



COUNTRY FACTSHEET: Hungary 2015

EUROPEAN MIGRATION NETWORK

1. Introduction

This EMN Country Factsheet provides a factual overview of the main policy developments in migration and international protection in Hungary during 2015, including latest statistics.

2. Common European Asylum System

As a result of the **unprecedented migratory and asylum pressure the National Assembly of Hungary adopted a new legislative package** on 15 September 2015 which allowed the Government to initiate a **crisis situation** due to mass migration. On the same date **the Government closed the green borders** between Hungary and Serbia and on 16 October 2015 the borders between Hungary and Croatia. During the crisis the Government established transit zones in line with the Asylum Procedures Directive (2013/32/EU) where the asylum applicants are registered and the admissibility of asylum claims are examined.

These legislative changes enabled the asylum authority to decide on the admissibility of applications for international protection submitted at the border and in transit zones set-up for this purpose. **Transit zones have been set-up on the designated border crossing points** in the area of Röszke and Tompa where irregular migrants can submit their applications for asylum.

The transit zones are set up to temporarily accommodate applicants, conduct asylum and immigration procedures, and provide the facilities required for this. **Applicants can enter or leave transit zones voluntarily**, primarily to submit an asylum application. The asylum authority does not constrain them in any form. Consequently, the provisions of the Reception Conditions Directive related to detention in asylum procedures do not apply to transit zones.

Due to the unprecedented asylum flows, **between 22 June and 3 July 2015 Hungary was temporarily unable to receive Dublin transferees** for technical reasons. As a result, the staff of the Dublin Unit within the Office of Immigration and Nationality was reinforced. In addition, the 2015 legislative changes introduced a new detention reason - asylum detention for the purpose of supporting the Dublin procedure.

On 1 August 2015 the Asylum Law was amended to enable a quicker decision-making in the asylum proceedings (the former two-stage procedure became a one-stage procedure), the length of the procedure was shortened in order to ensure that protection is provided to those who are in a genuine need of protection and those who are not in need of protection could return to their countries of origin in a more timely manner. At the same time, **the accelerated procedure** was introduced in order to reinforce the tools against abuses of the asylum procedure (the asylum authority must decide in 15 days and in case of judicial review the court has to decide in 8 days).

Due to the massive influx of immigration **two temporary reception centres were established in the western part of Hungary** and one temporary centre operated in the southern part of Hungary between July 2015 and March 2016. In the last quarter of 2015, after twenty years of operation, the reception centre in Debrecen was officially closed.

To ease the burden on the reception centres **several collection points had to be established at the southern border** section of the country. The collection points served as a point of assembly and identification for asylum-seekers. Despite the fact that Hungarian authorities provided food, medical care and educational opportunities, **most asylum seekers decided to continue on their way to Western Europe** within a few days. Until 15 September 2015, when more stringent border surveillance rules were introduced, **the Hungarian border has been crossed illegally by several thousand persons per day** with the aim of getting to Germany, Sweden, France or the United Kingdom.

Due to the unprecedented pressures on the Hungarian asylum and migration system, **Hungary was unable to offer pledges for resettlement in 2015.**

In terms of intra-EU solidarity and cooperation with third countries, in 2015 Hungary sent 52 police officers to Slovenia, deployed asylum experts to hotspots in Italy and Greece as part of EASO activities and provided financial assistance to Turkey and Syria.

3. Unaccompanied Minors and other Vulnerable Groups

In 2015, The Ministry of Human Resources and the General Directorate for Social and Child Protection worked in cooperation with the Ministry of Interior on **increasing capacity to receive unaccompanied minors (UAM).**

With the **new child protection rules entered into force on 3 October 2015**, in cases of mass arrival of asylum seekers, the General Directorate for Social and Child Protection can establish new capacities for **temporary placement of unaccompanied minors.** Unaccompanied minors can only be placed in such temporary accommodation if placement in children's home cannot be provided due to lack of places. The care provided to children in temporary placement is the same as for those who are placed in children's home.

A new trend in abusing the status and benefits provided to UAMs could be observed in 2015, in the course of expulsion/removal procedures, where persons stated that they were underage (mostly Afghan citizens). Their motivation was to gain access to the preferential treatment provided to UAMs.

4. European Policy on Legal migration and Integration

4.1. PROMOTING LEGAL MIGRATION CHANNELS

The Budapest Process is one of the longest standing cooperation frameworks on migration for Europe and its eastern neighbours and which presents a consultative forum of more than 50 governments and 10 international organisations exchanging information and best practices on a wide range of migration issues. The Process is chaired by Turkey and co-chaired by Hungary. Since February 2014, Hungary is the leading state of the project "Support to the Silk Routes Partnership for Migration under the Budapest Process". As an integral part of the umbrella project "Support to the Silk Routes Partnership for Migration under the Budapest Process" a smaller pilot project was initiated in Pakistan with the aim to raise awareness on migration related questions. Two Migration Information Centres were established, equipped and staffed in Islamabad and Lahore, they are fully functional since February 2016.

Potential migrants planning to travel abroad for various purposes can get up-to-date information about the legal migration practices, rules and obligations, as well as about the possible dangers of irregular migration and trafficking in human beings. Later in 2016 the centres will also organise training courses and counselling sessions on specific topics.

Economic Migration

A **comprehensive legal modification** was carried out to Act 186 on Vocational Training in 2015 aiming at decreasing bureaucracy. The changes reduced the deadline of decision-making in single application procedures from 90 days to 70 days as of 1 January 2016. Furthermore, specialized authorities having to provide their opinion in such cases also need to act in a shorter period since the deadline for issuing opinions was decreased from 45 days to 30 days.

In 2015, Hungary started to **draft legislative measures to implement the EU Directive 2014/66/EU** on the conditions of entry and residence of third-country nationals.

A new legal provisions concerning the special provisions of admission for high net worth investors entered into force on 1 January 2015. The new provision raised the amount to be invested in special state bonds from EUR 250,000 to EUR 300,000 in case a third-country national wishes to gain preferential residence and long-term residence rights in Hungary.

4.2. INTEGRATION

The **changes to the Act on Asylum** (Act 80 of 2007) in 2015 made it possible for asylum seekers to take part in public employment programs. This significantly wider opportunity facilitates quicker and simpler access to the labour market. The development of this program is ongoing.

On 1 August 2015, Act 4 of 1991 on the subservience of employment and the supply of unemployed persons as well as the amendment of Act 106 of 2011 on public employment (dealing with issues regarding public employment) entered into force. These changes **enabled asylum applicants to be registered as unemployed persons** requesting recruitment services from the employment authorities.

4.3. MANAGING MIGRATION AND MOBILITY¹

The comprehensive introduction of the Visa Information System (**VIS**) at Hungary's border crossing points on the external Schengen border was launched on 11 October 2011 and it was **completed on 29 February 2016.**

¹ "Managing migration and mobility" refers to the following themes: visa policy, Schengen governance and border monitoring.

As a result, Hungarian visa-issuing authorities gained full VIS coverage worldwide. Another important milestone was the replacement of the VISION mailing system with the VIS mailing system on 20 January 2016.

The goals of both VIS and VIS mailing system are to operate the exchange of visa-data among Member States and Schengen Associated Countries as efficiently and flexible as possible and at the same time to support the combat against abuse and fraud by preventing illegal border-crossings.

Due to the unprecedented migration pressure of 2015 **the Hungarian Government decided to construct temporary border protection devices (in the form of physical barriers) on the Hungarian-Serbian border** on 22 July 2015. The physical barrier was completed on 31 October 2015 and aimed to prevent illegal border crossing and reinforce the border surveillance system. Taking into account the change in the irregular migration routes, **the Government decided to extend the temporary border protection devices along the Hungarian-Croatian border**. As a result, almost the whole border section with those countries is equipped with fixed and mobile thermo-vision cameras and controlled by patrols. Nevertheless, all possibilities to cross the border lawfully at the designated crossing points have remained unchanged and **additional border crossing points have been opened** in 2015 between Hungary and Serbia.

To tackle the extraordinary migratory pressure on its external borders on 17 October 2015 the Hungarian Government adopted a **decision to temporarily reintroduce border controls at the Hungarian-Slovenian border**. The decision entered into force for a 10-day period and was not prolonged.

4.4. EXTERNAL DIMENSION OF EU MIGRATION POLICY

In 2015 **the Ministry for National Economy has launched the program "Come home young Hungarian!"** which aims at supporting the return and reintegration of young Hungarians currently working abroad. The program offers financial support to housing, settlement and employment assistance. The main target group are young Hungarians which are highly qualified workers (with university degree or strong vocational training skills) who speak foreign languages and work abroad in sectors where an occupational shortage is present in Hungary and have no intention to return home. The program is scheduled to run until December 2017.

5. Irregular Migration and Return

Concerning legislative changes, the amendment to **the Penal Code introduced stricter sanctions to punish smuggling of human beings**.

Act 140 of 2015 on the Amendment of Certain Acts relating to the Management of Mass Immigration did not amend the criminal offence of smuggling in human beings in the Criminal Code but the aggravating cases and the penalties were affected by the modifications.

A Border Guard training base has been established in 2015 at the Szeged Police Vocational School, where various border police training courses (methodology, tactics etc.) take place. The courses are scheduled to continue in 2016.

In the period 14 September - 13 November 2015, **FRONTEX co-financed the use of a Hungarian helicopter with Hungary to provide air support to land operations** for a period of three hours per day. At the same time the riot police provided two helicopters for air support tasks during the critical periods of illegal immigration. At the same time, between 6 October - 5 November and 23 November - 22 December 2015, a Polish helicopter and a **fixed-wing reconnaissance aircraft** were used to provide air support.

In addition, on 18 February 2015 the **Hungarian-Austrian-German joint railway patrol duty** was introduced and it was followed on 13 August 2015 by the introduction of the Hungarian-Slovakian joint railway patrol duty. The implementation of the joint patrol duties are continuous and 2,983 persons (irregular migrants, facilitators, etc.) were apprehended in 2015.

Hungarian **police contingents were deployed** to the Macedonian-Greek border area in Macedonia and to the Serbian-Macedonian border area in Serbia to implement border protection measures. Due to the unprecedented migration pressure from 2015, in the framework of the V4 cooperation, **Czech, Polish and Slovakian police forces arrived in Hungary** to assist the Hungarian Police at the Hungarian-Serbian border area.

In total, Hungary registered 1,845 cases of document forgeries in relation to illegal migration in 2015. The most common offences were the use of false or falsified entry-exit stamps (1,252 cases), passports (219 cases) and identity cards (169).

6. Actions against Trafficking in Human Beings

In case the asylum seeker is an unaccompanied minor, in accordance with the legislative changes entered into force on 1 August 2015, **a child protection guardian has to be appointed within a maximum of 8 days**. Unaccompanied minor are placed in the Károlyi István Children's Centre in Fót and by this measure their victimization can be avoided. In 2015, a total of 8,804 unaccompanied minor (asylum seekers) were registered in Hungary.

Unfortunately it is a common phenomenon that the unaccompanied minor leaves (on average within 8-10 days) to an unknown location before the completion of the asylum procedure.

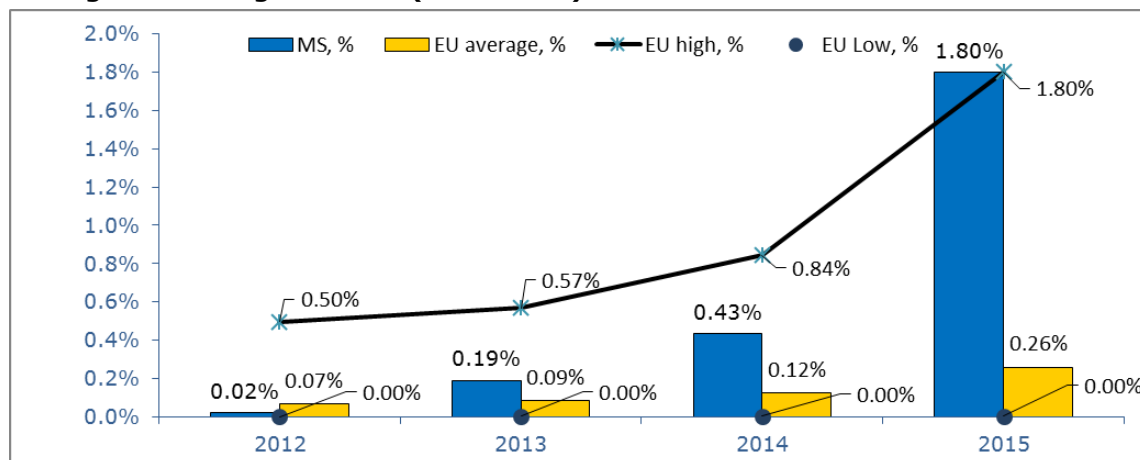
STATISTICAL ANNEX

The Statistical Annex provides an overview of the latest available statistics for Hungary on aspects of migration and asylum (2012-2015), including residence, asylum, unaccompanied minors, irregular migration, return and visas. Where statistics are not yet available, this is indicated in the Annex as "N/A".

Statistical Annex: Immigration and Asylum in Hungary (2012-2015)

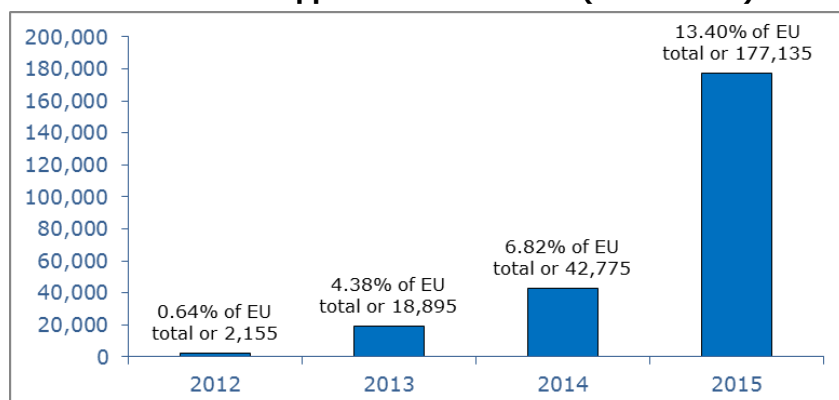
1. COMMON EUROPEAN ASYLUM SYSTEM

Figure 1: Asylum applications as a share of the total population in Hungary, EU average and EU high and low (2012-2015)



Source: Eurostat migration statistics (migr_asyappctza), data extracted 04/07/2016

Figure 2: Number of asylum applications and as a share of the total number of applications in the EU (2012-2015)



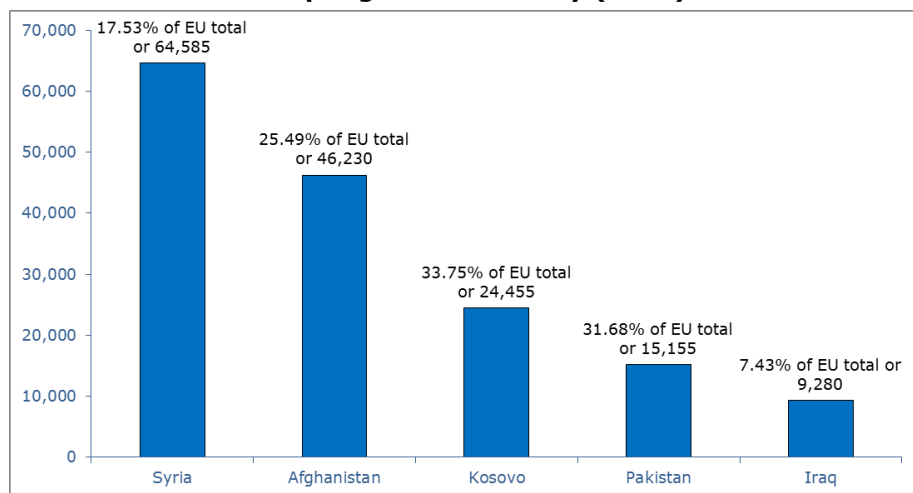
Source: Eurostat migration statistics (migr_asyappctza), data extracted 04/07/2016

Table 1: Asylum applications: Top five third-country nationalities (2012-2015)

2012			2013			2014			2015		
Nationality	Nr	% of total	Nationality	Nr	% of total	Nationality	Nr	% of total	Nationality	Nr	% of total
Afghanistan	880	41%	Kosovo	6,210	33%	Kosovo	21,455	50%	Syria	64,585	36%
Pakistan	325	15%	Pakistan	3,080	16%	Afghanistan	8,795	21%	Afghanistan	46,230	26%
Kosovo	225	10%	Afghanistan	2,330	12%	Syria	6,855	16%	Kosovo	24,455	14%
Syria	145	7%	Algeria	1,115	6%	Palestine	875	2%	Pakistan	15,155	9%
Somalia	70	3%	Syria	975	5%	Unknown	705	2%	Iraq	9,280	5%

Source: Eurostat migration statistics (migr_asyappctza), data extracted 04/07/2016

Figure 3: Asylum applications: Top five third-country nationalities as a share of EU total per given nationality (2015)



Source: Eurostat migration statistics (migr_asyappctza), data extracted 04/07/2016

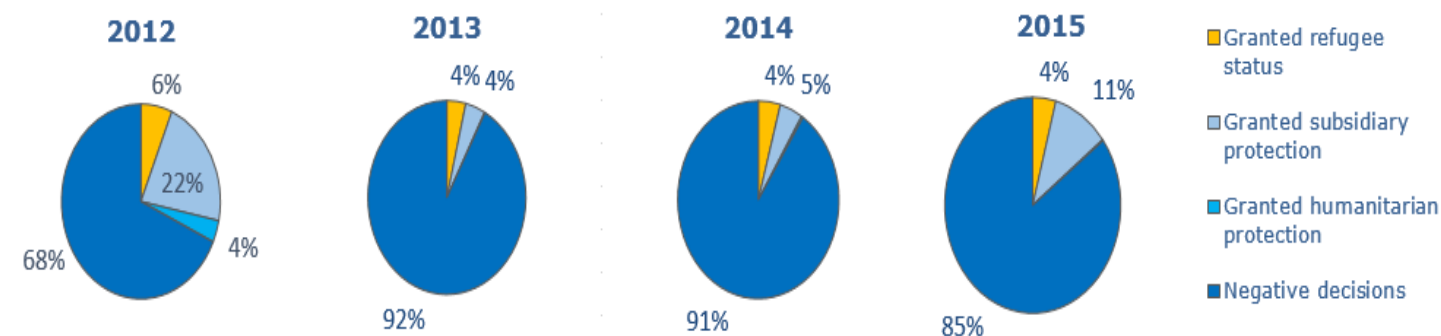
Note: the figure reads as: Hungary received 64,585 asylum applications from Syrians or 17.53% of all asylum applications lodged by Syrians in EU in 2015

Table 2: Asylum applications - First instance decisions by outcome (2012-2015)

	Total decisions	Positive decisions	Of which:		Humanitarian reasons	Negative decisions
			Refugee status	Subsidiary protection		
2012	1,100	350	70	240	40	750
2013	4,540	360	175	185	5	4,180
2014	5,445	510	240	250	20	4,935
2015	3,420	505	145	355	5	2,915

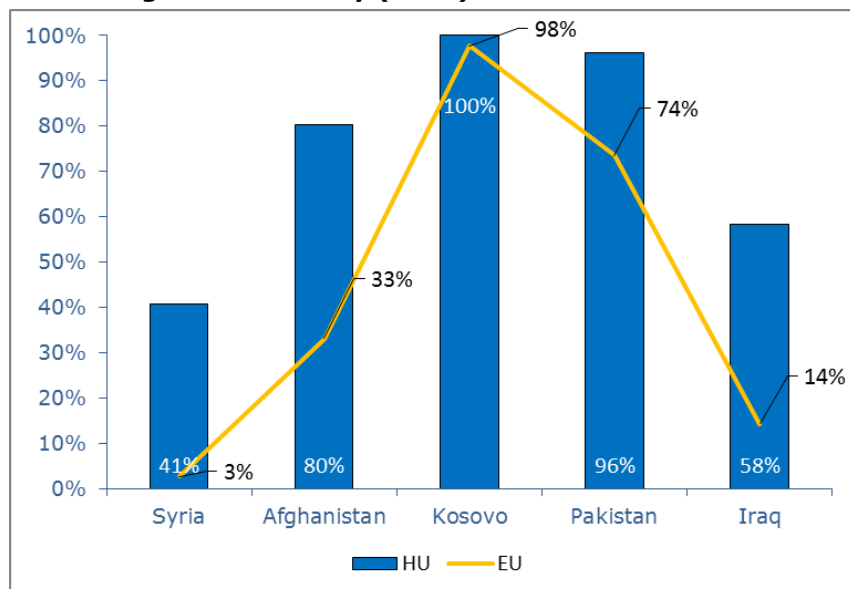
Source: Eurostat migration statistics (migr_asydcfsta), data extracted 04/07/2016

Figures 4-7: Asylum applications - First instance decisions by outcome (2012-2015)



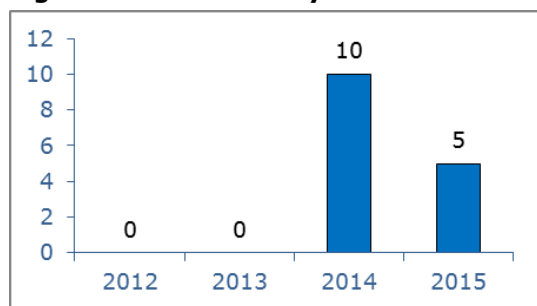
Source: Eurostat migration statistics (migr_asydcfsta), data extracted 04/07/2016

Figure 8: Negative decision rate for the top five nationalities of applicants at the first instance in comparison with EU for the same given nationality (2015)



Source: Eurostat migration statistics (migr_asydcfst), data extracted 04/07/2016

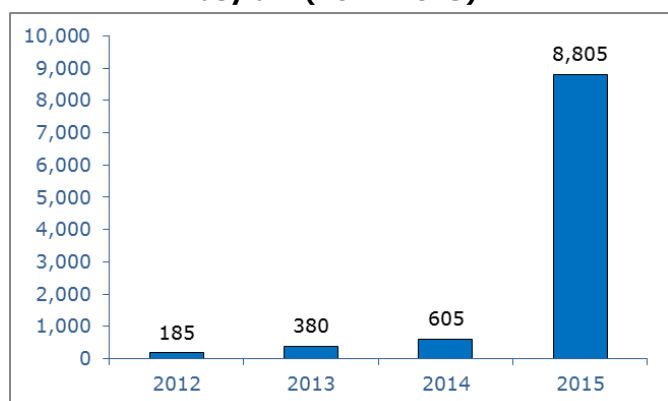
Figure 9: Third-country nationals resettled (2012-2015)



Source: Eurostat migration statistics (migr_asyresa), data extracted 04/07/2016

2. UNACCOMPANIED MINORS

Figure 10: Unaccompanied minors applying for asylum (2012-2015)



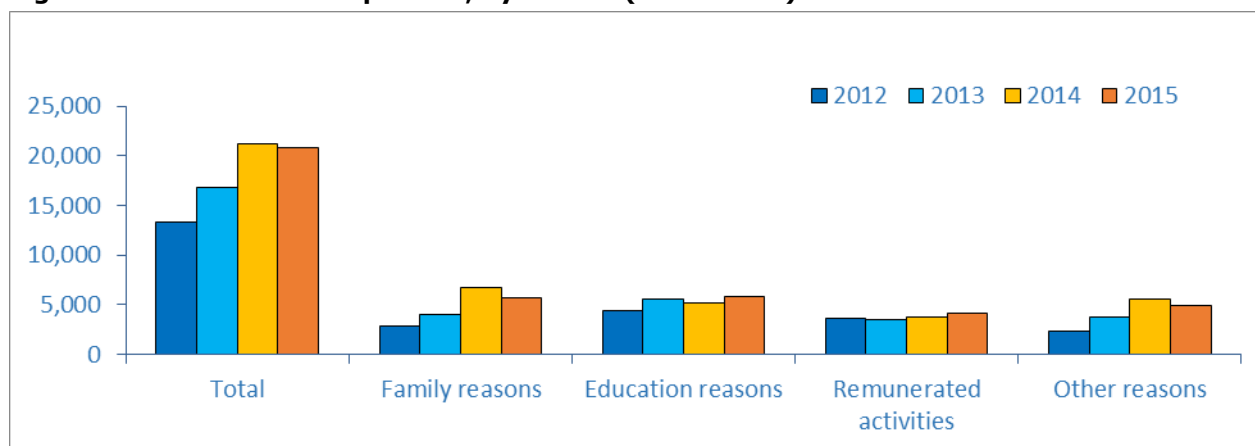
Source: Eurostat Asylum applicants considered to be unaccompanied minors by citizenship, age and sex Annual data (rounded) [migr_asyunaa], data extracted 23/07/2015; EMN NCPs

Table 3: Unaccompanied minors (2012-2015)

	2012	2013	2014	2015
Unaccompanied minors (total)	NA	NA	NA	NA
Unaccompanied minor asylum applicants	1,125	1,265	1,945	3,045

3. EUROPEAN POLICY ON LEGAL MIGRATION AND INTEGRATION

Figure 11: First residence permits, by reason (2012-2015)



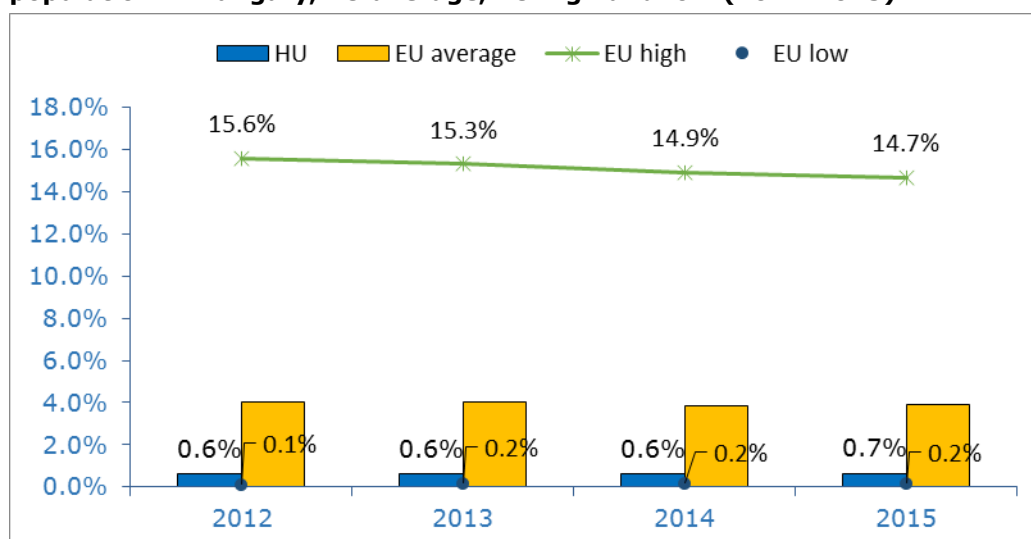
Source: Eurostat (migr_resfirst), data extracted 04/07/2016; EMN NCPs

Table 4: First residence permits: Top five third-country nationalities (2012-2014)

2012		2013		2014		2015	
Nationality	Number	Nationality	Number	Nationality	Number	Nationality	Number
China (including Hong-Kong)	1,507	China (including HK)	2,657	China (including HK)	6,269	China (including Hong-Kong)	4,286
United States	1,399	United States	1,614	United States	1,655	Ukraine	1,686
Ukraine	1,119	Brazil	1,519	Russia	1,500	United States	1,679
Turkey	957	Turkey	994	Ukraine	1,164	Russia	1,321
Serbia	747	Ukraine	930	Turkey	1,002	Turkey	988

Source: Eurostat migration statistics (migr_resfirst), data extracted 04/07/2016

Figure 12: Resident population of third-country nationals as a share of total population in Hungary, EU average, EU high and low (2012-2015)



Source: Eurostat migration statistics (migr_pop1ctz), data extracted 04/07/2016

4. IRREGULAR MIGRATION AND RETURN

Table 5: Number of third-country nationals refused entry at external borders (2012–2015)

Third country nationals:	2012	2013	2014	2015
Refused entry at external borders	9,240	11,055	13,325	11,505
Found to be illegally present	6,420	8,255	56,170	424,055
Ordered to leave	7,450	5,940	5,885	11,750
Returned following an order to leave	5,440	4,395	4,345	5,975

Source: Eurostat migration statistics (migr_eirfs)(migr_eipre)(migr_eiord), data extracted 04/07/2016

Table 6: Third-country nationals returned (2012–2015)

	Returned as part of forced return measures	Returned voluntarily	Returned through an Assisted Voluntary Return Programme
2012	1,011	NA	414
2013	4,067	NA	353
2014	355	NA	491
2015	5,741	NA	NA

Source: EMN NCPs

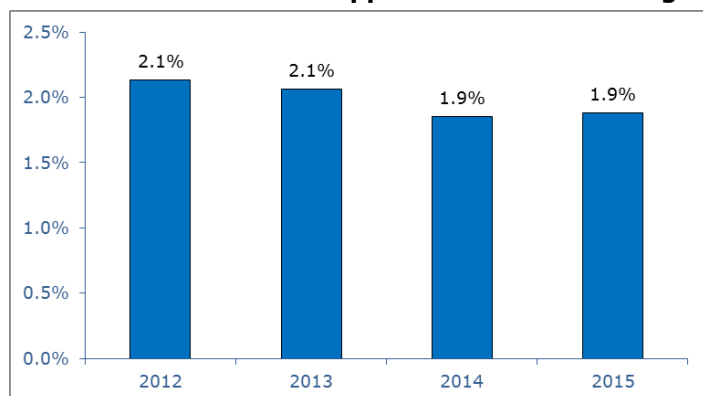
5. SECURING EUROPE'S EXTERNAL BORDERS

Table 7: Number of Schengen visas applications (2012–2015)

	2012	2013	2014	2015
Uniform visas (short-stay visas)	322,646	356,869	309,894	290,798

Source: DG Migration and Home – Complete statistics on short-stay visas issued by the Schengen States

Figure 13: Uniform visa applications received in Hungary as a share of the total number of uniform visa applications in all Schengen states consulates (2012–2015)



Source: DG Migration and Home affairs – Complete statistics on short-stay visas issued by the Schengen States

Table 8: Top five countries in which the highest number of visa applications for Hungary was lodged

2012		2013		2014		2015	
Country	Number	Country	Number	Country	Number	Country	Number
Ukraine	137,574	Ukraine	152,073	Ukraine	118,740	NA	NA
Russia	87,582	Russia	89,618	Russia	76,911	NA	NA
Moldova	17,494	China	19,343	Belarus	21,982	NA	NA
China	15,335	Moldova	18,089	China	18,424	NA	NA
Belarus	11,296	Belarus	17,202	Turkey	15,188	NA	NA

Source: DG Migration and Home affairs

6. ASYLUM AND MIGRATION EU FUNDING SOURCES (2007-2013 AND 2014-2020)

Table 9: Asylum, Migration and Integration Fund (AMIF) allocation in euro per area

Areas	AMIF 2014-2020
Asylum	6,390,993
Legal Migration and Integration	9,480,237
Return	7,196,505
Technical Assistance	645,742
Special cases (resettlement/transfer)	400,000
TOTAL	24,113,477

Source: DG Migration and Home affairs

Table 10: Internal Security Fund (ISF) allocation in euro per area

Areas	ISF 2014-2020
ISF Borders	40,829,197
ISF SA Frontex	NA
ISF SA Consular cooperation	NA
ISF Borders Emergency Assistance	NA
ISF Police	20,663,922
TOTAL	61,493,119

Source: DG Migration and Home affairs

Table 11: SOLID funds allocation in euro and share of total funds allocated to Hungary (2007-2013)

SOLID FUNDS	2007	2008	2009	2010	2011	2012	2013	TOTAL
European Refugee Fund (ERF)	NA	814,590 (1.1%)	1,004,99 7(1%)	1,058,58 7(1.1%)	1,267,70 4(1.3%)	1,284,45 9 (1.2%)	1,181,46 7 (1%)	6,611,805 (1.1%)
European Return Fund (RF)	NA	1,188,23 6 (2.1%)	705,592 (1.1%)	794,898 (1%)	972,603 (0.9%)	1,325,06 8 (0.9%)	2,107,71 6 (1.2%)	7,094,114 (1.1%)
European Fund for the Integration of TCN (EIF)	1,203,13 5 (1.9%)	1,311,17 8 (1.7%)	2,653,01 0 (2.7%)	1,580,08 8 (1.4%)	1,664,72 4 (1.3%)	2,051,01 8 (1.3%)	1,581,98 7 (0.9%)	12,045,13 9 (1.5%)
External Borders Fund (EBF)	5,760,43 0(4%)	6,573,58 2 (4.9%)	7,017,70 0 (4.4%)	6,448,80 2 (3.4%)	7,966,62 2 (3.4%)	10,630,4 22 (3.3%)	14,897,8 43 (3.5%)	59,295,40 1 (3.7%)

Source: DG Migration and Home affairs

Table 12: Number of Inspections carried out to detect employment of irregular migrants and share of inspections as a percentage of the employers in sector (in %)

Risk sector	2014		2015	
	No.	%	No.	%
Agriculture, forestry and fishing	697	0.1%	609	1
Mining and quarrying	NA	NA	2	
Manufacturing	1,721	2.4%	1,390	4
Electricity, gas, steam and air conditioning supply	NA	NA	4	NA
Water supply; sewerage, waste management and remediation activities	NA	NA	61	NA
Construction	3,288	3.6%	4,039	8
Wholesale and retail trade; repair of motor	4,609	2.2%	4,098	6

Risk sector	2014		2015	
	No.	%	No.	%
vehicles and motorcycles				
Transportation and storage	NA	NA	414	2
Accommodation and food service activities	2,498	3.4%	2,664	14
Information and communication	NA	NA	77	1
Financial and insurance activities	NA	NA	66	1
Real estate activities	NA	NA	51	2
Professional, scientific and technical activities	NA	NA	128	0
Administrative and support service activities	NA	NA	3,016	18
Public administration and defence; compulsory social security	NA	NA	122	
Education	NA	NA	64	1
Human health and social work activities	NA	NA	142	1
Arts, entertainment and recreation	NA	NA	125	1
Other service activities	NA	NA	299	1
Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use	NA	NA	2	NA
Activities of extraterritorial organisations and bodies	NA	NA	2	NA

Source: DG Migration and Home affairs

Table 13: Number of inspections in which irregular migrant workers were detected (I) and number of irregular migrant workers detected (IWD) – 2015

Risk sector	2014		2015	
	Number of inspections in which irregular migrant workers were detected	Number of irregular migrant workers detected	Number of inspections in which irregular migrant workers were detected	Number of irregular migrant workers detected
Agriculture, forestry and fishing	3	5	2	5
Manufacturing	17	22	19	24
Construction	8	18	2	2
Wholesale and retail trade; repair of motor vehicles and motorcycles	8	10	5	7
Accommodation and food service activities	5	7	4	4
Information and communication	NA	NA	1	1
Administrative and support service activities	NA	NA	1	1
Other service activities	NA	NA	1	2

Source: DG Migration and Home affairs