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Item Type	Working paper
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Download date	2024-11-05 10:27:37
Link to Item	http://hdl.handle.net/20.500.14018/12649

National Report Hungary

ASSESS

Integration of Vulnerable
Migrant Groups

Center for Policy Studies,
Central European University



Co-funded by the European Union





Integration of Vulnerable Migrants: Women, Children and Victims of Trafficking

Hungary

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*This project has been funded with support from the Commission.
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Table of Abbreviations

BÁH	Office of Immigration and Nationality
CIR	Central Immigration Register
ER	Employment rate
ESL	Early school leaving
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
MIPEX	Migrant Integration Policy Index
NES	National Employment Service
NUTS	Nomenclature of Territorial Units for Statistics (developed by Eurostat)
RoP	Risk of poverty
TÁRKI	TÁRKI Social Research Institute
TCN	Third country national
TEGYESZ	Child Protection Methodological Services
THB	Trafficking in human beings
VoT	Victim of trafficking

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 Hungarians, citizens of the neighbouring countries (Ukraine, Serbia).
- The issue of migrant integration remains marginalised and is not dealt with on the political level beyond the stage required by EU. Hungary, however, meets the requirements in order to be eligible to EU funds, but it does not make significant efforts beyond this level. Migrant integration is not an integral part of any of the sectorial policies (on education, health, labour market etc.), either.
- Everyday experiences of TCN migrants suggest that despite EU-compatible policy provisions prevalent in Hungary, there is little profound support provided for migrants on the grounds. Even though formally they are eligible to a wide range of provisions and services, generally they do not find support in overcoming the critical stages of integration: language problems, labour market integration, naturalization of qualifications or their children's meaningful inclusion into Hungarian public education.
- 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 significant academic research activity 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.
- Data on migrants and migration have two set of sources: administrative data collected by different authorities (BÁH, HCSO, ministries, police) and academic researches. Administrative data are highly fragmented and follow the logic of the authority that collects them. Most of the data sources are not public and published outcomes do not make it possible to focus on certain (vulnerable) subgroups of migrants.
- The HCSO has launched an additional migrant sample to the most recent labour force survey (in 2014), which will probably become a major source of data for creating indicators of migrant integration.
- Academic research in the field of migration and the integration challenges of the migrant population is rich. However, none of the surveys may be regarded as representing the entirety of migrants in Hungary, but some may be used as a good substitute for creating indicators of migrant integration for vulnerable migrant groups.
- The assessment of both policies and outcomes of integration is partially possible for women and children, but is not feasible in the case of victims of trafficking (VoTs). In Hungary there are no identified cases of TCN migrant VoTs and NGOs are unaware of any such cases. Still, we cannot exclude its existence due to the high latency characterising this field.

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 second phase of the project and its aim is to review legal and policy provisions for third country national (TCN) women, children migrants and victims of trafficking (VoTs), and construct integration indicators for the above groups using available data sources. This task proved to be challenging for several reasons. The small number of migrants in Hungary results in a lack of statistical data about migrants in population surveys. Thus, producing integration indicators from available databases is problematic, if not impossible. Another challenge is the discrepancy between the legal and policy provisions and the actual experience of migrants. Therefore, we decided to depart from the original methodology to some extent and extend our research beyond policy and stakeholders’ analysis and bring the views of TCN migrants into the research by interviewing them about their personal experiences of the integration process and the difficulties they had to face.

The fieldwork included 15 interviews (listed in detail at the end of this report). In addition to stakeholders’ interviews conducted in the first phase of the research, we also interviewed state stakeholders (in ministries and in the police) and individuals working at institutions caring for migrant children (a school principal, the head of a childcare centre for unaccompanied minors). We also conducted several interviews with migrant women about their and their children’s experiences of integration. In addition, we interviewed academic and policy researchers knowledgeable about migrant integration and the availability and limitations of data in the field.

As stated in our earlier report, Hungary is not a destination country for migrants; it continues to be a transit country, located along the East-West transit routes of legal and illegal migration. 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 and thus the population share of migrants remains small (2% of the total population). 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 ethnic Hungarians arriving from neighbouring countries. This is also the case for TCN migrants (a significant share of them are ethnic Hungarians from Serbia and the Ukraine). Our interviews with governmental actors and stakeholders reflected the view that migrant integration is regarded as a marginal issue on a governmental level; similarly, the policy framework is weak: the only policy document focusing specifically on migrants is the Migration Strategy adopted at the end of 2012.¹ It deals with the broader issue of migration management, having a strong focus on the management of the borders, counteracting illegal migration, and ensuring international protection. It dedicates only one section to the integration of migrants. The coverage of migrant integration – theoretically – would be the task for sectorial policies but this group does not appear in policies on employment, social inclusion or education.

As stated above, the greatest challenge to our task, namely to construct indicators of integration of vulnerable migrants, derives from the fact that due to the low population share of TCN migrants this group is not “visible” in regular population surveys, and thus they

¹ 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”.

cannot serve as a basis for constructing indicators. There are two valid sources for constructing migrant integration indicators: (1) the census, which covers the entire population which resides in Hungary in the given moment, but which is conducted only every tenth year and includes a small number of questions, (2) and the Labour Force Survey (LFS), which has a sufficiently large sample size for extracting data on TCN migrants (approx. 100 TCN migrants are in the sample). However, when splitting this sample further into subsamples of TCN migrant women or children, it becomes too small and thus loses validity. The Central Bureau of Statistics has launched a supplementary migrant sample to the LFS including 600 migrant respondents this year (2014), but the data are not accessible yet.² This survey is meant to provide information for a detailed analysis of the integration of migrants in Hungary. A further problem with the LFS – from the perspective of the present report – is that it focuses on the adult population (15-75 years old); consequently it can't be used to monitor integration outcomes of TCN children.³

Other European comparative data sets, such as the EU SILC or the European Social Survey, have much smaller sample sizes (2,000 and 1,500) in which the presence of TCN migrants is so small that it does not allow analysis (2-4 TCN migrants fall into such surveys altogether) of integration outcomes of this population group.

There have been, however, several focused surveys conducted among TCN migrants in the past five years. All use a different method of sample selection and thus represent different populations but may well contribute to a more detailed picture of TCN migrant integration outcomes. We will quote data and findings of these surveys with the reservation in mind that they do not represent the entirety of the TCN migrant population of Hungary and thus may not be used for the purposes of integration indicators. The following two surveys will be used for our purposes:

Migrants in Hungary (2009) (financed by the EU Integration Fund) included 1,200 respondents. The sample covered the six largest TCN migrant groups in Hungary: Chinese, Vietnamese, Turkish, Arabs, Ukrainian, and ethnic Hungarians arriving from Ukraine and Serbia. According to the census these six groups cover over 80% of TCN migrants in Hungary. The survey excluded those who have gained Hungarian citizenship. The sampling followed a snowball method and was designed according to the research question: “Are there differences of patterns of integration between various groups of migrants?” Consequently, the sample was constructed in a way so that it represented each migrant group equally (200 for each group) irrespective of their actual population share. This sample is thus less suitable to tell about the integration of TCN migrants in Hungary, in general, but is good to reflect integration strategies of individual groups and contrast them with each other.

The *Immigrant Citizen Survey (2012)* covered 1,200 individuals. The method of sample selection was very different from the 2009 survey. It used the so-called “Centres of Aggregation” method, useful for sampling difficult-to-reach populations. This method does not provide a fully representative sample but comes rather close to it. This sample included 35 different nationalities: 49.5 % from the former Yugoslavia or former Soviet Union, 24.7 % from South-East Asia (China, Vietnam), and 13.3 % from countries of Muslim tradition. An important advantage of the survey was that most of the respondents could use their native languages.

² The publishing of this data is expected for June 2015.

³ The ASSESS project defines children to belong to the age range of 0-18 years olds.

A third issue to raise in the introductory part of this report is the dilemma of vulnerability. With the understanding of the reasons that have driven the ASSESS project to identify TCN women and children as vulnerable, it has to be stated that these groups are not necessarily vulnerable in Hungary. In several respect the indicators of integration – i.e. level of education, employment, housing conditions etc. - show that they do better than Hungarians. 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. There are situations which make individuals vulnerable and being an unaccompanied child is necessarily a vulnerable situation.⁴ Similarly, getting divorced as a TCN woman may expose her to a significantly higher degree of vulnerability relative to others, especially so if the women was awarded a residence permit based on her spouse’s work permit (though being a TCN woman by itself does not make that person vulnerable). This was also the viewpoint of most of our stakeholder interviewees, who mentioned that the integration policy framework is not focused on these subgroups of migrants because they cannot be regarded homogeneously as vulnerable. The exception is the VoT group.

In order to contextualise the findings of our report we need to start providing a profile of the three vulnerable groups that will be discussed.

According to the most recent data of the Hungarian Central Statistical Office (HCSO) (2014) provided on individual request, 43 % (N = 9,221) of TCN migrants (those with non-Hungarian citizenship) who entered the country in 2013 were women (flow data). Of these, 13 % were below the age of 14 and a further 10 % were between the ages of 15 and 19. They were a very young population group: 38 % were between the age of 20 and 29, and 26 % were 30-39. Only 7 % were older than 60. According to the most recent data of the HCSO (2014) on individuals with non-Hungarian citizenship residing in Hungary (stock data), 45 % (26,895) are women. In relation to the total population the age composition is favourable: 11 % are children (0-14 years old); 6 % are 15-19; 25 % are young adults aged 20-29; 20 % are 30-39; 16 % are 40-49; and 11 % are older than 60. Concerning marital status, HCSO data are not disaggregated by TCN/EU member citizens: 46 % of all migrant women are single; 40 % are married; and 14 % are either widowed or divorced. The HCSO did not publish data on the educational level and number of children of TCN migrant women. Half of TCN women have Asian backgrounds, the largest communities coming from China and Vietnam; 36 % of TCN women have a European background, with the largest share being Ukrainian, Russian and Serbian; TCN women with African and American backgrounds constitute a small community (5 % and 8 % of all TCN women).

The split in the age groups (0-14 and 15-19) in the HCSO data does not totally coincide with the definition of the age range of children used in the ASSESS project (0-18); therefore, we will provide data on the age group 0-19 in this section: 60 % of TCN children have an Asian background (of these children, half are Chinese); 22 % are of European origin (Ukraine, Serbia and Russia); 9 % have an African background; and 9 % have an American background. Two-thirds of TCN children are younger than 14 and one-third are in the age group 15-19. Almost half (48 %) of TCN children are girls.

⁴Being a child in a TCN family, however, does not necessarily mean being vulnerable.

I Assessing the Integration of TCN Migrant Women

The Migration Strategy confirms that migrants living in Hungary are legally provided with a wide scale of entitlements but on the ground access to and benefitting from formally guaranteed entitlements suffers from significant shortcomings. The most important cause for inadequate realisation of entitlements is the fragmented nature of provisions; they emerge on the level of individual policy areas and relate to individual legal categories of migrants. There is no complex integration policy which would cover all migrants in Hungary and would combine supports awarded on various bases. Also, there is no institutional framework set up, which is authorised with the coordination of efforts towards integration or, which could be perceived as a network for integration efforts.

I.1 Employment

Legal regulations on settlement permits granted to TCN migrant groups are extremely strict, particularly in terms of the requirement that the individual needs to have employment or a stable income and secure residence.⁵ The other two reasons legitimising the application for a residence permit is family unification and studying. As a consequence, the labour market position as well as the employment rate of TCN migrants is not worse than that found in mainstream society. According to Eurostat Labour Force Survey data, the employment rate is identical for TCN migrants and native Hungarians. The gender gap is different though: among Hungarian nationals there is a 12 % difference between the employment rate of men and women (55 % vs 67 %) while it is significantly higher – 20 % – among TCN migrants (41 % vs 61 %). A more in-depth study of labour market integration of migrants is provided by surveys conducted in 2009⁶ and 2012.⁷ Thus, there is a significant labour market disadvantage for TCN women in comparison with either native women or TCN men.

I.1.1 Conditions and policies facilitating the access to the labour market of TCN women

As mentioned above, the prime condition of applying for a settlement permit is the possession of solid employment. Therefore, there is relatively little provision for labour market integration of TCN migrants. However, the *Law on Supporting Employment (1991/4)* refers to migrants who have been residing in Hungary for a certain period of time and who have held a job previously. According to this regulation, a TCN immigrant who obtained a residence permit based on an integrated application procedure⁸ and was employed for at least six months is subject to employment services and provisions identical to Hungarian nationals. Other TCN migrants have no access to employment services facilitating labour market inclusion and are not able to access provisions including registration in the registry, unemployment benefit or other support and services offered to unemployed or job seekers. In our interviews with a governmental stakeholder, we found that TCN migrants are not regarded as a target group of active labour market policies as they are perceived to be a group whose members already have jobs (because this is the reason for them being in Hungary) or, in the rare cases in which they do not obtain a job, the state has no obligations concerning the labour market inclusion.

⁵ http://www.bevandorlas.hu/jomla/index.php?option=com_k2&view=item&layout=item&id=45&Itemid=385&lang=hu#

⁶ Immigrants in Hungary (2009).

⁷ Immigrant Citizen Survey (2012).

⁸ The integrated application procedure for a residence permit is accessible in the following cases:

- If the applicant intends to enter into employment contract with a certain employer, or
- If the applicant intends to enter employment and either submits an application for family reunification or for an EU Blue Card.

Self-employment is a very important form of labour market inclusion for TCNs in Hungary; the proportion of self-employed among TCN migrants is three times higher than for the total population (29.9 % in contrast to 10.6 % for the period of 2007-2012⁹). Data show that for certain groups of migrants (i.e. Vietnamese, Turkish, Chinese, Arabs) this is the dominant mode of entering into employment; 62-75% of them are self-employed.¹⁰ However, the Hungarian state lacks targeted measures helping migrants become entrepreneurs. Evidently, there is no distinction made by gender in access to self-employment, as it would be against the fundamental principle and law on equal treatment (anti-discrimination). The recent regulation (2010) on self-employment has substantially eased entering into self-employment for TCN migrants. According to *Act 115/2009* non-EU temporary workers, students or humanitarian residents may become entrepreneurs since 2010. Earlier, only nationals, EU citizens, refugees and long-term residents obtained the right for entrepreneurship. *Act 115/2009* changed this situation with the intention to harmonise Hungarian laws with the EU legal framework. Still, with the lack of active policies informing migrants about labour rights, many may not be aware of the right to entrepreneurship. The National Employment Office as well as the Ministry for Economic Affairs do not have any information web pages in any languages other than Hungarian.

As to gender differences regarding self-employment, there is only fragmented information available. The Eurostat data does not include published data on TCN self-employed in Hungary. The only source of data that gives an idea about gender inequality with respect to self-employment is survey data on migrants conducted in 2009, in a report titled “Migrants in Hungary”. These data demonstrate that for certain groups of migrants there is a significant gender gap: Vietnamese women are more likely while Turkish women are much less likely to engage in self-employment than men. For other migrant groups there is no significant gender gap in this respect.

As to the public sector employment of TCN women, legally only long-term residents may be hired. There is very little data about the actual situation: official registries or data sources have no data on this issue. The only source of information is the Immigrant Citizen Survey, which asked about the nature of employment. It shows that the state as an employer is negligible for TCN migrants: with the exception of Serbians the share of those working for the state or a non-profit organisation (these two categories are merged) is around 5-6% for all other groups. Taking into consideration that non-profit organisations are included in this data, we may state that public employment of TCN migrants is practically non-existent.

We did not find any specific legal or state-level policy provisions for the facilitation of labour market access for TCN women. Measures targeted at TCN women’s labour market inclusion are organised by an NGO with the financial support of the EU Integration Fund. Jövőkerék Alapítvány runs a two-year project targeting TCN women, helping them to enter the Hungarian job market in a form of a complex coaching- and personality-development program. The program includes personality training, a CV workshop, individual consultations with an employment advisor, and also, on a more general level, help in lifestyle and self-development issues through yoga classes and assertiveness trainings. The project works on the basis of small-group activities (5 to 8 women in a group). The groups are language-based (one is in Hungarian and one is in English) and provide individual consultations. Some of the women managed to find employment before the project concluded, while others were still searching. As one of the coaches employed by the NGO expressed during an interview, the overall aim of the project is not necessarily to find employment for everyone, which would be

⁹ Calculations made by Hárs based on the LFS. (Hárs 2013).

¹⁰ Calculations made by Hárs based the 2009 Immigrants in Hungary survey (Hárs 2013).

over-ambitious. Rather, it is to upgrade the position of these TCN women relative to the job market and improve their chances to find employment in the near future.

1.1.2 Labour market services, job orientation and job placement policies and programs

The Migration Strategy declares that immigrants with long-term residence permits, recognised refugees and persons under subsidiary protection are entitled to participate in job trainings and re-trainings within labour market service schemes. For other groups of migrants, the prerequisite of their stay is that they have a job and a stable income. Thus, TCN migrant women have no access to job orientation and placement services offered by the state. Interviews conducted with NGOs active in the field as well as with migrants supported the view that they have no connection to state employment services; they were even not aware that such services existed. In addition, the official information request from the National Employment Office confirmed that they do not organise any courses or services for non-Hungarians. All the training and job-orientation programs are organised in Hungarian and they do not cater to migrants in general, or TCN migrants (and, within this category, TCN women) at all.

1.1.3 TCN women's access to targeted childcare

One of the vulnerabilities women suffer in terms of labour market integration stems from being a mother and the need to care for young children. Childcare system in Hungary is relatively well-developed and widely accessible.

Immigrants possessing a residence permit for three months or longer and an “address card” (*lakcímkártya*)¹¹ have access to the same childcare provisions as Hungarian nationals: the three-year-long universal parental allowance and/or placement of the child in a public crèche.

The universal parental allowance is awarded for three years per child. (If there are more children it is awarded until the youngest child reaches the age of 3.) The **monthly amount** is equal to the minimum old-age pension of 28,500 HUF (90 EUR), irrespective of the number of children in the family. Mothers may thus stay at home and receive a moderate allowance until the youngest child reaches age 3. Mothers with an employment history may opt for a financially more advantageous setup (GYED): in this scheme mothers receive 70% of their prior salary for two years. They may also opt to re-enter the labour market before the child reaches age 3. Children younger than 3 may be sent to a public crèche, but spaces in crèches are limited and so therefore are not guaranteed; frequently, there is a waiting list. Priority is given to children whose mothers are employed. Access to a crèche, similar to the childcare allowance, is available to migrants with a long-term residence permit and an “address card”.

1.1.4 Recognition of educational/academic qualifications

The Migration Strategy states that the number of so-called “regulated vocations” is much higher in Hungary than in most of the EU member-states. Thus, a larger share of migrants with professional qualifications find that they need to arrange for those qualifications to be officially recognised in Hungary as compared to similarly qualified migrants in Western European countries. The Strategy acknowledges that the procedure for recognising qualifications puts a significant financial and administrative burden on migrants.

¹¹ An “address card” is an official document issued by the local municipality confirming registered address (es) of the individual – be it permanent or temporary. Holding an “address card” is a prerequisite to many of the services provided by the state or municipality.

The responsible authority for recognising foreign qualifications is the Educational Office's National Equivalence Office (Oktatási Hivatal, "Ekvivalencia Hivatal"). The conditions and procedures for the recognition and naturalisation of foreign qualifications is regulated by the 2001/100 law. The law dedicates an individual section (Section 3) to the "recognition of foreign qualification based on the EU common law". This section applies to vocational qualifications officially recognised in EU member-states.

According to the law the applicant needs to hold a residence permit and a valid address of his/her residence. The application needs to include a large number of documents and their authorised translations and in addition has to pay a considerable fee. Following the initial examination of the documents, the authority may require further documents and their authorised translations. The authority needs to make a decision within three months following the application. Naturally, there is no gender difference in the process of naturalisation/recognition of qualifications. Information on naturalisation/recognition of qualifications is provided on the homepage of the aforementioned office as well as on the homepage of the Ministry for Economic Affairs in the form of a FAQ. However, none of these web pages include information in any language other than Hungarian.

Our research did not manage to get stakeholders' views on the practices and procedure of the recognition and naturalisation of foreign qualifications, because the head of the Equivalence Office declined to speak with us.

Our interviews with migrants, however, shed light on very negative experiences with the naturalisation procedure: one interviewee, a young Mexican women who obtained a diploma as a veterinarian in Mexico and continued studies at a masters level in Europe (Norway and Austria), explained that she wanted her diploma be recognised by the Hungarian state, but she had immense difficulties in doing so: the costs of naturalisation (commissioning authorised translations of a large number of lengthy documents and the fee) was high and the process lasted for a long time. She also found that the procedure lacked transparency and felt that the authority arbitrarily asked for further documentation, which served to delay its decision beyond an acceptable time frame. She mentioned that she was considering starting the same studies in Hungary again because it might ultimately be a shorter and cheaper way to establish her professional credentials in Hungary. Also, other migrant interviewees mentioned that they had serious difficulties when applying for recognition of their qualifications and besides the immense expenses and delays they found that the procedure was arbitrary and lacked transparency.

I.2 Education

Although various data are somewhat contradictory in terms of the general educational level of migrants, such confusion may be derived from the various methodologies and sampling of the surveys. Still, in general, all confirm that the educational level of migrants is high. Compared to native Hungarians, TCN migrants in Hungary acquire a generally higher level of education and more specifically the share of those with tertiary education is significantly higher. According to the Eurostat data, in contrast to 19 % of 25- to 54-year-old Hungarians, 40 % of TCN migrants possess tertiary educational qualifications. There is no agreement about the existence and extent of a gender gap, however. According to Eurostat data, there is a significant gender difference in terms of educational attainment: 54 % of TCN men and only 31 % of TCN women possessed tertiary qualification. Other surveys, however, did not find such a difference: in sum, data confirm that the educational attainment of TCN migrants in Hungary are generally higher that of the mainstream society, possibly due in great part to the extremely strict regulations on awarding residence permits.

1.2.1 Language training of migrants

The Migration Strategy affirms that a prerequisite to social inclusion of migrants is their access to Hungarian-language education. However “*In contrast to refugees, who have access to regular and organized language education in the reception camps, other groups of migrants have access to language education only in a limited and non-systemic manner*” – states the description of the present situation in the Strategy.

The Immigrant Citizen Survey conducted in 2012 includes data on language proficiency of TCN migrants. The share of proficient or fluent speakers is rather low on average and there are significant differences in terms of the country of origin. Ukrainian migrants seem to have the least problem with Hungarian; a bit more than half of them speak proficient or fluent Hungarian (evidently, most of them are ethnic Hungarians from Ukraine). Among other groups of TCN migrants Hungarian-language proficiency seems to be a real problem: only 38% of Arabs, 34% of Vietnamese, 29% of Turks and 25% of Chinese speak fluent Hungarian. Proficiency in Hungarian and educational background are not at all correlated and moreover it is only slightly correlated with the number of years spent in Hungary. The two groups with the longest migration history are the Chinese and the Vietnamese, most of whom have been residing in Hungary for the last 15 to 20 years. These numbers refer to the problem that institutional supports for migrants to learn Hungarian as a foreign language are lacking.

In our fieldwork we also found that migrants have very limited access to language education. Some NGOs and language schools organise courses, partly (or completely, in a few cases) financed by the state through the EU Integration Fund support, but it is rare, unsystematic and arbitrary who and under what conditions may have access to such courses. One important language school that organises regular courses in Hungarian as a foreign language is the Tudomány Language School. With the funding of the Integration Fund it offers language courses for a limited number of TCNs. Another provider of tuition in Hungarian as a foreign language is the NGO Menedék, but there is a fee for these courses. Several other private language schools offer Hungarian courses at market prices. We may state that access to tuition in Hungarian as a foreign language – an essential prerequisite of social inclusion for migrants – is not systematically offered in Hungary.

1.2.2 Programs that facilitate the improvement of professional qualification of TCN women

With the lack of language proficiency access to other forms of education is challenging, as well. Our interviews with Chinese and Vietnamese migrants who have been residing in Hungary for 15-20 years confirmed that even though they have been economically active in the last two decades in Hungary (running small businesses and restaurants), they have not yet learned the language and their knowledge of Hungarian only covers the very basics necessary to enable them to deal with everyday situations (such as shopping, helping customers etc.). For any (even partly) official communication (i.e. dealing with officials, schoolteachers, doctors) they need an interpreter. Evidently, this makes true social inclusion rather difficult, if not impossible, and serves to enclose them in their ethnic communities. Engaging in formal education is out of question for them: public forms of education are not available to them because of their lack of Hungarian-language proficiency, while private forms of education (accessible in English, for example) are typically too expensive.

Being a long-term resident of Hungary, TCN migrants are entitled to enrol in secondary education with due prior qualifications. In practice, however, this educational segment is accessible only to second-generation migrant students who have attended primary school in Hungary. The language of tuition is always Hungarian, with the exception of bilingual public schools (English/Hungarian, German/Hungarian, and Chinese/Hungarian). All of these

schools are accessible to young people of compulsory school age. (For more detailed description, please see Section II of this report.)

As to professional training programs, we have not come across any courses that adult TCN migrants attended. The system of vocational training is very rigid in Hungary and constitutes the lowest segment of education both in terms of quality of education, chances of labour market integration and the social composition of students.

Adult professional qualification functions under the auspices of the National Employment Offices in Hungary. This organisation offers services to unemployed people and organises adult vocational and professional training. TCN migrants may be awarded a residence permit only under the condition of holding a job. However, according to the *Law on Supporting Employment and on Provisions for the Unemployed (1991/4)*, those migrants who hold a residence permit and have been formally employed for at least six months are entitled to the same labour market services and provisions as Hungarian citizens. Thus, theoretically, they are entitled to adult (re)training if they become unemployed. However, despite this entitlement these courses, without exception, require Hungarian-language proficiency. In response to our formal inquiry, the Employment Office confirmed that they have no support schemes or programs targeted at TCN migrants.¹² As a consequence, there is no special support or provision provided for TCN women.

As to higher education, the prerequisite to accessing Hungarian higher education, some of which is free of charge, is not only proficiency in Hungarian but also familiarity with the Hungarian secondary school curriculum and successful completion of an entrance exam. The result is that, for migrants, only those who have been in the education system in Hungary for several years have the requisite knowledge and language skills to avail of higher education on the same terms as ordinary citizens. Several of the large universities run English-language training programs. Access is based on the recognition of their secondary educational qualifications and such courses require, without exception, considerable tuition fees.

I.3 Social Inclusion

The Migration Strategy declares that immigrants, both those who are settled and those under international protection, are entitled to the same family allowances and healthcare provisions as Hungarian nationals. They may, however, not be able to exercise their rights. Economically active migrants who stay for less than three years are entitled to healthcare services and gain the entitlement of an old-age pension. However, they are not entitled to any further provisions until they acquire a long-term residence permit and related status. It is important to note the important changes in this field due to the implementation of the EU directive (2011/98/EU) that prescribes that TCN employees are entitled to family allowances and unemployment provisions under the condition that they have been employed for at least six months.

The measurement of social integration is difficult in Hungary for the low number of and insignificant share of TCN migrants in the society and consequently their presence in the EU-SILC survey; the European statistics on income and living conditions, which is based on a yearly survey of 2,000 respondents. Thus, social inclusion indicators for TCN migrants cannot be derived from this database. Our knowledge of TCN migrants' social inclusion comes from an individual survey, more specifically from the EIA 2011¹³ survey, which specifically focused on this population segment and which includes data disaggregated by gender.

¹² As of 29 September 2014.

¹³ Survey on the civil integration of migrants (in Göncz, Szanyi-F. and Lengyel 2013).

An analysis of the data published in 2013 follows the logic of the Zaragoza indicators on social inclusion and assesses four aspects of social wellbeing and inclusion: income and poverty, property and health.

In terms of *income* the data reflect a generally higher status of TCN migrants in Hungary compared to the native population. The general income level – which needs to be treated with due caution – is somewhat higher on average than that of Hungarians in general. There are important differences between various groups of migrants: the highest income is registered for Chinese and Arab migrants while Ukrainian and Vietnamese have a moderate income. Analysing the income distribution within groups, it is also important to note that there are significant income differences within individual groups: the variance of income is highest within the two groups with highest income averages – the Chinese and Arab groups. If subjective measures of income are considered – the level to which the individual is satisfied with his/her income – we see that TCN migrants are unequivocally more satisfied with their situation than native Hungarians. Over half (57%) of them thought that they would be worse off if they stayed in their host country.

As to the indicator of *property* there is evidently a large gap between native Hungarians and immigrants. Due to historical reasons ownership of property is high in Hungary, and there is a small market for rentals, and especially for social rentals. Over half of TCN migrants are property owners, which appears to be a high share in a European comparison, but in the Hungarian context, where over 80% of the household own their property, it is low share. Again, there are significant differences among country of origin: only less than 30% of Turkish and Arabs own a property, while over 60% of Ukrainians and 70% of Vietnamese own their flats (or shops).

The indicator for the *health* situation is a subjective measure: satisfaction with one's health status. Unanimously, immigrants are doing much better in this respect than native Hungarians, even if age is controlled for. Also, the indicator of subjective wellbeing and satisfaction demonstrates that TCN immigrants, in general, are more satisfied with their life and situation than Hungarians. The indicator is constructed based on set of questions including 13 aspects of life (work, family, circumstances of housing and residence, social ties etc.) and in all respects indicators for TCN migrants are significantly higher than for native Hungarians.

1.3.1 Policy provisions: Access to social assistance

Generally speaking, TCN women have the right to social assistance if they possess a long-term residence permit (over 6 months) and an address (residence) card. Most of the provisions – such as employment-related parental leave, unemployment benefit, old age pension, invalidity benefit – are linked to former employment status (which is also the case for Hungarians).

In contrast to the universal parental leave, the entitlement as well as the amount of the employment-related parental leave (GYED) is linked to earlier employment¹⁴. Another basic allowance linked directly to children is the universal child allowance, to which all families with children younger than 18 (or as long as they are in public education) are eligible. Here again, the rule of thumb for the eligibility of migrants is the possession of a residence permit valid for at least six months and a residence (address) card. The sum of this allowance is 12,000 to 16,000 HUF/child (40-55 EUR), depending on the number of children and the type of family.

¹⁴ A description of the parental allowances is on page 11.

Unemployment benefit is less generous in Hungary, and is – evidently – linked to prior employment status. It is provided only for three months under rather strict conditions. According to the *Law on Supporting Employment (1991/4)* only TCN immigrants who obtained a residence permit based on an integrated application procedure and were employed for at least six months are entitled to unemployment benefit. Receiving unemployment benefit is a highly unusual case for TCNs in Hungary; according to data provided on request by the National Employment Office, 295 persons with a migrant background received this provision.

In terms of all other benefits and social allowances the rule of thumb of having a residence permit for at least six months and a valid residence (address) card applies. In addition, as described in the section on TCN women's access to employment, there is a wide access to free childcare institutions on a universal basis.

Despite the wide scale and accessible social provisions, a major problem for TCN migrant women is access to information. None of the institutions provide information in other than Hungarian. Our interviewees explained that they needed to employ a bilingual mediator knowledgeable about provisions and their conditions to help them navigate the system: where and how to apply, to fill in the Hungarian-language application forms, to discuss issues in the office. We found that such mediators are definitely active in the Chinese and Vietnamese communities and most probably also in other larger ethnic communities. These mediators help in all spheres of life: making formal applications, navigating through the childcare and healthcare systems, engaging with business and entrepreneurial matters, in legal situations, and in relation to housing and rentals.

I.4. Active Citizenship

In terms of active political rights, only Hungarian citizens can vote or be elected in national elections. There is no official data available about the former migrant background of those Hungarian citizens who participated in the last parliamentary elections and we have no knowledge of any MPs with TCN backgrounds who would have been elected into the national assembly.

According to the Constitution of Hungary, Hungarian citizens, EU citizens with a residence permit, and all other immigrants (including TCNs), refugees, and people with residence permits, have the right to vote in the local municipal elections, thus exercising their active voting right. However, only Hungarian citizens and EU citizens with a residence permit can be elected to office in the local municipal elections, thus exercising their passive voting right. There are no specific data available about the participation of TCNs in recent or past local municipal elections.

There are no official data available about the political party membership of TCNs (and within that, TCN women) in the Hungarian political parties. According to our everyday empirical knowledge, these numbers are extremely low if not very close to zero. No specific political party addresses the issue of migrant inclusion into the Hungarian political community or in general to Hungarian society as such. The only relevant political agenda is about the incorporation and extent of welcoming immigrant ethnic Hungarians into Hungary. Traditionally, it has always been a right-wing political agenda (aiming at re/establishing a united Hungarian community, as the nationalist discourse claims), and left-wing parties are more reserved in this matter, though it has always been a tricky and sensitive issue. TCN migrants as such, or TCN women, do not appear at all on political agendas partly because of the simple rule of small numbers, and partly because of direct political interest in minimising the importance of immigration in society.

1.4.1 Civil society and community life participation

We could not find any legal provisions or policy regulations which facilitate the civil society participation of TCN women in Hungary. According to earlier studies in the area of migrant organisations,¹⁵ many of the immigrant civil society organisations are connected to former ethnic Hungarians arriving into Hungary from across the borders (e.g. Transylvanian organisations of ethnic Hungarians from Romania). Migrant organisations related to TCNs are of two kinds, formally registered as BTs or KFTs (limited or unlimited partnership), and those which are of informal nature. The former ones, especially those run by South American immigrants, are often closely connected with the economic activities of these ethnic groups. (South American immigrants are known in Hungary and the region for selling their ethnic/folk objects at seasonal markets, fairs or permanent shops, playing ethnic street music and so on.) In other words, economic activities often take place under the guise of cultural and identity-oriented civil society organisations. Moreover, there are many small local groups, informal gatherings of immigrants based on regional identities, transnational connections, or common cultural interests. During our fieldwork, we learned about a very active organisation of Indians originating from the South Indian state of Kerala in Budapest called the World Malayalee Congress (Budapest chapter), as well as an Internet-based organisation called Indians in Hungary, or another Indian civil society organisation officially registered as Bharatya Samaj of Hungary (BSH), enjoying the moral support of the Indian embassy in Budapest as a pan-Indian umbrella organisation, though strictly funded by membership fees and donations of Indians living in Hungary. In recent years, due to changing state regulations and the legal environment concerning the registration and activities of small churches and religious organisations, many small organisations were forced to relinquish their status as churches and instead register as civil society organisations associated with religion, belief and culture, thus slightly altering the scene of immigrant civil society organisations. According to our interviews with NGO stakeholders, there are several TCN migrant women's groups that regularly organise events within and sometimes outside their communities, including ones for Russian businesswomen, Vietnamese women, and the Russian diaspora (the Alfavit Foundation).

According to the Hungarian *Law on Civil Organisations*, financial support reaches civil society organisations in different ways: (1) in the form of a tender, on the basis of individual financial support from the state budget, (2) from European Union Structural Funds, (3) from the EU budget or other state/international organisations, and (4) from 1% of personal income taxes contributed by taxpayers on a voluntary basis. (Taxpayers may identify where their 1% goes – by providing the tax number of the registered NGO or foundation – but, if they do not identify a recipient, the 1% goes directly to the state budget.)

1.5 Anti-discrimination

Anti-discrimination legislation¹⁶ 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 gender, 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, healthcare, housing and trade. The law also

¹⁵ LOCALMULTIDEM (2007), *Immigrants in Hungary* (2009), *Immigrant Citizen Survey* (2012).

¹⁶ Law 2003/125 about equal treatment and promotion of equal opportunities.

sets the scope of intervention for state actors, such as the Ombudsman, the Equal Treatment Authority and the Ministry of Justice.

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).

According to a survey on the experiences of discrimination¹⁷, demonstrates that there is significant heterogeneity among groups of migrants in this respect. East Asian TCN migrants (Chinese and Vietnamese) experienced direct discrimination most frequently; over half of them mentioned that they were discriminated against because of their descent, race or language, while Ukrainians, Arabs and Turks gave accounts of significantly less experience of discrimination. But, if social distance is measured,¹⁸ we see that Hungarians generally maintain a significant distance between themselves and the members of any groups they consider to be “other”: if preferences relating to employment or housing (“Whom would you employ?”, “To whom would you rent your flat?”) are investigated, racial difference becomes a significant disadvantage. Similarly, if personal discrimination is under scrutiny – “Whom would you accept as a friend, colleague?” – racial difference emerges as a very important reason for discrimination.

In our research we did not come across any programs that were specifically addressed at combating discrimination against TCN migrant women. This seemed to be a less focal issue of NGO activities.

¹⁷ Sik-Várhalmi 2010

¹⁸ Simonovits 2013

Table 1: Indicators of integration for TCN women

Area of integration	Outcome Indicators	Data	Source and reliability
<p>Employment</p> <p><i>compare</i></p> <p>migrant women/ native women</p> <p>migrant women/ migrant men</p>	Employment rate	The employment rate (ER) of TCN women aged 20-64 is 41%. In comparison: TCN men's ER is 61%. The same numbers for all foreigners are 49% (women) and 72% (men). The ER of the Hungarian population is 55% (women) and 67% (men).	Eurostat (LFS 2011); data lacks reliability for TCN women because of their low number in the sample.
	Unemployment rate	Total population (aged 15-64) 11% in 2013. Women: 11% No data for foreign women Foreign population: 9% (unreliable data for due to small sample size) No data for TCN	Eurostat (LFS 2011); HCSO 2013 for total population; data lacks reliability for foreign population because of their low number in the sample.
	Activity rate	Total population (aged 20-64): 68% Women: 62% TCNs total: 60% TCN women: 53% (unreliable data due to small sample size)	Eurostat (LFS 2011); HCSO 2013 for total population; data lacks reliability for foreign population because of their low number in the sample.
	Over-qualification rate		The Eurostat data does not provide over-qualification rate indicators for either TCNs or any other migrant groups in Hungary.
	N of TCNs not employed, not in education, not in training		No data available.
	Self-employed	3,900 TCNs are registered as self-employed; There is no data about women. But, taking into account that 2,800 are men we may presume that about 1,000 TCN women are self-employed.	Eurostat (LFS 2011).
	<p><i>Narrative explanation:</i> Concerning employment rates there is some disadvantage in the situation of TCN women in comparison to TCN men as well as other migrant groups or the entire population. This is most likely due to the fact that a majority arrives and is provided a residence permit as a spouse. The activity rate of TCN women is close to that of native Hungarians.</p>		

Education <i>compare</i> migrant women/ native women migrant women/ migrant men	Highest educational attainment ¹⁹	Total population (aged 20-64): <ul style="list-style-type: none"> • Tertiary: 20% • Secondary: 62% • Primary or less: 18% Total women: <ul style="list-style-type: none"> • Tertiary: 22% • Secondary: 57% • Primary or less: 20% Non-Hungarian citizens: <ul style="list-style-type: none"> • Tertiary: 28% • Secondary: 56% • Primary or less: 17% Non-Hungarian women: <ul style="list-style-type: none"> • Tertiary: 21% • Secondary: 57% • Primary or less: 22% TCN population: <ul style="list-style-type: none"> • Tertiary: 36% • Secondary: 55% • Primary or less: no data TCN women: <ul style="list-style-type: none"> • Tertiary: no data • Secondary: 60% • Primary or less: no data 	Eurostat (LFS 2011); data for TCN women is not reliable because of their low number in the sample.
	Tertiary educational attainment ²⁰	21% of migrant women possess tertiary educational qualifications. Almost the same rate (22%) applies for the total population, while a significantly higher proportion (35%) of migrant men possess such qualifications. The rate of men with tertiary education is even higher among TCN: 46% of them possess a diploma from tertiary educational institutions.	
	Participation in lifelong	8.1% of migrants (foreign citizens aged 18-74) participated in LLL in	Due to small sample size Eurostat has

¹⁹ “Highest educational attainment” refers to the share of population with tertiary, secondary and primary or less than primary education. In other words this indicator provides the educational structure of a certain population.

²⁰ Tertiary education – provided by universities and other higher education institutions – is the level of education following secondary schooling.

	learning ²¹	2012 8.7% of migrant women participated in LLL 7.7% of native women participated in LLL No data on TCNs	unreliable data on TCN participation in LLL. (Source: http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=trng_lfs_12&lang=en)
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Narrative explanation: The TCN population has higher educational credentials than the total population. We can make no statements about TCN women because of the lack of data due to their low number in the LFS sample. Based on other surveys we may presume, however, that their educational level is more advantageous than that of the mainstream population, especially if the share of women with tertiary education is concerned.

Social Inclusion <i>compare migrant women/ native women</i> <i>migrant women/ migrant men</i>	Median income ²²		Due to small sample size Eurostat has unreliable data on TCN's income (Source: http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do)
	Unemployed registered in public employment services ²³	Registered TCNs in the NEO registry: 960	Data source: Official request from the National Employment Office (January to September 2014).
	Uptake of unemployment benefits among unemployed	N of TCNs receiving unemployment benefit: 295 N of TCNs receiving other employment assistance, allowance: 225	Data source: Official request from the National Employment Office (January to September 2014).
	At risk of poverty and social exclusion ²⁴	RoP rate in Hungary: <ul style="list-style-type: none"> Total population: 12.4% TCN migrants: 8.7%. 	EU-SILC. Data about TCNs is unreliable due to the small sample size.

²¹ Lifelong learning is the lifelong, voluntary and self-motivated pursuit of knowledge for personal or professional reasons. The overall aim of learning is to improve knowledge, skills and competences. The intention to learn distinguishes learning activities from non-learning activities such as cultural activities or sports activities. Within the domain of lifelong learning statistics, formal education covers education and training in the regular system of schools, universities and colleges. Non-formal education and training includes all taught learning activities which are not part of a formal education program.

²² The median net income of the immigrant population as a proportion of the median net income of the total population.

²³ All unemployed TCNs meeting the national definition of unemployed and registered at the Public Employment Service.

²⁴ The at-risk-of-poverty rate is the share of people with an equivalised disposable income (after social transfer) below the at-risk-of-poverty threshold, which is set at 60% of the national median equivalised disposable income after social transfers.

		<ul style="list-style-type: none"> • TCN women: 11.1% • Native Hungarian women: 12.3% 	
	In-work poverty rate ²⁵	<p>In-work poverty rate in Hungary (in 2012):</p> <ul style="list-style-type: none"> • Total population: 9.4% • Women: 13.5% • TCNs: No published data due to the small sample size • TCN women: No published data due to the small sample size 	<p>EU-SILC. Data about TCNs is unreliable due to the small sample size.</p> <p>(http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=ilc_iw16&lang=en)</p>
	Persistent at risk of poverty rate ²⁶		<p>EU-SILC is not appropriate source of data for TCN women for the low number of respondents.</p>
<p><i>Narrative explanation:</i> Information about the income of TCN migrants are highly unreliable, as the EU SILC survey, which is meant to measure income and social inclusion situation, has a too small sample size to allow disaggregation for migrants (and especially for migrant women). Therefore this data source – in our view – is unsuitable to tell anything about the social inclusion and income of TCN migrants. The EIA survey²⁷ is a better, though not representative, source of information. Its data reflect a generally higher status of TCN migrants in Hungary compared to the native population. The general income level is somewhat higher on average than that of Hungarians in general and also satisfaction with income is higher among TCN migrants than in the mainstream society.</p>			
<p>Active Citizenship <i>compare migrant women/ native women</i> <i>migrant women/ migrant men</i></p>	Naturalisation rate ²⁸	<p>Data are somewhat contradictory: N of non-EU citizens acquiring citizenship in 2012: 3,500.</p> <p>According to the Central Statistical Office in 2012 (source: http://www.ksh.hu/docs/hun/xftp/idoszaki/evkonyv/evkonyv_2012.pdf) 18,379 individuals acquired Hungarian citizenship, out of which 9,474 were women. (51%). Out of this number, 2,149 were TCNs, while 14,392 were</p>	<p>Source: Eurostat (http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/File:Persons_having_acquired_the_citizenship_of_the_reporting_country_2012_%281_000%29_YB14_II.png)</p> <p>(source HCSO:</p>

This indicator does not measure wealth or poverty, but low income in comparison to other residents in that country, which does not necessarily imply a low standard of living.

²⁵ The share of persons who are at work and have an equivalised disposable income below the at-risk-of-poverty threshold, which is set at 60% of the national median equivalised disposable income (after social transfers).

²⁶ The persistent at-risk-of-poverty rate shows the percentage of the population living in households where the equivalised disposable income was below the at-risk-of-poverty threshold for the current year and at least two out of the preceding three years. Its calculation requires a longitudinal instrument, through which the individuals are followed over four years.

²⁷ Survey on the civil integration of migrants (in Göncz, Szanyi-F. and Lengyel 2013).

²⁸ The naturalisation rate is the ratio between the number of persons who acquired the citizenship of a country during a calendar year and the stock of foreign residents in the same country at the beginning of the year.

		Romanian alone (mostly ethnic Hungarians).	http://www.ksh.hu/docs/hun/xftp/idoszak/evkonyv/evkonyv_2012.pdf
	Share of TCNs who acquired long-term residence permits ²⁹	34,657 people held a residence permit and 4,041 held a permanent residence permit. There is no data split for TCNs provided.	Statistics of the Immigration Office. (Source: http://bevendorlas.hu/index.php?option=com_k2&view=item&layout=item&id=492&Itemid=1259&lang=en#)
	Elected TCNs representatives in last parliamentary elections	0 – TCNs are not eligible to be elected in parliamentary elections.	
	Elected TCNs representatives in last local government elections ³⁰	0 – TCNs are not eligible to be elected in local elections.	
	Voter turnout ³¹		There is no data available about this.
	Membership in political parties ³²		There is no data available about this.
	Membership in trade unions ³³		There is no data available about this.
<i>Narrative explanation:</i> The statistical data sources do not provide any insight into the political integration and participation of TCN migrants.			

II Assessing the Integration of TCN Migrant Children

The integration of TCN children in Hungary takes place primarily through education. The country does not yet have a Migrant Integration Strategy and the relevant policy documents (e.g. education, social policy, healthcare policies) do not refer to TCN children as a special group, which would need any specific attention or treatment. Often, integration policies are applicable to those who have obtained a long-term residence permit and an address card in Hungary. This is typical for the area of education and social benefits (childcare allowance).

²⁹ The share of TCNs granted long-term residence permits from the total number of valid residence permits held by TCNs in your country.

³⁰ The share of TCNs among total elected representatives in the last parliamentary and local elections, respectively.

³¹ Persons who voted in the last parliamentary elections in your country as share of the overall population in voting age.

³² Number of TCNs who are members in a given political party as a share of the total membership of that party.

³³ Number of TCNs who are members in a given trade union as a share of the total membership of that trade union.

II.1 Education

II.1.1 Access and enrolment

The basic document relevant and applicable in the area of education of migrant children is the *Law on Public Education (Közoktatási Törvény – 1993/79)*, which refers to compulsory schooling of all children residing in Hungary.

Also, the recently approved Migration Strategy (2013) reinforces the already existing practice that all migrant children are entitled and obliged to attend schooling in Hungary. Non-Hungarian citizens' minors become eligible for kindergarten enrolment and become obliged to attend schooling if their TCN parents obtained a residence permit for more than three months and have regular income in Hungary.

TCN migrant children have the same access to the public education as the nationals as far as their status is regularised in Hungary – that is, they fulfil certain formal criteria: i.e. holding a valid Hungarian residence permit and address card (*lakcímkártya*). These are the two documents (other than a passport or a personal ID) which must be shown at school enrolment. In Hungary, the upper age of compulsory education has been recently lowered to age 16 (from the earlier upper age limit of 18). It means that all TCN migrant children up to age 16 have access to education and are obliged to receive education.

According to the national system, each child belongs to a local “district school” nearest to his or her place of residence (indicated in the address card as their permanent address in Hungary). In practical terms, this means that the “local school” has to enrol all children residing in its catchment area. Due to specific geographical distribution of migrant children in Hungary this means that schools in Budapest absorb the majority of migrant pupils while in the countryside the numbers of such schools and their migrant student numbers are extremely small. Even within the capital city of Budapest, certain districts are more likely to receive migrant children in high numbers in their schools (typically, the area of the former Chinese market in Kőbánya, the 10th district of Budapest, which was closed down a couple of years ago, or some other areas of the city centre preferred as residential areas by some migrant groups).

One of the department heads at the Ministry of Human Resources points to the relatively small numbers of migrant children in the Hungarian public education. She underlines the fact that, due to the small numbers they represent, migrant children are a “marginal issue” in a system which is otherwise struggling with various problems and is dealing with continual reorganisation and “reforms”. Secondly, she claims, many migrant families realise soon after their arrival that their children have special needs (e.g. education in languages other than Hungarian [typically English but in some cases German, French or Chinese], different cultural needs, a different school work ethic) and send them to private schools, which are more likely to serve these needs. However, this is a solution only for financially well-off TCN families, as private school fees are very high compared to the average monthly incomes in Hungary. Therefore, TCN children who do not come from the higher economic strata of the migrant population, having no other choice, end up in the public education system.

In the latter, their treatment varies by each school and class. In general, it can be stated that the education system does not have a ready answer for the issue of the integration of non-Hungarian-speaking migrant children (TCNs or non-TCNs) on a systemic level. They choose the strategy of avoidance by referring to the low numbers of these children and the marginality of the issue. The Ministry of Human Resource and Education does not provide methodological assistance and automatic financial support to those schools or classrooms where integration of TCN migrant children takes place on a daily basis. Some schools,

however, may be well prepared for this task and therefore they are also prioritised by migrant families.

In terms of numbers often quoted by state officials, the number of TCN children in Hungarian state kindergartens is 1,307; in elementary schools 2,871; and in secondary school 2,093. In the private sector, 5,850 children studied in the academic year 2013/2014 (however, this number includes non-TCN children as well). We have no data of the exact proportion of TCN children in the private education system, but the numbers seem to suggest a tendency that parents of TCN children try to enrol their children in private schools, if their financial circumstances allow. It may also point towards long-term migrant strategies: TCN migrants are and want to remain mobile after their arrival to Hungary. As a precondition of the later, they prefer educating their children mainly through English/German or, apparently, Chinese.

We have to point out that there are a number of bilingual public schools operating in Hungary, mainly English/Hungarian and German/Hungarian. These schools deliver services for the general population, but TCN families may find such schools more attractive for their children. One important public bilingual school serving the largest TCN community is the Chinese/Hungarian bilingual school, which was established in 2004 in Budapest, on the basis of a bilateral agreement between Hungary and the People's Republic of China (PRC). This elementary school has been opened with the aim of serving the needs of the Chinese community living in Budapest, enabling them to study in their own language on the basis of curricula from PRC, and to learn about their culture, literature and history, thus keeping in touch with their home country and its heritage. At the same time, the goal of the school is also to integrate these migrant children into Hungarian society, language and culture. The school serves the needs of non-Chinese parents and their children, too: many Hungarian families find it useful to enrol their child into such a school, thinking in terms of the future careers of their child in the backdrop of the rising importance of Chinese as a global language and the increasing influence of China to the economy of Europe. Other than teaching Chinese language and Hungarian on a high level, the school offers a third language, English, from the third year to all its pupils and this language is also taught to a very high level. Despite the unique character of this school, the public attention it has received, and the state funding channelled into it, the school seems to be underperforming compared to initial expectations. Talking to concerned parents and some teachers, it seems the school is lagging behind in terms of teaching methodology, and it has not been able to amass a sufficient level of expertise in the specific area of bilingual teaching and intercultural education in Hungary. We met parents who found that the Chinese/Hungarian bilingual school did not fulfil their initial needs and subsequently transferred their child to one of the average state schools of the 10th district, which integrates many Asian, and among them Chinese, children.

In 2013, the Chinese/Hungarian bilingual school had 272 students in 12 classes, among the students, 96 had Chinese as their first language, and 171 students' first language was Hungarian or some other language (probably English). A total of 20 Hungarian and 10 Chinese teachers are employed in this elementary school.

II.1.2 Access to kindergarten and pre-school

Those TCN migrants who have the required documents (residence permit, address card) are entitled to enrol their children in a local public kindergarten according to their residence address. As interviews with Chinese and Vietnamese parents reveal, parents do not face any serious obstacles in this process. The enrolment process is usually technical and smooth, purely based on the availability of places. We have not heard about any rejections based on the immigrant background of the child or because the child did not speak Hungarian. Certain kindergartens are more experienced with migrant children simply because more are enrolled

with them (again, the 10th district has a couple of such institutions), and according to the parents the children learn the language quickly, usually in a year or two. Many migrant parents realised the advantage of the kindergarten years for language learning and enrol their children for a few years before they reach the standard school age, thus minimising their language-related problems later in their schooling. Kindergartens, just like schools, do not have teaching staff who speak any of the migrant native languages and they are not able to employ any translators. They rely fully on the fact and previous experiences that sooner or later children learn the language from exposure. Parents usually bring along interpreters to the school if they want to communicate with the teachers, although some of the exemplary schools were more proactive and translated some of the basic information materials regarding school enrolment rules, requirements, the role of the school, and so on, into the parents' languages (Chinese, Vietnamese), but this is not a general practice.

Needless to say, TCN girls have equal access to the Hungarian public education as TCN boys, if they fulfil the above-mentioned formal/legal criteria for school enrolment, and they are obliged to attend schooling until age 16. TCN parents do not receive any specific information about the school enrolment of their children, neither in English, nor in any other migrant community languages. As officials at the Ministry of Human Resources explain, migrant community networks usually provide information to the newly arrived members. But this takes place purely on informal basis, with no state funding or support.

II.1.3 Integration practices at school

The educational integration of TCN children varies case by case (there is no general methodology, guidelines or any migrant-specific curriculum), and the integration in the classroom is handled differently in different schools. However, the usual practice is, as we were informed by teachers and headmasters, that TCN children with no or a very limited level of Hungarian are enrolled one class lower than their school age or class, which would be obvious on the basis of their previous school certificates. For instance, if a Chinese student who does not speak Hungarian arrives at B.J. Elementary School in the 10th district of Budapest and on the basis of his school certificates is eligible for class 7, s/he will be enrolled in class 6. With this “repetition” of the class, the migrant student is made to sit through classes in Hungarian, where the content should be mostly familiar to him/her, and gradually learns the language. During this “language-acquisition year”, newly arrived students are exempted from evaluation and receive only a school attendance certificate (*iskolalátogatási igazolás*). As teachers say, students are usually able to learn the language within a year and proceed as usual with the class into the next academic year, where they are evaluated in the same way as their Hungarian classmates. In addition, in some schools TCN migrant students are taken out of certain classes (e.g. ethics) by their teachers and attend individual or small-group coaching, mainly in order to learn Hungarian but also to receive coaching in some of the subjects where language teaching could also play a role (e.g. Maths, Environmental Knowledge). This in-house coaching method is one of the good practices found in the Hungarian state education system, which will be elaborated in more detail in Phase 3 of this project on Promising Practices. In other schools, migrant students, especially if they are non-Hungarian speakers, are simply made to sit in the back row, thereby formally “participating” in the educational process and fulfilling the official requirement of compulsory school attendance, but, in reality, facing serious obstacles to educational integration in the true sense of the word. Many of the teachers in the latter schools seem to lack the interest or enthusiasm as well as the time to address the needs of such children (the exceptions are some of the schools introduced separately among Promising Practices). This situation is not helped by the fact that extra funding or methodological support for the education of migrant children is

scarce and difficult to access. As a result, such poorly (or partially) integrated students typically lag behind the rest of the class, and are often made to repeat classes.

II.1.4 Teachers' education, intercultural education

Teachers do not receive any systematic training regarding teaching methodologies designed for migrant children during their teacher-training years at college, with the exception of an elective course (e.g. in the Pedagogy Department of Pécs University, intercultural education is an elective course).

The *Law on Public Education (Köznevelési Törvény) (1993/89)* contains a directive as a supplement to paragraph 110 that covers intercultural pedagogy and the education of foreign children in kindergartens, elementary schools, vocational schools, secondary grammar schools, and secondary schools. This program of “intercultural education”, as concerned parties often refer to it, was used in schools with migrant children, and was automatically financed by the Ministry of Education. In the current context this program has been marginalised, and funding related to it does not come automatically. Originally individual schools, and since the 2013 centralisation of the public school system, the centralised school-managing organisation KLIKK has to apply for it. Financial resources are meagre, and there is no guarantee that applying schools succeed in securing funding.

To fill up this gap, European Union/Integration Fund-supported projects run in certain schools occasionally. Hungarian NGOs like Menedék and Artemisszió, as the two biggest players in the field of intercultural education and migrant child education, help the work of educational institutions and teachers.

II.1.5 Enrolment into secondary schools and recognition of former schooling

Enrolment into secondary schools in Hungary takes place on the basis of a centralised entrance examination in Hungarian. Therefore, only TCN students who have already studied in Hungary, learned the language, and obtained the required level of knowledge from the relevant subjects are able to get into any public secondary school. If a TCN child arrives in Hungary at an adolescent age, no secondary school is obliged by law to admit him/her, even if the child is under the age of compulsory education. This paradox is “resolved” by the public education system by sending such children back into elementary schools, as the later institutions must admit them, based simply on their residence permit and address card. In such a situation, it is clear that no one is really interested in what is in the best interest of the child. The goal is simply to be able to enrol the migrant pupil “somewhere” in the educational system in order formally to fulfil the legal requirement of school attendance.

State-run schools accept qualifications, certificates of their students obtained during their previous studies abroad. Schools normally request a verified Hungarian translation of such documents. There are no standardised quality assessments or tools used across different schools in the education system, so some schools apply their own criteria and measurement methods to assess what their recently arrived pupils know or where they should start their education in the Hungarian system. They can usually assess mathematical/logical skills since knowledge of Hungarian language is not necessary to shown one's competences in these subjects. They can also measure pupils' skill in learning foreign languages (ability to learn new words, expressions) in general, and in those cases where the student knows some Hungarian, his/her level of reading and writing in Hungarian is also assessed. On the basis of these results, the school decides on the individual teaching method suitable for the student.

No systematic induction programs are available across the education system for TCN students or for parents. In some schools, for instance, the earlier mentioned B.J. Elementary School in the 10th district of Budapest, which integrates relatively large numbers of Chinese and

Vietnamese pupils, the school regularly organises Chinese and Vietnamese language teacher-parent meetings, using an interpreter for these occasions. But it is important to note, that these are individual and ad-hoc solutions, not funded by the state and not typical for public education, in general.

II.2 Quality of Education

II.2.1 Language training

There is no systematic program or policy covering Hungarian-language teaching for foreign children in the state education system. Generally, children don't have access to such language classes at all. In practice, schools try to teach Hungarian to their recently arrived pupils via integrating them into regular classes, making them sit through classes on different subjects in Hungarian, expecting that through listening and attempting to follow the material, TCN students will gradually "pick up" the language on their own. In addition, in some exemplary schools, teachers go out of their way, and with no extra funding or teacher compensation, to take students out of the regular subject classes a few times per week in order to provide them with individual, or small-group coaching classes in Hungarian. Most, if not all, of these teachers are not teachers of Hungarian as a foreign language (HFL), but are teachers of various subjects. During the individual sessions with TCN children, they coach migrant children in individual subjects (e.g. Maths) in a playful way, and in Hungarian, thus enabling the child to improve both within particular subject as well as to learn more and more Hungarian. However, there are practically no books or study materials readily available for these teachers to use, so they must create their own resources and pedagogical approaches and methods.

Some schools and kindergartens in Budapest have recently participated in a two-year project funded by the European Union Structural Funds (TÁMOP program) to help to teach Hungarian to migrant children in state education. It also aims at establishing certain teaching methods of intercultural education in those institutions which integrate a significant number of migrant children in Budapest. As part of this project, schools organised workshops for both the students and their parents, helping them to acquire good learning methods, supporting them in Hungarian-language acquisition, and providing individual student-teacher consultations, psycho-educational trainings for both children and parents, personality development trainings for students to improve their self-esteem and individual assertion, and so on. Instead of frontal teaching/classroom methods, which still dominate classroom activities in the public schools, this program used methods of teaching in small groups, interactive methods, encouraging migrant children to learn playfully and within an experience-based learning environment.

II.2.2 School curricula

During our fieldwork, we were informed about teaching materials developed by an expert team from the Institute of Hungarian Linguistics and Literature at the University of Miskolc on teaching foreign (non-Hungarian-speaking) children in Hungarian schools. These materials have been developed with the funding of the European Integration Fund and are freely available on the Internet. The Együtthaladó (Step Together) Program³⁴ includes teaching materials for migrant children in Hungarian history and heritage for elementary school grades 5-8 and teaching materials in mathematics, grammar, literature, sciences for grades 3-8. These materials include books and exercise books targeting migrant children with limited knowledge of Hungarian and who are unfamiliar with the Hungarian socio-cultural context.

³⁴ http://egyutthalado.uni-miskolc.hu/bem_e.html

According to our information, the material has been used in seven schools in Budapest among which the majority are public schools, and five of them are state-run Hungarian/English bilingual schools.

Artemisszió and Menedék, the leading NGOs in the area of migrant-oriented programs and intercultural education, regularly cooperate with schools in Budapest that integrate migrant children. Artemisszió's projects include a mentor system (one-to-one mentoring of migrant students, often by "old migrants" who speak both the host country language and the student's language) that involves Hungarian teaching to migrant students, and various intercultural projects involving both native students and migrants, thus enabling them to learn more about each other. Some of these projects are art-related (e.g. to photography, street art, theatre etc.). Menedék Egyesület runs similar projects involving schools, teachers, and students, as well. Most of the projects are funded by the European Integration Fund and last for one to two years, but the NGOs and their partner institutions intend to make these programs sustainable in the long term.

"Everyone Is the Same Differently" was one project run by Menedék Egyesület recently (between 2012 and 2013). The program involved five schools in Budapest, each school sending a group of children of various ages to the project. Menedék held five sessions with these children; younger children learnt about different cultures, continents, languages and the cultural heritage of various people in a playful way – through storytelling, making crafts, singing, building, looking at pictures etc. Older students approached the same topic of intercultural differences and similarities through focusing on religion, culture, heritage and family structures through directed discussions and interactive methods.

II.2.3 Teachers' qualifications

There are only sporadic courses on intercultural education or on the education of migrant children in some of the teacher-training programs hosted by Hungarian universities. Practicing teachers can also choose intercultural education as a teaching method for their compulsory refresher courses (compulsory in every seventh year of a teacher's career). However, choosing this particular course is entirely optional and also depends on its availability. Teaching of Hungarian as a second language is offered as an independent major or minor at some universities, however not enough of the graduates go to work in the schools that integrate migrant children. (It is likely that many of the graduates find work instead in more lucrative areas, such as private language schools, international companies etc.)

In certain schools teachers use tests for incoming students to help their classroom placement and assessment of their exact level of Hungarian and/or knowledge in subjects less related to language (like Maths and other science subjects), but there is no systematic way to evaluate incoming migrant students. Once a TCN child is integrated into school s/he will participate in the bi-yearly national competence measurement, which assesses skills of Hungarian students regularly in a comparative manner. S/he might also participate in the PISA survey.

II.3 Social Inclusion of TCN Children

II.3.1 Access to social assistance programs

In the Hungarian social system, services are provided by three main actors: the state, local governments and the civil or non-profit sector. The legislation is based on a constitutional authorisation, according to which the Hungarian state provides care for those who need it with extensive social measures. Citizens and long-term residents have a right to social security, which right is enforced through social insurance, and partly through the system of social institutions. For more information, see Section I/3 of the present report.

II.3.2 Access to targeted intercultural activities

Intercultural activities or programs in the Hungarian public education system are sporadic, and do not appear in the school curricula or extracurricular activities as a permanent component of the pedagogical program. During our fieldwork, we encountered the positive results of one of these programs sponsored by Structural Funds (TÁMOP) in 2012, for a two-year project. Two schools and two kindergartens with significant numbers of migrant children applied as a consortium, with a program titled “Receiving Communities in Kőbánya (Budapest, 10th district) – Intercultural Education”.

The participating institutions, their institutional leaders and their teachers committed to the strategy of developing a practice in everyday pedagogy of a receiving, integrating community. The program involved 52 teachers who learnt the basics of intercultural pedagogy during the training sessions offered by the program.

There are some positive examples of intercultural activities, enabling a smoother integration of migrant children into their peer groups. For instance, the Sz. L. School (an elementary school the 10th district of Budapest) organised a summer camp at Lake Balaton for its students, both migrants and non-migrants. As they report:

We organised our usual summer camp, but a bit differently. . . . Participants lived their daily life together. This new situation made children to cooperate, which enabled them to make new friendships, form new acquaintances. The programs were tailored to camp circumstances but provided children with all the opportunities to get to know each other’s culture.³⁵

II.3.3 Fighting child poverty and social exclusion

Governmental policies targeting child poverty in Hungary are facing heavy criticism from the political opposition of the right-wing conservative party in power, as well as independent sociologists and poverty experts. It seems from recent policies implemented by the current government that higher-income families and their child-raising lifestyles enjoy clear favouritism under the government (including various tax benefits), while low-income families are negatively discriminated against (even though they enjoy tax benefits, too, they are able to make proportionately fewer net savings due to their lower incomes). According to recent statistics produced by the Hungarian Statistical Institute, poverty in general is rising in Hungary. As a recent report from UNICEF points out, 33,000 more children lived in poverty in this country between 2008 and 2012 than previously.³⁶ This equals a 3% rise to 22.6% child poverty. It also means that the increase in child poverty between 2010 and 2012 was highest in Hungary among all the OECD and EU countries.

Under such circumstances no governmental attention or specific policies or arrangements are available to target social inclusion of TCN children or to fight child poverty among TCN children.

II.4 Guardianship Policies for Separated and Unaccompanied Children

In Hungary, unaccompanied and separated migrant children are given shelter and protection in a child home specifically designated for this role in Fót, a small town near Budapest.

After the Hungarian border police detain TCN minors, they are placed under police investigation and can file an application for asylum in Hungary. In case of any doubt on the officials’ side about the age of the applicant, a primary medical examination is used. In case

³⁵ TÁMOP. 3.41.B--11/1-2012-0009 Kőbányai befogadó közösségek-interkulturális nevelés.

³⁶ Fanjul 2014.

the applicant is declared to be unaccompanied minor, s/he (mostly he, as the greater majority are boys between the age of 16 and 18) are transported to Fót Children's Home. Here, they are received by social workers of the institution, provided with food, a bed and clean clothes. Their personal data are registered and a photograph and fingerprints are taken and uploaded in an international system (EURODAC). Unaccompanied minors receive a humanitarian residence permit (temporary) in approximately three days.

Hungarian legislation provides equal protection for every child within its territory. The UNCRC's non-discrimination clause postulates that unaccompanied children shall enjoy equal rights to local children. However, there are some holes both in the net of the child-protection system and in the legislation. The laws are modelled primarily to the needs of Hungarian children who are separated from their families, and they do not include any guarantees to meet the special needs of unaccompanied minors. Requiring that professionals who deal with the child have special knowledge, the appointment of a guardian, and ensuring an interpreter at no cost are just some of the deficiencies of the regulations. Until recently, the appointment of a representative *ad litem*/temporary guardian (*eseti gondnok, ügygondnok*) happened after more days than foreseen in the law, sometimes after the child has absconded. According to our field experience, the Guardianship Office (Gyámügyi Hivatal) tried to slow down the process by delaying the appointment of temporary guardian in a sort of wait-and-see strategy. Since 1 January 2014, a child protection guardian have taken over the role of temporary guardian.

There is one special group that is excluded from the protective services: those who do not seek asylum but want to leave the country and move on to their desired destination as quickly as possible. In most cases they want to join family members in Western Europe and reject the slow administrative-bureaucratic process of legalising their temporary status in Hungary. (See a separate section on the case study of Fót and the disappearing migrant children.)

The child protection system seems to accept the fact that Hungary is a transit country, and therefore abandons its responsibility for these children. As a consequence, the provision highly differs *vis-à-vis* asylum seekers and children who have not even filed an application. Apparently there is still no intention to include these children in the child protection system. Fót, the largest – and actually the only³⁷ – child protection centre in Hungary for unaccompanied minors, has a capacity for roughly 34 children. In 2014 almost 600 children passed through the centre (in 2013 it was 290; in 2012 it was 191). A great majority abscond within three days after their arrival (according to the head of the centre, over 90% of the children disappear within a few days, two weeks at most).

II.4.1 Case Study: Fót Unaccompanied Children's Home

Unaccompanied minors arriving in Hungary are placed in the section for unaccompanied minors at the Childcare Home of Fót (CHF), in the vicinity of Budapest. CHF has three sections: (1) for (native) children with special pedagogical needs (“problem children”), (2) for children with disabilities, and (3) for unaccompanied TCN minors. The section for unaccompanied minors runs three groups, out of which two groups (with the capacity of 15-15 children) are for children “permanently” present in the home, while the third group is for the new “incoming” children, as a sort of reception centre. The numbers widely fluctuate in this later group, between 30-80 children. (Total capacity of the institution is 34, but as the head of the unit, who is of Afghani origin herself, explains, they sometimes have 80 children

³⁷ There is another child protection centre where unaccompanied minors may be directed, but it is very far from Budapest and its capacity is negligible (~10 kids).

or more.) Children come from crisis-stricken corners of the world: Afghanistan, Pakistan, Syria, Kosovo, Bangladesh and Somalia. Upon their arrival, children are given food, clothes, and shelter, and an opportunity (at least formally) to attend school. They are registered, issued an internal registration booklet of the institute, and in three days are issued a humanitarian residence permit. However, most of the children arriving at CHF disappear within the first 48 hours.

According to the latest statistics of the institute, in 2014 almost 600 children arrived (we interviewed the head of the unit at the beginning of November 2014), out of which 400 flee almost immediately, or within the first 48 hours, and 90% disappear within two weeks. As Fót is an open childcare institute, children can freely walk out of the grounds of the institute. (It is situated within the town, in a large park, with buildings scattered over a relatively large area.) Children regularly visit the nearby shops, commute on a daily basis to Budapest to school (even children as young as 10 years old), and some of them (typically the ones between ages 16 and 17) get part-time jobs in nearby small eateries and buffets to earn cash and send money home. In this situation, it is absolutely beyond the control of CHF employees to oversee who is contacting the children or even prevent children from permanently leaving the facility (immediately after their arrival or later). However, there is a suspicion that smuggler networks are involved in some of these disappearances (meaning that people are being paid to assist children to reach their desired destination in another West European country). In other cases, it is feared that child trafficking is taking place. The head of the unaccompanied minors home in Fót is obliged to report the disappearance of these children within 24 hours to the local police, border police and childcare authorities (*gyámügy*). As we were informed by the local police, typically no further investigation takes place in these matters, other than issuing a warrant of capture. Let us emphasise that in 2014, 456 unaccompanied minors disappeared from the centre (data from Robotzsaru, the internal police database).

The Hungarian police apparently ignore the high number of disappearances from CHF. This is confirmed by our interview with the head of the investigative unit of the police, where the first point made by her was that most of the children in question are in fact not minors (the presumption is that the children lie about their age) and that they should be treated as adults and issued an alien policing procedure.

In reality, lot of children who are on the way to join their family in the West decide to move on when they hear about the length of the process (it takes a minimum of one year) to get refugee status in Hungary. As officials working in CHF recall, children from Kosovo usually leave the centre very quickly, while children from Afghanistan, Syria, or Somalia tend to stay. About 10% of the arriving children are girls (although last year there were none). Young people can stay at CHF until they reach age 24 in a post-care program, receiving a social benefit payment of a bit more than 100 EUR per month. However, the institution so far has not hosted any children who have passed out of minor status into this age category (18-24 years).

Those children who happen to stay in CHF are enrolled to the Hungarian education system as the main and practically only area of their integration to the local society. The municipality of Fót has several elementary schools, but the children do not attend these schools due to the poor relations between CHF and the schools. (This is not unusual as local schools in many townships do not tend to cooperate with institutions receiving refugees, or, if they do, only under severe duress.) As a result, the CHF children commute on daily basis to Budapest to

attend school. For older children this may be a source of excitement or an opportunity to step out of the daily routine of the childcare home, but for younger ones this is definitely a burden. In the first year, children attend the “migrant class” at the T.K. School in Budapest, where they learn Hungarian and English. Those who stay and manage to learn Hungarian are integrated into the regular classes of the school during their second year, and proceed as other students. Unaccompanied minors from CHF attend school in the afternoons (when the “migrant class” is held), which enables them to engage in part-time jobs before or after the classes. In a few cases, children manage to go on to study at university, but this requires lots of personal determination and is not at all a usual story (like the case of an Afghan student who got into medical school). Most of the children who remain at CHF over a long period continue to attend schooling as it is a formal requirement to receive their monthly allowance (called “pocket money” from the institute – roughly 15 EUR), but many of them drop out of school at age 16. Another technical hindrance regarding school attendance of these teenagers is the issue of their midday meal: they have to leave CHF near 11 am to catch the bus taking them to Budapest for the afternoon classes, so they take packed food (a few sandwiches) and have a hot meal only in the evening. For growing, always hungry teenagers, this is not an easy arrangement. The school they attend has a canteen, but that doesn’t meet their needs. Their financial means are typically too limited to pay for the school lunch, on the one hand, and on the other hand, the food provided may not be suitable for them (i.e. go against their dietary needs as prescribed by their religion, for example, pork).

All in all, the childcare home in Fót struggles with many technical issues (understaffed, lack of sufficient funds, lack of sufficient number of places, issues related to the quality of food they are able to provide to the children, the difficulty in enrolling the children in local schools, the distance of the school willing to take the children from CHF). In addition, there are equally serious problems regarding the children who do not stay for long, or who disappear immediately. We find it highly problematic that so little is known about the future of these children, including who helps them and how they get out of the country. All of these issues raise serious concerns.

II.4.2 Indicators of integration for TCN Children

The compulsory school age in Hungary is 5 to 16, though this does not coincide with the actual start and end of schooling. The last year of kindergarten – normally at the age of 5-6 – is compulsory and is regarded as a preparatory year for school. Primary school usually starts at the age of 6 but it is up to the kindergarten, the parents and the school to decide whether the child is ready for school at the age of 6. It is very frequent that children start school only at the age of seven. Primary school includes eight grades and a child who does not fail a grade finishes school at the age of 14-15. At this age children enter secondary education, which offers three tracks: a four- or five-year-long academic track (gymnasium), a four year long academic/vocational track (trade or technical college) and a three-year-long vocational track. Thus, even the shortest track ends after the age of compulsory schooling (16).

Table 2: Indicators of integration for TCN children

Area of integration	Outcome Indicators	Data	Source and reliability
Education	TCN population	The number is 12,886 out of which 6,309 are girls (49%). Foreign nationals make up 1% of	HCSO: The statistical office

<i>compare</i> migrant children/ native children migrant girls/ migrant boys	in school age	the total school-age population. The same share is true for both gender groups.	offers data for youth split by five-year age groups (0-4, 5-9, 10-14, 15-19). Therefore in the following table we made an estimation about the numbers/share of children in compulsory school age splitting the 15-19 group in two.
	Low achievers ³⁸	Share of low achievers in 2009 for foreign born children: <ul style="list-style-type: none"> • Total population: 18% • Foreign-born population: 14% • Male: 24% • Foreign-born male: 13% • Female: 11% • Foreign-born female: 15% The share of low achievers among foreign-born 15-year-olds is lower than for the total population. This is true for both gender groups but the gap is larger among boys than girls.	Note: Data are published for foreign born population but not for TCN. (Source: http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-RA-11-009/EN/KS-RA-11-009-EN.PDF)
	Early school leaving ³⁹	ESL is higher for foreign-born youth (14.4%) than for Hungarian-born youth (11.4%). There is no gender-specific data available due to the low numbers.	Eurostat Note: Data on Early School Leaving (ESL) lacks reliability in the case of Hungary due to the small sample size.
	School drop-out rate ⁴⁰		Source: Ministry of Education. There are no data on this.
	TCN children in pre-school care (kindergarten, pre-	The number of TCN migrant children in kindergarten is 1,307 out of which 428 (33%) are girls. They constitute 0.4% of the total number of children in kindergarten.	Source: Ministry of Education.

³⁸ The share of low-achieving 15 year olds in reading, mathematics and science.

³⁹ “Early leaver from education and training”, previously named “early school leaver”, generally refers to a person aged 18 to 24 who has finished no more than a lower secondary education and is not involved in further education or training; their number can be expressed as a percentage of the total population aged 18 to 24.

⁴⁰ Refers to pupils who quit school before graduating.

	school)		
	Share of TCN pupils in class levels lower than their age	Class level and age are not a fixed in Hungary (see the introduction to this table).	Source: Ministry of Education. There is no data.
<p><i>Narrative explanation:</i> According to OECD PISA, children of foreign-born parents do significantly better than Hungarian children, especially in Mathematics and Science. The reading score is 496 contrasted to 489 for Hungarian nationals, scores in Maths is 504 for migrants in contrast to 478 for Hungarian nationals and score for Science 510 for migrants in contrast to 495 for Hungarians. The share of low achievers also confirms that despite language difficulties, migrant children are doing relatively well in Hungarian public and international private schools.</p>			
Social inclusion <i>compare</i> migrant children/ native children	At risk of poverty and social exclusion for children	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	
	Persistent at-risk-of-poverty rate for children	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	
	Severe material deprivation for children	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	
	In-work poverty rate of people living in households with dependent children	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	
	Share of children living in very low-work intensity households	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	
	Housing deprivation for children ⁴¹	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	

⁴¹ Share of children (aged 0 to 17) living in a dwelling with a leaking roof, damp walls, floors or foundation, or rot in window frames or floor.

	Overcrowding rate for children	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	
	Highest education attained by parents living in the child's household	EU-SILC is not appropriate source of data for TCN children due to the low number of respondents.	
<p><i>Narrative explanation:</i> There are no data available that could serve as a basis for constructing indicators of social inclusion of TCN migrant children. The Eurostat's EU-SILC data are based on a population survey, the sample size of which is too small to disaggregate for TCN migrants, and is definitely unsuitable to construct indicators for children. Even migrant survey data are not suitable for this purpose because they are conducted among adults.</p>			

III Victims of Trafficking

III.1 Introduction: Lack of Identified Cases

Trafficking is a recognised problem in Hungary, which has developed the National Strategy on Trafficking in Human Beings (Anti-Trafficking Strategy) for the period 2013-2016. The main governmental agent responsible for the Strategy and its implementation is the Anti-Trafficking Coordinator of the Ministry of Interior. Data collection on victims of trafficking (VoTs) is a serious problem in Hungary which is also acknowledged by governmental stakeholders. The most important sources of data on occurrences of trafficking are the various criminal databases: the Unified Statistical System of Investigation and Prosecutions, Robotzsaru (the internal police database), the National Crisis management and Information Service and the Consular Services. Data on migrants (BÁH or HCSO) do not “see” whether the individual is a victim of trafficking. In 2013 there was only one alleged case of VoT concerning a TCN individual. However, the most important problem jeopardising data on trafficking in human beings (THB) is that all these sources have their own logic of recording data and thus are not harmonised. According to the official data, THB is a marginal problem and concerns only a few individuals: the total number of persons identified by the state authorities as VoTs was 57 in 2012, but no data on their origin (potential TCN) is available.

The other, even more important reason for the low number of identified victims is the high level of latency concerning VoTs that is mainly due to the procedure of victim identification itself, which discourages victims to identify themselves as VoTs: they have sign a cooperation contract and thus undertake to cooperate with the police and report this crime.

An important feature of the Hungarian situation is that both 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 VoTs (Hungarian nationals) who have been returned to Hungary. Our interviewees (Ministry of Interior) mentioned that there are very few VoTs involving TCNs (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.

When NGOs active in victim assistance were contacted, none of them could discuss VoTs that were non-Hungarians, and therefore TCNs. Also, the NGOs tend to deal with VoTs who were trafficked from Hungary and who intend to return and reintegrate.

Thus, as a starting point of this chapter, we need to state that there is no information in the possession either the authorities or NGOs which would suggest the VoTs concerning TCNs would live in Hungary and thus all the provisions listed below are theoretical – none of them have been made use of by TCN VoTs till now. Still, we cannot exclude its existence for the high latency characterising this field, but not being a recognised VoT, the person is not eligible for the provisions and services listed below.

III.2 The Right to Stay

III.2.1 Identification of victims

Identification of victims takes place in cooperation with other authorities, primarily the police and the National Tax and Customs Administration. The identification of VoTs takes place based on *Government Decree no. 354/2012* as well as on specific questions posed during the interview carried out when grounds for suspicion arise.

III.2.2 The right to reflection period

VoTs are provided the right to a reflection period which is regulated by the following legal documents 2007/II. Law; 114/2007 governmental decree. VoTs have 30 days to consider whether to cooperate with the competent authorities (the police, the National Tax and Customs Administration). If they decide to cooperate with the authorities, they receive a certificate of temporary residence. During the 30 days of reflection period the person concerned is eligible for aid provided to VoTs but cannot seek employment.

Based on our fieldwork research we see that the problem concerning the identification procedure and the provision of the reflection period is that it is based on the written consent of cooperation with authorities, which in fact involves the reporting and denouncing of the individual's exploiters. All the involved stakeholders (governmental as well as NGO) mentioned the potentially high level of latency concerning VoTs in Hungary. Last year, in 2013, only one suspected VoT has been identified, despite the fact that several cases of crime concerned potential VoTs (the latest being an illegal boarding house organised by Chinese and Vietnamese migrants in Budapest). None of the concerned agreed to cooperate with the authorities. Our interviewees mentioned that the most important reason for the high latency is that these people are totally exposed to their exploiters, they often do not even know where they are and are mistrustful towards any authority. Finally, they are afraid to implicate their exploiters.

III.2.3 The right to residence permit

After the expiration of the reflection period, the VoT, if s/he decides to cooperate with authorities, is granted a residence permit on humanitarian grounds for six months, which can be extended for an additional six months. The issuance of a residence permit on humanitarian grounds is only needed if the residence is not regulated under any other grounds (work, family reunification, application for asylum). The permit can be withdrawn if the circumstances legitimising the permit no longer exist (e.g. if the criminal proceedings are completed). In this case the VoT may request the regularisation of his/her stay on other grounds.

III.3 Access to Welfare and Assistance

Aid and assistance to VoTs is regulated by the *Governmental Decree on the Implementation of the 2007/2nd Law on Entering and Staying of Third Country Nationals (114/2007)*. According to this regulation, VoTs are entitled to (1) accommodation and board in a community hostel or the like, (2) medical services and treatment and (3) financial assistance for, at most, 12 months from the date of the first issuance of the residence permit.

Identified VoTs are offered accommodation and services in community shelters and reception centres for two months, without paying a fee for the accommodation if s/he or a close relative (spouse, child, brother) sharing the household does not have any assets ensuring subsistence, or her/his income/capita does not exceed the minimum pension (28,500 HUF in 2013). If the income exceeds the amount, the VoT has to pay back the fees of the used services no later than within five months. Medical services are provided to the TCN VoT at the community shelter, or for those not staying in a shelter, at the GP nearest to the person's accommodation. Special medical care is provided by the appointed regional healthcare provider.

If the TCN VoT does not have a work contract (and thus has no social security number), s/he is entitled to the following medical services free of charge:

- Epidemiological services
- Rescue
- Emergency treatment

TCN migrants identified as VoTs are eligible for certain kinds of financial assistance. After moving from the community shelter or reception centre, the VoT is entitled to receive subsidies for 12 months. The Office of Immigration and Nationality takes into consideration the extent to which the person is in need. Those entitled to any subsidy are those who are not in possession of any assets or income and their spouse (or a close relative living in the same household) does not have any assets ensuring an income/capita reaching the amount of the officially defined minimum pension (monthly 28,500 HUF – 90 EUR – in 2013). The VoT has to apply for financial assistance; the application can be submitted in any language and must be accompanied by a number of documents.

III.4 Access to Assistance for VoTs with Special Needs

The definition of “special need” is provided in Article 2 of the Law on Immigration⁴²:

t) “persons in need of preferential and specific treatment” shall mean unaccompanied minors, or vulnerable persons, in particular minors, elderly people, disabled people, pregnant women, single parents raising minor children and persons who have been subjected to torture, rape or other grave forms of psychological, physical or sexual violence, if they are found to have special needs after a proper and individual assessment of their situation.

There is no special arrangement for meeting special needs of these categories of VoTs except from those set in the regulation on the reflection period.

⁴² 114/2007 Kormányrendelet a harmadik országbeli állampolgárok beutazásáról és tartózkodásáról szóló 2007 évi II tv. végrehajtásáról (Governmental Decree on the Implementation of the 2007/2nd Law on Entering and Staying of Third Country Nationals)

III.4.1 Access to education

According to article 92 of the Law on Immigration⁴³ non-Hungarian minor citizens shall be entitled to access to pre-school services and shall be subject to compulsory education in Hungary, as they are entitled to the same rights as Hungarian citizens. There is no special section either in the law or other regulatory documents on TCN VoTs.

Also, because of the lack of recognised VoTs arriving from third countries, there is no special program tailored to their needs. Similarly, there is no provision on the teaching of Hungarian as a foreign language to adult TCN VoTs.

III.4.2 Employment

TCN VoTs in possession of a humanitarian residence permit issued under the “single application procedure” are entitled to work. The single application procedure falls under the *Single Permit Directive (2011/98/EU)* based on the application submitted by the TCN, which is aimed at the authorisation to stay in the territory of Hungary exceeding 90 days and the establishment of a legal employment relationship with a specific employer.

Holders of the single permit, including TCN VoTs, have access to the labour market without any further conditions.

III.4.3 Indicators of integration for TCN VoTs

Due to the fact that no TCN VoTs were officially registered in the past two years, the Outcome Indicators of Integration do not exist.

⁴³ *ibid*

Conclusions

Our research found that although the policy provisions for TCN migrants are tailored by EU standards, there are important deficits even on this level. In our research we have identified a significant gap between policies related to migrant integration and the everyday experiences of migrants concerning their social inclusion. Due to its EU membership, Hungary is under pressure to endorse EU-conforming regulations regarding various sectors of state policies in relation to the integration of migrants. In this context, Hungary has recently passed its “Migration Strategy” addressing the most important aspects of immigration. However, it dedicates only one section of the policy framework to migrant integration. Hungary has not yet created a specific document focusing specifically on the state’s role and duties in the integration of TCN migrants. The chief approach of Hungary’s policies to migrant integration is addressing migrants through mainstream policies; namely, delegating the task of migrant integration to mainstream institutions. This principle is in line with EU principles, but on the ground it results in a total lack of attention to the migrant population. Sectorial policies – educational, labour market or social-inclusion policy documents – do not even mention TCN migrants and everyday realities suggest that they do not receive meaningful support in their efforts to integrate into the mainstream society.

Instead, most of the daily work related to integration of TCN migrants is outsourced to civil society organisations focusing on specific subgroups (e.g. women) or policy areas (most typically, education), and a dominant part of such activity is sponsored through the European Union Integration Fund.

Recognition of academic and educational qualifications is one of the biggest problem areas regarding successful integration of **TCN women**. The office responsible for recognition of foreign diplomas poses a challenging task for women who want to get their diplomas and professional qualifications recognised in Hungary, due to its complicated bureaucratic procedures and the associated expenses. Most potential employers ask for officially recognised version of diplomas. When trying to research this problem further, we encountered the closed doors of the head of the responsible office. Regarding education of TCN women, which obviously has further effects on their integration into the labour market, no state-sponsored *language education* is available. (Indeed, for the great majority of jobs in Hungary, mastery of the Hungarian language is a must.) The only exception in this area is a Hungarian-language course taught at one of the language schools of Budapest (Tudomány Nyelviskola), which offers free language classes financed by EU Integration Fund. Our fieldwork data and the relevant policy documents prove that no specific measures or steps have been taken regarding professional or vocational training focusing on TCN women by the Hungarian state.

Policies and the daily experience of migrants indicate a smooth access to *childcare services* for TCN women. Those migrants who obtained a long-term residence permit, that is, one for longer than three months, and have a valid address card (registered address) are entitled to all childcare benefits in Hungary (including universal parental allowance, childcare allowance, and access to a crèche) available to Hungarian citizens. Migrants, however, are not provided with any special consideration, either in terms of informing about their rights and possibilities, or in the provision of support for their children in overcoming language and cultural barriers.

The integration of **TCN children** poses similar challenges to those of women. According to legal and policy provisions, migrant children are provided free access to basic education and healthcare facilities but, in reality, they are still offered little actual support in terms of integrating into the Hungarian educational system or other schools (with exceptions of a few schools which benefit from support from NGOs active in the field). This situation is also reflected in the fact that a large share of TCN migrant children (or their families) are opting for private and very expensive international schools instead of enrolling in public schools.

The integration of TCN children into the Hungarian education system at the elementary school level is based on certain administrative criteria related to the legal status of the child and her/his parents in Hungary (long-term residence permit, address card), but the real problems start after the formal arrangements have been made. Schools and teachers are generally not prepared to integrate children who do not speak Hungarian and/or studied in different educational systems and cultures. The state does not provide any pedagogical or financial support automatically for such children, and those attending public schools are usually not offered tuition in Hungarian as a foreign language. They need to learn Hungarian by sitting in the classroom and absorb it through listening to it being spoken in regular classes. We did find some positive examples of child integration (in the 10th district of Budapest, for example, mostly related to projects funded by the EU Integration Fund), however, the sustainability of such success stories is always problematic.

Secondary school enrolment is even more problematic for TCN minors. Entry to secondary school level is purely merit-based, that is, it is based on the child successfully passing an entrance examination which has to be done in Hungarian and is based on the curriculum of the Hungarian elementary school system. Obviously, a secondary school-age student recently arriving in Hungary would not be able to enter the system under such conditions. Despite their overage, most of these children are not accommodated in the secondary school and are instead directed to enrol in the higher grades of elementary school in order to learn Hungarian and the national curriculum.

The Hungarian child protection system seems to accept the fact that Hungary is a transit country, and therefore neglects **unaccompanied children** to a large extent. Two childcare institutions accept formally unaccompanied minors arriving to the country, but in reality only one is prepared to do so and its capacity is only a small fraction of the number of arriving children. Most of the TCN unaccompanied minors flee from this institution within a few days and are only formally searched for by the authorities. The provisions are highly different for asylum-seeking children and those who did not even file an application. In case of the latter, there is no intention on the part of the authorities to include such minors in the child protection system. Also, moves related to the centralisation of the childcare system and guardianship procedures raises some concerns among experts.

Trafficking is a recognised problem in Hungary, which has developed the National Strategy on Trafficking in Human Beings (Anti-Trafficking Strategy) for the period of 2013-2016. Provisions offered to **third country nationals who are victims of trafficking** formally meet EU standards. VoTs are provided the right to a reflection period; they have 30 days to decide whether to cooperate with the authorities, and if they decide to do so, a temporary residence permit is issued for them. The procedure by which one may become a recognised VoT

discourages individuals from identifying themselves as VoTs. Our research results revealed that the most problematic part of the identification procedure and reflection period is that both are based on a written consent and report denouncing the VoT's former exploiters, which in practice is a psychologically difficult act and can place the victim in direct physical danger. VoTs cooperating with authorities are issued a six-month-long residence permit, extendable once for another six months. Recognised VoTs are entitled to community hostel accommodation, medical services, and financial assistance for a maximum period of 12 months. Still, latency remains significant; there were no identified VoTs in 2013.

A crucial challenge of assessing integration of TCN immigrants (more specifically, TCN women, children and VoTs) in Hungary, is the **deficit of data**, based on which indicators could be constructed. The most important problem is that due to the low population share of migrants in Hungary, population surveys include only a few (2-10) migrant individuals, and therefore the numbers are not suitable to reveal anything about this population segment. There are two sources that are, in principle, suitable to deliver data for constructing integration indicators: the census and the Labour Force Survey. The limitation of the census is that it is conducted only every ten years, and also that it gathers relatively little information relevant to the status of TCN migrants. The LFS is conducted every year, and it has a large enough sample size to deliver data on migrants, but it is not large enough to provide useful information about subgroups of migrants such as TCN women or children. In addition, several aspects that are important in terms of migrant integration are not included in the LFS questionnaire. This problem with reliable data is experienced by all countries that have a small migrant populations.

The alternative might be the construction of surveys focusing explicitly on TCN migrants. This solution poses additional problems, though. It is very difficult and expensive to construct survey samples for a population group that is small and heterogeneous in terms of language, residence patterns and willingness to respond to a survey questionnaires. TCN migrants may be regarded as a "difficult to reach" group in several respects. An important initiative in this regards was the Immigrant Citizen Survey conducted in 2012 in Budapest (together with many other European cities). In our view, it is important to consider the costs and benefits of constructing indicators of integration for such small population segments (TCN women, TCN children and TCN VoTs). If data are extracted from population surveys their validity is close to zero, while focused surveys may be very expensive and methodologically challenging to carry out.

List of Interviews

Stakeholders

Ministry of Education, Legal officer, responsible for International schools and legislation on migrant students;

Ministry of Interior, head of division responsible for the Strategy Against Human Trafficking;

Head of school in the 10th district of Budapest, with a significant TCN migrant student population;

Director of the Fót Childcare Centre for Unaccompanied Minors;

Head of the Regional Investigative Unit of the Police, responsible for cases of disappearance of minors in the area of Fót.

Migrants

Young Mexican woman;

Indian woman, mother of two children;

Vietnamese woman, entrepreneur, mother of two school-aged children;

Chinese woman, entrepreneur, mother of two school-aged children;

Vietnamese woman, mother of three school-aged children;

Indian man, father of two children in kindergarten.

Academics

Research lead of the 2009 Migrant Survey;

Lead researcher of the Immigrant Citizen Survey (2012);

Lead researcher of the recurrent surveys on experiences of discrimination;

Lead researcher of a research project on Human Trafficking of Children.

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