 Justification

The project is in line with the Comprehensive Monitoring Report priorities concerning the project objectives. According to chapter 24 of the CMR:

“As regards implementation capacity, the capacity of the OIN has been substantially strengthened, and substantial progress has been made in renovating OIN reception centres for asylum applicants. Despite these improvements, some asylum applicants continue to be detained for up to one year in border guard detention centres. Measures for the integration of refugees require substantial improvement. Although “persons authorised to stay” can now obtain work permits, such persons should also have access to more extensive social integration measures. Moreover, Hungary should continue its analytical and organisational measures for active participation in EURODAC and Dublinet.” (paragraph 7)

“inter-agency co-operation needs to be improved and co-ordination structures strengthened” (conclusion part, paragraph 2)

3. Description

3.1 Background and justification:

subsection, that the OIN could provide integration programs for recognized refugees. Besides these, there is no specific, so-called general refugee/migrant integration policy accepted by the Government, thus the financial means for a sophisticated development and execution of such a policy is missing.

The 2003 Second Monitoring Mission’s Peer Review stressed the importance of the further improvement of refugee integration. The Peer Review on page 11-12 considers the pilot project as one that had mistakes and was not thoroughly prepared. The partial success of this pre-integration project is partly because of the financial constraints and the inexperience in this field. The OIN drew its conclusions. In January 1, 2003 a pre-accession MATRA project has started, which aims to set up an institutional framework of a general refugee/PAS/(Person Authorized to Stay)/long-time residing migrants integration policy and at the same time to define the content of a so-called general integration program.

From this aspect an integration programme is a multi-phase project. The COP ’99 PHARE Twinning Programme shall be considered as phase “0”. Besides receiving information about Member State integration practice, a basic training of future trainers was completed. These trainers are still staff members of the OIN. Direct connection to COP ’99 will be the involvement of these trainers to the training module of the planned Transition Facility project.

The one and a half year MATRA project has already shown some findings. Under this program an inter-ministerial expert group aims to find the tailor-made solution for the Hungarian situation concerning refugee/PAS/long-term residing migrant (hereinafter: clients) integration. In order to set up a well-functioning institutional framework sectors or actors outside the OIN must be trained and supplied with necessary and detailed information about the target groups, their situation, rights, treatment/handling. Thus one aim of this project is to train labour office (hereinafter: LO), municipality (hereinafter: MU) and family support centre (hereinafter: FSC) staff members, who, on a municipality level, might and with a high possibility will face the targeted clients. The civil sector/NGOs that are active in the refugee and foreign policing areas must take a vital role in the training of these workers/officials. There are specific issues that can be transmitted in the best way with a high turnover ratio by NGO people. Thus NGOs, who participate as well in the MATRA project, are eager and ready to pick up a training of workers and trainers role.

3.2 Linked activities:

- The COP’99 PHARE Twinning project had side activities in the field of refugee integration. This showed the existing integration policy and its practical application model of two EU member states.
- In the field of refugee integration another programme is currently under implementation. With the assistance of the Netherlands the bilateral MATRA project makes efforts to shape a tailor-made institutional framework of a general integration policy. It continues until June 2004. In order to avoid any duplication, and to harmonise the two projects, the MATRA project was carefully taken into consideration, when drafting this present Project Fiche.

The MATRA programme will definitely be finished by June 2004, there is no possibility for extension.

3.3 Results:

- A chart is drawn up and a survey is prepared by the PAA on the Hungarian institutional capacity, its ability to coordinate, implement and conduct refugee/PAS/long-term residing migrant integration policy.
• 80 selected staff members of LO, MU and FSC are trained who possess a fair knowledge that enables the Government to count on them when accepting a general refugee/PAS/long-term residing migrant integration policy and its institutional background.

• A fine-tuned draft on integration policy paper is created (“White Paper”) that could be submitted to the Ministry of Interior or to the Government for final consideration and approval.

3.4 Activities: Twinning

Scope of the Twinning

• Introducing the PAA to the integration program and policy methodology drawn up by the MATRA program, providing information about the Debrecen pilot pre-integration project.
• Preparing a survey about the present responsibilities, and the existence or non-existence of the institutional background necessary for the implementation of a general integration policy. This preparation involves a thorough analysis and evaluation of the findings of the MATRA project. The general responsibilities of those ministries that are possible actors in the field of integration will be examined. The special committees/commissions dealing with refugee/migrant integration issues in the relevant ministries will be explored and a synthesis of these findings elaborated. It will furthermore be looked at the scope of duties of each element of the current governmental institutional framework, whether these elements are able to fulfil their future tasks and if the sectoral legislation exists or not. The findings on the tasks and possible share or set of responsibilities to coordinate and implement integration policy will be presented.
• Parallel to the research of the PAA the drawing up of the detailed plan of training and the selection of MU, LO, FSC participants should start.
• Training of MU, LO, FSC participants in mixed groups; the training plan is based on three pillars:
  1. Thorough knowledge on the legislative background in Hungary and EU Member States.
  2. The experiences of the pre-integration pilot programme in Debrecen and overview about integration policy practices in Member States.
  3. Introduction to a general integration programme and individual integration programme creation in reality.

The philosophy of training is as follows: starting from the theoretical legislative background, the training ends with practical case studies.
• Evaluation of the training
• Creation of the draft “white paper” on integration policy

A coordinating body (CB) to be set up and will include experts from the OIN, Ministry of Education, Ministry of Labour and the Ministry of Health, Social and Family Affairs. NGOs active in the field of Hungarian Language training and social counseling could be involved. The body working under the MATRA program could serve as a basis.

The members of the CB must prepare with external experts a thematic training program for the MU, LO and FSC staff members and shall participate and help the PAA in drafting the "White Paper” on refugee/PAS integration. OIN officials appointed by the CB will frequently check, control and supervise these trainings and forward the feedbacks to the CB. The participating MU, LO and FSC workers shall pass an exam at the end of the training.
Guaranteed results

- draft “white paper” on integration policy prepared
- A chart is drawn up and a survey is prepared by the PAA on the Hungarian institutional capacity, its ability to coordinate, implement and conduct refugee/PAS/long-term residing migrant integration policy.
- 80 selected staff members of LO, MU and FSC are trained who possess a fair knowledge that enables the Government to count on them when accepting a general refugee/PAS/long-term residing migrant integration policy and its institutional background.

Tasks of the PAA will be:

(i) to co-ordinate the programme,
(ii) to contract and mobilise short-term experts,
(iii) to ensure proper quality of outputs,
(iv) to liaise with Hungarian institutions,

Profile of the PAA

The PAA must be highly qualified in all subject matters covered by the twinning arrangement, and must possess good management skills. Experience in organising training programmes is a comparative advantage. The PAA must hold a high level proficiency and experience in drafting integration policy proposals, supervising bodies implementing integration programs.

More specifically, the PAA

(i) shall have sound theoretical and practical experience in areas related to training of staff of public institutions;
(ii) shall have at least five years of professional experience in the field of integration
(iii) shall have broad international contacts;
(iv) shall be familiar with the social and cultural environment of Eastern-European countries in the pre-accession stage;
(v) shall be fluent in English.

Short- and medium term experts

Areas not directly covered by the PAA can be taken over by short-term experts within the limits of the budget as stated in point 5. of the present fiche. Specifically their tasks will be:

(i) to contribute to the preparation of training materials,
(ii) to deliver training.

Operating environment

The Pre-Accession Advisor will spend 15 months at the OIN and provide expert advice for effective implementation. He/she will be provided with office space and office equipment necessary for his/her job.

The PAA will also be responsible to identify short-term experts with the assistance of his/her delegating institution.
3.5 Lessons learned:

In order to carry out the project purposes in time and in an adequate manner the following factors – mentioned in various monitoring reports - should be taken into account:

- timely preparation of the tender documents by the signature of the FM the latest;
  Learning from delays of previous tender procedures, this time the TORs shall be ready by the signature of the FM the latest.
- early and continuous consultation of the beneficiary and concerned institutions;
  a network of experts of the beneficiary institutions was set up to speed up the preparation process and to help during implementation.
- COP ’99 and changes in policies following that showed that integration policy best practice does not exist, it is always depending on the political and public opinion trends thus every country should create its own tailor-made policy and programmes.

4. Institutional Framework

The Ministry of Interior will be responsible for the technical implementation of the project as Employer. Owner will be the Hungarian State. Trustee of the property will be the Ministry of Interior and more specific the Office of Immigration and Nationality. The Ministry of Interior will ensure full co-ordination with other Ministries and governmental agencies. Specialists of the Ministry of Interior and the organisations involved will carry out and finalise the Terms of Reference. They will also co-ordinate and supervise the implementation of the project.

There must be a coordinating body (CB) set up including experts from the OIN, Ministry of Education, Ministry of Labour and the Ministry of Health, Social and Family Affairs. NGOs active in the field of Hungarian Language training and social counselling could be involved. The body working under the MATRA program could serve as a basis. The members of the CB must prepare with external experts a thematic training program for the MU, LO and FSC staff members and shall participate and help the PAA in drafting the ”White Paper” on refugee/PAS integration. OIN officials appointed by the CB will frequently check, control and supervise these trainings and forward the feedbacks to the CB. The participating MU, LO and FSC workers shall pass an exam at the end of the training.

5. Detailed Budget (MEUR)

<table>
<thead>
<tr>
<th>TF</th>
<th>Support</th>
<th>Total TF (=I+IB)</th>
<th>National Co-financing</th>
<th>IFI</th>
<th>TOTAL</th>
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</thead>
<tbody>
<tr>
<td>Twinning</td>
<td></td>
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<td>0.75</td>
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<td>0.75</td>
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<tr>
<td>Total</td>
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<td>0.75</td>
<td>0.75</td>
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<td>0.75</td>
</tr>
</tbody>
</table>

Note: All the amounts in the table above are indicated net of VAT and solely for the year 2004. The project is jointly co-financed by Transition Facility and Government resources. The ratio between the Transition Facility and national amount is binding and has to be applied to the final contract price.
6. **Implementation Arrangements**

6.1 **Implementing Agency**

**PAO:** Gábor Rónaszéki, Head of the CFCU  
Address: Deák Ferenc u. 5  
H-1052 Budapest  
Telephone: (36-1) 327-3555  
Fax: (36-1) 327-3572  
e-mail: gabor.ronaszeki@ahh.gov.hu

**SPO:** Dr. Krisztina BERTA, Deputy State Secretary, Ministry of Interior  
Address: József Attila u. 2-4  
H-1051 Budapest  
Telephone: (361) 441-1338  
Fax: (361) 441-1574  
e-mail: hat7@bm.gov.hu

The national authority responsible for the technical implementation shall be the Hungarian Ministry of Interior –and in specific the OIN– in co-ordination with other ministries and government institutions concerned. The CFCU will manage the administrative and financial implementation of the project under the responsibility of the Programme Authorising Officer.

6.1 **Twinning:**

The main beneficiary of the twinning component of the project is the Office of Immigration and Nationality. The Ministry of Interior will be responsible for the co-ordination of the twinning project. The contact person is Deputy State Secretary, Dr. Krisztina Berta.

6.2 **Non-standard aspects:**

During the implementation of the project the Twinning Manual will be strictly followed.

6.3 **Contracts:** 1 twinning covenant, 0.75 MEUR

7. **Implementation Schedule**

<table>
<thead>
<tr>
<th>Contract</th>
<th>Start of Tendering</th>
<th>Start of Project Activity</th>
<th>Project Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning</td>
<td>06/2004</td>
<td>01/2005</td>
<td>03/2006</td>
</tr>
</tbody>
</table>

8. **Sustainability**

All supported actions are sustainable in the long-term. They will comply with EU norms and standards, and will be coherent with the sector policies of the EU.

9. **Conditionality and sequencing**

A major risk is the willingness of other ministries to be involved and to practically take a role in the management and execution of the program, when shaping the training methodology and material.

The preconditions of the project are as follows:

- Letter of consent of the ministries involved
- Letter of consent of other governmental agencies, who are involved in the MATRA project
- Setting up of a proper co-ordinating body
ANNEXES TO PROJECT FICHE
1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule
4. List of relevant laws and regulations
5. Indicative allocations table
6. Detailed activities foreseen
## Facilitating refugee integration in Hungary

**Project number:** 2004/016-689.03.01  
**Contracting period expires:** November 2006  
**Disbursement period expires:** November 2007  
**Total Budget:** 0.75 MEUR  
**TF Budget:** 0.75 MEUR

<table>
<thead>
<tr>
<th>Overall objective</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>The creation of an executable integration policy and the general training of potential officials for the implementation of such policy and integration programs.</td>
<td>Creation and approval of a so-called Integration White Paper. Well-founded and detailed knowledge of OIN and governmental, non-governmental sector on migration, asylum and on the necessity of integration.</td>
<td>Integration White Paper (final version will be elaborated from Nov. 2005 until Feb. 2006)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Project purpose</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| Analysis of the present Hungarian governmental and municipal institutional background in the field of integration and evaluation of the abilities and potentials of the present institutional actors, such as ministries, municipalities, independent offices.  
To train selected officials and workers that will be future executives of the integration programs. | The ministries and municipalities accept and take the responsibility in the process of refugee and foreigner integration policy.  
Required number of well-trained staff on disposal. Prepared and trained group of officials who are ready to implement of the Integration White paper.  
After the decision has been made on the implementation of the integration policy, the officials would be ready to act on different levels of administration. | MoI, OIN reports | Usage of the best practice of the MSs integration policy. |

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| A chart is drawn up and a survey is prepared by the PAA on the Hungarian institutional capacity, its ability to coordinate, implement and conduct refugee/PAS/long-term residing migrant integration policy.  
Expertise established at local level in order to assist the Government in the creation of a general refugee/PAS/long-term residing migrant integration policy and institutional background.  
A fine-tuned draft on integration policy paper is created (“White Paper”) that could be submitted to the Ministry of Interior or to the Government for final consideration and approval. | At least 80 selected staff members of LO, MU and FSC are trained  
Report and recommendations of MS expert  
Proposal to the Hungarian Government  
Reports of MS expert  
Implementation status report from the NAC  
Summary monitoring report (from relevant SMSC)  
Monitoring report from the implementing authority  
Twinning covenant  
Quarterly reports | Full co-operation between OIN, MOI and retained MS twinning partner |

<table>
<thead>
<tr>
<th>Activities</th>
<th>MEANS</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| introducing the integration program and policy methodology drawn up by the MATRA program, information about the Debrecen pilot pre-integration project  
preparing a survey about the present responsibilities, and the existence or non-existence of the institutional background necessary for the implementation of a general integration policy.  
MS expert presents his/her findings on the tasks and possible share or set of responsibilities to coordinate and implement integration policy.  
drawing up a detailed plan of training schedule and selecting MU, LO, FSC participants.  
training of MU, LO, FSC participants in mixed groups  
evaluation of the training  
creation of the draft “white paper” on integration policy | 1 twinning assignment | Sufficient progress in the implementation of the COP 99PHARE Twinning project  
Local co-financing available when needed |

<table>
<thead>
<tr>
<th>Preconditions</th>
<th></th>
</tr>
</thead>
</table>
| Letter of consent of the ministries involved  
Letter of consent of other governmental agencies, who are involved in the MATRA project  
Setting up of a proper co-ordinating body |
## DETAILED IMPLEMENTATION CHART

<table>
<thead>
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<th>Component</th>
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<th>2005</th>
<th>2006</th>
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</thead>
<tbody>
<tr>
<td>Twinning</td>
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<td></td>
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</tbody>
</table>

- **D**: Design (15%)
- **T**: Tendering and contracting (30%)
- **I**: Implementation (50%)
Cumulative Contracting and disbursement schedule (MEUR)

<table>
<thead>
<tr>
<th>Component</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>I</td>
<td>II</td>
<td>III</td>
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<tr>
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<tr>
<td>Disbursement</td>
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<tr>
<td>Twinning</td>
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<td>0.45</td>
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</tr>
</tbody>
</table>
LIST OF RELEVANT LAWS AND REGULATIONS

- Act CXXXIX of 1997 on Asylum
- Government Decree 25 of 1998 on the provision and support of the foreigners falling under the scope of the Act CXXXIX of 1997 on Asylum
- Act XXXIX of 2001 on the entry and stay of foreigners
- Government Decree 170 of 2001 on the implementation of the Act XXXIX of 2001 on the entry and stay of foreigners
## Indicative allocations table (MEUR)

*Note: All the amounts in the tables are indicated net of VAT*

<table>
<thead>
<tr>
<th></th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
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</thead>
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<td>TF</td>
<td>National</td>
<td>TF</td>
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<tr>
<td><strong>TWINNING</strong></td>
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</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>0.75</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>
**Detailed Activities foreseen**

**Activity 1:** introduction to the integration program and policy methodology drawn up by the MATRA program, information about the Debrecen pilot pre-integration project
Participants: 1 MS expert, OIN officials, NGO Menedék.

**Activity 2:** visit of different ministries, municipalities who participated under the MATRA and make a survey about the present responsibilities, and the existence or non-existence of the institutional background necessary to the implementation of a general integration policy.
Participants: 1 MS expert and officials of MHSF, ME, ML, MU officials

**Activity 3:** MS expert presents his/her findings on the tasks and possible share or set of responsibility to coordinate and implement integration policy.
Participants: 1 MS expert, OIN, NGO, ML, ME officials

**Activity 4:** drawing up a detailed plan of training schedule and selecting MU, LO, FSC participants. (this is the most important part of the development phase)
Participants: MS expert and CB members

**Activity 5-6-7-8:** training of MU, LO, FSC participants in mixed groups, in three sessions.
Participants: Group A: 20 MU, LO, FSC workers
Group B: 20 MU, LO, FSC workers
Group C: 20 MU, LO, FSC workers
Group D: 20 MU, LO, FSC workers of the Budapest Districts

**Activity 9:** evaluation of training
Participants: CB and MS expert

**Activity 10:** creation of the “white paper” draft on integration policy paper.
Participants: CB and MS expert