

"Everyone must feel that they are a member of the national community!"  
Count István Tisza, Prime Minister (1861-1918)

**HUNGARIAN NATIONAL SOCIAL INCLUSION STRATEGY II**  
**PERMANENTLY DEPRIVED – CHILDREN LIVING IN POOR FAMILIES – ROMA**  
**(2011-2020)**

Updated version

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**MINISTRY OF HUMAN CAPACITIES**  
**STATE SECRETARIAT FOR SOCIAL AFFAIRS AND SOCIAL INCLUSION**

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# INTRODUCTION

*"For one everything is difficult; for many nothing is impossible."*

*Count István Széchenyi*

With its updated version of the National Social Inclusion Strategy (hereinafter: NSIS) the Government of Hungary will continue its long-term inclusion policy that seeks to achieve a fundamental change of attitude concerning poverty and the Roma population.

At the beginning of the activities of the civil government, with the establishment of the independent State Secretariat for Social Inclusion (hereinafter: SSSI) facilitating the inclusion of the permanently deprived and Roma has been placed at a high level of government hierarchy, and made one of its priorities. A change of approach is complementing the transfer of balance in the integration of the permanently deprived including Roma communities who have drifted to the periphery of society. In full compliance with European tradition and guidelines, Hungary's new Constitution states in several instances as an immovable principle that we consider the protection of human dignity, take action against prejudice, discrimination and social exclusion, enforce fundamental human rights and contend against hate speech and exclusion. The necessary legislation, institutions and instruments are all at our disposal, however, experience from the last two decades have proven that a perspective change was required for effective action, sustainable workable solutions, therefore, in addition to the strikingly human rights-based approach of the previous period of the Inclusion Strategy with comprehensive, practical and equal opportunity solutions, we support the social inclusion of the cumulatively disadvantaged, including those belonging to Roma communities which compared to their ratio are over-represented. In essence, to provide the necessary tools and open new roads to development.

To achieve the inclusion of the most marginalized of society needs real opportunities for creative action for labour market integration (access to employment, employability) and strengthening or creating opportunities for education, improving access to health services needed rather than symptomatic treatment. Meanwhile, housing conditions should further improve. Seek sustainable solutions to eliminate segregation in housing and the availability of high-quality public services. We pay more attention than ever to the improvement of conditions for children in poor families.

The Government believed at the time of publishing its strategy that the key to efficient and effective work is the coordination of various areas of intervention and complex solutions that take into account at all times each element of intervention. Furthermore, continuous monitoring of efficiency and utilization of the tools and methods used is essential to the systematic operation of the monitoring system, and application of experience and lessons learned. Therefore, evidence-based sectoral policy is necessary.

Increased importance was placed on inclusion with the amendment of the Constitution by the addition of Article XV (4) which came into force on 1 April 2013, this introduced the concept of social inclusion as follows: *"By means of separate measures, Hungary shall promote the achievement of equal opportunity and social inclusion."*

During the change of Government in 2010, one of the most important tasks was to begin a change of approach. The results of this are now well observed. It has been made clear that *reciprocity* should be a basic principle of the inclusion policy. Meaning, the Government not only provides opportunities and financial resources, but also expects responsible participation from partners. This is expressed by the fact that we are talking about *active inclusion* and not just *passive inclusion*. An equally important element of the change of approach is that we not simply

label it as a "Roma issue", although the proportion of Roma in Hungary who are disadvantaged is extremely high – partly due to social reasons – but it cannot be reduced to a problem of a minority or particular social group. Successful social inclusion is an important issue and in the interest of society.

The Government aims to integrate children of poor families, Roma issues, and strategies for disadvantaged micro-regions into the inclusion policy. The Government established The National Social Inclusion Strategy (NSIS) and intends to show a way out for all those who live in poverty, regardless of nationality. Included among the Government's most important tasks is the creation of social security: helping those affected by the risk of falling into poverty is a national strategic matter, since poverty reduces the competitiveness of the whole society. A disadvantaged life situation passed through generations jeopardizes the stability of society as a whole and unemployment hinders economic development, the basis for the welfare of the whole society.

The stated objectives and instruments in the NSIS offer solutions, which do not refer to the individuals as scapegoats or victims, but treats them as partners, members of a *community*, which only creates new forms of *opportunities for individuals* that bring them to a position where they are active, responsible participants of social efforts.

The aim of the NSIS is to explore the structural context and root causes of social problems concerning poverty, this approach to social inclusion policy plays a key role in both the power of integrating communities and individual responsibility. Combating discrimination – the problem of coexistence within a community – is as much a task for the community as it is for individuals. The effective way to act against social problems is in managing the *causes of poverty*. At the same time – while the intervention in all cases should consider the individual person – the interests of families and the community as a whole should be also considered. Customized, specific solutions are needed to deal with the daily problems of everyday life, and at the same time, programmes should be created that can be interpreted by communities and measures introduced that simultaneously provide help today and offer perspective for the future.

To prevent the re-occurrence of poverty, the NSIS is applying a comprehensive approach, which in addition to addressing housing poverty, also commencing employment programmes to prevent persistent poverty and launches educational-training programmes allowing for quality employment. Education programs that reduce school drop-outs without qualifications and improve the chances of further education among disadvantaged young people, including Roma, raise barriers to transferring poverty within the family. Healthcare, preventive and health improvement programmes are launched to encourage good health habits, these measures are intended to enhance the effects of other, non-targeted measures that have a large impact on health; also prohibiting smoking in enclosed spaces of public institutions, restricting access to tobacco products and limiting their consumption, phasing in daily physical education in primary schools, as well as additional taxes on foods deemed unhealthy medically.

Public employment programs launched in 2011 provide jobs, livelihoods and education for hundreds of thousands of people annually and give new impetus to community activities and the strengthening of local communities. For many of our fellow Roma countrymen, the opportunities offered by public employment programmes are the first step in moving away from the periphery of society, an estimated 15% of Roma participate in employment programmes, while they only make up 7% of society. Among targeted employment subsidies and programmes – also supported by the business sector – Job Protection Action Plan measures, which provide special support for those with the highest employment disadvantages, young people, unskilled workers, those returning to work after childcare leave, long-term job seekers, and those aged 55 and older must be mentioned. In January 2013, the Government announced a decision aimed at

creating Free Enterprise Zones for the most disadvantaged micro-regions (LHH), a positive step to reducing regional inequalities and social inclusion.

Improving equal access to socio-economic goods and strengthening of social cohesion can only be achieved effectively and efficiently through comprehensive programmes involving multi-sectoral areas. Complex programmes to assist living conditions promote access to public services, which in addition to the renovation of housing and elimination of segregated neighbourhoods, guarantees the availability of community services. Public education and social services, as well as the aim of the central management of public administration introduced in January 2013, is to eliminate quality and regional inequalities experienced in these regions. In the areas of child welfare and education, Sure Start Children's Homes and the Integrated Pedagogical System, along with mentoring and scholarship programmes, serve to create more opportunities.

Anti-discrimination measures strengthen the creation of opportunities and social cohesion. In recent years the Government has paid special attention to combating racism and discrimination. That is confirmed by a number of recent legislative changes. The anti-discrimination law that is currently in force harmonises with European community law, and provides uniform, comprehensive and detailed anti-discrimination requirements. Besides general provisions, this law manages detailed rules regarding the enforcement of requirements of equal treatment in various areas (employment, social security and health care, housing, education and training, distribution of goods and services). The law prohibits both direct and indirect discrimination.

As part of the Social Inclusion Policy, announced during the change of government in 2010, during its EU Presidency the Hungarian Government prepared the European framework strategy for Roma issues, and concluded a Framework Agreement with the National Roma Municipal Government (hereinafter: NRMG). The Reconciliation Council for Roma Affairs was established to serve as collaboration to raise inclusion to a higher level. Along with active participation from the Prime Minister, ministers concerned and the President of the NRMG, the main tasks of this body are to prepare recommendations for the strategic orientation of the inclusion and Roma policy, and to monitor its implementation.

The NSIS is consistent with the poverty reduction objectives and measures of the National Reform Programme linked to the Europe 2020 strategy, with the objectives set out in the Framework Agreement concluded between the Government and NRMG on 20 May 2011, as well as with the detailed action plan included in Government Decree 1338/2011 (X 14) prepared in order to achieve its objectives.

In addition to the action plan strategy, a number of measures can be mentioned that have recently been created to strengthen social cohesion and social inclusion. These include ensuring corporate social responsibility and support programmes, simplifying the employment of volunteers and supporting volunteer programmes, disseminating the volunteer programme in public education, introducing ethic/moral or religious instruction, effective 1 September 2013 in public education. It also strengthens social inclusion, the support of civil, and in particular, ethnic (Roma) organizations, as well as the promotion of education and presentation of ethnic cultures. The Hungarian National Curriculum was the first in Europe to introduce the value of Gypsy/Roma history and culture. Civil Code measures of intergenerational solidarity and family came into force 15 March 2014, supporting the family as the smallest and strongest unit in society. In the 2014 parliamentary elections, for the first time the Roma community in Hungary had the right to send a representative to the Hungarian parliament with preferential mandate.

The basic aim of the NSIS II remains to contribute to the fulfilment of the most important objectives facing the country: economic recovery, transferring practically the values of a work-based society, significant expansion of employment, reduce poverty, strengthen social security. Furthermore, this Strategy, compared with previous ones, includes more detailed and updated

analysis of the living conditions of Roma on the basis of specific research completed in the interim. The interventions of the new action plan to be developed in the updated Strategy will continue to focus on its basic elements of assumed responsibility for co-operation, social cohesion, community, personal potential. These values are the basis for improving social competitiveness and success during the next period of domestic and EU developments.

As a necessary supplement to all these – the continuation of initiatives made during EU presidency – are efforts endeavouring to ensure, at the European level, the coordination of national and pan-European actions in the interests of openness and social inclusion and the establishment of the use of the most effective methods and resources.

Budapest, February 2014

# 1 SOCIAL INCLUSION POLICY

*A complex and long-term predictable approach is needed to reduce persistent need and social exclusion. One of the most important national and common European issues is social policy and overall Government responsibility.*

Social exclusion largely stems from poverty-related circumstances. Today in Hungary the rate of social separateness and mass exclusion from significant areas of social life is a serious social problem that effects the public sector, social coexistence and economic development. Therefore, achieving social inclusion requires eliminating the causes of poverty and preventing the formation of poverty, and significantly reducing the disadvantages due to poverty.

Hungarian society, following the economic crisis, must find new methods for the effective management of issues causing poverty and problems arising from poverty. Statistics and studies reflect, that in the wake of the crisis, more attention should be given to those in the most extreme deprivation and for groups living on the fringes of society. Extreme life situations, glaring social inequalities, the development of social exclusions and its associated lack of opportunities, and inherited disadvantages throughout generations compromises the stability and sustainability of society as a whole. Hungarian society is experiencing disintegration, due to characteristic lack of social cohesion – the primary aspects being age, ethnicity, region, etc. – this process of social separateness is an obstacle to economic development.

Recently, new tools and approaches have been applied by the Government to address the problems of disadvantaged social groups. According to studies, this is particularly true for those problem areas which mainly determine social differences. The areas that fundamentally affect the situation of those living in poverty are the employment rate and employability of members of the most disadvantaged social groups, education issues, housing problems, as well as the problems of disadvantaged communities, improving the situation of children living in poor families, creating opportunities for children, and especially the situation of the Roma population; in these areas significant systematic transformations have taken place and a number of new initiatives and programs have been launched.

The government intends to develop various field-related programs into systematic solution methods. Without this, the sufficient utilisation of experiences from programs cannot be ensured and the sustainability of successfully launched programs cannot be guaranteed. Measures and programs created for specific problem areas, where appropriate, need to be developed into unified interventions.

The creation of evidence based policies supported by scientific methods in connection with tracking interventions are essential. It is essential to construct and operate comprehensive evaluation systems in the creation of multi-regional sectoral policies and effective monitoring of ongoing programs in various fields. Our EU obligations also make this essential.

A basic condition for the efficiency of the intervention is that it should be practical, with the active participation of those affected, for the needs and interests of social inclusion for the target group concerned. To this end, a dominant partner of the Government and public organizations is the National Roma Municipal Government (hereinafter: NRMG). Among other things, it serves the State Secretariat for Social Inclusion (hereinafter: SSSI), under which operate

civil and professional forums such as the Roma Coordination Council (hereinafter: RCC) and "Make things better for children!" Strategy Evaluation Committee.

In the wake of measures undertaken, the further development of planning and evaluation systems is essential for comprehensive problem-oriented programs. The development of evidence-based policies, namely the creation of policies based on research and measurements supported by scientific methods, are a high priority for good governance and social inclusion, and in this context, the tracking of interventions. It is essential to further develop and continually operate comprehensive evaluation systems in the creation of multi-regional sectoral policies and effective monitoring of ongoing programs in various fields.

The issues of poverty and social cohesion – economic development, closely linked to the phenomena of the economic crisis – gain an ever greater role in European Union policy. Under the so-called, Open Method of Coordination (OMC) against poverty, Member States prepare biennial reports for the European Commission regarding policies aimed at social inclusion, which are monitored by the Commission on the basis of common indicators (Laeken indicators). This cooperation offers numerous opportunities for mutual awareness of practices between Member States to governmental and non-governmental players alike. Following the year 2010, Europe's year for Combating Poverty and Social Exclusion, the EU outlined a strategy for 2020 ("Europe 2020"), in which one of the five main objectives is to fight against poverty and social exclusion. The overall aim of the EU strategy is to reduce the number of people living in poverty or social exclusion to under 20 million. Hungary's related commitments are to help about half a million people get out from under poverty. The plan is ambitious, considering the lingering effects of the economic crisis, and implementation cannot be realized without coordinated, targeted interventions. It requires the collaboration of various fields, as regards employment the goal is 1 million new jobs, for education the target is to reduce the number of drop-outs without qualifications from 11.4% to 10%, although this target is not only the responsibility of education institutions.

The European Union's structural foundation and the planning process of targeted strategies are increasingly gaining ground in their comprehensive approach to social issues and the design of interventions across different policy and administrative areas. A comprehensive policy approach is essential for the efficient use of EU funds, as well as successful implementation of common European strategies.

A major undertaking during Hungarian EU Presidency was to contribute to the establishment of the EU Framework Strategy for Roma. On 5 April 2011, the European Commission adopted the communication on<sup>1</sup> "EU Framework for National Roma Integration Strategies up to 2020." On 19 May 2011, the Council approved its conclusions<sup>2</sup> in which Member States committed themselves, in addition to participating in framework strategies, to submit their own Commission strategies by the end of 2011, that is, with the exception of Malta (where there is practically no Roma population). Hungary was among the first to submit its national strategy with an accompanying action plan to the Commission, which upon preparing a detailed overview of all Member State documents, highlighted specific domestic measures as examples.

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<sup>1</sup> COM (2011) 173 final

<sup>2</sup> An EU Framework for National Roma Integration Strategies up to 2020. Council Conclusions 10658/11

Targeted programs introduced for the social integration of Roma cannot bring about a transformation on their own. This requires Roma integration, and stricter enforcement of the horizontal aspect of principal inclusion opportunities in specific areas (economic policy, education, employment, housing, healthcare). Support for those in need and the introduction of special programs does not offer a one-time, automatic overall improvement of the circumstances, life opportunities and labour market position of Roma, even less so the inclusion of Roma communities in Government measures. Economic policy environment and priorities should be considered, of prime importance though, is more dynamic economic growth, increased employment and the reduction of public debt to sustainable levels. However, guarantees must be created to ensure that Roma and other disadvantaged groups have access to basic public services after structural reforms, and benefit from the results of Government measures.

Due to the growth of the ageing demographic, the exclusion of disadvantaged social groups, including Roma, generate particularly acute economic and budgetary cost issues. By 2021, the population of Hungary may decrease 3.2 per cent compared to 2009,<sup>3</sup> while the proportion of the population of 65 and older will rise to 20.6 per cent. These demographic trends create a particularly increased burden on the decreasing work-age population, as parallel with these events, pension and health care costs are expected to grow substantially. This situation can only be improved when the work-age population of all communities fully participate in the labour market.

Marginalized members of society, the integration of Roma, and the position of Roma women is a necessary investment, which is financially advantageous in the long run. Huge potential lies in returning the unemployed masses to the labour market, such measures also contribute to improving competitiveness and, by reducing the number of people living on social welfare, the sustainability of social security systems.

## **1.1 Social inclusion of Roma: a social and economic necessity**

The social and economic integration of Roma is a two-way process that requires a change of thinking from both the majority as well as from members of the Roma community.<sup>4</sup> To date, the social exclusion of Roma has resulted in mutual distrust, aggression, the persistence of prejudice and a feeling of insecurity. This situation should be eliminated as it limits 21st century coexistence and sustainable social and economic growth.

The EU framework<sup>5</sup> for National Roma Integration Strategies also refers to the economic benefits of Roma integration in a report published by the World Bank<sup>6</sup> in September, 2010, which concluded: "full Roma integration in the labour market could bring economic benefits estimated to be around € 0.5 billion annually for some countries. Greater participation of Roma in the labour market would improve economic productivity, reduce government payments for social assistance and increase revenue from income taxes. According to the same World Bank study, the tax benefits of Roma integration in the labour market are estimated to be around € 175 million

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<sup>3</sup> CSO Census population and forecast (TeIR)

<sup>4</sup> COM (2010) 133, p. 5

<sup>5</sup> COM (2011) 173, p. 2

<sup>6</sup> World Bank, Roma Inclusion: An Economic Opportunity for Bulgaria, the Czech Republic, Romania and Serbia, September 2010.

annually per country. All of these important economic and financial consequences of Roma integration could in turn foster a climate of greater openness to the Roma people with the general public and thereby contribute to their smooth integration in the communities of which they are part of."

Roma are the largest transnational minority in Europe, at the same time one of the poorest communities often excluded from the mainstream labour market. The socio-economic exclusion of Roma, taking into account economic performance and budget balance, is a disadvantage for the whole of society.

Multiple discrimination (i.e. concentrated discrimination based on gender and ethnic origin) affects Roma women in its greatest complexity. Unemployment, low levels of education, persistent poverty, poor health, inadequate housing, together with low economic and social status cause multiple (intersecting) social exclusion.

Low levels of employment among Roma and the direct economic impact of low earnings of Roma hold back economic productivity at the national level. At the same time, it affects the development of the budget, with an equal effect on both the expenditure and revenue. Low employment rates and low wages result in higher net social security expenditures for Roma, as meeting basic needs must be addressed through social transfers and services, furthermore, due to the loss of or low income, they will be beneficiaries of tax and social security systems rather than contributors.

The World Bank study provides quantitative estimates of costs due to the exclusion of Roma in the labour market. Low levels of employment and low-wage worker incomes cause an annual performance loss of hundreds of millions of Euro: the studied countries (Bulgaria, Czech Republic, Romania, Serbia) gross national product reports an estimated loss of 13 per cent annually<sup>7</sup> due to the exclusion of Roma in the labour market. In total, these four countries accounted for an estimated loss of between 2 to 5.7 billion Euro.

The annual budget loss in terms of Euro is hundreds of millions. Lower tax revenues and higher spending on welfare, using the highest estimates, reaches a total of 2 billion per year for the four Central and Eastern European countries, an average of 0.5 billion Euro annually per country. The most conservative estimate is at least 0.9 billion Euro in total losses for all four countries.

Members of the Roma community represent a significant share of the working age population. This share continues to grow, as age composition is much younger when compared with the majority of the population. In 2010, the 0-14 year-old child ratio within the Roma population was estimated at 36.8 per cent.<sup>8</sup>

The inclusion policy, new strategy and government framework provide a comprehensive approach which with the coordination of policies manages complex interventions of dominant social problems in the country in terms of social cohesion, thereby contributing to and strengthening the country's social and economic competitiveness.

The aim of the inclusion policy is to

- reduce the proportion of people living in poverty or social exclusion,

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<sup>7</sup> World Bank, Economic Cost of Roma Exclusion, April 2010.

<sup>8</sup> I. Kemény, B. Janky, G. Lengyel (2004): Hungarian gypsies, 1971-2003. Budapest, Gondolat

- reduce the social gap for disadvantaged children, weaken the trend of the perpetuation of poverty,
- reduce the social gap between the Roma and non-Roma population,
- improve the situation of Roma women.

The achievement of these objectives, in terms of key features of social problems, are determined in the following horizontally valid targets:

1. improve labour market opportunities for long-term unemployed people of active age;
2. reduce child poverty;
3. overcome socialisation and socio-cultural disadvantages;
4. reduce multiple disadvantages for Roma women;
5. reduce the lagging behind of disadvantaged areas, mitigate social disadvantages originating from territorial and housing disadvantages;
6. reduce discrimination against Roma in institutions and communities.

An essential condition for the successful implementation of the inclusion policy is to reach out and raise awareness in society as a whole. In particular, we need the cooperation of people who by reason of their social position, or because of their work can create a stronger approach to social inclusion and strengthen the outlook and active involvement of local communities and individuals. Also, those primarily in close cooperation with family and academic education, civil and religious organizations, Roma advocacy organizations, national-municipal governments, public agencies and public institutions.

A key issue, also essential in creating trust in social change, is comprehensive and regular monitoring and analysing of statistical and administrative data, as well as evaluations, policies and related programmes using this data. In terms of target area strategy – especially in times of economic difficulty – a significant obstacle for the intervention is the mistrust and suspicion towards target groups. The concept of openness, transparency, and the true recognition of the cause of problems as well as the involvement of those affected in the planning, implementation and evaluation all work against this.

## **2 STRATEGIC ENVIRONMENT**

*The inclusion policy we represent is in line with European Union requirements, related to the achievement of EU2020 goals and EU framework concerning Roma inclusion.*

### **2.1 Conformity with the government programme**

The concept of the strategic inclusion policy is in line with the Government programme: contribute to fulfilling the main objectives set out in the Government Programme, economic recovery, substantial expansion of employment, strengthening of social security. The basic elements for strategic measures are cooperation, social cohesion and strengthening the assumed responsibility of the community and personal potential.

The strategy provides a framework for implementing formulated inclusion goals in the Government Programme. The strategy resolves problems of Roma and other disadvantaged groups at a national level, not merely treating them as social issues. Proposed intervention areas in the Government Programme with key emphasis on development areas: employment, education, housing, social and health care benefits and services, anti-discrimination.

The strategy is also in line with the Government Programme objective to strengthen families. The planned strategic measures primarily include, that having children does not pose the risk of poverty for families, create a family-friendly environment, ensure work and family compatibility, create a home life, the opportunity to access child daycare, family support and mental health services based on solidarity, create and implement opportunities for disadvantaged social groups, and establish a school system that does not increase social inequalities, as was the case in the past. The National Social Inclusion Strategy (hereinafter: NSIS) will continue to contribute to fulfilling the principle, "Every Family Counts": at the same time helping the poorest families who have housing vulnerabilities, those in danger of falling into a worse situation, halting the impoverishment of lower middle classes, and creating the possibility of upward mobility for all of these social groups.

### **2.2 Conformity with EU policies, and other international strategic documents adopted by the European Union and its member states**

The domestic implementation of the Europe 2020 Strategy is the National Reform Programme which declared as its main goal to increase employment, with another four goals following it (including poverty reduction, lower the number of drop-outs without qualifications, R&D, renewable energies). In terms of inclusion for the disadvantaged, development must be implemented in a coordinated manner, and employment growth should cover the long-term unemployed or inactive, particularly low-skilled groups. These groups must be the main target groups of the employment policy, and complex interventions are necessary for their integration. Mutual reinforcement along with work incentives in the form of a variety of tools to assist employability, social services and financial support must be provided.

Of the eight intervention areas proposed by the European Commission for a cohesion policy to assist implementation of the EU2020 strategy, four main intervention groups are associated with inclusion:

- the promotion of employment and support of labour mobility,
- investment in education, training and lifelong learning,
- promote social inclusion and combat poverty,
- strengthening institutional capacity and efficient administration.

It is in the fundamental interests of Hungary to have a prominent role in their own development policies for those living in poverty (particularly children, Roma), as well as targeted disadvantaged regions by managing inclusion with complex methods. In these various areas, EU funds should take a leading role in the initial development.

The Hungarian Inclusion Strategy was prepared while keeping in mind the Commission Communication on the EU Framework of the National Roma Integration Strategies, according to which by 2020,<sup>9</sup> Hungary will amend its existing national strategy in accordance with the EU objective for Roma integration, approaching its objectives with suitable (national, EU or other) funding and targeted action.<sup>10</sup> The Strategy also takes into account the most recent strengthening of Roma strategies in the Council recommendation.<sup>11</sup> The Inclusion Strategy, adopted by the European Roma Platform for Roma integration, is built on 10 basic principles.<sup>12</sup>

The principles are as follows:

- 1) constructive, pragmatic and non-discriminatory policies;
- 2) explicit but not exclusive targeting;
- 3) inter-cultural approach;
- 4) aiming for the mainstream;
- 5) taking into account the gender dimension;
- 6) transfer of evidence-based policies;
- 7) the use of EU instruments;
- 8) involvement of regional and local authorities;
- 9) participation of civil society;
- 10) active participation of Roma.

Of course the revised strategy took into consideration international strategies and recommendations by Hungary and the member countries of the European Union. The Strategy thus serves the UN Millennium Development Goals adopted in 2000 for health care, education and implementation of anti-poverty objectives, as well as fulfilling the recommendations of the UN human rights review (Universal Periodic Review, UPR) adopted in 2011. In addition, we consider social groups in a similar situation to the three named target groups of the Strategy, including other UN documents on the rights and equal opportunities for women and people with

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<sup>9</sup> Parliamentary Resolution 68/2007 (VI 28) on the Strategic Plan for the Decade of Roma Integration Program

<sup>10</sup> COM (2011) 173 The EU framework for national Roma Integration Strategies up to 2020; SWD (133) National Roma Integration Strategies: the first step in the implementation of the EU framework; COM (2013) 454 Steps Forward in implementing the National Roma Integration Strategies; COM (2013) 460, the Council recommended objectives for Roma integration as effective national measures (adoption pending)

<sup>11</sup> The Council recommendation on effective national measures for the integration of Roma (16790/13).

<sup>12</sup> The 10 basic principles for social inclusion of Roma were first raised at the Platform on 24 April 2009. These were included in an Annex to the conclusions of the Council on 8 June 2009.

disabilities, such as the prohibition of discrimination against women (Convention on the Elimination of All Forms of Discrimination against Women, CEDAW, 1979) and the Convention on the rights of people with disabilities (Convention on the Rights of Persons with Disabilities, CRPD, 2006). These documents also underline inalienable human dignity for members of social groups not considered equal by all, providing further validation for the implementation of objectives and measures in the Inclusion Strategy.

### **2.3 Conformity with national strategies**

The Inclusion Strategy conforms to the National Sustainable Development Strategy Framework, along with national strategies to ensure domestic financial stability and economic competitiveness: the Széll Kálmán Plan and New Széchenyi Plan. The listed strategies are complemented by a good State strategy, the Magyary Programme, containing short-term measures for administration development, which in horizontal nature describes the expectations of the operation of the State system which plays a key role in implementing the three national strategies.

The Inclusion Strategy, as a horizontal strategy intersects across several related sectoral strategies, occupying a special place in the Government's strategy domain. Because of the comprehensive nature of each sectoral strategy, strategies must be tailored; otherwise their sectoral objectives will not be met successfully. The situation can be illustrated as follows:

### **2.4 Sectoral Policy Strategies**

The inclusion policy is a comprehensive, horizontal approach that starts from the new strategy and the management framework of government strategy, which with coordinated policies and complex interventions manages social and human rights issues of the country in terms of defining social cohesion. The problem areas of social inclusion (long-term need, improving the situation of children living in poor families, Roma affairs, regional disadvantages and discrimination) are integrated and positioned into a single target system, while harmonizing with relevant strategic policy documents, and topics concerning cross-sectoral approaches are placed into a uniform framework.

The inclusion policy – with emphasis on poverty – intends to promote integration, supplementation and management in a single target system for specific problem area strategies and concepts in relation to other social inclusion strategies and relevant concepts (i.e. economic development and employment policy, health care, rural development, administrative strategy).

The National Social Inclusion Strategy intends to create a framework for greater consistency of sectoral policy strategies to ensure cross-sectoral approaches are more effective. Previously created strategies must be mentioned among the target groups, "Making Things Better for Children" National Strategy,<sup>13</sup> as was adopted by a Parliamentary Decision, the Decade of Roma Integration Program (DRIP) Strategy Plan,<sup>14</sup> and the Least Developed Micro-regions Inclusion

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<sup>13</sup> Parliamentary Resolution 47/2007 (V 31) on the National Strategy entitled "Making it Better for Children!", 2007 to 2032

<sup>14</sup> Parliamentary Resolution 68/2007 (VI 28) on the Strategic Plan for the Decade of Roma Integration Program

Program (LHH), although no uniform strategic document has been completed.<sup>15</sup> Improving the situation of children living in poor families and creating opportunities for children the 25-year "Making Things Better for Children!" National Strategy aims, within one generation, to significantly reduce poverty among children and their families to a fraction of the current rate; eliminate forms of child exclusion and extreme long-term need; transform the mechanisms and institutions which today breed poverty and social exclusion. To achieve these it is necessary to promote the employment of parents, to ensure better, more equal conditions to expand a child's skills and abilities, as well as to reduce social separateness; improve the level of personal care and social services for children and their families; ensure a healthier childhood; as well as housing and improve the safety of housing. The horizontal target, that intersects all functional areas, is to reduce ethnic and regional inequalities and social separateness. To implement the strategy the Government must prepare a three-year action plan, where the results are to be continuously assessed and monitored. The first Action Plan covered the period of 2007 to 2010, and the second – of which implementation is in progress – was merged into the National Social Inclusion Strategy action plan<sup>16</sup> adopted in 2011, with a specifically designated target.

The Decade of Roma Integration Program Strategic Plan was unanimously adopted by the Hungarian Parliament<sup>17</sup> in 2007, with the support of international cooperation. The Decade of Roma Program requires the Government to compile two-year action plans and make periodic assessments. The first two-year action plan period covered 2008-2009, and according to a parliamentary decision, the Government had to report back to Parliament by 31 August 2010. An action plan for the period of 2010-2011 was not prepared, the action plan for the years 2012-13 was built into the National Social Inclusion Strategy, adopted in 2011.

The Strategy Plan defines overall objectives, specific tasks and indicators assigned to these objectives and the necessary measures to achieve these tasks in four priority areas (education, employment, housing and health care) with respect to the enforcement of equal treatment, as well as in the areas of culture, media and sport. Parliament called on the Government to report to the National Assembly the fulfilment of the objectives set out in the Strategy Plan and investigate their social impact using research by independent experts, and present these results before the National Assembly in 2011 and 2015 respectively. Based on a government decision on the NSIS action plan adopted in 2011, a report on the implementation of the DRIP Strategic Plan must be prepared annually.

The overall goal of the regional development policy is to promote harmonious and balanced development of the country and its regions, halt the marginalization of impoverished regions and reduce regional disparities. A basic requirement is that socio-economical regions with different characteristics implement unique, but consistent development strategies. In the autumn of 2007, the Government – based on economic, social, infrastructure endowment indicators – defined the

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<sup>15</sup> Several strategic document versions were created, but in the end none of them gained legal form. The principles and framework of the LHH (Least Developed Micro-regions), a development programme financed with EU funds, are reflected in the procedures of the NDA and the accompanying documents. See: National Development Agency, LHH Program Office: Methodological guide for the compilation of the 33 least developed micro-regions project package. 5 September 2008 [http://www.nfu.hu/download/11637/LHH\\_módszertan\\_0905.doc](http://www.nfu.hu/download/11637/LHH_módszertan_0905.doc)

<sup>16</sup> Government Decree 1430/2011 (XII 13) on the National Social Inclusion Strategy and the governmental action plan on its implementation between 2012 and 2014

<sup>17</sup> Croatia, Bulgaria, Romania, Macedonia, Czech Republic, Serbia, Montenegro, Slovakia, and Hungary agreed to declare the period of 2005-2015 the Decade of Roma Integration. To this a statement was signed in Sofia by the Prime Ministers of the participating countries on 2 February 2005.

33 least developed micro-regions for which development by means of a comprehensive program was also decided (Government Decree 311/2007 (XI 17)).<sup>18</sup> The main source of funds for the complex program was the New Hungary Development Plan (NHDP). The first action plan period of development for the LHH33 program ended in 2011, and is currently undergoing improvement in preparation for the next program period.

The National Social Inclusion Strategy and its benefit system implemented since 2010, is based on the same approach, to reinforce each other's goals. Social welfare and child protection benefits along with support for those in real need are designed to assist and ensure the subsistence of individuals and their families. The basic principle of benefits is to ensure a minimum income necessary to preserve human dignity, and that such benefits does not result in the formation of a welfare trap.

The main principles of the welfare system:

- to increase individual activity, or strengthen the individual's natural support system;
- increase the proportion of benefits in kind;
- cash and benefits in kind and create harmony between services to provide the best and most effective assistance; furthermore,
- to reduce to a minimum the counter-incentive effects on work from benefits provided by the State.

The National Social Inclusion Strategy – proposes to deal with social problems of a similar nature – is a horizontal strategy spanning across several fields, but also represents autonomous implementation as a complex measure. The implementation of both the strategy and relevant sectoral strategies can only be successful if the coordinated set of instruments meets the inclusion objectives. To coordinate these, the following key expectations for the Inclusion Strategy are shown under the subsequent sectors:

Family policy	<ul style="list-style-type: none"> <li>– interrupting the inter-generational transmission of poverty at the earliest possible age</li> <li>– providing needs-based services (no more, no less than what is required)</li> <li>– ensure continued "family case worker" support for families</li> </ul>
Social policy	<ul style="list-style-type: none"> <li>– help the recipient in the role of "dependent" to transform to the role of "taxpayer"</li> <li>– reduce multiple discrimination for Roma women</li> </ul>
Educational Policy	<ul style="list-style-type: none"> <li>– provide pre-school education for all children</li> <li>– ensure access to further learning on the basis of students' capabilities</li> <li>– ensure access to integrated education</li> <li>– reduce the number of school drop-outs without qualifications, especially among Roma girls</li> </ul>
Employment Policy	<ul style="list-style-type: none"> <li>– with complex programs (training + work experience) promote the development of suitability for the labour market</li> </ul>

<sup>18</sup> The review micro-region classification, at the time of this document (November 2013), was in progress.

	<ul style="list-style-type: none"> <li>– apply target group and individual-specific methods for active labour market</li> <li>– support employment of the target group</li> <li>– promote the development of self-sustaining (atypical) employment opportunities in line with particular local market needs, in rural areas the development of agriculture</li> </ul>
Rural Development	<ul style="list-style-type: none"> <li>– ensure development adjusts to local needs and opportunities</li> <li>– the inclusion of lagging behind regions with active means</li> </ul>
Health care	<ul style="list-style-type: none"> <li>– provide access to information and services on healthy lifestyles (i.e. mobile screening services, health service awareness, etc.)</li> <li>– preventive health care</li> <li>– ensuring access to health care services also for the most disadvantaged micro-regions</li> </ul>

As briefly described above, many sectoral policy documents and strategies naturally overlap. They mutually refer to inter-linked components, presenting the same experimental or development programmes. The Inclusion Strategy allows for greater concurrent transparency in the government's options for action in these various areas, and also the possibility for evaluation of related interventions.

The National Social Inclusion Strategy intervention targets are planned in the medium term, 5-10 year period, which are consistent with the objectives for the 2014 to 2020 planning period. We have formed a three-year action plan in harmony with reporting systems set out in government decisions for the planning process of relevant sectoral strategies and their assessment, and created a comprehensive measuring and evaluation system with the results and effects of interventions.

## 3 SITUATION ANALYSIS

Situation analysis summarizes the three target groups (Roma, children, disadvantaged micro-regions) identified by the most severe poverty risk factors, as well as the four problem areas also highlighted by the EU framework strategy for Roma (employment, education, health care, housing), identifying key problems.

### 3.1 Poverty

Although poverty, a complex phenomenon, is determined by a number of social factors – including social and cultural disadvantages, social deficiencies, educational, vocational and labour market deficits – the most direct means to understand its scope, allowing international comparisons, is by evaluating income conditions. In this area, two widely-used methods based on authoritative, reliable data over an extended period on income-based poverty are applied: the European Union statistical system SILC (Statistics on Income and Living Conditions) and the TÁRKI Social Research Institute Hungarian Household Panel survey (1992 to 1997) and its extension, the Household Monitor Survey (1998 to 2010).

The European Commission, on the basis of social inclusion and social protection indicator systems, has defined the objective of the Europe 2020 Strategy as reducing poverty. The EU objective is to reduce the number of people living in poverty and exclusion by 20 million. In this connection, the commitment to Hungary is to reduce by half a million the number of people living in poverty by 2020. EUROSTAT has used three indicators in determining commitments: the number of those living in income-based poverty, people living in households with very low work intensity, and the number of people living in material deprivation.<sup>19</sup> (With regard to Hungarian commitments, improving the situation of children living in poor families is a high priority, so rather than using income-based poverty indicators for the entire population, income-based poverty indicators in households with children are used.) According to the composite index, the poor or excluded are considered to be those who fall into one or more of these categories. In Hungary – primarily due to the effects of the global economic crisis – reducing the number of the population affected by poverty or exclusion presents a challenge for the Government.

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<sup>19</sup> Income-based poverty: Calculating with the OECD2 scale, less than 60% live from income equivalent with annual household incomes.

EUROSTAT indicators measure the intensity of work for household members of working age (18-64 years) and how many months were spent, theoretically possible, in employment during the course of one year (full or part-time). Individuals are defined as living in households with very low work intensity if they are at working age as a household member and worked less than 20% of their potential during the year.

Material deprivation: those forced to resign at least three out of nine specified consumer goods for financial-based reasons: 1. covering unexpected costs, 2. one week of vacation per year, 3. monthly expenses (rent, house payment, utilities, goods purchased on credit), 4. proper meals, 5. adequate heating, 6. washing machine, 7. colour TV, 8. phone, 9. personal vehicle.

### **3.1.1 Income poverty**

Upon examination of the composite indicator elements, the basic characteristics of domestic poverty are clearly visible and reveal trends – particularly after the crisis – of deterioration of the situation. The proportion of income-based poverty between 2007 and 2009 is characterized by considerable stability: 12.4%,<sup>20</sup> and later in 2010, 12.3%.

The TARKI Household Monitor Survey – prepared with CSO compatible methodology – paints a somewhat less favourable picture compared with data from the CSO. According to this data, by 2009, 13.9% of the total population in Hungary was living on income below the internationally accepted poverty line<sup>21,22</sup>

In 2009, the poverty rate increased significantly. The depth of poverty, thus the amount of effort required to emerge from poverty was higher than ever in 2009, if we compare the gap index with 2007, when the value increased to almost 22%. The trend of deepening poverty has been growing continuously since 1992, with only a slight drop in 2007. The general increase in the risk of poverty can be largely traced back to households with children, when we compare domestic income poverty data with EU figures according to CSO data we are below the EU average, but according to TARKI data we are close to the EU average of the 2010 domestic relative income poverty data.

### **3.1.2 Households with children, children living in poor families**

Further, approximation of indicators applied in defining Hungarian commitments to the Europe 2020 Strategy show changes in the number of households with children below the poverty line, revealing that the crisis has significantly worsened the income position of households with children.

The proportion of households with children living below the poverty line were on average more favourable than those of the EU during the period under review which showed considerable stability, with the exception of 2006<sup>23</sup>.

With regard to poverty indicators, it is important to note that Hungary did very well in comparison with the EU in 2009, in terms of the poverty-lowering effects of social benefits. Financial support in Hungary – in comparison with other EU countries – has had a significant impact on supplementing income. A significant portion of low-income revenue is generated by the financial support system. According to our observations, calculated poverty rates, with or without taking into account social benefits, suggest that our indicators in recent years (since 2005) are far above the EU average, closer to Scandinavian countries. (It should be noted, however, that only those households who are distant from the labour market or only weakly associated with it may rely on support – a welfare dependent phenomenon, poverty trap.)

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<sup>20</sup> Based on EU-SILC (EUROSTAT) data

<sup>21</sup> Calculating with the OECD2 scale, less than 60% live from income equivalent with annual household incomes.

<sup>22</sup> Inequality and polarisation in Hungarian society. TÁRKI Monitor Reports, 2012 Edited by: Péter Szivós – István György Tóth Budapest, April 2013 p. 38

<sup>23</sup> Due to this outstanding difference, this data should be used with discretion.

One of the key causes of child poverty is unemployed parents. The proportion of children living in jobless households has declined in Hungary in recent years.

### **3.1.3 Households with low work intensity**

The proportion of people living in households with very low work intensity is stagnating. This index shows the gravity of the problem affecting this generation, that in the wake of the economic crisis the percentage of households with low work intensity continues to rise among households with children.

In Hungary in 2009 – due to low levels of employment – a total of 870,000 people under the age of 60 lived in low work intensity households, a very significant and growing trend in terms of population ratio. If a higher proportion of children are born and grow up in households where no one is employed, and more effective interventions are not put in place, this will result in a deterioration of poverty and employment indicators.

This occurs among a high proportion of inactive people with low levels of education, people with disabilities, small communities, disadvantaged micro-regions and Roma. The main obstacles to labour market entry: regional disparities in job availability, inflexible labour markets, low levels of education, motivational issues resulting from long-term unemployment, lack of care services for children and other family members in need of care.

### **3.1.4 Severe material deprivation**

The visible effects of the economic crisis are seen in the number of people living in severe material deprivation<sup>24</sup>. As is apparent from EUROSTAT data, the average number of those living in severe material deprivation in the EU-27 Member States has deteriorated or stagnated. In Hungary at the beginning of the decade of 2010, severe material deprivation affected more than a quarter of the population.

Downward trends seen in recent years seem to have reversed in 2009, and increased again to 2006 levels, thus based on the data, severe material deprivation affected 20.3% of the population, that is 2,061,000 people. The indicators point to a clear decrease until 2008 (in parallel with the data from all former socialist countries), however, this still reflects a significant lagging behind the EU27 average. This indicator is strongly dependent on changes in economic growth and social welfare.

The largest proportion of the population have no possibility to save, which is also reflected in that in Hungary the majority (75%) do not have sufficient savings for unexpected expenses that may arise from their own resources. There is not a single member of the European Union where this figure is so high (the EU27 average in 2009 was 35%).

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<sup>24</sup> Material deprivation: those forced to resign at least three of the nine specified consumer goods, those in severe material deprivation have had to resign at least four out of nine for financial-based reasons: 1. covering unexpected costs, 2. one week of vacation per year, 3. monthly expenses (rent, house payment, utilities, goods purchased on credit), 4. proper meals, 5. adequate heating, 6. washing machine, 7. colour TV, 8. phone, 9. personal vehicle.

The scope of those at risk for lagging behind is indeed high in Hungary, even a life situation causing temporary loss of income – job loss, illness, divorce, etc. – may result in lasting crisis. Thus, prevention is an important and effective approach, strengthening the position of those at risk for lagging behind, increasing the chances of families struggling with the symptoms of the global financial-economic crisis and preventing the growth of material deprivation.

## **Conclusions**

The studies are quite clearly drawn from social features defining poverty, "poverty profile". According to research, in addition to the overall cause of households / families with low labour market activity the most significant social features in terms of poverty are:

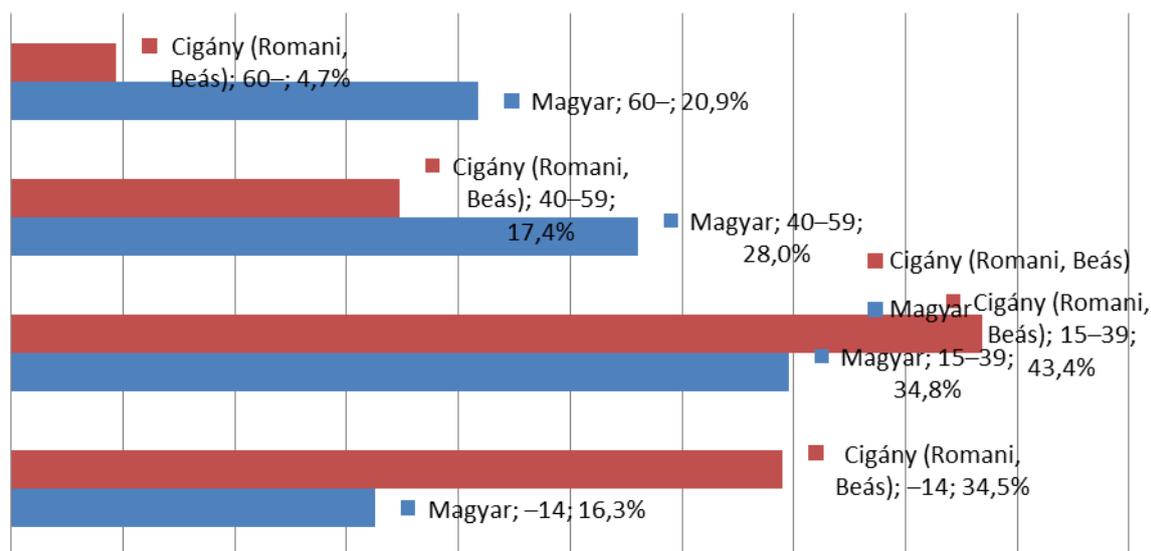
- low levels of education,
- Roma origin,
- the number of children in a family, and children living in poor families ("the young face of poverty": those under age 17 make up about 30% of the poor),
- rural residential environment (more than half of the poor live in villages).

### 3.2 Situation of the Roma population

According to 2011 census data 316,000 people declared themselves as Roma. This number is much higher than the 2001 census data of 206,000, and it is closer to the actual situation, thanks to methodological development of questions relating to identity and the strengthening of identity campaigns. Based on the results of representative Roma studies, researchers estimated the number of Roma population to be around 320,000 in 1971, 468,000 in 1993 and 570,000 in 2003. This is nearly 5.5% of the total population of the country. Researchers estimated the number of Roma in 2010 to be between 650,000 and 750,000. At one point, researchers – in a summary assigning extreme values – put it this way: "the Roma population certainly does not exceed one million people, but is surely more than 700,000."<sup>25</sup>

Age composition shows that the Roma population is significantly younger than the non-Roma population. Among Roma the ratio of 0-14 years of age is 34.5%, while among the non-Roma population, the figure is 16.3%. With age progression the ratios are reversed, among the causes, poor health of the Roma population plays a key role.

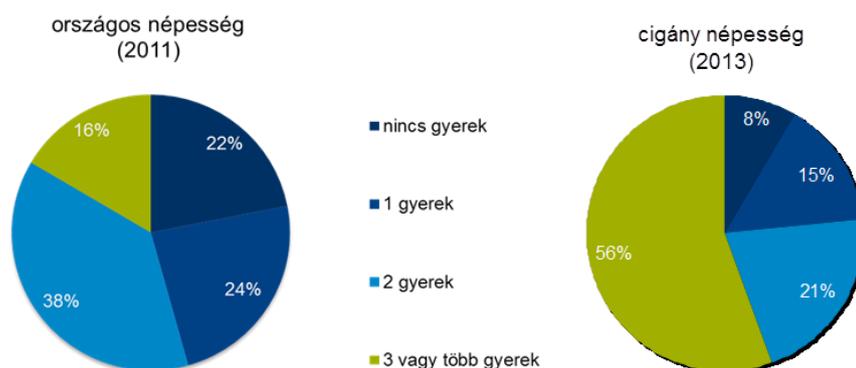
Population distribution by affiliation to a nationality and age groups, 2011



Data source: [www.nepszamlalas.hu](http://www.nepszamlalas.hu)

<sup>25</sup> Roma society – 2010 Flash report on research part "A". (Research report related to research pillar of SROP 5.4.1. program.)

Distribution of the number of children born alive by women older than 20 years (% , national average and Roma by number of children)



Data source: SROP 5.4.1-12. large-scale Roma research

Geographically, the Roma population is unevenly distributed in the country. Based on the latest census their ratio related to the total population is between one to one and a half percent in many counties, while in Borsod-Abaúj-Zemplén and Szabolcs-Szatmár-Bereg County it is around eight per cent. (It should be noted that these ratios could be double, if we looking at the figures of population estimates.) Moreover, regional differences measured in smaller territorial units are extreme: in many settlements, settlement groups the majority of the population are made up of Roma.

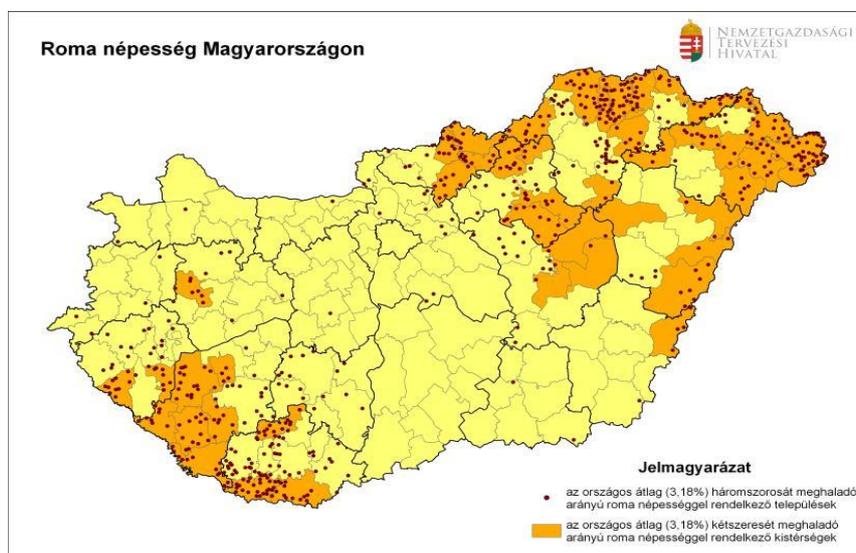
Area	Population	Roma (Romani, Boyash) ethnic population	
		number	ratio
Capital city			
Budapest	1,729,040	20,151	1.17
Counties			
Bács-Kiskun	520,331	11,327	2.18
Baranya	386,441	17,585	4.55
Békés	359,948	9,541	2.65
Borsod-Abaúj-Zemplén	686,266	58,376	8.51
Csongrád	417,456	5,006	1.20
Fejér	425,847	6,497	1.53

Győr-Moson-Sopron	447,985	3,511	0.78
Hajdú-Bihar	546,721	18,546	3.39
Heves	308,882	19,467	6.30
Jász-Nagykun-Szolnok	386,594	19,089	4.94
Komárom-Esztergom	304,568	4,371	1.44
Nógrád	202,427	15,489	7.65
Pest	1,217,476	20,719	1.70
Somogy	316,137	16,794	5.31
Szabolcs-Szatmár-Bereg	559,272	44,738	8.00
Tolna	230,361	9,072	3.94
Vas	256,629	2,685	1.05
Veszprém	353,068	5,336	1.51
Zala	282,179	7,283	2.58
Country total	9,937,628	315,583	3.18

Data source: [www.nepszamlalas.hu](http://www.nepszamlalas.hu)

More than 60% of Roma live in the countryside, rural environments, mostly segregated, in very poor housing conditions.

Regions and settlements with a high percentage of Roma population, 2011



Source: CSO, Census data, the National Development and Regional Development Concept, p. 86

The TARKI estimate shows, for Roma heads of households in relation to family poverty, that "in 2003, one in every two Roma households were living below the poverty line, this ratio reflects the same figure for 1992. Roma at risk for poverty was the highest in 2000 (5.5 times the average), and the lowest in 2005 (3.1 times). Measures in 2009 showed a dramatic increase (clearly statistically significant) in the poverty rate, the 70 per cent value agreed with the 2000 year value".<sup>26</sup>

Education for the Roma population above 15 years of age is below the national average. While in 2012, 24.6% of the national population<sup>27</sup> did not have a higher level of education than eighth grade, while this figure was 77.7% within the Roma population. The difference between the Roma and the national rate is also very high for the GCSE and post-secondary education. In the entire country 31.3% have reached the level of a high school graduate, the proportion among the Roma population is just 4.6%. The proportion of post-secondary graduates for the entire country is 18.5%, while this ratio is less than 1% among Roma.<sup>28</sup>

Research conducted in recent years shows that consistently the employment rate of the Roma population hardly reaches 20%. According to the latest census data, just 12% of Roma women are employed, this ratio is particularly worrying. Related to this are poor health conditions (on average Roma die 10 years earlier than non-Roma<sup>29</sup>), low levels of education (less than 5 per cent graduate from high school), and slum-like substandard housing. In these areas, crime and ethnic conflict have a strong presence.

*Population according to nationality, economic activity and gender, 2001 to 2011*

Nationality	Employed	Unemployed	Inactively employed	Dependent	Total
ROMA MEN					
2001	14,839	17,067	22,201	50,295	104,402
%	14.21%	16.35%	21.26%	48.17%	
2011	33,145	23,895	25,445	77,159	159,644
%	20.76%	14.97%	15.94%	48.33%	

<sup>26</sup> Inequality and polarisation in Hungarian society. TÁRKI Monitor Reports, 2012 Edited by: Péter Szivós – István György Tóth Budapest, April 2013 Page 43

<sup>27</sup> CSO, Labour Force Survey

<sup>28</sup> Concluding Study of supporting activities for examination of poverty, social exclusion and group needs: targeted research – research on Roma for NIFYPP-SROP 5.4.1-12 priority project. September 2013, Manuscript.

<sup>29</sup> The poverty trap. Roma in Hungary – social-economic status, health status, access to social and health services. Delphi Consulting, 2004. pp. 48

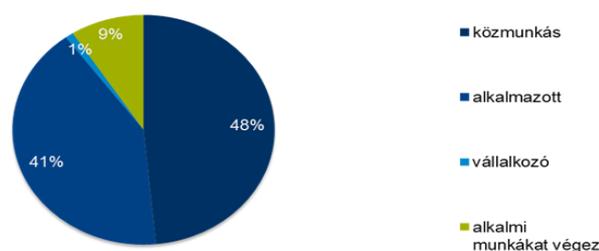
% change	6.55%	-1.38%	-5.33%	0.16%	
<b>ROMA WOMEN</b>					
2001	7,340	7,169	36,371	50,438	101,318
%	7.24%	7.08%	35.90%	49.78%	
2011	18,463	17,154	46,999	73,323	155,939
%	11.84%	11.00%	30.14%	47.02%	
% change	4.60%	3.92%	-5.76%	-2.76%	

Data source: [www.nepszamlalas.hu](http://www.nepszamlalas.hu)

Recently, the employment of Roma is seen as a structure that reflects both the labour market situation of those disadvantaged and the main direction of interventions, or opportunities, defining the role of public employment in the livelihoods of the population. Regional distribution of public employment for the Roma population, primarily in villages, has improved employment indicators. However, more analysis highlights that long-term labour market effects can be achieved by increasing qualifications. This is demonstrated by the 2013 large-scale study of Roma: Skilled workers are 3.9 times, while those who graduated high school are 4.1 times more likely to work, than those who have a maximum eighth grade primary education. Likewise, people living in cities have a 1.2 times greater chance of long-term employment, than those living in villages. Change also means examining total employment in the test model in relation to the long-term employment model, so that the level of education and settlement type has a stronger impact.<sup>30</sup>

Roma employment by type (public employee, employee, self employed, temporary employment; 2013)

2013-ban a cigány foglalkoztatottság szerkezete (százalék)



Data source: SROP 5.4.1 Roma research

<sup>30</sup> Concluding study of poverty, social exclusion and group needs evaluation supports action: targeted research – priority research project on Roma NIFYPP-SROP 5.4.1-12. 30 September 2013 Manuscript, p. 32

We have observed a number of socio-economic processes, which have adverse effects on the most disadvantaged regions and social groups. When compared internationally, a particularly low employment rate and non-competitive education will cause public debt to grow dangerously. These processes cumulatively affect the Roma population, which are both a cause and consequence of social separateness and discrimination, therefore, cyclically reproducing this phenomenon inherited for generations.

### **3.3 Situation of Roma women**

Individual living conditions are defined by multiple factors, e.g.: gender, ethnicity, belonging to a particular social group. A variety of factors are interconnected with the causes of disadvantages, as are the special situations of those for whom these inequality factors are cumulative and "intersect each other". It is essential in the examination of society and the design of interventions that these points of intersection and cumulative disadvantages are taken into account.<sup>31</sup>

Multiple discrimination is interwoven discrimination based on gender and ethnic origin affecting Roma women in its greatest complexity.

Levels of education and employment are significantly lower even when compared to Roma men. They are at an even greater disadvantage in terms of health status and access to health care and social services. Currently, not enough emphasis is placed on their vulnerabilities: defencelessness within the family, in some cases they are given in marriage while still a child, and are at risk of becoming victims to human trafficking and prostitution. Certain problem areas are typical and almost exclusive to Roma women; therefore, in these cases concentrated interventions are required.

One of the basic sources of vulnerabilities among Roma women is a low level of education, resulting in a disadvantaged labour market position. A primary task is to provide support at an earlier age with focused tools to increase their chances at school and in the labour market.

#### **3.3.1 The disadvantages of Roma girls/women in education**

Women's level of education among the Roma population is very low. Among Roma women, 81.4% have a maximum of an 8th grade primary school education, while the rate among men is 71.8%.<sup>32</sup> The number of those who did not continue beyond primary school education is two and a half times higher among Roma women than non-Roma women.

According to the latest census data, only 11.1% of Roma women have at least vocational education, while among Roma men the figure is 15.0%.<sup>33</sup> This significant difference is not only due to being a minority, but rather traced back to gender roles within the family. Factors responsible for elevated school drop-out indicators among Roma women: loss of motivation, disadvantages arising from socialisation differences, partly due to early child bearing and partly to family roles where it is

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<sup>31</sup> Lidia Balogh, Policy Approaches related to Roma women. Roma policy evaluation methods and the Hungarian Government Roma policy, NCU, Budapest, 2013, p. 21

<sup>32</sup> Concluding Study of supporting activities for examination of poverty, social exclusion and group needs: targeted research – research on Roma for NIFYPP-SROP 5.4.1-12 priority project. September 2013, Manuscript p. 23

<sup>33</sup> CSO Census, 2011

custom to drop-out before receiving a school qualification, which the school and social protection system often does not properly handle, thus undermining equal access to quality integrated education.

### **3.3.2 Roma women and access to employment**

According to 1971 research on Roma, based on working-age, 85% of Roma men were economically active.<sup>34</sup> This rate is much lower (30%) among Roma women. However, employment among women also grew steadily during the 70s, reaching 50% by the end of the decade. Following the political change, both Roma women and Roma men lost their jobs at a similar rate, though the current employment rate among women is much lower than that among men. Among women, there is a particularly large gap in employment between Roma and the rest of the nation. The employment ratio among women in the general population is 2.6 times higher than for Roma women, and Roma women are at a disadvantage within their own population having half the chances for employment as Roma men.

Those who renounce their intention to pursue further education in order to start a family will lose the opportunity to have a stable workplace for their entire life. At a younger age (less experienced) Roma face the conflict of starting a family with pursuing labour market goals. On the other hand, opinions of family and neighbours may be strongly taken into consideration, which may result in a good portion of young Roma significantly underestimating the labour market returns of education. Therefore, greater emphasis may be put on child bearing to increase status, which in turn further reduces the chances of any future integration process. It has been observed that the highest unemployment gap is among women. Roma women are 3.4 times more likely to be unemployed than non-Roma women.<sup>35</sup>

### **3.3.3 Health status of Roma women**

The poor living conditions of Roma, lack of information resulting from socio-cultural disadvantages, and restricted access to adequate health care exposes the Roma population as a whole to health care risks, similarly to Roma women who are in a very poor state of health.

#### **Gynaecological care**

Because of regional disparities in basic and special care of those disadvantaged – including Roma – for the majority of women it is much more difficult to access publicly funded gynaecological care, including safe birth control methods, therefore, Roma women choose abortion in much higher numbers as a birth control method, which is extremely harmful to health and psyche. A fifth of Roma women will have undergone an abortion during their life, and among them is a very high ratio of women who have experienced this more than once.<sup>36</sup>

#### **Childbearing**

Determining health factors before and during pregnancy is a priority, the combination of external and internal conditions, significantly influence the child's life expectancy, health status,

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<sup>34</sup> Concluding Study p. 29

<sup>35</sup> Concluding Study of supporting activities for examination of poverty, social exclusion and group needs: targeted research – research on Roma for NIFYPP-SROP 5.4.1-12 priority project. September 2013, Manuscript p. 28

<sup>36</sup> Neményi Mary, Poverty – Ethnicity – Health, Budapest, Újmandátum Kiadó 2005. pp. 136 – 147

physical and intellectual development (screening tests completed during pregnancy, the appropriate term of pregnancy, course of delivery and circumstances, etc.). When examined these indicators show that Roma women who are pregnant or mothers – in relation to the overall population – are worse off whether in health status, health care, or social conditions.

Infant mortality rate and low birth weight among the Roma population is nearly double the overall average for the total population.<sup>37</sup>

### **Addictions**

Within the Roma population, the proportion of smokers is much higher than rates among non-Roma. In Hungary, among women 25 years and older, 26% smoke, compared to Roma women where the figure is 60%.<sup>38</sup> Among Roma women, 62% smoked during pregnancy, as opposed to 25% of non-Roma women. According to their own self-assessment, young Roma women's health is not much worse than non-Roma women. However, the frequency of self-destructive behaviour such as smoking is 10% more among them. This is reflected in the deterioration of foetal and newborn development and life expectancy. Among the Hungarian population, 14% over 18 consume alcohol several times a week, among the Roma population it is only 4%. In particular, the proportion of women is negligible, as only 1% of Roma women consume alcohol regularly.

### **Offences and violence against Roma women**

There is little data available concerning human trafficking and the sexual exploitation of Roma women in Central and Eastern Europe, although a number of reports on human trafficking highlight the fact that minority groups, particularly Roma communities (across Europe) as well as girls growing up in children's homes (among whom in Central and Eastern Europe, Roma children are over-represented) are particularly vulnerable to this violation of human rights.

Hungary is the starting point for both transit and destination countries for the trafficking of women and girls for sexual exploitation, and – men are mostly affected – in relation to human trafficking for forced labour. In addition to the international trafficking of human beings, human trafficking also exists within the country. Victims are typically uneducated, financially vulnerable people, typically living in eastern and north-eastern regions of Hungary.<sup>39</sup>

According to women's rights organisations, in Amsterdam 25% to 30% of prostitutes, and 98% to 99% of prostitutes in Zurich, are Hungarian citizens, of whom 80% to 85% are Roma. Most of them are believed to be victims of human trafficking or exploitation. This phenomenon is a little discussed topic, even among Roma women activists.<sup>40</sup>

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<sup>37</sup> The Roma in Central and Eastern Europe, Avoiding the Dependency Trap, 2003. Bulgaria, Romania, Slovakia, Hungary and the Czech Republic. In *Inequalities Experienced by Gypsy and Traveller Communities: A review UNDP Equality and Human Rights Commission*, 2009.

<sup>38</sup> Concluding Study of supporting activities for examination of poverty, social exclusion and group needs: targeted research – research on Roma for NIFYPP-SROP 5.4.1-12 priority project. September 2013, Manuscript p. 27

<sup>39</sup> Government Decree 1018/2008 (III 26) on the national strategy on human trafficking of 2008 to 2012 laid down the framework for actions against human trafficking. This Government Decree set out the key objectives and the means to achieve them, and designated a national coordinator and established a coordination mechanism, which currently brings together 12 States, civil and international organisations.

<sup>40</sup> The topical question of social and political inclusion of Roma women in Europe – prepared background reports and collected recommendations for the Focus on Roma Women conference held in Budapest, on 7 April 2011. <http://www.eselyegyenloseg.eu/noierdek/sites/default/files/Roma%20nok%20tarsadalmi%20befogadasa%20Europaban.pdf>

## **The changing role of Roma women**

The increased role of Roma women in family life places an enormous physical and emotional burden on their livelihood. A number of women are facing growing difficulties in work-life compatibility.

Experiencing and dealing with poverty is very distinct for each gender. Whereas men experience a crisis from losing their role as breadwinner, it will further strengthen the role of women as caregivers. Poverty management strategies are incumbent upon women, increasing their burdens, both at emotional and practical levels. In poor families, women are the key players in everyday life. Even so, it appears, or is in reality, that they do not receive due appreciation. In households where men are unemployed, the role of women is even more valuable. The family allowance for "women's income" GYED, GYES and GYET, as care giving allowances, also belong to women's income. Moreover, each of which is especially valuable due to being regular and predictable.

Improvement of the situation of Roma women can only be achieved with the active participation of the target group. Therefore, their role in public life needs to be supported. To this, Roma women's role in civil organisations is important, so that their primary task is to develop and facilitate cooperation in the establishment and improvement of long-term relationships.

### **Targeting subsidies**

It is a given fact that within the Roma population those living at a social disadvantage have a very unfavourable position, so special mention must be made of the task to target the appropriate benefits: "It is typical of Roma living in poverty that they are in the worst position even within groups with multiple disadvantages. Consequently, in the case of welfare programmes launched for the benefit of target groups identified on the basis of regional and social criteria, there is a serious risk that, compared with other members of the target group, Roma in the most disadvantaged position reap less of the actual benefits from these programmes."<sup>41</sup>

Using available methods, we can estimate the share Roma have in different measures according to the internationally accepted practice of voluntarily declared identity. As a result, programmes aimed at ethnic groups (Roma), ethnic data handling is partly implemented. This practice should gradually be extended to include a wider range of programmes.

Particular attention should be paid to development, results of interventions, assessment of the actual social impact of coordinated statistical systems, implementation of comprehensive social science research, and further development. Among disadvantaged social groups – especially among the Roma population – there is a need to monitor the situation, reliably examine the impact of developments and regularly carry out extensive and large-scale research.

### **Discrimination against Roma**

The Equal Treatment Authority (hereinafter: Authority) 2013 research report shows that in 2012 "the social perception of gender-based discrimination dropped significantly in most countries in the European Union compared with 2009 survey data (40 per cent to 31 per cent of the

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<sup>41</sup> Gyula Pulay: Possibilities and necessity of taking ethnicity into account. Hungarian Academy of Sciences, Children Programmes Bureau, March 2009 p. 10  
[http://www.gyerekesely.hu/index.php?option=com\\_phocadownload&view=category&download=16%3Aapuly-gyula-az-etnikai-hovatartozas-szambaveteli-lehetosgei-es-szuksegessge&id=4%3Akapcsolodo-anyagok&lang=hu](http://www.gyerekesely.hu/index.php?option=com_phocadownload&view=category&download=16%3Aapuly-gyula-az-etnikai-hovatartozas-szambaveteli-lehetosgei-es-szuksegessge&id=4%3Akapcsolodo-anyagok&lang=hu)

"widespread" response ratio). Data for Hungary also indicates an improvement, as the proportion of those who say that gender-based discrimination "rarely" occurs rose to 12 per cent. Workplace discrimination against the most disadvantaged is related to skin colour/ethnic origin, age and gender. This data is important from the standpoint of raising awareness, in that more than half of Hungarians (roughly equal to the EU average) claim that in the case of discrimination or harassment they are not aware of their legal rights. This data applies mostly to those with low levels of education and to women, while those 25 to 29 years of age seem more aware of their rights.

## **Conclusions**

The age composition of the Roma population is significantly younger than for non-Roma – so within the Roma population the number of children living in poor families is very high. The growing number of children increases the odds of families falling into poverty. It is projected that the risk of falling into poverty for families with more children than planned is twice as high, when compared with a family who planned an appropriate number of children.

The majority of the Roma population living in regions with socio-economic problems and disadvantaged regions are significantly affected (in northern and eastern Hungary). Targeted programs for disadvantaged areas offer opportunities for effective intervention to improve the situation of Roma.

The disadvantaged situation of the Roma population is the result of a more interrelated social and economic problem. If we concentrate comprehensive problem management solutions on a number of problem areas (where education, employment, social and health care intersect), complex programmes can lead to results.

For socio-cultural reasons, Roma women are deemed the group most affected by multiple discrimination, therefore, targeted programmes are needed for them. It is necessary to support their role in civil organisations and in public life.

We do not yet have sufficient means to monitor and evaluate interventions aimed at improving the situation of Roma (also). Regular research and data collection is needed to breakdown gender data and compare it, including problems of the Roma population, particularly concerning the situation of Roma women.

Effective measures are needed for Roma facing the phenomenon of discrimination and prejudice.

### **3.4 The situation of children**

The future economic, social and political development of Hungary depends on whether children now growing up to be adults feel happy, healthy, well-educated, safe, have strong self-confidence, and possess self-esteem. A growing ageing population clearly shows that to maximize human resources necessary for the future, meaning to maximize the potential of all children in the future, the problems of poverty and social exclusion should be managed effectively.

Improving the situation of those disadvantaged, with multiple disadvantages, including Roma children, preventing the perpetuation of poverty is a key issue for social inclusion.

The number of children under the age of 18 on 1 January 2011, was 1,797,955, accounting for 18.0% of the total population. Since the mid-1980s, the number of births has been decreasing,

although in 2012 a slight increase can be observed: In 2010: 90,335, in 2011: 88,049, and in 2012: 90,269 children were born.

More than 10 per cent of the children, about 200,000, are registered as being at risk by guardianship authorities, the vast majority of them for financial reasons, but for many years a strong upward trend in the number points to risk for behavioural reasons. In many cases this is due to a series of school failures, severe crises, and conflict-ridden family circumstances. In disadvantaged regions, the proportion of children at risk is 2 to 3 times the rate of vulnerability in other regions.

In 2010, 24,000 children were taken into protective care. For many years the number of children put into protective care, placed in children's homes or foster care has not decreased, due to serious vulnerabilities against children. In 2010, that number was 17,792. The placement of children 12 to 14 years old or older is largely due to problems at school, vagrancy, truancy, severe behavioural and integration problems, the management of which has been greatly hindered by deficiencies in child and adolescent psychiatry. No decrease – requiring significant state budget expenditures – in the time spent in professional services, few children were successfully placed back in their family's care. Parents' unemployment and loss of income both play a role in the lack of capacity at children protective services, causing serious harm to a child's status, or welfare.

There is a slow decrease in the number of people receiving regular child protection benefits, which in 2010, according to CSO statistics was about 560,000 people. Affected children lived in households where the family income per capita was 130% of the minimum pension, or 140% (for single parents, people with disabilities or sick children).

Among those receiving regular child protection benefits are children whose parents only completed 8 years of primary school education, and are considered to have multiple disadvantages under the provisions of the Public Education Act. Of those multiply disadvantaged, 11% (37,000) are pre-school children, 13.7% (106,000) are in primary school, and 4% (23,000) are receiving secondary education.

A basic condition for the healthy development of children is a healthy meal. Among children in need of a permanent home, many lack access to adequate nutritious food. Therefore, free public catering is of great importance, which a total of about 400,000 children under regular child protection benefits in pre-school, kindergarten and primary school receive. Among high school students, 50% need dining tuition fee discounts.

The problem is that of children in need about 400,000 meals are required during pre-school, kindergarten and primary school breaks. Experience has shown the need to continue this programme and further develop it for children in need of meals during the summer.

Facilitating inclusion for disadvantaged children living in poverty can only be successful with the involvement of parents. Caring for disadvantaged families, preventing and eliminating threatening situations for children by organizing inter-sectoral (education, health, child welfare) cooperation dignifies the role of child welfare services. A major problem is the differences between standards of services and capacities, where benefits are most needed is where they are the least available. It is an extremely important task to develop and build quality benefits in these areas that will improve people's living standards in these regions significantly.

Child welfare and child protective system services and institutions are also characterised – increasingly in smaller communities – by operation problems, a shortage of specialists and heavy workloads.

In terms of institutional and service systems, we must continue to strive to eliminate deficiencies, without which children from all settlements will not have equal access to their needs or the chance

to receive the most appropriate quality care. In these settlements parents do not receive appropriate help with childcare, education, resolving lifestyle problems, dramatically worsening the social chances of children living in poor families. Some elements of the temporary care system for children (foster parents, temporary homes for children) have not been established nationwide, some temporary homes for families are fighting capacity shortages.

Early childhood is a very important stage of life, as this is the period when the human investment pays off at the highest rate and particularly brings large benefits to the disadvantaged, including Roma children, thus compensating, or at least partially, for disadvantages at home. However, Roma children still show a significantly lower proportion of early childhood skills development, education and care.

For harmonised good quality services, strong government coordination is required so that the healthy development of early childhood across several sectors (health, social, educational) is available to all children.

For children covered by child welfare benefits, daycare benefits play an essential role in the employment of parents, but equally important is the role early socialisation plays for disadvantaged children.

Pre-school facilities for children three years of age and under with daycare benefits are scarce, 10.7 per cent of this age group attend pre-school, whereas EU expectations are approximately 30%. Only around 9% of settlements operate pre-schools, they are typically in cities, and about 948 family daycare facilities, providing care pre-school age group, operate mostly in larger municipalities. In those small communities, where the number of children does not allow the establishing of an independent pre-school group or where fewer benefits for children under three years of age are needed for a single kindergarten-preschool concept, it is possible to form an independent unit within the kindergarten, of which there are about 125 municipal governments operating this type of care. Families living in poverty cannot pay the high tuition fees needed for family daycare centres, so these children use this form of daytime care less, or not at all.

Those with multiple disadvantages, including Roma children in early development programmes, serve as positive experiences following in recent years long-term, sustainable domestic funding in establishing the Sure Start program, where parental involvement at the earliest possible age gives a chance to those living in poverty, children under 5 years of age who do not have access to good quality services due to the scarcity of family resources, those living in disadvantaged reasons, or those who for other socio-cultural reasons have no access to high quality services.

## **Conclusions**

A child's chances and opportunities for happiness are seriously reduced if they live under vulnerable conditions. The work performed by the child welfare and child protection systems in providing protection and care for those at risk, has not reduced the number of children removed from their families, of which contributing factors include family lifestyle problems, a lack of income, inadequate housing and which are often the consequences of the child's school failures, severe behavioural and integration problems, and poor health status.

It is difficult to manage the problems of deficiencies within the child welfare and social service systems due to regional inequality in services and a lack of inter-sectoral cooperation.

The dispersion of children living in poor families, or children identified as vulnerable, are shown to have a strong regional concentration. In regions that are socio-economically disadvantaged, the situation is many times worse than in other regions. In those targeted areas lagging behind,

where there are the most disadvantaged groups, taking into account local needs, parents' involvement in interventions starting from the earliest age is necessary. Special attention should be paid to the prevention of Roma girls leaving school without a qualification. A high number of children living in small settlements with scarce services should be provided with child and youth age-integrated community services.

Meals (weekends, summer) for children with long-term needs require additional interventions.

Early childhood development help – the social inclusion aspect is of paramount importance – and daycare for children living in poverty is difficult to reach for disadvantaged families.

### **3.5 Territorial disadvantages**

Domestic regional trends are characterised by the strengthening of regional concentration, in addition to long-term population decline. The vacating of the least developed regions continues, accompanied by restructuring ethnic proportions. In the last period northern and south-western Hungary has suffered the greatest loss in the main target areas of the inclusion policy, while in the most developed region, central Hungary, the population has increased. However, most of the country has experienced a loss due to the increase in migration. As the 2013 National Development and Regional Development Concept<sup>42</sup> also notes, growth differences become more marked between regions with different development paths. Increasingly more defined, in no small part thanks to the dual economic structure, are economic and technological driven areas, regions organized on a functional basis. Regional differences are major fault lines between developed and lagging behind regions, extending to big cities and small towns, which in addition enhance two specific structural problems in the system: The relationship between Budapest and rural parts of the country with the Roma population is increasingly leading the fate of regional segregation. Together with the local government system developed for the management of concentrated regional disadvantages, legislation specifies disadvantaged settlements, and their related support systems. Government Decree 311/2007 (XI 17) on the classification of beneficiary regions which is currently in force, selects the 47 most disadvantaged micro-regions (LHH47), and includes a complex program to help 33 (LHH33) as well as another 94 disadvantaged micro-regions.<sup>43</sup>

Domestically, during the two decades following the political change, regional socio-economic inequalities have deepened, so compared to countries with similar populations, Hungary has the one of the largest regional differences (on the basis of GDP per capita). Among the main reasons for the unfavourable economic situation of the micro-regions includes loss of functionality in the economy, the true economy, and the lack of cities in the role of functional centres and poor access to them. Some of the peripheral regions already have significant multiple disadvantages, isolation at the border, they have been bypassed or have even collapsed during the political change from socialist industrialisation, no long-term competition in agriculture or food industries, resulting in regional centres with inadequate functionality. Over the past 20 years, these negative trends have been further strengthened (based on their own resources, internally

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<sup>42</sup> [http://www.nth.gov.hu/orszagos\\_fejlesztési\\_es\\_területfejlesztési\\_koncepcio\\_](http://www.nth.gov.hu/orszagos_fejlesztési_es_területfejlesztési_koncepcio_)

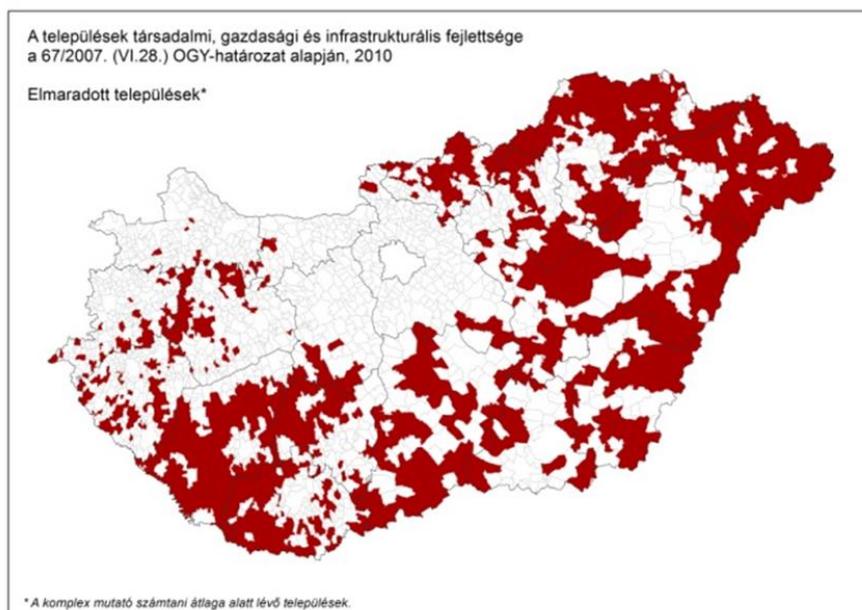
<sup>43</sup> The existing regional classification of 2005 is currently under review.

generated development is impossible, depopulation and ageing, loss of economic functionality, etc.).

Those most recently falling behind, although it has not clearly emerged, are the peripheral regions of Zala, Somogy, Veszprém, Tolna, Baranya and Fejér counties, among the most prominent. The geographically peripheral regions are not only at our country's borders, but also internal peripheral regions are well defined (e.g. central Tisza, Transdanubia, interior county borders of Somogy-Tolna, Veszprém-Vas, and Somogy-Zala regions). Less pronounced, but evidenced are less favourable regions slowly becoming a part of interior peripheral regions (e.g. Fejér and Tolna, Veszprém and Győr-Moson-Sopron, Komárom-Esztergom and the border between these counties). Well-known and in existence for centuries, is the east-west "slope", in addition to the south-west which has been decisively lagging behind since the beginning of the 2000s, Transdanubia shows a strong north-south slope as well. At present, the country's socio-economic development indicators demonstrate a rather advanced north-west and two highly marginalised regions in the south-west and north-east, although two immediate environments and some cities (e.g., Nyíregyháza, Debrecen and Szolnok) are at a more competitive axis (Budapest-Pécs and Budapest-Szeged).

In these underdeveloped regions, stepping up the involvement of foreign capital and/or attempts to develop the local economy have not met with resounding results. Substantial progress has only been achieved in the area of infrastructure development, for example, the national average has also improved in the case of sanitation, but did not impact the reduction of those lagging behind. On the positive side it can be noted that more motorways have extended to borders (underdeveloped micro-regions, internal and external peripherals are reached), besides this though only a few new access and through roads have been built.

*Settlements lagging behind in social, economic and infrastructure conditions, 2010*



Source: CSO

The great regional structure faults of the settlement system are clearly visible. Settlements who have lost their economic relevance and population-retaining power are mostly villages and in particular, small villages. Small village settlements are primarily in the west and southern Transdanubia, and to a lesser extent in the upper Tisza Region and the northern hills. The majority of villages are characterised by ageing and migration, this along with social problems threatens the very existence of such settlements. Because of the decline in population of larger

villages, smaller villages are constantly expanding with new residents, in 1990 there were 964 villages with fewer than 500 residents, while in 2011 there were 1,051 villages with a total of 281,000 residents. Social problems indicate that the unemployment rate and the ratio of social assistance are about two times higher than the average for the rest of the country.

High per capita costs (e.g. sanitation, waste management, public transport and road works) due to the very small number of inhabitants make it difficult to rationalise developing the infrastructure in these regions. Although there is no denying the progress, in 1990 only 92 homes were connected to the main sewage system in settlements with fewer than 500 residents, in 2011, it was 46,127, still only 28.4% of the population is connected to the sewage system. In most cases, the development of public transport connections and alternative (e.g., mobile) services was not realised, due to institutional rationalisation and the lack of integrated concepts controlling these factors. This deficiency can be attributed to the fact that access to health care, social, educational and cultural institutions (public) has mostly worsened or only slightly improved. In 1990 and 2000, settlements with fewer than 500 residents had a total of 54 GPs working in local communities, in 2010 this number already rose to 69.<sup>44</sup>

Lagging behind statistics indicate that in central Hungary, central and western Transdanubia every fiftieth, while in the north-east and south-west of the country every tenth, and in some settlements every fifth resident receives regular income supplement benefits or takes part in public employment. Since 2003, due to low utilisation, primary school education ceased in more than 230 settlements, with mostly northern Hungary, south and west Transdanubia regions being affected.

A similar problem appeared in cities as a part of settlement-based social separateness, which means individual districts or neighbourhoods became distinct ethnically, causing a concentration of lower status population. Social separateness often leads to the physical deterioration of an environment, "slum" connotation and a decline in the quality of public services, coupled with selective migration results in a self-reinforcing trend.

Regional concentration continues to intensify socio-economic problems. Severe unemployment, social and health care problems are concurrently present in the most disadvantaged areas.

Poor labour market situation and lack of jobs and business opportunities are the consequences and the results of social exclusion. The transmission of disadvantages is due to low social mobility opportunities, lack of employability on the basis of evidence from people living in disadvantaged areas and also poor education indicators.

The ratio of population to crime grows most dynamically in the two most lagging behinds regions, northern Hungary and the northern Great Plains.

Among these, the number of usury crimes nationally reflects a similar picture when distributed regionally. Property crime is clearly typical of long-term unemployment and low labour incomes and social transfers, emerging as the result of systematic and serious subsistence problems fuelling the demand for organised crime. In vulnerable situations – where there is no legal alternative – people become willing to accept extremely high interest rates. Beginning in the last quarter of 2011, the police launched a successful offensive against the spread of criminal usury,

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<sup>44</sup> To improve the situation, a so-called practice programme was set up, and by 2013 the total number of practising family physicians in disadvantaged micro-regions had increased by 53, among them 38 remained to fill permanently vacant districts.

which gave birth to Act CXXXIV of 2011, amending various laws related to usury, strengthening the punishment for criminal usury. In addition to these coordinated activities, it is necessary to find a legal alternative for the population living in poverty in lagging behind regions to improve the security of their critical livelihood.

In the area of LHH47 micro-regions, 27.9% of children/students are multiply disadvantaged, while in other parts of the country only 6.5% make up the total ratio.

The LHH33 micro-regions are typically non-competitive in education (the number of students attending is very low), a high percentage of children living in poor families have poor health status (life expectancy is 1 to 2 years lower than the average for women, 3 to 4 years lower than that of men). The effects of government efforts (in addition to the above reduction in utility costs, assistance for foreign-currency loans) on the impact of unmanageable debt on the population are not yet reflected.

There are significant development and structural differences among the 33 micro-regions, and even within individual micro-regions. The terms to be considered in the development of LHH33 micro-regions and the most disadvantaged settlements are established in Government Decree 240/2006 (XI 30). Typically, 40% of settlements characterised by serious social disadvantages are situated outside the LHH33 micro-region border, and many places form a continuous border with LHH33 micro-regions.

CSO indicators define the most disadvantaged micro-regions as those facing more mutually reinforcing socio-economic problems, which are often isolated areas, aggravated by their peripheral location.

Parts of the country have developed settlement circles, in which disadvantages have accumulated to such an extent that lack of resources, skills and information on the part of the local population results in the inability to participate in the development process. In these areas, external players and the State itself should play a role in institutional development.

The inclusion of falling behind regions is closely related to the Europe 2020 Strategy objectives to improve employment and fight against poverty. The National Development and Regional Development Concept also places significant emphasis on the development of lagging behind regions.

## **Conclusions**

Managing the regional concentration of socio-economic problems in cross-sectors requires programmes with a comprehensive approach. Based on the experience of the LHH program and revitalisation of the most disadvantaged micro-regions, involving local society more actively in complex and targeted inclusion programmes better suited to local needs is required on the part of lagging behind and permanently deprived settlements.

### **3.6 Access to education**

The public education system is facing a number of problems – lagging layers, among them affecting Roma–, the solution for which can only be remedied by further long-term development. In addition to effective action with respect to the principle of fairness, this fact remains urgent, that the school-age population of Roma represent a substantial and ever-growing group of future employees. Among those who have attained a level of education and a degree of social integration – following the consistent experience of many studies – there is a clear correlation.

As the Public Education Strategy emphasizes in the wake of findings of the OECD, it is clear that higher levels of education have helped with continued employment and to avoid unemployment during a crisis.

Various comparative studies (IEA, PISA) on the performance of students have shown significant differences between schools and classes. The selection process is primarily based on students' social background. These tests have shown that the selection process among students can significantly reduce the effectiveness of the school system.<sup>45</sup>

According to lessons learned from the IEA, differences between schools in Hungary have been detected at the start of schooling, regardless of the tested field of study. One of the reasons is that the first selection is made when entering school. Following minor reorganisation in the fourth and sixth grades after primary school, the second major selection takes place upon entering secondary school. In some individual subject areas the average performance for different levels is increasing. IEA and PISA test results have concluded that major differences in schools can be observed between skills less related to curriculum knowledge and school situations, than in the case of subject knowledge. Results also show that selection within schools (class selection) is even more significant than between schools, which suggests that students' awareness of the selection process plays the largest role.<sup>46</sup>

This is strongly associated with the major problem of exclusion from quality education and a better social status, causing students to emigrate and creating geographical separation. In schools or classes where such processes persistently deprive and segregate Roma students, the result is an inferior standard of education: professional teachers are retained for a fewer number of hours (70% do not have a sufficient supply of professionals)<sup>47</sup> and affected institutions are poorly equipped when compared with other local schools and classes. As a result, existing social differences are deepened.

The previously developed problem regarding quality differences in public education may bring about significant changes in how schools are state-supported. Efforts to reduce segregation, in accordance with the regulatory framework and conditions and carefully formed programmes, may lead to the gradual creation of a uniformly high-quality basic education system.

The essential problem of social inclusion is that educators are not prepared with basic or in-service training for teaching disadvantaged children, or those with various socio-cultural backgrounds, or in cooperating with parents. Teacher training is not consistent and does not offer a practice-oriented approach to addressing the issue of creating opportunities for disadvantaged students. A number of practice-oriented training materials and aids are available on the subject, but many teachers do not have access to them. As the Public Education Strategy pointed out, when it was published in the public education law in December 2011, and along with its conception in 2012 formulated new curriculum regulations (National Curriculum, framework curricula) requiring a review of previously developed in-service teacher training content, meeting the needs of new legislation and content requirements of regulators – in this

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<sup>45</sup> Benő Csapó, Gyöngyvér Molnár, László Kinyó: The selectivity of the Hungarian education system in the light of results from international comparative studies. *School Culture* 2009/3-4

<sup>46</sup> Benő Csapó, Gyöngyvér Molnár, László Kinyó: The selectivity of the Hungarian education system in the light of results from international comparative studies. *School Culture* 2009/3-4

<sup>47</sup> János Havas Gábor-Zolnay (2010): *Impact Assessment of the Integration of Education Policy*. Research report.

context, it is necessary to rely on training content that is available and related to social advancement, practice-oriented, demonstrating results and based on good practice.

The problem of access to quality education affects multiply disadvantaged students, among these even more forcefully Roma students. One reason for this is that, as a group, Roma children are strongly over-represented among those multiply disadvantaged. It is estimated<sup>48</sup> that among multiply disadvantaged children around half are Roma and Roma students make up almost two thirds of those.

School inclusion for the Roma population stalled in the years before the political change. Since the decades prior to the 1990s, Roma have considerably caught up with the national average in regards to the completion of primary school, and the proportion of skilled graduates began to grow, however, those completing secondary school remained negligible throughout as well as their participation in higher education. While their inclusion in primary school has continued, their further education in high school is still below 10%. According to the findings of the 2006 and 2009 Career survey<sup>49</sup>, half of Roma young people attended vocational schools compared to the national average of 20%. Research based on national competency test shows that in almost all test results, a higher share of Roma youth continue their studies in vocational schools than their peers of non-Roma origin (non-Roma students who achieve better results are less likely continue their studies in a vocational school). Only 33% of Roma youth growing up in uneducated families<sup>50</sup> continue their education beyond secondary school, compared to an average of 80% of non-Roma youth growing up in uneducated families. Furthermore, Roma youth with exceptionally good competence results prefer to apply to a vocational secondary school than to a secondary school ensuring a better chance for further education. A much higher percentage of them drop-out without qualifications.

Data from 2009 tests, based on external and self-assessments, estimated the proportion of Roma students in the 8th grade to be around 9% to 11%.<sup>51</sup> Of Roma students who graduated from the 8th grade 92% to 93% continued their studies, while the proportion for non-Roma was higher than 99%. In the fourth year of secondary school, only 62% of the Roma population who completed primary school were still attending school full-time, and only 40% of them were not required to repeat a grade. According to 2008 estimates, 2% of young Roma begin higher education, but only 0.5% receives a diploma.<sup>52</sup>

### 3.6.1 Pre-school education

Test results for disadvantaged children attending pre-school show, that due to the lack of places, only children five years of age and older as well as those whose parents both work will be

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48 G. Kertesi – G. Kézdi (2010): Children of uneducated parents and young Roma in secondary school. Report on the trends from the Education Career Survey between 2006 and 2009

49 G. Kertesi – G. Kézdi (2010): Children of uneducated parents and young Roma in secondary school. Report on the trends from the Education Career Survey between 2006 and 2009.

50 Young people who do have a parent that has completed education past the eighth grade (See: G. Kertesi – G. Kézdi (2010): Children of uneducated parents and young Roma in secondary school. Report on the trends from the Education Career Survey between 2006 and 2009.)

51 G. Kertesi – G. Kézdi (2009): The effectiveness of young Roma in primary school, enrolment and success in secondary school. Concluding Study. The MTA-TKI (Hungarian Academy of Sciences, Research Group Support Office) "performance assessment and evaluation of public education" programme product of ROMA 608.

52 Open Society Institute: Comparative Data Seton Education 2008.

accepted to preschool. Children of poorly educated, unemployed or pensioner parents with disabilities are at the highest probability of not entering pre-school. Among Roma children are a significantly higher proportion of those who only start pre-school at age 5, as opposed to non-Roma children, the majority of whom begin pre-school at the age of 3. The Government intends to address this situation with a measure adopted on 1 September 2015, making pre-school mandatory from three years of age.

The right conditions must be created for this particular task, given the fact that 88% of those three-to-five years old attend pre-school nationwide, whereas only 42% of Roma children attend. This is particularly true for disadvantaged settlements and regions where the most serious obstacle is the shortage of pre-school places, so that multiply disadvantaged children from three years of age can make the most of pre-school education.

In 2009, 926 settlements did not have a functioning pre-school. The percentage of pre-school groups with more than 25 children was significantly higher in the Northern Great Plains (37.6%) and Northern Hungary (34%) than in Western Transdanubia (24.5%), and in terms of size and area this ratio is markedly higher in smaller communities.

Those multiply disadvantaged, including Roma children from the pre-school age of three years – in addition to a shortage of places – in many cases, parents are not motivated to send their children to pre-school, because they are not aware of the importance of pre-school education. Often the lack of resources (proper clothing, travel expenses, etc.) is a serious problem. Pre-school attendance support is provided to those families who have children 3 or 4 years of age and regularly enrol them in pre-school. In 2009, around 23,000 children benefited from pre-school attendance support. Unfortunately, in addition to financial and motivational reasons, institutional discrimination has a significant deterrent effect. In contrast with discrimination, instruments currently available are not sufficient to manage what the problem merits.

### **3.6.2 School education**

Hungary agreed to lower the ratio of school drop-outs<sup>53</sup> to 10% by 2020. The ratio of drop-outs in Hungary is lower than the EU average: In 2012, the ratio for the EU was 12.7%, and in Hungary 11.5%.

Social, cultural, and economic backgrounds have a significant performance impact in the country.

The phenomenon of low performance of students and drop-outs without qualifications has a close relation to the social situation of children (the poorer the child, the least chance they have of finishing school) and through that to regional characteristics. Early intervention does not operate effectively or even at a low standard among them, access to early childhood educational institutions is also low, which could lessen developmental differences from the beginning of education for children aged 1 to 2.5 years, but instead remains an issue until the end of their school years.

The proportion of those attending day-care primary school has increased steadily since 2007, and in 2011 exceeded 46%. Nationwide, early learning day-care or boarding school classes

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<sup>53</sup> The percentile ratio of the 18 to 24 year-old population who have at most a lower secondary school qualification and do not continue any further education or training.

were attended by nearly four-fifths, but there were considerable differences between regions: while in south Transdanubia and central Hungary primary school attendance was at 83%, in Northern Hungary only 68% participated in afternoon sessions.<sup>54</sup> In settlements with fewer than 3,000 residents a little more than half of children attend early learning day-care, while in cities with more than 50,000 residents more than 90% attend day-care. Following Government measures in September 2013, unless parents arrange for children to go home earlier, it is compulsory for them to spend their time at school until 4 p.m. This measure provides a wide range of options to operate inclusion instruments and programs.

Although the choice of having home schooling status is a student's right – due to parents' lack of knowledge or fear of exploitation – heads of institutions unilaterally decide a student's home schooling status, for example "due to behavioural problems," thus a student, already in need of assistance, is deprived of services provided by public education. As part of the solution, according to the Public Education Act, in the case of multiply disadvantaged students the school Director shall make a decision based on opinions obtained from the child welfare service.

Still special attention must be given to the fact that there can be no unjustified student with disabilities – special education must be justified. Measures taken in recent years – extraordinary reviews in the framework of the "From the Back Row" program, changes to legislation, including measures for establishing the diagnosis of mild mental disabilities – resulted in a decreased number of students classified as special needs students due to mild mental disabilities. Decree 15/2013 (II 26) of the Ministry of Human Capacities defines the professional requirements for the rules of procedures and for investigations substantiating an expert opinion.

### **3.6.3 Programmes operating with EU or domestic funds to compensate the disadvantages of disadvantaged and multiply disadvantaged students**

The Integrated Education System (IES), a pedagogical framework which aims to balance the disparity of opportunities of multiply disadvantaged children in Hungarian pedagogical practice, was introduced in 2003. Institutions using the IES are supported professionally by the National Education Integration Network. Today, a quarter of primary schools already use this programme; pre-schools and secondary schools involved in the program-based methodology cover a total of about 1,600 public education institutions with 300,000 children (80,000 multiply disadvantaged students and 20,000 multiply disadvantaged children) and around 13,000 educators altogether. The impact assessment of the IPR shows that the programme led to a general improvement in the development of students in the participating schools.

The review was carried out in 2011, and the programme continued after necessary modifications were made.

The two relevant parts of the programme:

#### **a) Supporting measures for creating opportunities**

Based on the number of multiply disadvantaged students studying in a given school, the supporter of the public education institution can claim financial support for measures to improve

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<sup>54</sup> Statistical Review of Education data, 2011/2012 vol. VI no. 23, 13 April 2012.

creating opportunities in order to implement skill cultivation, integration and pre-school development programmes.

Skill cultivating integration development is an educational-organisational form that gives priority to integrated learning, institutional development, pedagogical reform, encouragement of individual study plans for multiply disadvantaged students, cooperation in the school with its social environment and liaison with parents.

The pre-school development programme supports pedagogical tasks related to the development of children, pedagogical activities for mitigating social disadvantages, cooperation with the social and health care systems and liaison with parents.

**b) Financial support for educators working in institutions participating in the integration system, could be requested until 31 August 2013**

Backers can claim financial support for educators working in institutions participating in the integration system based on the number of civil servants – working in pre-schools supported by them – engaged in the pre-school education of multiply disadvantaged children.

The **Road to Scholarship Program** launched in 2005, had as its overall objective promoting the creation of opportunities for disadvantaged students, furthering the education of young people, improving the chances of learning trades and earning a diploma at graduation, as well as nurturing student's talents and interests in science. From 2011, the Road to Scholarship Program has been merged with other scholarship programmes funded by the Roma Employment Fund (REF) operating since 2000 in Hungary. From this time, the new scholarship programme has created opportunities for sub-programmes (Road to high school, Road to graduation, Road to a trade, and from 2012, Road to higher education) by providing financial and mentoring support for participants. By means of financial and mentoring support the Road programme provides help for seventh and eighth grade primary school students and secondary school students from the seventh grade of primary school until the first year of higher education. From 2012, the Road to higher education scholarship and grant sub-programme was launched to support disadvantaged students starting off in higher education. In 2013, support for upper-year students was also made available.

Between 15,000 to 20,000 students and nearly 11,000 mentor teachers participate in the sub-programme on a continuous basis. Since September 2013 the number of scholarships has increased and become performance-dependent, so that about 14,000 students and 8,000 mentors participate in the programme.

The **Arany János Talent Management Program** is designed so that a higher proportion of the poorest children with the least educated parents can effectively learn full-time and complete secondary school. The selected students attend a preparatory year to compensate for various weaknesses, so that with an adequate foundation they can continue their studies in a secondary school (and college) to ensure their studies in preparation for higher education are among the most effective. The programme began in 2000, increasing the number of students to 3,000 involved in the 2011/2012 academic year, in 23 institution pairs (schools and colleges).

In 2004, a sub-programme appeared in the **Arany János College Program** (AJCP), which improved the level of education of multiply disadvantaged students achieved using a college-based instrument system. There are currently 11 colleges working closely together (related to the ninth grade preparatory year) to facilitate their completion of secondary school. Only the college group remains together after the students' preparatory year, they continue their studies at a variety of integrated secondary schools. In September 2012, almost 900 students began the year in the 5-year AJCP framework. The Arany János College Vocational Program (AJCVP) was launched in 2007 and 605 students participated in 2012. The institutions involved (7

colleges and 13 vocational schools) assume that among those entering the programme, 85% of students will acquire a competitive profession. According to the requirements set forth in legislation for all three Arany János programmes, educational surpluses and social support can help students.

In so-called **remedial programmes** – the education of disadvantaged children in non-formal learning venues – based on a standardised model supported by EU funding for development projects has been established. Its main goal is to increase opportunities for inclusion among those multiply disadvantaged, Roma, children under the care of child protection services and migrant students, reduce educational inequalities and the number of school drop-outs without qualifications, allow students and their parents to select a remedial school of their choice, facilitate and manage learning, adapt to participants personal educational needs, increasing the chances of integration into the formal education curriculum. The solution to this problem is the sustainability of remedial schools, parallel institution building and rational forms of financing.

The 2007 to 2014 planning period targeted a number of schemes for creating opportunities for the development of public educational institutions. This activity needs to be continued during the next programming period.

The **Higher Education Mentor Program** in operation since 2005 aims to use peer mentors to help prepare disadvantaged and multiply disadvantaged first-year students who have no help for university life. During the 2010/2011 school year 180 mentors supported 1,057 students.

It is important to mention non-state and EU funding (Roma Education Fund) for Romaversitas Foundation activities, which since its formation in 1996, has assisted 200 Roma students to complete their studies. In recent years, the percentage of graduates from the diploma programme has been more than 80%. In Hungary, over the past five years nearly 700 young people have benefited from scholarships from the Roma Education Fund.

The European Charter for Regional or National Languages announced its extension of the 2008 XLIII Act for the Romani and Boyash languages spoken by Roma in Hungary. In this context, it stated that it is in accordance with the commitments undertaken in the field of education for national and ethnic minority education, and education-related regulatory requirements. The content of Roma minority pre-school and school education, along with forms of instruction is regulated by Directives on the pre-school education of ethnic minorities and the education of ethnic minorities within the national framework. The objective of pre-school education is to prepare children for a successful school career and consciously build on the diversity and similarities between Roma culture and mainstream culture. The National Roma Municipal Government and Roma minority municipal governments – in the spirit of cultural and educational autonomy – reserve the right to establish and operate their own schools. These schools provide training and education for Roma students to learn about Roma cultural values in a Roma setting, rights and knowledge of organisations and institutions in education. This form of education or training successfully operates in a number of settlements. It is necessary to provide additional guarantees, to prevent Roma minority education from becoming an exclusion tool.

Educators participating in Roma minority education are supported with in-service training annually, made possible through tenders. Teaching materials are developed by programme package SROP 3.4.1. Within the framework there are opened and opening possibilities.

It is important that Roma as part of the Hungarian minority study in similar national institutions. The **Gandhi Secondary School and College Foundation** in Pécs, founded in 1994, is the first ethnic Roma diploma-issuing institution in Hungary and elsewhere in Europe. In the framework of national programmes, students have the possibility to acquaint themselves with both of the languages spoken by Roma in Hungary: Boyash and Lovari. Roma ethnography education has

introduced Roma traditions, culture, the history of Roma people, folklore, folk art, Roma authors, works of artists, etc.

## **Conclusions**

The Roma population is characterised by significant school and educational disadvantages compared to the majority of society. Although experiencing a rise in the level of education, it is not enough to reduce the consequent social disparities (meanwhile the level of education among the majority of society also rises). It is necessary to accelerate the inclusion of vulnerable social groups and the Roma population.

Social and educational background disadvantages can be compensated for more effectively if we begin supporting inclusion at an earlier age. Pre-school inclusion programs are particularly important in the development of future prevention of disadvantages. In disadvantaged micro-regions, the lack of pre-school capacities must be filled.

Access to quality education and training services characterises significant regional and social inequalities.

There are significant differences in the quality of educational institutions. Differences can be balanced by increasing the efficiency of the entire public educational system, while helping to facilitate access to quality services. Where the greatest need for the highest quality – capable of substantially compensating for social disadvantages – of services exists, is where currently the most deficiencies are experienced.

The higher the educational levels the fewer disadvantaged, and even fewer Roma students, participate. School drop-outs without qualifications particularly affect this population, but within this there are very serious disadvantages for Roma girls.

### **3.7 Access to employment**

Previously, participation in the labour market proved to be the most important feature of the Hungarian labour market situation which resulted from abnormally low levels of employment and a somewhat higher than average unemployment rate. In the years around the political change, there was a slight decline in employment that was greater than the EU27 average, while a greater deterioration was observed in the average unemployment rate. At the same time, the Hungarian labour market was located at medium-range in the EU, regarding the labour market effects from the crisis as well as the deterioration of main indicators.

One of the Government's most important commitments is to preserve existing jobs and create new ones. In particular, various projections show clearly that the employment rate among youth aged 15 to 24 has improved, meaning further expansion in employment is expected in the coming years. Since August 2010, the employment rate has continued to rise, and unemployment has only slightly improved or stagnated. Approximately four million of the total number of employees shows that, in contrast with trends in the EU, economic and employment policy in Hungary is capable of maintaining slow levels of economic growth and even increasing employment. To this end, the Job Protection Action Plan has been created for this purpose, to encourage more employment incentive programs, such as help for unemployed women over 55, as well as extra child home care allowance.

The emergence and continuous existence of poverty – in addition to other educational and sociological factors – can be traced back to lack of employment. For this finding, however, the reverse is also justifiable: the chances of disadvantaged people entering the labour market are

heavily restricted. The Hungarian labour market characterised by low employment was primarily due to the low number of school graduates with high inactivity, which can be observed among both genders, while the most active in the labour market are those middle-aged. In the early nineties the labour market situation had not been resolved when low-skilled workers were forced out from the corporate sector. The target group of employment, social and educational/training interventions supporting social inclusion are mainly made up of people with low levels of education.

In terms of employment the elderly, those facing retirement age, women returning to the labour market after having children, people with changed working abilities and disabilities are among those disadvantaged. Furthermore, labour market participation of those aged 15 to 24 is low. The absence of young people from the labour market is due to lengthened periods of education and training; however the time spent in job seeking after completing school has also significantly increased, while regular work during study is still not typical.

Regional disparities are significant in employment. The employment rate in central Hungary is the highest, second and third place is taken by the Western Transdanubia and Central Transdanubia regions. The worst employment situation is in the region of North Great Plains, and northern Hungary.

The labour market problems listed above are particularly strong and cumulatively appear among the most disadvantaged Roma population. Economic transformation after the political change was particularly severe in those sectors, which employed a high proportion of Roma, so a great number lost their jobs (some estimate that in the early 1990s, 55% of Roma employed in such jobs lost employment, compared with a total of 33% who lost their job). Most of them could not even return later to the labour market, their employment problem had become persistent, these difficulties were transmitted. Sectoral policies were not able to provide a way out, thus resulting in a trapped situation.

The employment rate among Roma compared to non-Roma is less than half; unemployment rates are three to five times higher. In 2013, large-scale Roma research<sup>55</sup> compared economic activity between the national population and Roma from 20 to 64 years of age<sup>56</sup>. As a result, large differences could be seen in economic activity between the Roma population and the national population. The employment rate is nearly two times higher throughout the country compared to the rate among Roma. Among women, there is a particularly large gap in employment between Roma and the rest of the nation. The employment rate of women among the general population is 2.6 times higher than that among Roma women. Roma women are at a disadvantage within their own community, they have only half the chance of employment as Roma men.

There are even greater differences between the two populations, if we look at the unemployment rate. In general, the Roma population are three times more likely to be unemployed than the national population. It has been observed that the highest unemployment gap is among women. Roma women are 3.4 times more likely to be unemployed than other women in the country.

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<sup>55</sup> Concluding Study of supporting activities for examination of poverty, social exclusion and group needs: targeted research – research on Roma for NIFYPP-SROP 5.4.1-12 priority project. September 2013, Manuscript p. 29-30

<sup>56</sup> The working-age is understood to be 15 to 64 years (by OECD definition). However, 2013 Roma research only included those 18 years and older. According to census data, when broken down by age group, 20 years is the threshold, not 18 years. The two databases can only be compared, if we only examine those 20 years and older.

The inactivity rate is higher among Roma. However, this difference only occurs among women. The observed inactivity difference is due to the Roma population being characterized by a higher number of children. The dependency ratio is about the same for both the Roma and non-Roma population.

*Economic status of Roma (2013) by sex vs. national average (2011): passive, inactive, unemployed, employed*



Data source: SROP 5.4.1 – Roma research

Based on research by the European Union Agency for Fundamental Rights examining ethnic discrimination, Hungarian Roma are the most affected by discrimination in the labour market in the EU. Over the past five years 68%, and during the last 12 months 47% felt exposed to negative discrimination during the job search. Problems facing the Roma population have been left unresolved for many years; exclusion in education and employment, preserved for decades.

As regards the labour market situation, it is encouraging to observe improvements in education among the Roma population; however, this growth is behind the expansion within education observed throughout the country. For example, over the past nine<sup>57</sup> years, the proportion of graduates from higher education grew by 6 percentage points for the entire population. In comparison, this number within the Roma population is only 0.6%, among those whose father did not have a degree from higher education, but had already completed some post-secondary education. As a result, the education gap between Roma and non-Roma populations continues to grow. Among the Roma population, the greatest improvement can be observed among those who complete a maximum of 8 years of primary school or vocational school. However, based on current employment trends, these two types of education are the most undervalued.

<sup>57</sup> According to the 2003 and 2012 CSO labour force survey

Following the political change, the Roma population and those living in disadvantaged regions that are predominantly rural, were not able to carry on agricultural work requiring large-scale, labour-intensive employment, because the focus was placed on mechanised, large-scale agricultural production. Despite the country's great agricultural capabilities, so far emphasis has not been placed on food self-sufficiency and local production along with local consumption (e.g. public catering) among the rural population. For this reason, serious labour-intensive employment opportunities fell for residents, although rural areas could have provided work for those living in disadvantaged regions.

Public work programmes provide elementary solutions for the problem of low levels of employment; however, additional long-term solutions are still required. Employment programmes alone cannot provide sustained improvement in the level of employment: new, competitive sustainable jobs are needed, "only and exclusively by means of entrepreneurs leading the way".<sup>58</sup> The primary priority for the Government's economic policy over the next ten years is to create one million new taxpaying jobs in Hungary, and this can only be achieved with domestic economy and employment policies, and in the long run the operation of coordinated, efficient and goal-oriented education, training, social, financial support and health care policies.

### **3.7.1 Public employment: Start-work programme**

The renewed system of public employment which was launched on 1 January 2011, takes a significant place in the domestic employment policy. It is closely related to other policies that significantly affect labour market processes. The previous three levels of work, public work, community and public purpose work system have ceased and been replaced by the uniformly regulated public employment that reduces social tension. The responsibility of organising public employment has been transferred from the Ministry of National Economy to the Ministry of the Interior from the second half of 2011.

On 1 September 2011 Act CVI of 2011 on public employment and on the amendment of legislation related to public employment and other legislation came into force establishing the new system of public employment. From September 2011, new public employment programmes have started and from 1 January 2012 a complete new system has begun.

- The primary objective of the Government is employment expansion and job creation as indicated in its programme.
- It is important that the people of working age and those who want to work can get a job and thus can provide a livelihood for themselves and their families.

#### **Objectives:**

- Employment expansion, job creation.
- The continuation of Start-work helps long-term unemployed, unskilled and incapacitated persons to return work. In cooperation with the National Roma Municipal Government.
- Start-work public works programmes are only the first step. The aim is for those involved in public works to later find employment in the competitive sector.

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<sup>58</sup> New Széchenyi Plan The recovery, regeneration and advancement development policy programme. January 2011 p. 19

- People have to live from work instead of receiving subsidies. Motivation to do work – is a socialising function.

#### Instruments:

- Public work is not a goal, but is an instrument for expanding employment.
- Under Start-work, beneficial and value-adding work is performed which is also in the public interest.
- Agriculture is one of its domains: crop and livestock production. In addition to producing their own needs, it supports local public catering.
- Construction industry: one of the broadest inclusive sectors.
- Start-work does not prevent individual job searches and does not remove manpower from enterprises.
- In order to suppress subsidies or motivate the incentive to work, the wage for public work is higher (gross of HUF 75,500, net of HUF 49,453) than social benefits.
- The wage for those in public employment is lower than the current minimum wage which supports the return to a competitive sector.
- Training and education is also implemented under the Start-work programme which will also make it easier to find future employment.
- Employment components, services and financial support jointly promote the strengthening of employability for the long-term unemployed.

### 3.7.2 Vocational and adult education

To eliminate the structural problems of the existing vocational education system – rooted in the institution maintenance system – Regionally Integrated Vocational Training Centres (RIVTC) were established from EU funds. With the objective to use budgetary funds more efficiently – by means of content and methodological development – to develop a vocational education institution system which is tailored to the needs of the economy, has a diversified training structure and the ability to respond flexibly to labour market demands that offers real choices for students. An expectation towards RIVTC was to reduce high drop-out rates, labour market (re)integration as well as to promote career guidance and monitoring. To achieve these objectives and to develop efficient, transparent and controllable institutional systems requires the modification of training structures.

Only 9% of our country's adult population participate in education/training. With this Hungary is last among EU Member States, where the proportion of training participants is an average of 36%. Adult learning is characterised by major imbalances. Those who have the greatest need for learning do not participate: those with low levels of education, the elderly and those living in small settlements are far behind the necessary level.

The fact that 44.5% of the population over the age of 15 are still digitally illiterate is a serious issue.<sup>59</sup> In particular there is a large lagging behind – in addition to the elderly – among those unemployed and disadvantaged living in small settlements and people with low levels of education who can only be trained in adult education.

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<sup>59</sup> Bell Research: Hungarian Info-communication Report, 2012

Amendment of Act CXXV of 2003 (Equal Treatment Act) on equal treatment and promotion of equal opportunities, in addition to support services encourages target group involvement in training programmes and prevents drop-outs due to financial reasons. Making it possible to provide so-called livelihood support during the training period under the framework of EU co-financed programmes for social inclusion.

Loss of benefits from information society will further deepen social inequalities. Therefore, the use of ICT tools and e-inclusion with support from these tools can facilitate a shift in economic and social life, contribute to reducing geographical social differences, development of competencies, the job search, become socially involved and in other ways an active member of society. Advancement of digital literacy therefore must be a priority of adult education.

## **Conclusions**

The most important feature of the Hungarian labour market situation is prevailing low labour market participation which is the cause of abnormally low levels of employment and a slightly higher than average unemployment rate.

The emergence and existence of disadvantaged situations – in addition to other educational and sociological factors – can be traced back to lack of employment. For this finding, however, the reverse is also justifiable: the chances of disadvantaged people entering the labour market are heavily restricted.

The active inclusion of those non-employed at the working-age and the long-term unemployed: their integration into the labour market can be effectively achieved by a three pillar support system, supportive social services and financial grants, and through their coordinated, complementary operation.

Increasing employment is a key element of social inclusion. Labour market services, employment subsidies and vocational and adult education programmes providing them with opportunities to obtain the necessary qualifications for recruitment should be made available through targeted programmes for those unemployed with low levels of education. It is necessary to consider the specific situation of Roma women in these programmes. Their participation and continuation in these programmes must be assisted by personal services and, where appropriate, help to obtain subsistence subsidies. Care must be taken to avoid poverty trap situations creating balance between cash grants that give incentive to work and grants for their subsistence.

Employment and economic development programme measures must reach the most disadvantaged social groups. When determining the target groups of economic development and job creation measures, labour market inequalities must be considered: in order to assist the disadvantaged – including Roma – to find work employment opportunities must be provided in all regions and across the entire spectrum of education.

Complex interventions are required: To eliminate cumulative disadvantages coordinated measures are needed that cover economy, transportation, education, health care, housing and social services simultaneously as well as complex regional development programmes and anti-discrimination measures primarily in crisis zones of rural areas densely populated by Roma.

To adjust to the changing economic, labour market environment and improving employability, vocational and adult education plays a major role in the job search in the labour market for young people with low levels of education.

### 3.8 Access to health care

The general health of the country's population is a rather unfavourable picture. A well-known feature of the situation in Hungary is that the average life expectancy at birth index is significantly lower than expected based on indicators of economic performance value. In addition, regional differences in health status characteristics pose a particularly serious problem which closely follows socio-economic differences.

The fundamental conditions and resources of health: peace, housing, home, food, wage, a stable ecosystem, sustainable resources, social justice and equality. Health improvements must be based on a solid foundation, created by these essential preconditions.

The Semmelweis Plan<sup>60</sup> identifies as a priority the improvement and development of health conditions for people.

There are significant inequalities, in our country in terms of health status and its determinants, based on regional and socio-economic factors. Among people with an unfavourable health status, disadvantaged groups are significantly overrepresented. Consequently, their health status and labour market indicators are significantly lagging behind the average. These consequences are partly due to health behaviour, inequalities in supply and access to health care and from other socio-economic and social consciousness correlations.

Regarding the social disadvantaged regional disparities in health care, deficiencies in basic and special care (a higher number of vacant districts, conformity of consulting hours, etc.) are the biggest problem. Although during the decade of 2000 despite the decline in population the coverage ratio deteriorated in terms of basic services, the trend has been halted due to some government programmes (Praxis programme I, II and Praxis Change Programme), and according to the latest surveys the health care of Roma in the most disadvantaged micro\*regions is basically the same as for the rest of the population in Hungary.<sup>61</sup>

The health sector must, therefore, ensure effective health promotion, health protection, prevention of diseases and treating of the sick. This is impossible without an efficiently functioning supply system, where high standard patient care is performed under proper technical conditions and where all those living in the country have nearly equal opportunities to access these services. The country's economic performance is a fundamental barrier to achieve this scale target model, however low quality, hard to reach health care through the deterioration in the ability to work and in the quality of life can be an obstacle to economic inclusion, however private and social investments into the health sector and the rational use of former social investment itself are improving the economic development. The programme focuses on prevention (screening and vaccination, local and individual health programs, health development agencies) reducing disparities in the access to care, improvement of early intervention and mental health development of those disadvantaged.

Considering the state of children's health difficulties in access to health care poses a serious problem. With regards to deaths and health problems involving children 30% to 50% can be

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<sup>60</sup> Government Decree 1208/2011 (VI 28) on tasks involving medical-structure transformation defined in the Semmelweis Plan, necessary measures for the implementation of priority tasks

<sup>61</sup> Research on the living conditions of Roma, flash report of supporting activities for examination of poverty, social exclusion and group needs: targeted research – priority research project on Roma NIFYPP-SROP 5.4.1-12. – Budapest, 30 August, 2013. p. 15

associated with the adverse socio-economic situation of parents. Health promotion in childhood years are especially important but preparation for a healthy generation starts prior to conception, with the development and protection of the health of prospective parents.

Unexpected, unwanted pregnancy especially among teenagers is a significant risk factor of perinatal and infant mortality. Newborn babies of young mothers are more likely to be born prematurely with low birth weights, that reduces their life chances and affects their health.

Domestically about 8 per cent of children are born prematurely (in 2009: 8.4%, in 2010: 8.6% – CSO). In the European Union this ratio is significantly lower with around 6 per cent; the best rates are in Scandinavian countries, where the ratio is only around 3 to 4 per cent. There is a clear correlation between lower social status and lower levels of education with giving birth prematurely. Among parents with university degrees the premature birth rate is two out of every thousand however, among persons with less than eight years of primary school education this can be even 13 to 14 out of a thousand. This is true not only in Hungary; similar correlation can be detected abroad among affluent and adequately educated people or among immigrants or the poor forced into ghettos. When woman give birth at an early age between 14 to 18, it also increases the risk of premature birth.

Infant mortality also shows a significant correlation with regional disadvantages and a mother's education. Infant mortality is not only an indicator for health care development, but also one of the most important socio-economic development indicators as well. Determination of juvenile pregnancies significantly characterised by social disadvantages shows that the ratio in northern Hungary is nearly three times higher than in west Transdanubia. Adequate and effective supplies of nurses in disadvantaged regions are greatly hindering vacancies in many districts. In the North Plains region for example 10% of jobs were not filled in 2007, which can only be operated with permanent substitution. For this reason the number of patients per nurse is significantly higher in disadvantaged regions than what the regulation allows (250 persons).<sup>62</sup>

Ethnic discrimination can also be an obstacle in access to healthcare. According to research by the Fundamental Rights Agency<sup>63</sup> 18% of Roma in Hungary experienced discrimination in health care in the past year. To redeem prescribed medication is a serious and systematic problem among Roma. Where making enough money for food is an issue, medicine is counted as a luxury item. On closer examination the same failure is observed as regards hospital treatment. According to EHIS of 2009, 4% of the population who refused hospitalisation or were not admitted due to lack of time, only very few (8% of those who refused) cited financial reasons (could not take on the costs or loss of income associated with treatment), however 35% of Roma in the same group referred to financial difficulties which became the most important reason for rejecting treatment. If the poor financial background would be in the same proportion among Roma as for the entire population, then the above 10% of those refusing hospitalisation would drop to 7%, which is not much larger than the 4% corresponding to the entire population.<sup>64</sup>

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<sup>62</sup> Data and information source: Characteristics of the situation of children and families with children in Hungary, 2006-2009. CSO, 2011 Manuscript.

<sup>63</sup> A study of minorities and discrimination in the European Union by European Fundamental Rights Agency: Report on the main results, 2009

<sup>64</sup> CSO-EHIS, 2009

Thus the overall picture regarding healthcare is two-fold: Roma have access to all services which do not cost money, so for example, the level of family doctor care is appropriate, but when it comes to services that cost (medicine, hospital care) this fact alone, cuts in half the numbers using such services.

Of the Roma population, 66.3% over the age of 19 suffer from some kind of illness, 16.1% from more than one illness, and 23% from three or more illnesses. Among the 20 most common groups of medical conditions the disease rate of Roma is at least double compared to the total population (e.g. malignant diseases), while in six groups it is more than fivefold (e.g. asthma, gastrointestinal diseases) and in three groups (vision loss, iron deficiency anaemia, infectious diseases of the lungs) it is more than tenfold. The higher disease rate also significantly contributes to very high (15.4%) numbers of those with disabilities and beneficiaries of disability benefits among Roma.<sup>65</sup>

Risk factors such as smoking – 77.4% of the Roma population smokes compared to 31.4% of the total population – high blood pressure – 87% of the Roma population suffer from high blood pressure compared with 32% of the total population – nutritional problems and lack of prevention are clearly influencing factors. A significantly higher proportion of Roma mothers smoke, or suffer the ill affects of regular second-hand smoke, compared to the majority of society.<sup>66</sup>

## **Conclusions**

Significant regional disparities typical of health care benefits have declined.

The preventive public health measures do not affect a sufficient number of the most disadvantaged social groups (eg. Roma women).

Children's health is closely linked to parents' social status (education, financial conditions). Improving and preserving the health of disadvantaged children with targeted, effective and complex programmes is necessary, while taking into account the characteristics of social status.

Disadvantaged social groups are particularly affected by abortion, early pregnancy, premature births associated with foetal and infant health problems.

Health indicator values are very negative among the Roma population, below the national average.

### **3.9 Access to housing and basic services**

The housing situation in Hungary is characterised primarily by no quantitative, but qualitative and affordability problems; furthermore, the financial crisis has set back the performance of the construction industry and thus the number of newly built homes.

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<sup>65</sup> CSO-EHIS, 2009

<sup>66</sup> CSO-EHIS, 2009

According to the Population Census of 2011, there were approximately 4.39 million homes; however, the number of uninhabited housing units was 477,000 (of which 25,600 housing units were used for other purposes). According to expert estimates only a portion of the stock are likely vacant and unused, but some are utilised as private rented homes. About 19% of these are non-comfort units or homes from necessity, and 8% are in the possession of local governments or other institutions.<sup>67</sup> One third of uninhabited homes are in towns or villages, one quarter in Budapest, and the rest in other cities and towns (the proportion of vacant housing units changes between 9% and 13% among different settlement categories); and more than a third of them are located in the Central-Hungary region.<sup>68</sup>

So, according to the data of the Population Census, 92% of populated homes, almost 3.6 million housing units were inhabited by private owners, and nearly 275,000 homes were in the rental sector.<sup>69</sup> About half of these were counted as private rentals (i.e. 3.7% of total occupied dwellings),<sup>70</sup> but experts estimate the proportion of private dwellings higher, at 4% to 8% of the total housing stock.<sup>71</sup> The causes of underestimation are insecure and vulnerable private rental relationships; which might be the cause for the registration of homes as vacant or as used for other purposes during the Population Census.

The proportion of community municipal tenements for the whole rental sector is 37%, while for the whole housing stock it is only 2.4% (about 103,000 housing units).<sup>72</sup> This ratio is extremely low considering the EU average. For comparison: In Austria 23%, in France and the Czech Republic 17%, while in most countries during the political change due to housing privatisation the rate of the rental housing sector was similarly low. The 2011 Census measured about 14,000 vacant apartments in the community municipal housing sector (among these accommodations about 22% are also of poor quality, with no amenities or emergency housing).

Based on the composition of municipal housing, more than 11% of people belonging to the lowest income decile, and 5.5% of those belonging to the second lowest income decile live in municipal housing. However, the demand for affordable rental housing and providing security for housing continues to grow and despite the hopeless prospects it might be about 45,000 of households that regularly appear related to the allocation of social housing waiting lists or tenders.

In summary: according to estimations, about 300,000 households may be in need of affordable and quality housing, while at least 150,000 to 200,000 homes are vacant in the cities, and there also are a large number of municipality-owned vacant homes.

The situation of Roma housing in Hungary today is significantly worse than the average population. Several data collections have examined these problems; the basic observations of which will be summarised below.

The analysis by Vera Domokos based on data collection of the Coordinating and Management Authority (NDA CMA) of 2010 relies on expert data collection (micro-region coordinators). This

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<sup>67</sup> [http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00\\_2\\_3\\_7\\_1.xls](http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00_2_3_7_1.xls) (downloaded: 9 September 2013)

<sup>68</sup> [http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00\\_4\\_3\\_1\\_1.xls](http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00_4_3_1_1.xls) (downloaded: 9 September 2013)

<sup>69</sup> [http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00\\_4\\_3\\_2\\_1.xls](http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00_4_3_2_1.xls) (downloaded: 9 September 2013)

<sup>70</sup> [http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00\\_2\\_3\\_1\\_1.xls](http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00_2_3_1_1.xls) (downloaded: 9 September 2013)

<sup>71</sup> József Hegedüs – Vera Horváth (2013): Annual report on housing poverty by 2012.

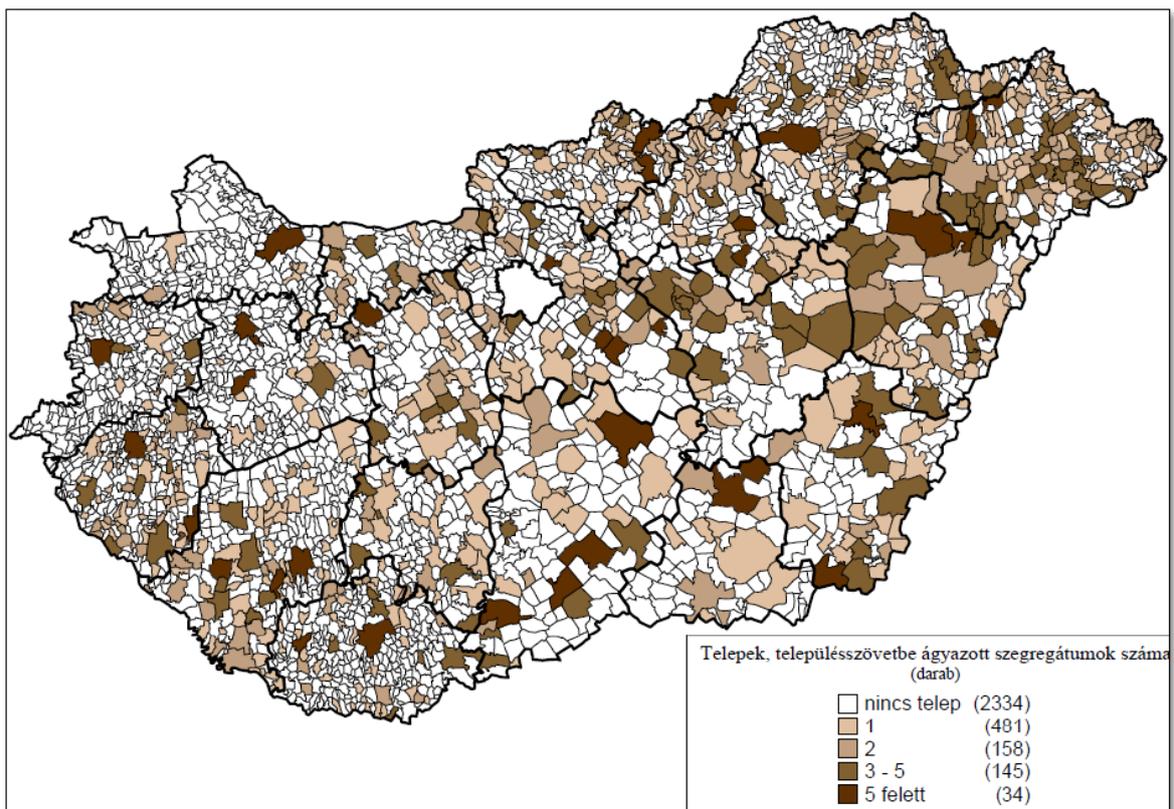
[http://www.habitat.hu/files/jelentes\\_vegliszoveg\\_web.pdf](http://www.habitat.hu/files/jelentes_vegliszoveg_web.pdf)

<sup>72</sup> [http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00\\_2\\_3\\_1\\_1.xls](http://www.ksh.hu/nepszamlalas/docs/tablak/teruleti/00/00_2_3_1_1.xls) (downloaded: 9 September 2013)

survey does not cover segregated villages; but according to expert slum census, "there are altogether 1,633 poor and Roma slums and/or settlements of segregation embedded in 823 settlements and 10 districts of the capital city". This means that one fourth of settlements experience social separateness within the settlement.<sup>73</sup> The same survey concludes that about 15% of slums are located on the outskirts, farther away from settlements, and two thirds on the borders of settlements. Domokos estimates the number of people living in the survey researched settlements is about 300,000. It is important to note that the survey did not cover the proportion of people living in settlements that are of Roma origin.

*Segregated settlements by districts (0-5+/district)*

### Telepek, szegregátumok száma és elhelyezkedése



*Forrás: Domokos Veronika (2010): Szegény- és cigánytelepek, városi szegregátumok területi elhelyezkedésének és infrastrukturális állapotának elemzése. Kézirat*

Citing the work of Hegedüs and his co-authors, Teller highlighted that, according to a data collection of 2006 – by a rough estimation and methodological simplification – about 160,000

<sup>73</sup> V. Domokos (2010): Analysis of the geographical location and infrastructural conditions of poor and Roma slums, and areas of segregation in cities by the collation of different data sources (public education, health, settlement development). Made on behalf of the NDA.

people lived in segregated housing conditions in cities with a population of more than 20,000.<sup>74</sup> The author also summarised on the basis of Kemény–Jánky, (2004) and Ladányi–Szelényi,<sup>75</sup> (1999) that 6% of Roma lived in completely segregated settlements – half are located in north-eastern Hungary – in the first half of the early 2000s, about 36,000 people. The majority of these totally segregated settlements are minor settlements while in Western and Central Hungary tend to dominate Roma settlements regarding Roma living urban environment with regard to Roma housing circumstances. This analysis compares the change of the circumstances of Roma housing based on the results of 1971, 1993 and 2003 Kemény survey and compares to the 2011 NIFYPP-CUB database. This supplemented with the 2011 Census data you can get a detailed picture of the situation of Roma housing condition developments. The data point out that Roma housing conditions have much improved, sharply decreasing the number of settlements, but the degree of separation has increased strongly in settlements.

*Housing conditions of Roma in light of several data collections in Hungary and the data of the Population Census, 1971 to 2011*

	1971 Kemény	1993 Kemény	2003 Kemény	2011 CUB *	1971 Census (total population)	2001 Census (total populatio n)	2011 Census (total population )
Proportion of people living in Roma and poor slums	65%	13.7%	6%		-	3%**	N/A
Ratio of people living in segregation (people who live exclusively or overwhelmingly in Roma environments)	65%	56%	72%	21.8%	-	N/A	N/A
Proportion of households living in homes supplied with electricity	56%	98%	98%	95%	N/A	N/A	N/A
Proportion of households living in homes supplied with water	8%	65%	72%	79%	44%	91%	97.7%

<sup>74</sup> J. Hegedüs – O. Eszenyi – N. Teller (2009b): Housing needs in Hungary. Urban research Ltd., Budapest, May 2009. [www.mut.hu/?module=news&action=getfile&fid=114874](http://www.mut.hu/?module=news&action=getfile&fid=114874) (Downloaded: 9 September 2013) and Nóra Teller (2011) Adaptation traps. In: Erika Kurucz (ed.): Roma research, 2010 Life Situations on the margin of society. Research results on SROP 5.4.1. research projects pillar, Budapest: NIFYPP <http://www.modernizacio.hu/download.php?id=589> (Downloaded: 10 September 2013)

<sup>75</sup> I. Kemény – B. Jánky (2004): Settlement and housing conditions. Speaker, 2004/4, <http://beszelo.c3.hu/04/04/13kemeny.htm>, Downloaded: 9 September 2013 and J. Ladányi – I. Szelényi (1999): Suburbanisation and ghettos. In: F. Glatz (ed.): Roma in Hungary. Hungarian Academy of Sciences, Budapest, pp. 185-206.

Proportion of homes supplied with flush lavatories ***	3%	49%	51%	68%	27%	85%	94%
Proportion of those living in adobe houses***	67%	20%	19%	N/A	N/A	N/A	14%
Proportion of one room apartments***	N/A	33%	28%	18%	46%	11%	9%
Number of residents per room***	N/A	2.27	2.4	1.94	1.99	1.04	0.81

Source: Teller 2011 cites the actual Kemény and CUB recordings, as well as the actual Census data. Legend:  
N/A = No data

\* unweighed sample,

\*\* based on the IVS Handbook ([www.nfu.hu/download/5215/Varosfejlesztési\\_kezikonyv.pdf](http://www.nfu.hu/download/5215/Varosfejlesztési_kezikonyv.pdf))

\*\*\*% of the number of occupied dwellings

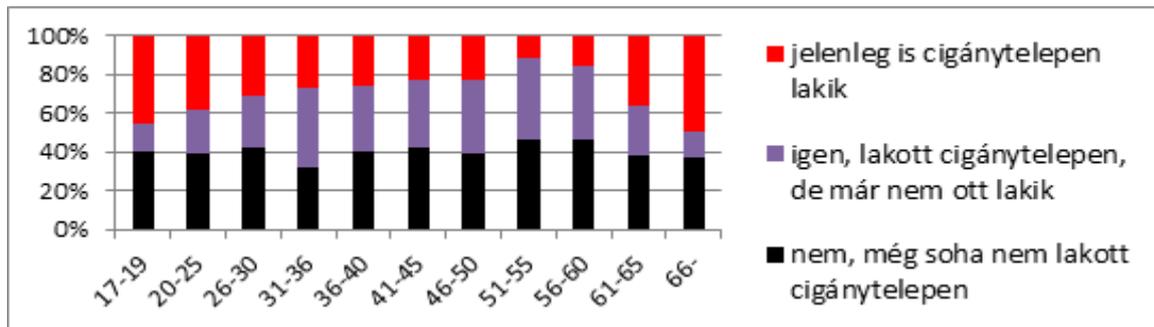
Additional surveys also confirm that Roma housing situation is significantly worse than the situation of general population. This housing exclusion appears in different forms: worse (often critical) housing quality, housing peripheral location and geographic concentration, which is often accompanied by illegal or uncertain legal status. According to the survey of the UN Development Programme (UNDP) in 2011, 29% of the Roma population in Hungary live in poor quality (ruined) dwellings; 30% have no access to public utilities for water supply, a third do not have sanitation facilities, and a huge majority (81%) use wood for heating.

The further analysis of the housing situation of Roma is carried out by exploring the impact mechanisms determining housing mobility going downward – to slums. According to analyses<sup>76</sup>, the national-level housing mobility rate is also applicable among Roma, and, consistent with that, the number of moves of people of 25 to 35 years (2.2) is much higher than that of older people (1.4). Examining the reasons for relocating in and out of settlements, the analysis concludes that 40.2% of respondents have never lived in a Roma colony or mostly Roma inhabited side of town, while 25.3% of them had lived once in their life in a Roma colony. Of respondents 7.8% have lived in a Roma colony several times, but do not live there now. Typically, those living in settlements are at the beginning or at the end of their careers, while the middle class and those younger than retirement age move out of settlements. This shows that a third of respondents had lived in a settlement at some point in their life, but do not live in one now. The proportion of people still living in a dwelling in a Roma colony or in a part of Roma inhabited town is 26.7%. Figures published in the study illustrate this:

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<sup>76</sup> Nora Teller (2011): Adaptation traps. In: Erika Kurucz (ed.): Roma research, 2010 Life Situations on the margin of society. Research results on SROP 5.4.1. research projects pillar, Budapest: NIFYPP <http://www.modernizacio.hu/download.php?id=589>. (Downloaded: 10 September 2013)

The role of the Roma slum in the history of housing: "Have you ever lived in a home located in a Roma slum or in a mainly Roma-populated part of the city or village?"



Source: Teller (2011) under the 2011 NIFYPP-CUB database

The main conclusion of the study shows that the general living conditions of run-down areas and typical settlement localities can justify the fact that "practically, hardly any respondents found it attractive residential environment, or because of job and studies chose the settlement as residents. On the contrary, the main reasons for leaving the slum are in relation to an improving life path: choosing a job, studies, moving away due to a bad environment and housing conditions, or becoming independent".<sup>77</sup>

Based on all of this we can conclude that moving to the settlement is one stage of a downwards path in housing mobility; in the life of an individual it means slipping rather than stability or ascension – adding not a few social cost interventions related to exclusion. Therefore, to life situations the planning of housing policy interventions is important namely, factors causing a decline in effective combination of responses.

School career interruption and loss of job become unmanageable affordability problems and are therefore, included among the reasons for the decline into a slum and assume that many families, as part of the survival strategy, will "choose" this existence as a crutch, or until mobility paths open up that serve the reaffirmation of necessary changes. This is part of job opportunities and access to education, to become a real option in the upward-moving of the housing market and maintaining housing.

Typical Hungarian housing problems are public utility charges and home loan debt, low proportion of rental housing, regional concentration of extremely serious housing problems, and decisive social separateness in living environment.

The National Reform Programme linked to the Europe 2020 strategy also handles the problems related to housing and the coverage of housing costs as top priority issues. Rising home loans and utility costs are particularly important in terms of household poverty indicators and for a number of children living in poor families. Secure housing conditions shaken by the economic crisis are the start for those of lower income groups, a broad spectrum, to fall into the most serious forms of poverty.

Housing benefits aim to prevent the accumulation of debt, which is primarily related to in-kind assistance helping to maintain current monthly housing expenses.

<sup>77</sup> literary work, p. 214

The Social Act provides debt management services to assist with large accumulative amounts of debt. The law only makes mandatory these services for cities with over 40,000 inhabitants and districts in the capital, in other settlements representative body shall be entrusted with the decision. Consequently, this service is only available in 4% to 5% of settlements; it must be noted, however, 40% of the country's total population live in these settlements.

The installation of prepaid meters (meters with cards) would be helpful for those disadvantaged. Service providers have only recently recognized the advantages provided by these devices regarding the accumulation of arrears and the reduction of existing debts; thus, there has been a sharp increase in their use in recent years.

Previously, grant scheme SROP 5.3.5.09/1 wished to develop a solution proposal for those seriously affected by long-term debt, with the experimental debt management program for the 33 most disadvantaged micro-regions defined by Government Decree 311/2007 (XI 17). The aim of this scheme was to develop and field-test a complex programme that supports the successful household management of those living in poverty, efficient access to banking services and job searches, so as to prevent programme participants from becoming indebted and achieving the settlement of existing debt.

Based on the resources and headcount figures assigned to the expanded public works programme (HUF 64 billion and 35 thousand people in 2011, HUF 137.5 billion and 271 thousand people in 2012; HUF 153.8 billion and 300 thousand people in 2013), it can be said that the number of participants and the size of the assigned resources have increased from year to year. Public works programmes contribute to the livelihood of people living in slums while ensuring the completion of primary school and the possibility of getting a vocation by means of the training opportunities assigned to public employment. A priority objective was to assist those living in poverty and social exclusion and those eligible for employment substitution support, as well as to provide labour market services and training during the public employment period in order to enable the public employee to take a job in the primary labour market based on the possession obtained.

On 4 July 2012, the Government adopted the Job Protection Action Plan, the primary aim of which was to preserve jobs and protect the employment of disadvantaged employees. To this end, it is increasing the competitiveness of employers utilising a disadvantaged or less competitive workforce by reducing the costs of employment. The measure allows for the subsidized employment of more than one million people. According to the data service of the Job Protection Action Plan in February, the employment of more than 650,000 people became subsidized, which is 40,000 more than in January and may continue to increase in the future.

Upon the introduction of the family tax benefit, the Government left HUF 180 billion with families, and further widening of the scope of beneficiaries is expected. The proposed new measure would expand the family benefit to 260,000 families from 2014. The essence of this measure is that those who at present are unable to fully claim the family benefit for their children from their personal income tax, are entitled to deduct it from the 7% health care and 10% pension contributions. Thus, maximum tax savings can rise to 33%.

The Government applies a number of measures to prevent home loss. The so-called winter eviction moratorium is governed by Act LIII Section 182/A of 1994 on judicial execution. Accordingly, the executor is required to postpone the enforcement of eviction with the assistance of the police where the eviction would otherwise take place between 1 December and 1 March and the evacuation concerns a residential property and the person obliged to evacuate the property is an individual.

The above measure is also a part of the assistance to borrowers in a foreign currency. The Government has made serious efforts to mitigate the massive consequences of granting loans in foreign currencies in the previous cycles. Without it, hundreds of thousands of families could have fallen into a most disadvantageous situation.

The second phase of utility reductions implemented by the Government constitutes a sort of lifeline for impoverished families who are living in worse and worse conditions due to the continuous increase of utility costs in previous years. As a result, Hungarian families are paying twenty per cent less for natural gas, power and district heating than a year earlier.

One of the most fundamental problems of recent decades is the lack of rental (social) tenements. The proportion of municipal tenements has decreased from 22% in the 90s to 4%, and the proportion of private tenements is about 4%. The fundamental problem of foreign currency home loans is that many are forced to buy a home beyond their means because of the absence of an extensive and legal tenement market. The acquisition of affordable, quality housing is a serious problem for average families who can not rely on the assistance of parents and relatives. Yet, the proportion of home ownership in Hungary is one of the highest in Europe: above 90%. Approximately 10% to 12% of the homes are substandard quality without amenities, reduced amenities or are housing out of necessity. At least 284,269, but not more than 315,085 people live in segregated housing conditions, which is about 3% of the country's population. There is no effective policy response, either, to the problems of those affected by homelessness and other forms of housing exclusion (e.g., arbitrary house occupation, residents without a legal title) and of those in danger, which could mitigate market failures. The Home-Building Programme of the New Széchenyi Plan places special emphasis on the increasing of the proportion of tenements, including the building of (community) social tenements. The Government developed short and medium-term action plans for the prevention and handling of housing exclusion.

The so-called slum programme was a significant programme of recent years intended to manage housing, municipal and regional disadvantages. Its aim was to improve living conditions and strengthen the integration of people living in segregated environments. The developments were aimed at so-called regional and municipal areas of segregation. Several methodologies are used for defining and identifying these.

The slum programmes were implemented in 48 localities between 2005 to 2009 (from a budget of HUF 3.5 billion). Though the programmes sought complexity, the absence of a coherent programme structure and the diversity of the funding background promoting the individual sub-programmes and the inflexibility of their use were major obstructive factors.

## **Conclusions**

Covering the costs related to housing is a fundamental issue in terms of the impairment of social security. To ensure housing, which provides basic security, preventive measures and services are necessary to prevent final termination.

Tenement housing is required to manage the housing problem, as their absence can be an obstacle to the complex programmes supporting inclusion.

Extensive information is available regarding municipal areas of segregation. Programmes targeted at this area were not sufficient or extensive in previous years, so complex programmes are needed based on continuous professional presence that put new, well-founded and comprehensive sectoral (employment, child welfare, social, health and housing) cooperation in practice. Clear methodology must be developed for the planning and evaluation of segregated areas to decide on either the rehabilitation or elimination of slums.

## 4 SWOT ANALYSIS

### STRENGTHS

- Existing long-term legitimate strategic documents in key areas (Roma issues, improving the conditions of children living in poor families, health care, employment policy, public education, regional development, equal opportunities, social inclusion, civil relations, nationality policy, housing and non-discrimination).
- An established stable institutional and organizational system in specific fields and coordination.
- Strong, concentrated Government coordination capabilities in the area of state and public administration and the creation of policy strategy.
- Strong Government and EU priorities to improve the situation of the Roma population, as well as inclusion and employment policy (Government Programme and the Europe 2020 Strategy including the relevant National Reform Programme).
- The principles of the cooperation between the National Roma Municipal Government and the Government ensure the involvement of the Roma community in the preparation, decision-making, implementation and monitoring processes.
- International (EU) attention, established coordination mechanisms and expectations (EU recommendations).
- Established monitoring system for the progress of social impacts and programmes, which include data and research.

### WEAKNESSES

- An economic environment hit by the crisis, social inequalities and poverty.
- The output of education, vocational training and adult education institutions is not consistent with the needs of the labour market.
- Unequal access to training, education and active labour market services.
- There is little data collection to measure the effects of interventions targeting ethnic Roma.
- The timing and practical coordination (in terms of enforcement) of different sectoral strategies (action plans) should be further strengthened by applying the National Social Inclusion Strategy as a horizontal approach.
- Financial schemes (national and EU) are excessively rigid in terms of social inclusion, which are tied to sectors, which do not meet the necessary requirements of flexibility to manage problems.<sup>78</sup>
- It is difficult to reach people in the most hopeless situation with inclusion programmes.

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<sup>78</sup> Although the institutional system for mediating EU aid has already been established in part, the good practical effects thereof are still not perceptible.

## OPPORTUNITIES

- Strengthening social inclusion as a horizontal policy within the Government.
- There are a number of good practices in civil, church and municipal areas in terms of social inclusion and the Roma issue.
- The regular communication of the successes and positive examples increases motivation and social support.
- Sectoral strategies and action plans for existing strategies are developed at the same time – their coordination should be continued.
- Large sample research and surveys on the target groups of the Strategy are available.
- The European Union's 2020 strategy pays special attention to reducing poverty and increasing employment. This, together with the EU framework strategy for Roma, helps increase the cohesion funds available for social inclusion and the development of human resources, as well as for their better targeted and more effective use.

## THREATS

- Prejudice against the Roma population makes it difficult to implement programmes resulting in positive discrimination.
- Ethnic background conflicts.
- Motivation to participate should be encouraged among Roma who suffer from severe handicaps and those in permanent need.
- Difficulties in monitoring the enforcement of social inclusion as a horizontal aspect in enforcement programmes, and lack of the interconnection in tender databases.
- The action plan of the National Social Inclusion Strategy is not exhaustive and does not include all actions designed for social inclusion.

## **5 OBJECTIVES OF THE STRATEGY**

### **5.1 Principles of the inclusion policy**

#### **5.1.1 Principle focus of inclusion on Government priorities**

The policy designed to promote the inclusion of those in permanent need, including, in particular, the members of the Roma community, the strategy and all related measures should form a theoretically established, comprehensive, long-term and pragmatic image. To this end, all state and municipal tasks must be prepared in such a way, both during planning and implementation, that they clearly and unambiguously include the aspects of inclusion. In drafting and adopting state and municipal measures and proposals, it should be considered at all times whether they comply with the principle and practical requirements of inclusion. The measures should contribute to achieving the numerical indicators undertaken in connection with those living in poverty as undertaken in the National Reform Programme developed in the context of the Europe 2020 Strategy.

#### **5.1.2 Inclusion-based development policy**

The so-called inclusion-based development policy is characteristic of Hungary, which links access to national and EU development funds to the mandatory creation of an equal opportunity situation analysis. In preparing these, it is particularly important to examine whether the aspects supporting inclusion of the disadvantaged, non-discrimination and support for people with multiple disadvantages apply to settlements, municipal associations and micro-regions. Another important measure, which should be further strengthened by means of detailed rules, is that development programmes should make access to municipal funds a condition of interventions designed to support the inclusion of the disadvantaged population living there or in the settlements and draw up a local equal opportunities plan, which aims to address the situation of people living in poverty on the merits. The term “inclusion” means support to increase the educational level and mental abilities and strengthen the work culture of people and groups concerned in order to establish independent and self-representation skills and overcome socialisation deficits, as well as the development of a support policy and instruments to that effect.

#### **5.1.3 Integration principle**

The policy supporting inclusion is intended to help strengthen social and national cohesion, increase social cohesion and solidarity and reduce the phenomena related to social segregation and the discriminatory social patterns of separation. The principle of inclusion must prevail so as to simultaneously comply with the principle of forbearance towards and inclusion of minorities, the European principles of democracy, as well as the values of individual and collective self-determination, independence and freedom. The bad examples of integration implemented without providing the necessary professional conditions weaken faith in democracy and, thus, result in an unintended opposite effect by increasing tensions in the community, separation and ethnic conflicts. Therefore, solutions that can effectively promote inclusion, integration and the creation of opportunities in an efficient way considering local circumstances must be considered

in each case and, in particular, in the field of public education. In order to establish inclusive education, it is necessary to develop concepts and practices that are based on a comprehensive situation report (see local equal opportunities programmes), are properly prepared (information to the general public, parents, teachers and children, review of school districts, planning of necessary educational, professional and physical developments, etc.) and include the participation of specialists and the various fields that promote the use of modern pedagogical methods and methodological tools and the retraining and education of teachers. They include, for example, methods supporting joint education, inclusive school environment and teaching methods, the inclusion-oriented renewal of teacher training, etc. (for details, see the section on the development of an inclusive school environment).

In this context, it is necessary to create a technical and methodological background (for example, additional pedagogical competencies that allow for integrated education in school (development educator, use of restorative and conflict resolution techniques, readily available educational programmes and tools, staff ratios, etc.)), which allows for improving the situation of all affected actors and participants. The primary tool to handle conflicts that arise during the enforcement of the principle of integration and, in general, the implementation of the strategy is the method of alternative conflict resolution, which means the inclusion of those concerned and dialogue aimed at a consensus. Effective conflict resolution indirectly promotes the development and strengthening of cooperation, and also creates a pattern to prevent additional unnecessary conflicts or the management thereof if they have already occurred.

#### **5.1.4 Complexity and concentration**

Aid, which is mostly available through tender, does not reach the most disadvantaged groups of society or improve their position substantially in the absence of sufficient complexity. A set of development programmes that are coordinated in terms of area, content, time, tools and resources that complement each other is necessary to ensure the inclusion of disadvantaged groups, settlements and regions, meaning, that only joint economic policy, rural policy, employment policy, education, health care, housing and social policy, transport and infrastructure measures can lead to measurable results. This requires strong central and local coordination. This can be achieved through the coordination of programme planning, timing and assessment in accordance with the objectives of the social inclusion policy. The effectiveness of the support policy should be increased through the design of long-term sustainable measures and programmes, establishing the consistency of documents justifying the support policy and documents created in the various fields (national, regional and local strategies and action plans) and the application of a differentiated support system that reflects regional differences and the resulting technical difficulties.

#### **5.1.5 Innovation and sustainability**

Conditions must be developed to ensure that innovations appearing in project-like developments become a part of the social service system, if they are to prove successful and eligible. The aspects of sustainability, systematic operation and the comprehensive development of the welfare system should already carry weight in the course of development. Successful programmes should not be maintained as a project, as long-term benefits can only be expected from social innovation initiatives if the experience gained from them allows for the development of comprehensive systems, legislation and institutional structures. A development policy is irresponsible and lacks the aspects of efficiency if it considers only the administrative success of each project and the payment of the available funds, but fails to take into account legal,

economic and organizational sustainability or social impacts. Innovation is a significant value, which we estimate and manage properly if we utilise the system and take care to secure it.

### **5.1.6 Gradual process: priority to target those who are most disadvantaged and prioritization of the most effective measures**

Since funding is limited, action priorities must be determined, which can be modified depending on the implementation and the changes. As regards the strategy, a priority is the improvement in the opportunities for the most disadvantaged and the elimination of extreme forms of poverty. In this context, priority must be given to measures targeting the roots and causes of the problem, that is, to measures that contribute to eliminating the perpetuation of poverty and reducing inequality and, thus, have long-term multiple effects. The most effective initiatives that result in the most powerful effects in terms of cost should also be given priority.

### **5.1.7 From a secure beginning to a secure future**

Aid systems that follow the way of life and its critical turning points should be employed to support the development of early childhood services through schools that create opportunities for solutions to bridge adulthood difficulties. Early childhood is an extremely important stage in life, as this is the period when the human investment is repaid at its highest proportion and brings profit, particularly in the case of the disadvantaged children, including Roma children, thus compensating or at least partly compensating for disadvantages at home. Disadvantaged children can become successful members of knowledge-based society only if the inherent conditions necessary to ensure a high standard of schooling are provided, thus promoting their successful school career (by means of early childhood talent promotion, day-care and at the primary, secondary and tertiary levels, as well as in vocational training) and labour market entry.

### **5.1.8 Comprehensive approach**

The legal, financial and technical coordination of sectoral measures and programmes is essential to launch complex developments that jointly affect the inclusion of disadvantaged groups: education, housing, social status, employment and health status. The labour market chances and social acceptance of members of groups with multiple disadvantages can be promoted only by applying means that improve their social skills and work culture and mitigate their socialisation disadvantages and educational lagging behind through integration work carried out in their own home environment. Applying the educational and employment instruments of the inclusion policy can bring results with this in mind.

### **5.1.9 Programmes based on personal responsibility and participation**

Comprehensive consideration includes the promotion of the activity and personal involvement of those concerned and strengthening responsibility for their own situation and that of their families. Following the creation of the National Social Inclusion Strategy, programmes need to be drawn up that are directly aimed at strengthening the independent life management skills of those concerned and developing a work culture that promotes entry into the labour market. They are necessary to break the deprivation cycles that lead to the transfer of poverty and disadvantaged status, as well as to support community solutions.

### **5.1.10 Community participation and the principle of support**

The representatives of the target groups, including, in particular, the Roma community, and local self-organized and public administration must also be involved in the planning, coordinating and arranging of inclusion programmes. In developing (generating) and monitoring the networks and projects to facilitate access, efforts should be made to employ Roma professionals, because it serves the social equality of the Roma and improves the enforcement of their economic interests. Special attention should be given and opportunities should be offered to religious communities where this is justified by their activities facilitating inclusion. It is necessary to raise the interest of local and regional level decision-makers, as well as the private sector and stimulate their participation for the implementation and success of inclusion programmes and measures.

### **5.1.11 Substantiated planning and regular measurement of effectiveness**

The planning and effective implementation of development and inclusion programmes aimed at those living in poverty, including Roma, can be successful only if measurable and meaningful information is available regarding the situation and the number of the target group and the results achieved. Therefore, we try to reach a consensus on the possible methods and means of ethnic-based anonymous statistical data collection that are appropriate both from the legal and privacy aspects. Over and above the actual programmes and social impacts, it is also essential to develop the comprehensive and standard monitoring and evaluation system of development strategies that affect the inclusion policy. Effective public monitoring systems need to be built and coordinated and cooperation between the institutions entitled to review the programmes and actions should be strengthened (comparison of their databases, mapping illegal practices, design of automations).

### **5.1.12 The National Social Inclusion Strategy is a Roma strategy, but not only a Roma strategy**

The social problems that severely affect Roma (other than racist statements and, to a certain extent, discrimination) do not concern Roma alone and, obviously, cannot be managed exclusively by Roma. For this reason, the strategy to improve the social conditions of Roma cannot be a strategy of interventions aimed at Roma only. The strategy targets social problems and problem areas, rather than social groups determined by personal characteristics. The measures aimed at the social and economic integration of Roma are primarily defined based on region (disadvantaged micro-regions and settlements) and social (e.g., disadvantaged situation, long-term unemployment, low levels of education, etc.) aspects, as well as their sectors. In particular, measures in the fields of education, employment, housing and health care should be designated primarily based on social and regional aspects. And in the areas of non-discrimination and culture (cultural autonomy), it is possible to apply ethnic-based targeting in certain measures. In accordance with the findings of the Development and Methodological Institute of the State Audit Office<sup>79</sup>, we treat as a principle that those projects specifically targeted at the Roma minority

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<sup>79</sup> Cumulative and assessment study on the extent and effectiveness of aid for improving and advancing the situation of Roma in Hungary since the political change. Development and Methodological Institute of the State Audit Office 2008 p. 61.

can only be justified if the disadvantage to be remedied is clearly and primarily ethnic-related. In addition, we obviously pay special attention to the impacts of the plans in progress on Roma planned in the target areas (which is a core element of this strategy), and on the involvement and participation of Roma.

The well-defined areas of the strategy ensure that the individual programmes and measures improve the social opportunities and quality of life of the Roma population in an effective and perceptible way. The education and scholarship programmes, as well as well-targeted employment programmes play a special role in this. There are based on the principle that cooperation and mutual efforts are the essential condition for success.

Given that problems linked to the Roma population are in many cases of a community nature, they often stem from communal conflicts or quarrels of uncertain circumstances that become unmanageable (resulting in serious tragedies), where appropriate, interventions should also be of a community nature. Following the experience of successful programmes, a "community nature" means, on the one hand, direct work with the Roma community in their home and, on the other hand, the involvement of the local wider "external" community is essential as well. In addition to integration into the world of education and labour, improving the viability and integration strengthening of local communities can be used as the basis for coexistence and security that is essential, but often missing today.

### **5.1.13 Framework agreement and co-decision system**

The Government of Hungary and the National Roma Municipal Government signed a framework agreement to strengthen coexistence between the Roma and majority population and build a common future. The Government's programme sets out the objective to improve the living conditions of Roma and promote their social integration. In order to achieve these objectives, the framework agreement places particular emphasis on job creation and cooperation in the field of education. The implementation of the complex objectives set out in the National Social Inclusion Strategy requires the parallel implementation and consideration of the plans included in the framework agreement.

## **5.2 Overall objectives and specific objectives**

The strategy sets out overall objectives and establishes a framework for the interventions of the various fields. Over and above the development principles that span policies, this also includes the development of a single indicator and evaluation system.

The objectives of the strategy, in combination with the system of Government framework strategies, contribute to improving the social and economic competitiveness of Hungary.

## 5.2.1 Target system of the Strategy – Overall and specific objectives<sup>80</sup>

<b>Objectives</b>	
<b>1.</b>	To reduce the percentage of people living in poverty and social exclusion, especially regarding the Roma population.
<b>1.1</b>	Promotion of the labour market integration of Roma and those in permanent need, and improve their level of employment.
1.1.1	Raising the education level of the working age population among Roma and those in permanent need.
1.1.2	Economic and business development for the employment of those disadvantaged with low levels of education (sectors with a high labour demand in the primary labour market, social economy, atypical forms of employment).
1.1.3	Improving the availability, quality and efficiency of labour and social benefits and services supporting labour market integration.
1.1.4	Development and extension of the system of public employment, as a value-creating work done for the community, and strengthening the temporary character of preferably personalized public employment as a way towards the free labour market.
1.1.5	Developing a support system that stimulates activity and encourages employment.
1.1.6	Alignment of the workplace and the family by means of atypical forms of employment.
1.1.7	Prevention of the continued growth of income inequalities.
<b>1.2</b>	Development of administrative and statistical data sources and information systems for the planning, monitoring and evaluation of policies and interventions aimed at improving the situation of children living in poor families and those in permanent need, as well as the Roma population.
<b>2.</b>	Preventing the re-occurrence of poverty and social exclusion.
<b>2.1</b>	Reducing child poverty.
2.1.1	Maintaining the level of social transfers affecting families.
2.1.2	Improving the availability, quality and efficiency of child welfare and child protection benefits and services.
2.1.3	Timely recognition and handling of developmental differences, early talent care and early childhood education and care.
2.2	Improving access to education of Roma children and children permanently in need.
2.3	Reducing school drop-outs without a qualification.
<b>3.</b>	Improving accessibility to social economic wealth with equal opportunities and strengthening national cohesion.
3.1	Improving housing conditions and the safety of housing, and expansion of housing facilities (rental housing).
3.2	Reducing municipal and regional segregation.
3.3	Improving the health status of Roma, those permanently in need and children, extending life expectancy at birth and improving access to health services.
3.4	Strengthening trust as the basis of social coexistence and reducing discrimination against Roma.
3.5	Involving those concerned in the design, implementation and evaluation of programmes.

The implementation experience and analysis results of recent years clearly show that the success of strategies is primarily based on coordinated action plans and programmes spanning sectors.

<sup>80</sup> The overall objectives are highlighted in bold, and followed by the breakdown of specific objectives.

Linked to Europe 2020 Strategy objectives, the target system of the NSIS provides an integrated framework for the subsequent action plans of strategies and the previously adopted strategic objectives, and establishes the conditions for a single strategic reference framework and system of reference indicators that are available to sectoral strategies. This ensures that different sectoral strategies and action plans, measures and programmes related thereto are planned and evaluated in accordance with the aspects of social inclusion.

## **5.2.2 International and domestic objectives of the EU 2020 Strategy**

By 2020, the EU as a whole (including Hungary) must fulfil the following five goals:

### **1. Employment**

It must be ensured that the employment rate in the 20-64 age group reaches 75%. (*Hungary: 75%*)

### **2. R&D/Innovation**

3% of the GDP of the EU (from public and private funds) should be used for investments encouraging research/development and innovation. (*Hungary: 1.8%*)

### **3. Climate change/energy**

Greenhouse gas emissions should be reduced by 20% compared to 1990 levels (or even by 30%, if the necessary conditions are met). (*Hungary: 10%*)

The share of renewable energy sources should be increased to 20%. (*Hungary: 14.65%*)

Energy efficiency should be improved by 20%, corresponding to 368 million tonnes of oil (Mtoe). (*Hungary: 2.96 Mtoe*)

### **4. Education**

The school drop-out rate should be reduced below 10%. (*Hungary: 10%*)

It should be ensured that at least 40% of EU citizens between the ages of 30 and 34 have a tertiary qualification. (*Hungary: 30.3%*)

### **5. Poverty/Social exclusion**

The number of those living in poverty and social exclusion, and for whom poverty and exclusion are a realistic threat, should be reduced by at least 20 million. (*Hungary 450,000 persons*)

The national objectives linked to the fight of the Europe 2020 Strategy against poverty are at the top level of the target system of the National Social Inclusion Strategy. This is followed by the improvement of the situation of children living in poor families and reducing differences between the Roma and non-Roma population, the regional differences and the mitigation of social separation.

### **5.2.3 Objectives of the framework agreement between the Government of Hungary and the National Roma Municipal Government**

- Improving the living conditions of Roma and promoting their social integration.
- It is a subsequent priority to replace abuse of power with non-discriminating public interest that admits Roma.
- A wider circle of Roma should acquaint themselves with the rights and obligations of citizens, the legal system and functioning of public administration.
- Expansion of employment, raising the level of education, as well as implementation of development programmes to improve the living conditions, scholarship programmes and employment support.
- These programs should be attended in due proportion by disadvantaged Roma and non-Roma children, young people and adults who are permanently in need, as their activity serves their actual advancement and inclusion.
- Improving the quality and expansion of education, vocational training, higher education and adult education possibilities.
- Promotion, through community centres, of housing conditions for those lacking the elementary living standards.
- Consolidation of the domestic economy through the restoration of previously existing subsidies and the introduction of new subsidies.

The numerical commitments required for the performance of the framework agreement between the Government and the NRMG are laid down in Government Decision 1136/2011 (V 2). The detailed action plans developed to achieve the quantified objectives included in the framework agreement are set out in the Annex to Government Decision 1338/2011 (X 14). (The Annex is available on the [romagov.kormany.hu](http://romagov.kormany.hu) website.)

## 6 TARGET (VISION)

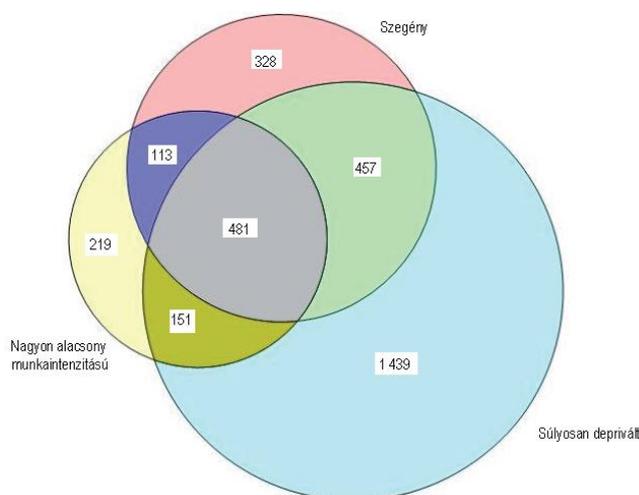
*The inclusion policy is intended to advance the management of the specific problem area strategies, dominant from the perspective of social integration, in the context of a single target system.*

The National Social Inclusion Strategy is a framework strategy with a ten-year forward-looking horizon, which is regularly updated. Over this horizon, its overall objectives are identical with the Strategy Europe 2020 objectives aimed at reducing poverty in Hungary.

In relation to the poverty-related objective of the Europe 2020 Strategy, Hungary commits to a 20% reduction in the rate of poverty for families with children, for those living in severe material deprivation and for those living in households of low labour intensity by 2020; which is equivalent to bringing 450,000 people out of poverty after eliminating overlaps in the population covered by the three indicators, meaning, that if the objectives of the strategy are achieved nearly 500,000 fewer people will live at risk of poverty or exclusion in Hungary in 2020. In 2008 2.83 million people were living at risk of poverty or social exclusion. Since then, this number has risen steadily in the wake of the effects of the crisis.

However, it is important in terms of the strategy that the indicators undertaken in relation to the EU commitment include not only those living in the greatest deprivation. The breakdown of the numbers show that the financial deprivation indicator is significant, as it practically includes a substantial number of persons classified as lower middle class. Such poverty is completely appropriate in the relative sense of poverty, since the impairment of the minimum financial security can easily result in this part of the population moving into the category of income poverty. (This part of the population is characterized by a lack of financial reserves and the reduction of non-essential expenditures.) On the other hand, it is highly likely that the nearly two million people who are affected "only" by financial deprivation cannot be qualified as being a part of the most disadvantaged population.

*Distribution of the population living in poverty or social exclusion in Hungary, 2012 (persons)*



Source: CSO Statistical Review, 2013/66, Vol. VII No. 66, 20 September 2013.

The social inclusion strategy aims to achieve an outcome that affects nearly half a million people, which is determined in the context of reducing poverty, resulting in an improvement of the situation of not only those who are best positioned among this population of three million people. Our goal is that interventions reach out to those living in the most severe poverty, including, particularly, children and Roma, in order to eliminate the perpetuation of poverty.

A particularly important item among the national objectives of the Europe 2020 Strategy is to reduce income poverty among families with children. The interventions and actions planned in the wake and spirit of the strategy strengthen the labour market position of families. Daytime small child care of adequate quantity and quality helps parents to obtain employment and maintain their labour market positions. Adult training services and public employment, which is considered to be temporary, have an important role in improving or maintaining the labour market position. Their availability and alignment with the labour market and local conditions is a question of primary importance.

The 2011 to 2013 action plan of the Strategy already provides reliable data about the differences of the living conditions of the Roma and non-Roma population. The main indicator in this area is the employment rate, which characterizes the root of the problems. In order to improve this (based on the framework agreement between the Government of Hungary and the National Roma Municipal Government), the aim is to include 100,000 unemployed Roma people in employment by 2015, provide marketable vocational and adult training to nearly 50,000 Roma adults with a technical school qualification at most, and include 80,000 Roma adults in basic skills development programmes (writing, reading, numeracy and information technology).

The business development and labour measures reach the most disadvantaged social layers and regions. As a result, employment improves and the competitiveness of regions and economic sectors concerned and, indirectly, that of the entire country.

According to demographic projections (obviously depending on the efficiency of social policy interventions), slow improvement is expected in the educational achievement within the Roma population. Researchers call attention to the importance of vocational training and the likely increasing demand for training offering secondary school qualifications. Based on the above framework agreement, 20,000 young Roma can acquire a marketable profession by 2015, furthermore, supporting the studies of 10,000 young Roma in obtaining secondary school qualifications, and assisting the preparation of 5,000 talented Roma to meet the conditions to participate in higher education.

A fundamental change will occur in this area through the creation of one million new taxpaying jobs during 10 years envisaged in the New Széchenyi Plan. A significant number of new jobs will be created in high labour-intensive sectors in the construction industry, agriculture and tourism. Significant economic development sources flow into the disadvantaged micro-regions. As a result of the measures of the inclusion strategy and in carrying out economic recovery and labour market measures, we monitor the lowest segments of the labour market, those with low levels of education or permanently unemployed.

Decreasing the number of households living in poverty with children results in fewer children living in poverty. In the wake of the improvement of the proportion of those living in households without an active wage-earner, the percentage of children living in low work intensity households will also decrease.

The expansion of the capacity of early childhood services, including pre-school and family day-care (by converting their financing in the long term) and extending the network of Sure Start children's homes, created from EU sources, as well as the provision of operational support to

those children's homes whose EU phase has closed, more children will have access to early skills care. In addition, the parents involved in Sure Start programmes can familiarize themselves with the importance of early childhood and learn how to help their children's development, who will more likely use pre-school services.

Owing to regionally targeted capacity development and encouragement of parents, the number of children with multiple disadvantages who attend pre-school from the age of three will increase.

Pedagogical programmes and scholarship programmes supporting the inclusion of children with multiple disadvantages, the retraining and methodological guidelines that extend the instruments of teachers, as well as expansion of all-day schools and the strengthening of remedial programmes result in the increase of students' effectiveness and the decrease of school drop-outs without a qualification. According to our national commitment under the EU 2020 Strategy, the proportion of those with a tertiary or equivalent qualification in the 30 to 34 age group will rise to 30.3%, while the number of school drop-outs without a qualification will decrease to 10%.

The education level of the Roma population will be closer to the average of the non-Roma population by the end of the ten-year period (the slow trend is shown by the most recent data). The increase of vocational qualification, secondary school graduates and tertiary degrees, which ensure a strong labour market position, will be much stronger than today and the differences between the Roma and non-Roma population in terms of secondary school graduates will significantly decrease by the end of the period.

As a result of more efficient health education, health improvement, information and prevention activities in the health care system (in collaboration with public education and child welfare and child protection institutions), the number of juvenile pregnancies will decrease, in particular in those regions where their number is abnormally high (northern Hungary, northern Great Plain, southern Transdanubia).

All children in need in the public education system receive free meals, which helps promote their healthy development.

Increasing the number of home paediatricians and nurses ensures more attention to children with multiple disadvantages.

Strengthening primary health care, general practitioners and home paediatricians will more actively take part in prevention, health education, health improvement and encouraging participation in screening tests. The Government and the NRMG support the participation of 150,000 Roma in residential screening tests and ongoing consulting on healthy lifestyles, as a result of which the health status of the disadvantaged/Roma population will improve. Positive changes can be witnessed in indicators, such as infant mortality, the number of premature births and the number of women pregnant at a young age.

By the end of the ten-year period, regional disparities will significantly reduce also in terms of social characteristics. As regards the phenomena and processes of social and regional separation, a fundamental change will occur in the social conditions of the most disadvantaged regions. The inclusion of LAU level 1 (formerly NUTS level 4) settlements, which currently include 174 statistical micro-regions, will significantly accelerate the inclusion of other regions by the end of the period.

## 7 AREAS AND INSTRUMENTS OF INTERVENTION

*The effectiveness of improvements requires coordination of the sub-sectoral strategies, the concentration of interventions and reinforcing of the planning, monitoring and evaluation systems.*

Enforcing the principles of the inclusion policy requires the development of a set of comprehensive instruments. Developing systems of evidence-based policy creation plays an important role in this. The principles formulated should be enforced through practical means, that is, procedural and methodological rules, when developing national and regional strategies and developments of different sectors. To this end, procedures such as preliminary impact assessment, periodic evaluation based on uniform principles and the thoroughness of targeting improvements should be made common. The aspects of effectiveness, sustainability, systematic operation and development criteria for supply systems should already appear in the preliminary impact assessment.

Even together with evaluation methods and methods of social impact assessment, it is an essential issue to ensure that developments with direct social impact do not increase social differences (erosion of social relations in the long term), but contribute to the advancement of the most disadvantaged social groups. Methods should be defined to ensure that developments actually reach those at a disadvantage. This concept (although it is used by several practice areas) does not have a definition developed in all areas, which in turn could be the operational instrument for targeting interventions and selecting those included in the programmes.

Realising the objectives of the inclusion policy requires strong central, regional and local coordination. To do this, it is necessary to specify the authorities and the competences to be assigned to the central public administration and its decentralised organisation and background institutions and the different levels of municipal governments in order to ensure social inclusion.

To promote the legal funding and professional coordination of sectoral measures affecting social inclusion, coordination of the work of various ministries concerned is necessary. In order to improve effectiveness, focusing on the outcome should be enhanced in the field of improvements and measures. Where relevant, justifiable, evidence-based, influenced interventions and measurable objectives along with expected results must be specified in regards to the inclusion of target groups. In designing interventions and measures, greater emphasis should be placed on preliminary impact assessments prepared using established methodology, in which priority should be given to present the social and economic impacts on the inclusion target groups. Impact assessment, preferably described with well measurable indicators, should have a greater role in the evaluation of accomplishments.

### 7.1 Child welfare

The dissemination of part-time employment, the introduction of extra GYED (child care allowance) measures and the expansion of children's day-care capacities help the alignment of family life, parenting and work. By facilitating access to employment for parents, having children as a risk factor for poverty could be reduced.

Particular attention should be given to the timely recognition of differences in physical and mental development, early skills care and care and education in early childhood (under 3 years

of age). A number of domestic and foreign studies prove that lagging behind in the subsequent stages of the (secondary) school career can be explained primarily by early childhood conditions and circumstances. The recovery of investments made at an early age is far more effective than subsequent interventions or compensatory interventions. The programmes should address not only children, but the involvement and active participation of the parents is required to achieve the desired (adequate) results. Early childhood skills care demands major inter-sectoral cooperation, so health, child welfare and educational developments should be coordinated to clarify responsibilities; in addition, coordination of human services and benefits listed must also be strengthened. To this end, legal and financial instruments are required that will engage in cooperation and coordinated action. The need to establish this kind of sectoral cooperation is equally necessary as the work that concentrates on further stages of childhood.

Considering that the former objective, that is, the legal definition of the terms “disadvantaged child” and “child with multiple disadvantages” entered into force on 1 September 2013, when Act XXVII of 2013 took effect, the future application of the new concepts should be encouraged in all sectors concerned. Efforts should be made to ensure that as many sectoral areas as possible introduce compensatory measures from birth to continued education, employment and starting a family in order to improve the opportunities of disadvantaged children and children with multiple disadvantages and young people.

Support provided to youth at school, preventive and corrective child protection services and services that support the welfare of families may also be placed on a new foundation; to this end, full time professionals should be employed in schools. School social work (and childcare) services, in combination with collaboration from parents of disadvantaged students, help students evolve their skills and opportunities in an optimum way, thus strengthening their social relations and social integration.

As regards the prevention of school drop-outs without a qualification of disadvantaged children and children with multiple disadvantages who live in poverty, and also beyond, particular attention should be paid to Roma girls, who are especially endangered by dropping out without a qualification, complete their elementary school studies and their chances for further education are improved.

The training and further instruction of specialists (physicians, nurses, pre-school educators, kindergarten educators, child caregivers, etc.) should be supplemented with modules that promote engagement with those disadvantaged and train effective techniques of parent involvement. The quality of the work in institutions of early skills care, pre-schools and kindergartens highly depends on professionals specialising in early childhood development and education being employed by the institutions.

The dissemination of programmes providing early childhood care with the involvement of parents living in poverty, along with the ability and integration into the system of innovative project-like services introduced typically with the help of EU funds was partly realized from 2012, with the introduction of the budget subsidy for Sure Start children’s homes, closing EU developments, and the inclusion of children home services into the system of child protection under Act CXII of 2012. A new target is to expand the network of children’s homes and the services they offer to disadvantaged settlements and parts of settlements, as well as to consolidate the position of the service, especially with respect to new entrants into children’s homes in the domestic system.

To ensure the possibility of effective and timely development, children's health status, cognitive, motion, speech and emotional development should be monitored from birth, and screening tests prescribed by law must be performed as well.

It should be reasonable to implement the expansion of the funds needed for child catering in a staged way: first to pre-school children, and then to school (secondary school also) children, including child catering in summer as well.

It must be achieved through the expansion of the capacities of family support and child welfare services so they can play a larger role in supporting the inclusion of excluded families, the socialising function of families and strengthen the role of parents, as well as the resolution of family conflict. Under the recent framework agreement between the Government and the NRMG, the Government will support the training of mentored Roma family support social workers, community developers and employment organisers selected by the NRMG, as well as assisting that they obtain work experience.

It should be achieved through the provision of effective regional coordination that basic services are established in every micro-region and that special services can be accessed routinely. It is necessary to establish clear professional standards – in some cases, protocols – and periodically measure the population's satisfaction with public services.

In order to further reduce child poverty, integrated programmes aimed at improving the inclusion opportunities of children and their families, which were introduced in the most disadvantaged areas (2007 to 2013), should be further developed and extended to more disadvantaged areas.

In disadvantaged small settlements, where there is no venue or programmes for parents with small children and children and young persons returning home from pre-school or school can spend their free time, they can participate in preventive and school inclusion programmes and be involved in local community life. Venues for children and young persons and a range of services involving several age groups should be created in order to increase the chances of children.

In the framework of the co-decision system, the Government and the NRMG, an infant and toddler protection and development system was created (and the existing one has been developed further), which will substantially contribute to the successful schooling of children living in disadvantaged communities and settlements including, in particular, Roma children.

## **Priorities**

Overcoming the disadvantages of children living in disadvantaged families at the earliest possible age, monitoring the children's development and early skills care.

In order to enhance the changes of small disadvantaged children and children with multiple disadvantages to high quality early childhood services and the chances of their parents for employment, expansion of places in day care for children, especially in locations lacking services or places.

In addition to regional and professional coordination in the most disadvantaged micro-regions, integrated micro-regional programmes tackling child poverty should be continued as long as possible. Establishing new Sure Start children's homes in disadvantaged settlements and parts of settlements promotes the physical, intellectual, emotional and social development of children aged 0 to 3 years, supports their families and assists in the early detection of problems. Domestic operational support should be increased to support the growing number of children's homes.

Development oriented to children and young people and serving several age groups should be implemented in disadvantaged small settlements where no services/programmes are available and the necessary infrastructure is missing.

Preventing drop-outs among Roma girls without a qualification should be promoted with targeted programmes involving personal support.

We should conceptually reconsider the scope of children, from children in need, who receive free child catering and free catering in summer.

The training and further instruction requirements of specialists dealing with disadvantaged small children and their families should be supplemented with knowledge and competences promoting the education and personality development of disadvantaged children and facilitating the effective involvement of parents.

Access to services necessary for families with children should be improved in areas with disadvantages, and the lack of professional capacities should be made up for as well.

## **7.2 Regional disparities**

Complex programmes designed to promote the inclusion of the most disadvantaged micro-regions, which were launched during the 2007 to 2013 period (LFF Programme), should be continued by including the experience of previous years. The novelty of the program is provided primarily by its complex view and the targeted regional and resource-based approach. The per capita support of the most disadvantaged (LHH) micro-regions was 70% of the national average before the start of the programme; today it is above the national average. The programme started as a pilot scheme for regional inclusion, which is recognized as good practice by the European Commission.

Based on the experience of LHH programmes during the 2007 to 2013 period, complex regional programmes are required in the new EU programming period that take into account the following aspects:

- the advancement of the most disadvantaged regions can be promoted by coordinated sets of measures observing the specific local conditions and needs, which also include strong job creation and economic development elements in addition to the elements that strengthen human capital, develop public services, improve the housing and public health conditions, as well as the development capacities that strengthen them;
- in addition to ESF and ERDF, rural development funding should also be included in the resources of LHH integrated programmes;
- concurrently with the design of LHH programmes, their transparent and stand-alone implementation structure based on strong central and regional coordination must be simultaneously developed (given that, in the case of these programmes, the coordinated cooperation of several basic and operational programmes is needed);
- direct state involvement is necessary for the types of development where very strong conflicts of interest exist within local societies or where the coordination of developments exceeds the locally available capacities;
- more time at the regional level should be allowed for planning and preparatory phases, and the opportunity for launching longer-term programmes and their process support, which appears in funding as well, should be created;
- attention must be paid to equalize the differences between the settlements within a region;
- regarding projects to integrate Roma, no programme should be launched without cooperation with Roma organizations.

All of these experiences make it clear that the advancement of the most disadvantaged micro-regions should be continually supported with the coordinated participation and resources of several sectors and within the framework of a strongly coordinated programme.

It is essential that coordinated and focused developments serve social inclusion also at the county level. Pursuant to Act LXXVIII of 1997 Article 7(2) c) in the course of urban development, regard must be had for strengthening the identity of the local population and preserving the diversity and richness of their cultural heritage. Pursuant to Article 118(1) d) of the Nationality Act, the national municipal government of the nationality exercises a right of consent regarding development plans that directly affect the given nationality.

While tackling regional level disadvantages, attention should be paid to stopping and reducing urban exclusion processes. To this end, the pilot programme launched in 2012, which targeted settlements that showed the first symptoms of isolation and existential impossibilities resulting from unfavourable economic trends, but where exclusion processes can be reversed by utilising catalyst support and the strength of the community, should be continued by processing and integrating the experience. On the other hand, continued professional presence needs to be ensured in poverty-stricken settlements, where the disadvantages have accumulated to such an extent over the decades that local communities can only be stirred, due to the lack of their own resources, expertise and information, by means of external development work and complex programmes. Not only services, but local economic development and community-level economic management can later be built on this professional presence.

## **Priorities**

The framework of complex interventions and the conditions for their integration into the local processes in the most disadvantaged regions should be established through the coordination of various operational programmes.

To reverse the exclusion process in settlements, complex investments should be launched to improve the unfavourable economic and social situation of those in permanent need and the lagging behind of settlements, community development and improving social capacities, and programmes should be offered to promote economic activity and provide for absent services.

### **7.3 Education and training**

According to the Public Education Act, it is a priority objective of public education to prevent the widening of the social gap and promote talent through education and teaching instruments. Under the law, public education as a whole should be defined by the values of fairness, solidarity and equal treatment.

The pedagogical culture of educational and teaching institutions should be characterized by aspiration for individual treatment, acceptance and trust in the child and student must prevail.

It is the public service duty of the Hungarian state to ensure, as laid down in the Fundamental Law, the right to free and compulsory primary education, free and generally accessible secondary education, until the obtaining of a secondary school diploma, as well as training for the first vocational qualification.

In addition, it should be the prioritised duty of public education to provide for early childhood development before school and to account for the special needs of children/students with special education needs or facing difficulties in integration, learning or behaviour and to support their most optimum development adjusted to their individual needs, as well as to establish possibilities for their most complete social integration.

### **7.3.1 Pre-school attendance**

The complex development of children aged 3 to 6 years requires a multi-player task system.

To provide early childhood education and care for all, it is necessary to ensure the development of pre-school care. One of the key issues is to provide integrated pre-school care for children with multiple disadvantages, particularly, Roma children, at an early age and to provide the conditions and incentives thereof.

It should include:

- Encouragement, with the involvement of nurses and staff of family support and child welfare services and the provision of pre-school benefits, the parents of children with multiple disadvantages must have their children enrolled in pre-school at the age of three. We must help parents so that the lack of funds (adequate clothing, travel expenses, etc.) are not an obstacle to pre-school attendance.
- The expansion of pre-school places should be continued and the availability of the service should be improved with special focus on settlements in the most disadvantaged micro-regions.
- We should improve the material, professional (e.g., appropriate group numbers) and human conditions (methodological preparedness, staff assisting educational work, mental health status) of the institutions, targeting settlements in the most disadvantaged micro-regions.
- Parents should be assisted in ensuring the development of the home environment and strengthening the prestige of women's roles by means of clubs for mothers and parents and parent training centres.

The complex development of children aged 3 to 7 years requires a multi-player task system.

- The institutions involved in social exclusion in settlements should be involved in the Integrated Pedagogical System, and systematic inter-institutional co-operation should be encouraged.
- The basic and advanced training of every pre-school educator should include training in dealing with disadvantaged children and children with socialisation deficits and the involvement of the parents. Educational programmes should include activities that assist inclusion aimed at making up the socialisation deficit.

When expanding pre-school places, it is important that a separate budget within public education developments continues to be available for this purpose and that the development focuses on settlements in the most disadvantaged micro-regions (47/33), where the number of children with multiple disadvantages is high.

In the framework of the co-decision system to be elaborated with the NRMG, the Government supports pre-school services provided in all settlements, which allows the enrolment of children in pre-school at the compulsory age.

### **7.3.2 Ensuring an inclusive school environment and strengthening the ability of education to compensate disadvantages**

As emphasized in the "Making Things Better for Children!" National Strategy (2007): "regardless of whether a child comes from a poor and uneducated family, or lives in a low quality segregated housing environment, or has a disability or is a migrant, or has excellent talents, he or she must receive adequate training throughout his or her life in the opportunity creating educational system that matches his or her abilities and talent and without influence from

preconceptions, stereotypes, biased expectations or discrimination. That is why this should be the top priority of the Hungarian education policy".

In order to stop the exclusion of disadvantaged children, including Roma children, it is essential to develop a legal environment, education management and inclusive school environment that support joint education and break social separation and the cycle of passing down disadvantages. The development (and improvement) of an inclusive school model and the mitigation of the differences in the quality of institutions should be basic aspects taken into account in developments affecting the regulation, control and coordination of public education and higher education and methodological developments. Among other things teacher training and a promotion system for educators or teacher evaluation system affecting education (national surveys, educator-professional audits) must be developed.

There are considerable differences in access to high quality school education due to regional differences and selectivity. The inequality in this area can be improved and the level of education in institutions threatened by exclusion and, thus, public education as a whole can be increased by using the central tools of education policy and the coordination of educational institutions and services to support equal access, as well as the targeted (e.g., regionally focused) improvement of educational institutions and services concentrating on the proportion of disadvantaged students under-performing in the nationwide survey. Over and above targeted methodological and infrastructure development, it is also essential to ensure the personal conditions (educators for all subjects, staff supporting educational work) and appropriate support services (school psychologist service, teacher supervision, methodological support, social work) as well. Eliminating the differences in the quality of education can stop the school migration of non-Roma students in the long run. The developments should be implemented in such a way that they do not encourage social separation.

It is essential to operate support and development systems based on the principle of opportunity creation (e.g., the Integration Pedagogical System), and to integrate public education institutions that, despite a high proportion of disadvantaged students, were less involved in the developments promoting inclusion in recent years.

In order to improve access to quality education and compensate for selection, it is necessary to provide complex development support to those institutions that under-perform based on the processing, evaluation and analysis of the institutional measurement results established in the context of a nationwide assessment and evaluation studying basic skills and capabilities. Strengthening the role of competence development should be a highlighted element of institutional development.

All public education institutions and educators should have effective means to combat discrimination, and serious methodological confirmation is necessary for the promotion of the school success of students with socio-cultural disadvantages (prevention of school drop-outs without a qualification, raising skill levels). It can also reduce the motivation for selection. Given the particularly unequal chances of Roma women, special support should be given to the success of their school career, full completion of their compulsory school attendance and increasing their level of education. It is an essential aspect in the course of developments that the education system should lay the basis for lifelong learning and the basic skills for participation in the labour market.

And an essential condition for the improvement of quality is the inclusion-focused and practice-oriented development of teacher training, as well as to enhance the prestige and financial and moral recognition of the profession.

It is also essential to improve the methodological tools of teachers (both in teacher training and further training) in order to enable them to ensure the school success of students with socio-cultural disadvantages and to be able to do their work with heterogeneous student groups as effectively as possible (state of the art and differentiating methods aligned with the individual development pace of students, competence development, preparation for lifelong learning, empirical learning, and pragmatic educator training). We need to create the possibility to facilitate that teacher candidates acquire the professional experience in institutions where high quality pedagogical work is conducted while the proportion of disadvantaged children is high. The relationship between teacher training institutions and public education institutions and good work practice in the field of inclusive education needs to be strengthened.

The following should be integrated into the curriculum in a practice-centred way:

- understanding family background and methods for facilitating communication should be incorporated into the programme of training for the better understanding of the child and more effective cooperation with the family;
- methods of cooperation with the members of different indicator systems, school-related institutions and the local community.

In order to shape the approach of both the majority and Roma population, and to achieve a successful inter-cultural dialogue, it is necessary to increase the number of active Roma teachers and to motivate them to remain in the profession at all levels of education. To this end, the number of Roma students should be increased in higher education, in particular in the teacher and pre-school education faculties. Material and organizational conditions must be provided to allow for the employment of students as assistants during training. It is necessary to improve access to education involving an increased number of hours and educational services and study circles that are targeted or available as extra-curricular activities in the school. The function of all-day education, day-care professionals and the role of boarding schools in decreasing disadvantages should be strengthened so that they actually help students who start with social disadvantages in preparation or even, if possible, provide them the opportunity for other educative occupations, sports and recreational activities. Nevertheless, it is appropriate to continue the participation of church and civil society players in exercising this function (remedial programmes). Coordinating all-day education and the operation of remedial programmes is an important task. In so doing, we should strengthen the relationship between the public education institutions and remedial programmes. We should strive to continuously ensure the working conditions of remedial programmes that have a great experience. Linked to these services, it is essential that the programmes provide catering to the students in need (if the child does not receive free catering). An important issue is to create the possibility of offering weekend programmes as well, since it is often a "dead" period in the countryside, as loitering and isolation is especially dangerous for young people. There is a need for the involvement of institutions, which are available to the general public also in this period, such as the e-Hungary network or remedial programmes.<sup>81</sup>

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<sup>81</sup> The e-Hungary programme is aimed at extending access to the Internet in all regions of the country, mainly focusing on lesser or regions not at all covered (disadvantaged settlements). The development and maintenance of such points can facilitate this for those who have no broadband Internet access at home for technical, motivation or financial reasons. The aim

The above interventions all contribute to reducing the level of school drop-outs without a qualification. In addition, it is necessary to:

- promote the assistance in transitions between the types of institutions and at the turning points from early childhood;
- ensure the flexibility of the tracks in education and interoperability between them, as well as to create a pedagogical process more adapted to the needs of the student<sup>82</sup>;
- develop and operate alternative school models and complex pedagogical programmes aimed at reintegration, which can accommodate school drop-outs without a qualification even in extreme cases (for example, programmes like the second chance programme to obtain an elementary school qualification, promote the success of vocational studies, continue interrupted studies, or broaden the scope of those holding a vocational qualification);
- establish cooperation between professionals and sectors (education, child protection, social, community culture and sports), concentrate and coordinate programmes and interventions in the practice areas, including the establishment of the framework for the cooperation of educational institutions and social and child welfare services, and establish the institutional and service framework of social work at school and social pedagogy;
- support the choice of career process in secondary institutions.

Create interactions between parents and local communities as a part of the pedagogical practice and the establishment of positive communication between the school and parents are objectives in the course of development that are aimed at and reach beyond reducing school drop-outs. This helps develop the inter-cultural competences of teachers and a parental attitude that gives top priority to the learning of children. This supports not only the effectiveness of education and teaching, but also contributes to a positive change in the mutual relation of the communities. In addition to the active participation of parents in the process, school/cultural mediators, Roma mentors, state institutions responsible for social inclusion, local churches, church and social organisations and communities also play an important role.

In order to promote equal opportunities, we should ensure that home schooling can not be a declaration of action against a "difficult to manage" child, a form of educational exclusion or selection tool. To this end, there is a need to develop educational tools, inter-professional collaboration and improve the effectiveness of control over the adoption process.

To avoid having a child declared disabled without any justification, the enforcement of the professional requirements must be ensured by means of continuous technical assistance and effective independent control in the context of the procedure established by relevant law and tests serving as the basis of expert opinion. In the spirit of prevention and in order to ensure the proper and timely development of children, standard procedures, professional contents and requirements should be developed in the areas of early childhood development, educational counselling and speech therapy. Modern and reliable exams, test methods and tools must be provided during the examination of children. Particular attention should be paid to avoid declaring a person disabled without justification among disadvantaged students, students in permanent care and Roma children, in order to ensure that the tests, methods and procedures

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is to have the widest possible access e.g. to the use of e-public services or to employ the assistance of professionals (so-called e-Consultants) who work there. There are currently 1,791 registered e-Hungary points in operation.

<sup>82</sup> Council recommendation 7951/11

applied separate the shortages arising from the possible ambient disadvantages when determining the actual abilities of the child.

To prevent criminalisation of children at risk, conflicts and small-scale offences occurring in school can, ideally, be prevented and managed by modern pedagogical methods within school walls and are escalated to an official level only when there is a real need. (The accredited training module should be noted here, which helps to avoid the criminalisation of vulnerable children and prevent and manage conflicts and small-scale offences occurring in school within school walls. Prevention Media Centre training provides appropriate crime prevention knowledge to teachers and supports them with modern pedagogical methods in the discharge of their duties.) Educational and child protection institutions should respond to school conflicts, child and juvenile delinquency and domestic violence by applying effective methods routinely. To this end, institutions need methodological development.

It is essential that health development, health protection and the prevention of disadvantaged children most exposed to risk for becoming victims of detrimental phenomena endangering their physical and mental health, prostitution or human trafficking, are also made an integral part of the educational process already in primary school. This requires prevention and awareness raising programmes; it is important that children are familiar with victim protection services, young girls are aware of their rights within the marriage, etc.

Expanding access to the possibilities provided by information/communication technology (ICT) is necessary in public education and vocational and adult training. It is essential to promote the IT development of schools and remedial programmes operating in disadvantaged regions. Access for disadvantaged/Roma to IT training should be ensured at the level of vocational and adult training as well.

### **7.3.3 Promotion and transmission of access to secondary and tertiary education for those disadvantaged, including Roma youth**

Everything must be done to ensure that those disadvantaged, including Roma youth reach secondary and higher education. It is necessary to increase the proportion of disadvantaged, including Roma, children in trainings ending with a secondary school and higher education diploma, as well as vocational trainings that give a marketable profession and allow economic integration. Access to secondary schools that give a secondary school diploma should be ensured both following vocational training that do not give a secondary school diploma and immediately after primary school. Linked to the transition from primary school to secondary school, it is important to ensure that Roma students with good results target institutions corresponding to their abilities.

The goal can be attained basically by strengthening the ability of education compensating for disadvantages and making it inclusive (through the implementation of interventions set out in section 7.3.2). Also necessary:

- individual support and assistance programmes and scholarship programmes aimed at the educational success of disadvantaged and multiply disadvantaged students, including Roma students (financial support should preferably be linked to personal support programmes and, to the extent possible, include performance expectations);
- complex programmes for secondary school students that expressly support the continuation of studies in higher education;
- further improved access to dormitories in secondary schools and higher education;

- strengthen the social support function of higher education in order to increase the proportion of disadvantaged and multiply disadvantaged students in higher education.

Aligned with the Széll Kálmán Plan, the Government of the NRMG improve the quality of and extend the educational, vocational, higher education and adult training opportunities in the context of the co-decision system.

### **7.3.4 Development of cultural and sport services**

The National Social Inclusion Strategy manages the culture industry as an innovative area. A basic requirement is to create the commitment and cooperation of co-sectors and key organizations (e.g., Hungarian Academy of Arts) in implementing the goals concerning Roma culture. It is necessary, but not sufficient, to fill the function of culture conservation. The changed conditions of the operation of culture must also be considered. New venues, communities and forms of culture are created, which either reinforce tradition or compete with the established practice.

The demand for inter-cultural dialogue follows from cultural diversity and is a prerequisite for the intent of mutual understanding. The innovation of Roma culture can build bridges between cultures that, in turn, establish a framework for cooperation and joint thinking, contributing to a change of attitudes necessary for the perfection of a society that encourage openness.

Act CXL of 1997 on museum institutions, public library services and community culture provides that the assets belonging to our cultural heritage are irreplaceable resources for learning about our past and present and are integral parts of national and universal cultural heritage, further, that gaining knowledge of these assets is a fundamental right of all human beings. Society has the continuous obligation to provide for the special protection, storage and preservation of such assets, as well as to make them broadly and equally accessible to the public.

It appears from national statistical data that the adult population and, particularly, a significant number of young and elderly people visit community culture institutions, and participate in some community culture programme or organized family event. These institutions are generally service provider institutions easily accessible to the local population, which have for decades been important venues for community life and culture of the population. This process should be strengthened and it is necessary to establish conditions for making them available to those living in disadvantaged situations. Libraries, community cultural institutions and e-Hungary points are effective “access points” in disadvantaged regions and housing environments. (See, for example, the library bus programme in Baranya County, which was implemented using EU funds.) It delivers modern library services on a weekly basis to 28 settlements mostly inhabited by Roma.) It is necessary to strengthen their role, support programmes that have been started and encourage the cooperation of cultural and educational institutions. They can acquire and improve their digital literacy in a state of the art IT environment in libraries and become familiar with the use of electronic databases in a non-formal learning context. The services and programmes of libraries are designed to provide equal access to information and knowledge.

As regards the Roma population, it is also very important to organise programmes and events that promote the preservation of diversity and richness of cultural heritage associated with the preservation of their nationality identity and understanding, nurturing and passing down traditions, cultural values and customs related to their history. The serious problems arising from and as a result of social exclusion (which threaten the cooperation and peaceful co-existence of the community) affect society as a whole, so we must develop a society open to the complex

problems of the Roma community and increase the acceptance of this ethnic group, and it is also indispensable to enhance the Roma community's self-esteem and awareness, clarify its faith in itself and its objectives, that is, to re-create the integrity of Roma society. To promote inclusion and social integration, community development processes need to be launched and active citizenship has to be improved with the tools of community education.

The tenders announced for supporting the implementation of Roma cultural events and the availability of cultural contents and products are designed to enhance the relationship and mutual acceptance of people from different cultures, and they play a role in shaping the social perception of Roma in a positive direction. Moreover, it is a tool, through the high-quality presentation of Roma values, to present Roma cultural heritage and pass it on to young generations. The aim is to strengthen the positive self-image the Roma ethnic group, as well as to move the topic designed to support the cultivation of Roma culture from the domain of social problems to the field of cultural identity.

It is therefore necessary not only to support the cultivation of Roma culture, but to create the conditions to allow the minority society to understand the values of Roma traditions and culture in Hungary and encourage multicultural programs.

We should create the conditions for the majority of the society to get to know the values and traditions of Roma culture in Hungary. Roma are the largest minority in Hungary that, in spite of its strong demand formulated for several decades, unfortunately does not have a multi-function complex cultural institution with nationwide competence, which could represent the presentation of Roma culture, art and science in a worthy manner. At present, institutions dealing with Roma culture are fragmented and predominantly serve only local cultural needs. The cultural heritage and knowledge base kept in many museums is unused. Recognizing this, the framework agreement of the Government and the NRMG foresees the establishment of a Roma Cultural Centre at the Europe level.

This can be followed in the next period by the development of the Roma Culture and Education Points in community centres, museums, the "Agora" in some county seats or integrated public spaces in smaller settlements. These points are intended to present and popularize the cultural treasures of local Roma culture and the disadvantaged region in question. The culture points provide materials for schools to teach Roma culture at a high level, which is now a part of the core curriculum, while the students, parents and teachers can be involved in the material collection by visiting Roma artists and people aware of the Roma identity, and then transfer the collected material to the culture points.

The impact of the programmes based on the system of cultural and sports institutions offering non-formal and informal learning opportunities and extra-curricular leisure programmes is expected in the promotion of non-formal and informal learning, social inclusion and the strengthening of active participation. This will help the personality development of children and students and enhance their creative skills and talent, as well as talent management and compensate for disadvantages, while efficiently developing different competences (thus contributing to decreasing school drop-outs without a qualification and creating chances for obtaining the knowledge to enter secondary school and the labour market) and improving their physical strength. This objective is supported by the launch of the sports programme for Roma youth as well (based on the active participation of NRMG), where it is an important task to increase the opportunities for integrated community and personality-shaping sports activities. The sport sub-project titled "Participation, Prevention, Child Protection and Services Programme to improve the life quality of vulnerable children and young people", implemented with the aid of the EEA Financial Mechanism, was launched with the same target. Professional training under the programme provides communication, developmental education and sports-related knowledge

essential for preventing school drop-outs without a qualification to physical education teachers who deal with children with multiple disadvantages, especially Roma children. The joint campaign "Let sport be your passion!" of the EMMI and the National Crime Prevention Council should be noted here, which seeks to draw attention to the importance of youth spending their leisure time wisely. Programmes of various civil organizations and the active role of the Hungarian School Sport Association, the National Student Sport and Leisure Sports Association for the Disabled and the Hungarian Olympic Committee can have an important role in ensuring the possibility to organize and accredit integrated events. Special tools are needed to integrate Roma children and young people into youth and education clubs.

The inclusion of Roma national municipal governments in the development and review of local sports development concepts can have an additional positive effect in this direction at the local level. At the micro-regional level, the intention is to create community centres and social employment and training centres that assist Roma to enter the world of learning and work. The activities of community centres should include training and learning of civic responsibility, household and management skills, horticulture knowledge, personal and environmental hygiene, healthy lifestyle, responsible family planning, as well as regular exercise, healthy eating, the prevention of smoking and excessive alcohol consumption, the importance of learning and training and the knowledge and learning of cultural values.

In this process we should rely on developments such as the Integrated Community and Service Areas, which have been created in order to retain the rural population and to expand the range and improve the quality and accessibility of locally available basic services through establishing multi-function service centres as a result of the reconstruction and technical upgrading of mostly unused buildings. They provide venues for community youth programs, the organization of community cultural events, conveying information to the public and businesses, operating public libraries or mobile library services, access to the Internet by the community and the implementation of health promotion programmes. They can also provide a venue for civil organizations to hold extra-curricular study groups and camps that support inclusion at school and prepare for secondary school, and to engage children.

It is very important to include disadvantaged people in sports activities. Sports offer young people the opportunity to break out, contribute to the development of a healthy lifestyle and strengthen the sense of belonging to a community.

Taking a look at the two decades since the political change, we find evidence of only very few Roma athletes and sports leaders. In 2007, one of the nominees of the Prima Primissima Prize was István Mezei, the founder of the Hungarian Roma football team and the European Roma Football Association. He also established a foundation to support Roma sport, which is named after János Farkas, a legendary Roma football player of the 1960s. The Roma boxing school in Szolnok is another important initiative. Similar initiatives could present new goals and open new perspectives to a lot of disadvantaged young people regardless of whether they are of Roma or non-Roma origin.

The themed camp announced in the context of the Erzsébet Programme and lead by well-known athletes and artists is an important initiative. The sports camps allow disadvantaged children to become familiar with the basics of kayaking and canoeing, judo, basketball and other branches of sport. It is an essential element that well-known athletes be involved with them.

The Moonlight Programme has been running for years and includes an all-night table tennis championship for struggling and disadvantaged children, as well as the organisation of regional clubs in several settlements and districts of Budapest (e.g., Szentendre, Zagyvaróna, Karancslapujtő, Salgótarján, Tiszaeszlár, Eperjeske, Nyírjákó, Pesterzsébet, Kecskemét, Gyomaendrőd, Szarvas, etc.).

The Hungarian Olympic Committee provides aid by tenders from state sources for the support of leisure sport and student sport programmes, where the tenders of organisations dealing with sports for multiply disadvantaged children and the involvement of families are given a priority.

The schemes of the Norwegian Fund to be launched in the near future are expected to provide for the funding of Roma Sports and Roma Girls projects. In addition, training of sports integration professionals working in LHH regions can become possible in the framework of the EEA financing mechanism.

## **Priorities**

In accordance with the agreement of the Government and the NRMG, the following are the priority objectives:

- 20,000 Roma youth acquire a marketable profession in 50 vocational schools involved in inclusion;
- 10,000 Roma youth can learn in courses ending in a secondary school diploma;
- 5,000 talented Roma can prepare for successful participation in higher education.

The infrastructural conditions for mandatory enrolment in pre-school from the age of three must be created.

To prevent school drop-outs without a qualification and guide them back into the education system, the school and extra-curricular support services should be strengthened in addition to their effective regional coordination. Remedial and Second Chance programmes as well as non-formal and informal learning opportunities undertaken by cultural institutions.

Scholarship programmes promoting the success at school of disadvantaged youth, including Roma, should continue to operate.

It is necessary to support the school career of Roma women.

To ensure the talent care and study success of Roma youth involved in higher education, the network of Roma special colleges should be maintained in the long term.

The training and further training of educators dealing with disadvantaged young children and students should include modules that promote the education and personality development of disadvantaged children and young people and the involvement of parents.

We should support educational programmes aimed at inclusion, the development and operation of all-day schools and operation of school dormitories, as well as the employment of professionals.

Measures should be developed to ensure that children who leave the school system without a vocational qualification at the age of 16 can obtain a vocational qualification. And participation in lifelong learning should be ensured for the older adults.

At the micro-regional level, community centres, social employment and training centres should be set up.

Support should be provided for sporting opportunities of those disadvantaged and Roma.

In addition to supporting Roma culture, we should also facilitate the majority population to get to know the values of Roma traditions and culture. To this end, the NRMG and the Government will jointly establish a European-standard Roma Cultural Centre and support, in the context of a tender system, the organisation of events designed to preserve, cultivate and distribute Roma culture. The implementation of multicultural programs should be encouraged.

Priority should be given to the inclusion aspects in the preparation and review of programmes and development plans involving nationality education and culture, and Roma national municipal governments concerned should be involved in the process. Assistance should be provided to the national municipal governments operating in disadvantaged regions to allow them to become familiar with and successfully participate in tender opportunities.

## **7.4 Employment**

In the area of employment, the main objective of the strategy is to increase the employment rate and promote the labour market integration of people disadvantaged in terms of the labour market, including Roma. This requires both the expansion of employment opportunities available to them and to clear the fundamental obstacles to their employment. Their active inclusion can be supported by combining the means of employment, cash benefits and personal services.

- Employee groups at a disadvantage in terms of the labour market include those with low educational qualifications, women with small children, people with disabilities, older workers facing retirement, as well as young people and Roma.

### **7.4.1 Entry into the labour market for those disadvantaged in terms of the labour market**

The primary objective continues to be the creation of as many jobs as possible in the primary labour market, that is, the competitive sector and to enable companies to provide jobs for as many workers as possible.

On the other hand, it is obvious that the primary labour market cannot at present offer proper jobs to those who have permanently dropped out of the job market. Partly because they live in an area where the primary labour market is weak, and partly because their employment as workforce requires complex support of their employability, that is, a kind of "incubation" is required.

Temporary employment is a transitional tool of the social economic system that is functioning as a "lock" to the open labour market. In addition, the state itself intends to offer work in the framework of public employment instead of social support to as many people as possible in the short term.

A system of employment-targeted support based on three pillars has been built:

- The first and foremost pillar is the promotion and support of employment in the open labour market by means including, but not limited to, targeted subsidies on wages and contributions, with special focus on micro, small and medium-sized enterprises.
- The second pillar is the social economy, which organizes the employment of the unemployed based on local opportunities partly from state aid and partly from private revenue.
- The third pillar is public employment, which is closely related to the transformation of the social benefits system to encourage work and in the context of which the state itself organizes temporary employment for those who are not being offered reasonable employment by the first two pillars.

In the system of employment support, the specific subsystems can be separated from each other while they should remain flexibly inter-operable, so that those concerned receive support that best suits their abilities and possibilities, taking into account the labour market potential of the given area. The system of public employment should be operated in a manner complementary to

the other two pillars, that does it does become a dead-end for those involved in public employment.

This requires, first, that public employment should not restrict the job search of the individual and, second, that it does not detract resources (potential orders and the potential labour force) from businesses.

An extremely important measure is to improve the employability of groups that are disadvantaged, inactive or vulnerable in terms of the labour market. In addition to stimulating job placement, social work, mentoring, the development of key competences, access to general and vocational training, temporary monetary support during these periods and the provision of personal services are required in this context.

The most important tools for the promotion of entering the open labour market are active labour market tools, meaning services, incentives and benefits that the state provides to unemployed persons to support and encourage their employment, improve their employability and reduce the duration of dependency on monetary benefits.

Emphasis should be placed on the development of labour market services. Within this framework, personalized mediation services, counselling and other assistance should be provided to the unemployed that effectively help their entry to or re-entry and continuation in the labour market.

Labour centres should pay special attention to the fact that the involvement of Roma in programmes is aligned to the proportion of Roma within the population.

In order to promote the inclusion of particularly disadvantaged Roma, it is necessary to prepare them for employment in public service hard-to-fill vacancies by means of supported training, personalised assistance, mentoring and supported employment.

Targeted and complex programmes should be offered to help Roma women whose employment rate is extremely low and whose employability is limited by specific factors even among the opportunity creating groups.

In addition to the programmes implemented by the National Employment Service and adult public education institutions, the Türr István Training and Research Institute (hereinafter: TKKI), employment programmes implemented by non-governmental organisations can also play an important role in preparing disadvantaged people for entering the labour market.

It is necessary to develop the social economy, which can build on local opportunities and local needs left unsatisfied by private companies and state institutions to organise local services into a market and create opportunity for the employment of unemployed and inactive people, in a disadvantaged situation in terms of the labour market, partly from state support and partly from private revenue. The aim is to create jobs by exploring new local employment opportunities and new sustainable economic activities, to improve the self-empowerment abilities of the disadvantaged, long-term unemployed, those fighting with difficulties in getting employed and Roma, as well as, in the longer term, that all these lead to open labour market employment.

The social land programme, as an active social policy instrument, is especially important in rural areas for those in long-term need, including a significant proportion of Roma households. It can significantly contribute to self-sufficiency and livelihood, and facilitates access to the labour market by disseminating the work culture and activating the participants.

In rural areas where becoming an entrepreneur is not realistic due to the absence of expertise, capital or entrepreneurial vision, but the lack of job opportunities calls for an intervention, community-cooperative enterprises can still be a suitable solution. This ensures community development and economic and business development at the same time, as it provides a

framework for training the participants for cooperative work, accompanying the development and operating processes and triggering economic activity in a community framework.

Priority should be given, through social economy instruments, to the development of professional knowledge of disadvantaged Roma who can hardly find employment, and ongoing advice and individualised social and mental help should be provided.

Public employment is a special form of employment, a type of subsidised "transitory employment", which aims to successfully transfer or return public employees to the primary labour market. The system of public employment provides greater opportunity for job seekers to have the right skills after leaving public employment to find employment in the private sector or become capable of self-employment.

The success of the Start-work programmes can be advanced by the engagement of mentors who, in addition to traditional mentoring, can help public employees return to the primary labour market with various kinds of advice, including lifestyle counselling.

In organising public employment, it must be ensured that it does not create unemployment, meaning that it does not restrict individuals in their individual job search, or detract human resources from businesses. The amount of income one can earn in public employment does not reach the current rate of the minimum wage; however, it exceeds the amount of social benefits.

One of the key conditions for returning from the system of public employment into the labour market is that those involved in public employment receive basic and continued training corresponding to the demand of public employment and the market.

Public employment is implemented in three areas: it is split between agriculture, work organized by local governments and public employment in the public sector.

After analysing the experience, value-creating public employment programmes and pilot programmes must be extended in the following fields:

- crop and livestock production, traditional canning,
- maintenance of dirt roads,
- production of biomass,
- clean-up of illegal waste disposal sites,
- programmes related to large construction investments, or
- Start labour programmes under agreements between the Government and municipal governments (e.g., building of bicycle paths, flood and inland water protection, etc.).

In addition to work, the training and education of those involved in public employment are also important elements of every activity.

## **7.4.2 Expansion of the system of vocational and adult training**

Workers are the most important resource of the Hungarian economy. The state, businesses and employees themselves must play their part in improving the competitiveness of the labour force. The task of the state includes, above all, to provide and stimulate, through vocational and adult education, training that is flexibly adapted to the needs of the economy, encourage enterprises to consider the training of their employees as a gainful investment and encourage employees to participate in training to be able to adapt to social and economic changes.

One of the priorities is to develop a vocational and adult training system, which meets the training demands of the real economy, is flexibly adapted thereto and ensures competitive knowledge.

The role of the Hungarian Chamber of Commerce and Industry (hereinafter: HCCI) has been strengthened in order to affirm the labour market relevance of training and to improve employment opportunities of those leaving vocational training and the competitiveness of the labour force. The framework thereof was set out in the framework agreement of the Prime Minister and the President of the HCCI signed on 11 November 2010.

Vocational training was reformed in 2011, and adult education was reformed in 2013 by creating a new legislative environment.

Act CLXXXVII of 2011 on vocational training:

- promotes practical training based on the dual system;
- provides for the introduction of a new type of generally three-year vocational school and sectoral vocational secondary school training programmes;
- further strengthens the system of student contracts and encourages the involvement of enterprises in practical training;
- strengthens the tasks undertaken in social inclusion by setting out inclusion modules;
- re-regulates the rules of adult reconnection.

Following the adoption of the Act on vocational training, the Government issued a new National Qualifications Registry, which made learned professions more transparent than ever before.

Act LXXVII of 2013 on adult education aims to:

- make adult education simpler, more transparent and more efficiently verifiable,
- ensure that it can improve the labour market effectiveness of subsidised training, increase the job-finding rate of those who obtained a qualification in adult education and move the number of participants in adult education towards the European average,
- ensure that the participants graduate from subsidised adult training with high quality knowledge and that the diploma obtained is equivalent with a vocational qualification obtained in the school system,
- better match the structural and content requirements of the labour market,
- make the system of access to adult education more equitable and that the introduction of inclusion benefits ensures equal access to services, the quality of services, the optimum use of social inclusion tools, as well as the satisfaction of adult education needs of the state related to disadvantaged target groups.

Adult education programmes are designed to encourage learning in adulthood, compensate for any educational deficits, adapt the time-worn competences to the requirements of today, increase the competitiveness of enterprises and contribute to social cohesion.

In adult education, the demand is created by multiple sources: the state budget, the income of businesses and the income of individuals appearing in the adult education market combined. This is supplemented by substantial EU support. The basic principle of utilising support is to increase, through support, the demand for adult education, equal access and the number of those involved in adult education, so that support is targeted where the lack of resources prevents participation in adult education. So the basic principle of the support policy is to minimize the so-called excluded effect.

Regarding training for hard-to-fill vacancies, special attention should be paid to the involvement of disadvantaged people, including Roma (see, e.g., the lack of nurses in health care). It is particularly important that targeted training complies with the labour market needs in a

verifiable way. Continuously updated county-level databases should be used to indicate the requirements. In defining skill shortages, attention must be paid to the selection of professions Roma women can also acquire.

The use of training and other tools embedded in employment can help increase the number of Roma working in the public sector. Market operators can be involved in training linked to employment through the development of incentive systems. Restarting night schools and extending non-traditional forms of training to disadvantaged groups can increase labour market activity.

The HCCI, Adult Training Directorate of the National Labour Office (hereinafter: ATD NLO) and county development and training committees have an important role with regard to vocational training, so it is necessary to develop closer cooperation between HCCI, ATD NLO, the committees and other players relevant to social inclusion (TFÁT, TKKI, NRMG).

In addition to the development of vocational and adult education, it is essential to expand the opportunities for lifelong learning, since it allows a more successful adaptation to the fast-changing needs of the labour market. This requires widely available training and competence development programmes and special training support that focus on those with low levels of education or those involved in public employment.

### **7.4.3 Economic and business development for the employment of disadvantaged people with low levels of education, primarily in sectors with a high labour demand in the open labour market and using atypical forms of employment**

The Government programme and the New Széchenyi Plan both assume that a significant number of new jobs that can be maintained in the long term can be created by businesses, so it is the task of the State to create favourable conditions for enterprises to do so. To do this, there is a need for mitigating the operating conditions of enterprises, a reform of the regulatory environment and the tax system, as well as aids to the new Széchenyi plan. In order to combine the expansion of employment and growth, an economic policy is required, which supports and encourages lawful employment. Onedirect means of supporting job creation, far from exclusive, which is supported by both national and EU funds.

Special attention should be given to economic and business development and investment programmes that support the self-employment and entrepreneurship of disadvantaged people, including the Roma population.

Particular emphasis should be placed on the development of Roma enterprises and supporting methodological and professional support that includes the process of counselling, mentoring and training.

Micro-credit programmes should be launched to help the self-employment of disadvantaged people and job creating social enterprises in the area of the social economy that are unable to obtain bank financing. Consideration should be given that subsidies combined with micro-credit, as well as the use of a range of financial instruments increase the sustainability of results.

It should be facilitated that, in certain parts of economic development programmes, business development support should be conditional on the training and employment of the long-term unemployed and people with low levels of education, especially the Roma population.

Eco-innovation programmes can significantly contribute to the dissemination of sustainable and competitive rural lifestyles along with the increasing of rural employment. In the promotion of green economy investment programmes related to renewable energy sources, job opportunities should be provided for the most disadvantaged groups, including Roma, in areas using semi-skilled and skilled workers.

Protection of the local market and local production (local use and consumption) should be strengthened through the restoration of previously existing subsidies and the introduction of new aid.<sup>83</sup> A certain part of these grants should be used for complex programmes that stimulate the production of disadvantaged communities and municipalities and activities that do not require expertise.

The State should set a good example and consistently exploit the rules in the field of public procurements, which prefer undertakings employing disadvantaged groups, including Roma. Along with appropriate information gathering and regional, as well as surveys of the labour demand of state and municipal investments and the disadvantaged inactive job-seeking working age population, public procurements related to state investments should give priority to the employment of inactive working-age people living in the area of the investment and prepare them for entering employment without jeopardizing the employment of active job-seekers in the region.<sup>84</sup>

#### **7.4.4 Improving the adaptability of Roma and people with multiple disadvantages in terms of increasing the flexibility of employment in the labour market**

A flexible labour market is a competitive advantage for businesses and can result in a significant expansion of employment opportunities for workers. Therefore, unemployment benefits that encourage job-seeking, labour market measures that effectively support the re-employment and ensuring opportunities for lifelong learning are required. Combined, these can create an environment where it is worthwhile for employers to employ more people, and employ them legally, and employees receive adequate help to adapt to the economic environment. Improving flexibility at work requires the development and dissemination of responsible corporate culture, the promotion of legal employment and improving health and safety at work.

Flexible forms of employment offer employment opportunities to groups of employees as well those unable to get a job in the traditional framework of employment.

The advantage of flexible forms of employment is that, on the one hand, they adapt well to atypical employment offers arising from life situations of workers and, on the other hand, it

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<sup>83</sup> Combining local production and local consumption with public catering not only involves the population of disadvantaged regions in employment, but also involves them in the health care system due to mandatory hygiene requirements, while contributing to a healthier diet as well.

<sup>84</sup> As regards developments from EU funds, the employment of unemployed or long-term unemployed persons, being an assessment criterion under Act CXXIX of 2003 Article 57(4) f) on public procurement, can be applied primarily in the context of public procurement proceedings to be conducted in the framework of certain tenders of the New Széchenyi Plan's Environment and Energy Operational Programme, Transport Operational Programme, Social Infrastructure Operational Programme and regional operational programmes, subject to consultation with the European Commission.

reduces the risks involved in the employment of workers with an atypical employment offer, thus mitigating the disincentives to be selected for a given job.

The spreading of atypical and flexible forms of employment helps contribute to an improvement in the reconciliation of work and family life, which can have a major role in reducing the poverty risk of having children and increasing the labour market activity of the disadvantaged. To this end, it is necessary to promote family-friendly workplace practices and develop family-friendly working environments, e.g. through the establishment of corporate and institutional child care and the development of alternative forms of childcare (e.g., family day care centres), to help parents with small children return to the labour market.

In addition, the reconciliation of work and family life can also become easier as a result of innovative local initiatives.

It is important to support enterprises and other employers to introduce solutions adapted to work schedules and work orders that help employees reconcile their obligations at work and in their private life, taking into account the needs of employees and groups of employees arising from their life situations and other lifestyle-specific needs.

## **Priorities**

The integration of the most disadvantaged workers (living in low work-intensive households) into the labour market is a particularly important target to meet the EU2020 employment and poverty objectives. To this end, it is necessary to target employment measures to the most disadvantaged groups, those with low levels of education, including, in particular, Roma and those living in the most disadvantaged micro-regions.

Pursuant to the agreement of the Government and the NRMG, 100,000 unemployed Roma should be involved in employment by 2015, and marketable vocational training should be provided to 50,000 Roma, holding a qualification exceeding vocational school, in the field of vocational education and adult training.

We should promote the involvement of 80,000 adult Roma in basic skills programmes (writing, reading, numeracy and information technology), and support around 2,000 Roma women to obtain training and work experience as family support social workers, community developers, occupational and health intermediaries.

A public work programme combined with technical training should be launched in the interest of the labour market integration of the long-term unemployed, including Roma.

The coordinated application of labour market tools and services and cash benefits can help the employment of disadvantaged people.

Economic and business development programmes should pay special attention to and include targeted programmes for the employment of disadvantaged people with low levels of education and Roma, primarily in sectors with a high labour demand in the open labour market, the social economy and by using atypical forms of employment.

## **7.5 Healthcare**

### **7.5.1 Health promotion and health protection**

According to the Semmelweis Plan, improving the health status and promoting the health of the population are social priorities. The best available health status is the fundamental human right of every Hungarian citizen. Good health is in itself a significant personal and social value, and it is also a personal and social resource. The good health of the population is a guarantee to sustainable economic growth. Maintaining and improving the good health of the population are our individual and social responsibilities.

The health development and health protection of disadvantaged social groups, prevention programmes and targeted information campaigns are essential to both restoring and retaining abilities and skills affecting employment and the school performance of children, and they are of great significance also in terms of general welfare, mental health and the development and advancement of healthy self-awareness and identity.

Prevention (including education targeted at physical and emotional hygiene) essentially begins already in pre-school by accepting children, providing support for adults/child peers as models and involving the parents as partners. People friendly prevention campaigns are needed in order to directly inform the target group, which should involve the demonstration of personal examples and positive examples with the involvement of civil organizations, which encourages healthy lifestyle, health awareness and development of a healthy environment.

Another important tool of primary prevention and the development of a health-conscious approach is to encourage participation in public health screening tests by using mobile medical examination centres. This should be combined with campaigns related to the improvement of life quality and health promotion, especially with regard to children, those living in segregated residential areas and the most disadvantaged micro-regions, including the Roma population. Roma women are a priority target group: they should be assisted primarily with campaigns covering issues of conscious family planning, early pregnancy and preparation for a healthy pregnancy, as well as programmes that inform about health and social services, review opportunities to support awareness programmes in order to prevent or remedy potential medical/mental emergency situations.

In addition, every family with children should have access to health services and information about care systems and services. The 0 to 7 age group and their parents should be treated as priority target groups.

In order to succeed, it is important to involve local civil organisations in the planning and implementation of programmes; it is also essential to include health professionals in self-awareness, communication and sensitising trainings.

Considering that there is no data collection based on ethnicity in health care (e.g., a declaration regarding ethnicity linked to the social security number), data can be generated by estimation based on the nationwide ethnic proportions based on all service users/participants (in the case of Roma nationality, 7% of the total population), which can be interpreted only at the aggregated national level.

## **7.5.2 Reducing the imbalance in access to health services, health improvements**

Reducing disparities in health status requires effective inter-sectoral cooperation from strategy building to implementation, which, in turn, calls for the active involvement of communities concerned. Improving equal opportunities and the efficiency of access both demand the gradual elimination of regional and professional disparities in the publicly financed health care system and its reform and renewal aligned with local needs. It is important to mitigate the differences in access and quality of services, and increase the quality of care and improve patient satisfaction. In particular, the new integrated operating method of primary care is broadening and treating special access and patient organisation problems of those in disadvantaged and the most disadvantaged regions. Particular emphasis should be placed, in the framework of public health affecting all layers of society, on increasing health prevention programmes, the gradual reform of the attitude toward health and establishing the social acceptance of individual responsibility. Reducing social inequalities demands the coordination of Government activities, complex synergistic interventions, specific programmes and adequate resources, in full accordance with the aspects of the inclusion policy and the interests of target groups.

As regards specific implementation, it is necessary to encourage local, regional and service providers' cooperation to establish praxis communities and micro-region primary care centres and to better integrate the work of municipal, civil and church organisations engaged in special domestic care, hospice care and social care. It is necessary to facilitate the implementation of culture change programmes in various areas: in settlements, workplace, schools, in connection with adult education and within the health care system. In this context, we will ensure the availability of preventive services and screening tests. We will improve the prevention services of primary care close to the population. We encourage physical activity. We support the programmes with effective health communication.

In order to reduce the number of abortions, which is more common than the average among disadvantaged families/women, we should elaborate the free or discount application of a variety of contraceptive methods in a personalized and needs-based way and prevent unwanted pregnancy through the transfer of knowledge concerning family planning and contraception. All this requires joint thinking and action on the part of professionals dealing with this set of problems in different sectors.

In order to facilitate disease prevention, nationwide programmes should be launched to ensure that those in need, especially children, have access to vaccination and healthy food and the creation of a healthier environment, which can be a gainful investment in terms of the health budget both in the short and medium terms.

A complex approach should be applied to handle the specific problems of those living in segregated areas (a large number of Roma), which includes targeted prevention programmes, raising awareness of individual responsibility, access to healthy housing and environment and the preservation thereof, the improvement of employability, as well as access to services.

We should continue the development and implementation of micro-regional settlement health plans, with a special focus on the most disadvantaged micro-regions and settlements with multiple disadvantages.

It is important to involve trained Roma in the planning and implementation of health programmes targeted at Roma. Institutions of society should be examined from the perspective of Roma as users and beneficiaries of services. At the same time, it is essential to implement programmes that support the increase in the number of Roma who obtain vocational qualification in the health sector, as increasing the number of Roma involved in vocational and higher health education and encouraging the employment of Roma professionals (district nurse, nurse, physician, social worker,

etc.) in health care institutions are required to improve access to health services and reduce discrimination.

Under the recent framework agreement between the Government and the NRMG, the Government will support the training of mentored Roma health care mediators selected with the involvement of the NRMG, as well as that they obtain work experience. It is necessary to integrate anti-discrimination elements into the training curricula of institutions providing medical and other health training, and to introduce the training of Romology in all areas of the training of physicians, health care and social workers, and later in all educational institutions. Anti-discrimination elements should be introduced and strengthened in the training of physicians and other institutions involved in health training.

The characteristics of the health situation of Roma and current interventions justify the development of a health policy that responds to the problems and the development of target group-oriented and evidence-based planning, implementation, evaluation and monitoring system.

A number of projects specifically targeting Roma started/start from 2012, where the participants could voluntarily declare their nationality. All of these programmes supported the deepening of local, regional and service providers' communities and the development of praxis communities and micro-region primary care centres (praxis programme, Swiss-Hungarian Cooperation Programme).

A number of programmes have been launched within the EU public health and health promotion projects that involve screening tests and lifestyle counselling.

In addition, there are programmes that have strengthened the network of district nurses and the expansion of their preventive activities, as well as the work of the municipal, civil and church organisations that provide home care services, hospice care and social care.

By incorporating the experiences of the programmes launched, the objectives of the Semmelweis Plan foresee that it is necessary to further strengthen the preventive, health education and health promotion roles of those involved in primary care, to reform the preventive attitude of the primary care by family doctors and to establish a complex incentive system by including other health care professionals.

### **7.5.3 Development of infant, child and youth health**

There is a need for a large-scale development of basic child health services, in particular in disadvantaged regions. Today, the number of physicians dealing with infants and children is critically low compared to the work. This situation especially affects the most disadvantaged micro-regions. In designing the infant and paediatric human policy programme and services, special attention should be paid to balancing the capacity deficiencies.

District nurses have a key role in terms of the health status of disadvantaged permanently in need families and children, so strengthening the district nurse network integrated into primary care as a whole is particularly important. In particular, a heavy burden rests on district nurses in disadvantaged micro-regions where they often work in segregated areas with a large population. In planning the district nurses' career model, attention should be given to motivating district nurses working in difficult locations and ensuring their financial and social recognition.

There is a need for developing and transferring uniform and modern knowledge and methods to professionals in the children's primary care (district nurses, family paediatricians) in order to

increase the efficiency of their work, and to parents to enhance their parental consciousness and competence regarding the child's development, care and raising.

In the early years, families are mostly involved in primary health care, so these professionals have a tremendous opportunity and responsibility in the foundation of optimum development in early childhood. Early detection, screening and early development are priorities to reduce the high number of infant mortality and premature infants (live births with a low weight). In order to mitigate the risk factors affecting health, disadvantaged families should preferably be identified before the child is born to provide them with targeted health services as early as possible.

The relationship between primary child health care and professional care, and that of social and primary health care and public education should be further improved.

Targeted services covering the whole country should be established to treat mental problems in the childhood and teenage years. Furthermore, in order to mitigate the serious supply shortages in the areas of child and adolescent psychiatry, children's mental health centres should be set up, the network of school psychologists should be broadened and the mental health care of children living in state care should be organized.

## **Priorities**

In order to improve access to health care, incentive and support programmes are required to reduce the number of permanent family doctor, family paediatrician and district nurse vacancies, particularly in disadvantaged regions and settlements.

All efforts and activities should be supported that make personality and its sets of relationships more sophisticated, more mature and suitable for filling their expected social/societal roles and preventing and overcoming lifestyle and mental difficulties, behavioural problems and diseases.

It is necessary to improve the relations of Roma and health care to prevent and eliminate any form of discrimination.

Targeted programs should be launched to improve the health status of Roma women.

Targeted prevention and screening programmes and information campaigns must be provided for the sake of the health protection of disadvantaged social groups.

We must ensure that 150,000 Roma participate in screening tests and receive continuous advice on healthy lifestyle.

We should improve the conditions for training of disadvantaged, including Roma, children for a healthy lifestyle, regular exercise and a healthy diet, including the prevention of smoking and excessive alcohol consumption and drug prevention, paying special attention to disadvantaged regions and settlements.

Sport programmes should be launched for Roma youth relying on the active participation of the NRMG. In this framework, we wish to involve around 30,000 Roma youth in community and personality-shaping sports activities.

In order to strengthen the system of early childhood intervention, programmes should be initiated with the participation of the sectors concerned (mainly the health, social and educational sectors).

## **7.6 Housing**

### **7.6.1 Household maintenance benefit; debt management**

Managing housing problems is typically an inter-sectoral task, so institutions coordinating social inclusion instruments play a special role. Some services of the social sector and programmes aimed at addressing housing problems can be effective if they can ensure the coordinated management of complex problems leading to housing insecurity.

The housing benefit system significantly changed effective 1 September 2011: the income threshold of eligibility increased from 150% to 250% of the retiree minimum pension, thus expanding the circle of those entitled to this benefit. Another important change is that the Social Act defines the preference to provide the housing benefit as an in-kind service. From 1 January 2012, increasing the targeted use of the housing benefit is even more pronounced as a supplement to the reforms initiated in the previous year. The amendment of the Social Act and its implemented decrees ensure that the regulations on the content, form and process of data exchange between the public utility providers and the authority establishing the benefit and the cash flow generated by crediting the benefit have become standard at the national level in order to make the provision of the benefit as an in-kind benefit in a more streamlined way. As a result of the change, municipalities are not required to enter into individual agreements with companies providing services in settlements, but only to follow the legal provisions so that they have a wide opportunity for the provision of the housing benefit in kind.

The dissemination of pre-paid meters is an important element of debt management.

There has been significant progress in this area in recent years due to the fact that some of the service providers have recognized the advantages provided by these devices both in preventing the accumulation of debt and reducing existing debt. Thus, although the quantity of installed pre-paid devices shows a deficit compared to the expected level, it can be stated that certain progress in their dissemination has been made in recent years and this process is currently ongoing.

In addition to the further development of debt management, it is necessary to prevent further indebtedness of the population by providing information and propaganda. Targeted educational materials should be developed to the most vulnerable population groups (young people, pensioners and the unemployed), which demonstrate the consequences of indebtedness and also give advice on the management of family resources. Debt management services should be made available to those living in small rural settlements.

Planned Government measures to freeze the most important public utility costs by various means (official pricing, curbing extra profit) are also fundamentally significant. In addition, the housing benefit means an ongoing contribution to utility costs, which can potentially prevent the accumulation of debt.

The measures to be developed to manage (foreign currency) debt also aim to maintain housing and prevent social exclusion. The tenements concerned can become the basis of the new rental housing system. (Local governments, however, do not have the funds to resolve social housing. Nevertheless, EU financial instruments have opened up interventions aimed at resolving the integrated social housing of marginalized groups.)

There is a need to flexibly restructure the system of residential social policy support, primarily to create opportunities for mobility and better access to job opportunities. In addition, it is also essential to strengthen the control mechanisms that counteract the use of grants in areas exposed to inland waters, flooding or other environmental health hazards.

## **7.6.2 Slum programmes, social urban renewal, social housing**

Section 12 of Government Decision 1657/2012 (XII 20) on tasks regarding the review of Government strategic documents requires that the minister of human capacities develop, over and above other strategies, a housing strategy related to complex slum programmes, which provide the basis for planning measures aimed at managing slum-like housing in the 2014 to 2020 EU programming period.

The area of competence in the housing strategy mainly covers the improvement of segregated living conditions, that is, the most important findings and action proposals are expected in this area. The other recommendations primarily correspond to preventive tools against the reoccurrence of housing marginalization. A part goes beyond the actual scope of intervention of the draft strategy targeting slum-like environments affecting wider sectoral policy issues. The strategy reports in sufficient detail about the efforts, errors and lessons of domestic slum programmes, summarizes the experience with social urban regeneration initiatives and outlines the forward-looking conclusions that can be used in the future.

Following acceptance of the target system and proposed content elements of the housing strategy and the acceptance and approval of specified guidelines and presented slum typology definitions, etc., the targeted programmes of the 2014 to 2020 planning period can provide a major breakthrough in the elimination of domestic slums and the integration of residents.

The fight to eliminate slums should continue, building on the forward-looking experience of the past. As regards the preference system of interventions, instances of extreme housing exclusion should be eliminated first. In doing so, priority should be given to the swift closure of small and wild slums, as well as to manage the worst housing situations in terms of the quality of life and health risks. In the case of slums larger in terms of size and concentration (situations involving entire settlements), strengthening the settlement pattern relations, outward mobility, easing poverty, reducing housing density and the availability of services should be promoted so as to avoid creating segregated services. One of the biggest risk factors and responsibilities of interventions is that developments should not contribute to the conservation and maintenance of social separation. Measures promoting social separation are contrary to EU guidelines and restrict and prevent the paths leading out of extreme poverty. Access to public services and the possibility of integration should also be improved by applying settlement-type elements, thus ensuring the possibility of continued social work. Along with these, the elimination and rehabilitation of slums can be an effective integration tool if it is part of a long-term complex programme combined with long-term social and employment elements. A key role should be given in this respect to the possibility of job tests and subsidised employment opportunities and, as a minimum, integration into the social economy. Complex development programmes targeting the integration of people living in slums and slum-like housing environments should be integrated into the development plans of urban and municipal settlements.

In order to consistently take conscious integration measures, it is essential to settle the legal status of slums and clarify the ownership relations and lease contracts.

In defining the direction and technical and professional contents of slum programmes aimed at segregated areas, particular account should be taken of economic and social possibilities that are different in various regions of the country depending on the location of the settlement, its distance from economic centres and the size of the settlement. In the case of interventions, it is important to rely on local resources and strengthen these capacities, which can be supported also after the closing of the specific intervention in order to strengthen the sustainability of results. So it is particularly important to take into account the characteristics listed above, however, at the level of professional principles, all programmes must represent the same criteria. A

fundamental condition for successful implementation is to strengthen and rethink the previous programmes and implement them more effectively.

The possibilities for the disadvantaged, including Roma, to access healthy and sustainable housing with adequate public services can in many cases be ensured only through social housing. The effective integration of families into the labour market and schools may not be expected without ensuring access to the minimum level of housing conditions as understood today. If provided, it will not only improve their employment mobility, but also enhance their health status in parallel with the increase of their life quality, and break the transmission of poverty, as the necessary basic conditions are fulfilled. In addition, it is a direct interest serving the wide layers of society to develop a social housing policy that is also able to manage the impacts of the economic crisis. The number of social tenements should be increased primarily by means of renovation and construction and, subject to the availability of appropriate resources, acquisition of housing (e.g., as a part of the measures to manage debt related to housing loans). Additional rental properties can be made available by means of long-term municipal property leases. The development of residential real estate owned by church and civil organisations can also be involved in the social housing support programmes. The tenement management of municipalities should be made more efficient in order to expand social housing, and the allocation of vacant rental properties should be accelerated and integrated into the complex inclusion and de-segregation programmes concerning marginalised groups, including Roma. Through the further development of the State-Supported Tenement Programme, the support of renting based on social conditions should be made a condition in the implementation of complex solutions to increase the population retention ability of small settlements, which includes the improvement of employability and elements aimed at de-segregation.

Similar to slum programmes, complex social urban rehabilitation developments ensure the physical regeneration of living environments and the possible expansion of its functions, and support the integration of disadvantaged populations.

Priority should be given to the inclusion aspects in the preparation and review of urban development plans affecting housing, and Roma national municipal governments concerned should be involved in the process. Assistance should be provided to the national municipal governments operating in disadvantaged regions to allow them to become familiar with and successfully participate in tender opportunities.

Through the enforcement of the regional approach as a general principle, the strategy envisages the elimination of social separation not only within settlements, but also within the region. In planning public services, we should determine the regions where the availability level of basic public services is extremely low, and the public services that are essential to the people living in the region. In order to manage the problem as a whole, ensuring equal access to basic public services is essential for the people living in the most disadvantaged regions.

Innovative solutions and, linked to them, proven good practices and examples should be more involved in the implementation. It is worthwhile to couple the tasks of different sectoral policy areas in order to improve housing efficiency (giving priority to home renewal trades in training, which can alleviate employment problems as well).

Those living in slums also have a responsibility in the sustainability of the system. Strengthening ownership through volunteering, encouraging health and environmentally conscious behaviour, services delivered to the place of use, positive examples and the active partnership of the official players have their role in developing responsibility.

The dissemination of environmentally conscious attitudes can have a useful and community building role strengthening sustainability (construction from natural materials, alternative heating, separate waste collection, water treatment, etc.).

## **Priorities**

Tackling the complex problems leading to housing insecurity must be ensured. Debt management services must be extended to small settlements. Providing micro-credit programmes should be an alternative to usury loans, utilising experience gained thus far.

The system of state housing benefits should be revised in order to promote the housing of families, improve housing conditions and mitigate the risk of losing one's home and reduce the household maintenance burdens of families. Healthy and safe social housing excluding separation must be ensured through the reform of the social rehabilitation slum programme, social rental apartments and housing allowances.

Programmes should be launched to rehabilitate the housing stock and living environment of segregated, low-infrastructure urban housing estates, as well as to promote the employment and social inclusion of the people living there.

Complex programmes aimed at improving social, community, education, health, employment and housing conditions should be implemented to promote the social inclusion of people living in slums and slum-like residences.

## **7.7 Involvement, raising awareness, combating discriminative phenomena.**

### **7.7.1 Parties concerned and involvement of civil society organisations**

Social inclusion can only be based on dialogue with and the active participation of those living in poverty and inclusion communities – including Roma. It is not just consultation, but the empowerment of those living in poverty, and of the Roma community and its members. In addition to the above tasks, Council conclusions on the European Framework for National Roma Strategies<sup>85</sup> highlight promoting the commitment of the Roma community as well. The promotion of the active participation and empowerment of Roma are fundamental tasks that should be implemented at the national, regional and local (and EU) levels in the course of decision-making, implementation and monitoring. Consideration should be given to each measure and how these basic goals can be implemented more effectively. As a part of the process, it is a priority to strengthen the role of Roma civil society, promote the civic and political participation of Roma, improve the capacities of civil organisations, involve Roma in all areas of political life and strengthen their representation in institutions, as well as local, national and EU-level elected bodies.<sup>86</sup> Council conclusions also call for the active involvement of all parties in the EU at local levels to ensure the progress of integration. The local population, self-organisations, civil organisations, churches and trade unions should also be involved in the design and implementation of projects.

To ensure that the Roma community is represented and managed by more competent leaders and professionals, there is a great need for programmes providing higher education and (even international) professional experience to promote the success of young Roma, for which a number of examples can be seen in the non-state sector.

Engagement in decision-making is also ensured by the framework agreement entered into by the Government and the NRMG. Its first section sets out the development of a co-decision mechanism, which extends from areas affecting the inclusion of Roma, to participation on the preparation of legislation, and participation in the call for tenders and decisions regarding national and EU programmes. The mechanism manifests at its highest level in the work of the Coordination Council for Roma Affairs, which is chaired by the Prime Minister and co-chaired by the President of NRMG.

The promotion of partnership and cooperation and, thus, the program-level dissemination of best practices and the exchange of experiences, as well as the joint study of evidence-based policies and successful methods can multiply the effectiveness of individual players in return for relatively little effort. A mechanism should be developed for the dissemination of good practice, which should be associated with organisations that can help access target groups. There is also a need for national and international networking and the expansion and development of existing initiatives<sup>87</sup> (e.g. European Roma Platform).

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<sup>85</sup> Council Conclusions st10658/11

<sup>86</sup> COM (2011) 173

<sup>87</sup> Council Conclusions 9029/11

Inter-sectoral co-operation and the reasonable use of capacities are also encouraged by the Commission's Communication on an EU framework for national Roma integration strategies<sup>88</sup>.

The development of coordinated social dialogue is the task of the Government, so the objectives referred to above are supported by a dialogue forum established during the last three years, such as the Anti-segregation Round Table, Coordination Council for Roma Affairs and the Roma Coordination Council. The Human Rights Workgroup, comprised of leaders from the central public administration, and the Human Rights Round Table, made up of civilians and experts, are also intended to support collaboration between sectors.

We consider important the involvement of the players and concerned parties, namely, the "Nothing without them" principle appears as an independent intervention in the 2014 to 2020 plan in the form of strengthening social integration and active social involvement of disadvantaged people and Roma and supporting the civil organisations of Roma women.

### **7.7.2 Two-way raising awareness and communication**

Social integration is impossible without the intention of the majority to encourage openness. That is why raising awareness among the majority towards integration and lagging layers is also required (of course, in addition to legal safeguards against discrimination). Raising awareness is a complex and lengthy process, and is most effective in childhood - that is, in the field of training and education. Regardless of the above, shaping the views of adult society – towards a supportive attitude – is also essential in order to achieve the objectives of social inclusion.

Campaigns targeted at the general public and trainings organised for those working in social, health, public administration, judicial and law enforcement areas to apply non-discriminatory practices are important direct means of shaping attitudes and raising awareness. However, the most effective way to break down stereotypes is the establishment of frequent interactions concerning the object of the stereotype and, thus, necessitating understanding roles differing from the stereotypes. The support and promotion of Roma culture can play a vital role in the first steps. As the cultivation of Roma culture contributes to shaping social attitudes of Roma in a positive direction, in addition to supporting the cultivation of Roma culture we should also create the conditions for allowing the majority of society to come to know the values of Roma traditions and culture in Hungary.

A very good example in achieving this objective is the tender supporting Roma culture that was announced from domestic sources in 2012 and 2013, and aimed at strengthening a Roma's own positive self-image and to ensure as much as possible that the topic concerning Roma is moved from the domain of social problems to the positively accepted domain of cultural identity. This shows that the tender calling for supporting Roma culture is a stop-gap measure, which fully complies with the functions and objectives of the strategy.

The preservation of Roma cultural values and institutions, the development of the organizations thereof and the promotion of the use of national languages are important tasks, to which national municipal governments and cultural institutions (community culture institutions, libraries,

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<sup>88</sup> COM (2011) 173

museums, arts organisations) can significantly contribute with their activities. Culture carries a message that is understandable and enjoyable by common people in all branches of art and helps to accept and understand the characteristics and uniqueness of being a member of a nationality. The presentation of their own culture contributes to the reduction of prejudices against Roma and can strengthen public acceptance.

We should support the operation and development of existing Roma cultural institutions, the foundation of a Roma theatre, museum, gallery, library and an independent radio and television studio, and provide for the ongoing operating conditions thereof. The implementation of multicultural programs should be encouraged. Emphasis should be given to the widest possible participation in non-formal and informal learning occasions implemented by cultural institutions to promote social inclusion, as well as talent management. There is a need to provide scholarships and targeted tenders for Roma artists and promote the regular appearance of Roma artists and traditionalists in the media.

A successful information campaign can include raising awareness of the consequences of bias, providing ongoing, fair and credible information to the general public about the actual difficulties and problems, as well as successful programmes to resolve them and bring benefits to society as a whole. This information can shape people's opinion and contribute to their support or involvement as voluntary helpers, as the case may be. To do this, ensure more room is also provided in the media to actors with disadvantages or who are members of various nationalities, especially Roma.

In terms of prejudiced thinking, a fundamental change can be achieved through specific programmes that require the cooperation, collaboration and joint actions of Roma and non-Roma and support the employment of Roma experts in public services, public administration and the media. These programmes promote not only the access of disadvantaged people to and their trust in services, but also makes the service system more sensitive to social inequalities.

Information, and the varied and positive presentation of communities, can achieve a more fundamental change, increasingly affecting public thinking on the employment of Roma in marginalised regions for sociological reasons. Such areas include education, health care, national defence, police, public administration, social areas and the media. The programme for Roma civil servants should be extended to a wider range of practice areas (e.g. National Development Agency, intermediate bodies). Those who are Roma nationals can present new aspects to the affected institutions and organisations and their presence can influence the attitude of those around them - whether they are Roma or non-Roma.

For example, since 2004, the Ministry of the Interior has been organising summer camps for Roma secondary school children, which guides them towards the law enforcement profession. Participation in the camp is free, and about 40% of the participants are admitted to the law enforcement school. In order to recruit the disadvantaged, the Ministry of the Interior regularly provides information to Roma vocational secondary school children and organises conferences on the requirements of becoming a policeman.

The police have been operating a Roma scholarship programme since 1996, which is aimed at guiding Roma youth towards a career in law enforcement. Under the programme, county police headquarters support Roma children involved in secondary school training. A similar program is operated for Roma students involved in higher education, which is supported by the National Police Headquarters (hereinafter: NPH). The National Prison Service Headquarters and the National Directorate General for Disaster Management also launched similar programs in the 2012/2013 academic year. These are all good practices for integration processes in sensitive areas, which should be followed.

The establishment of the Roma inclusion network can also be a forward-looking instrument. This was based on cooperation from the NRMG and Budapest and county government offices, as a result of which one hundred Roma could begin their work as referees in district (Budapest district) offices on 1 July 2013.

As regards professions, where professionals are continuously working with people coming from disadvantaged situations or different cultural backgrounds or people who encounter prejudice from the majority of society more often and their problems, appropriate communication, conflict prevention and management training are particularly important, focusing on the social integration of women, minorities, children and other vulnerable social groups. (Such areas are, for example, health care, education, social and child affairs, law enforcement professions, etc.).

It is essential to develop relationships between administrative and human services and the beneficiaries of such in communities thereof, as well as to initiate and maintain continued social dialogue between Roma and non-Roma communities, specific institutions and agencies (e.g. local authorities, judicial bodies or the police) as well as among disadvantaged and Roma communities, which can help establish a set of relations based on recognition of and respect for each other, with efforts to solve problems.

Communication and conflict prevention training are available to the police (focusing mainly on the social integration of women, minorities, children and other vulnerable groups). In addition, training in the recognition of racism are also held, and conceptual training elements concerning nationalities, including, in particular, communication with nationalities, the issue of tolerance and acts of violence against nationalities are included in the further training material of police officers (social and communication skills, legal and administrative elements, measures restricting personal liberty, protection of public order).

It can begin with communication and subsequent changes primarily, and can produce results for the first time here at the local level. However, genuine mutual acceptance can only develop if these interactions are not limited to specific scenes and actual problem-solving, but if they can provide an opportunity for getting to know each other in the context of e.g. leisure programmes facilitating the joint actions of various communities, thus avoiding categorisation and a shop window effect. So efforts should be made to increase the number and quality of links between Roma and non-Roma communities.

One of the key tasks is to strengthen the active citizenship of Roma, involving them in all areas of political life and strengthening their representation in institutions, as well as local, national and EU-level elected bodies. It is highly important that as many Roma as possible are involved in programmes that especially concern Roma.

In line with the provisions of Act CXXV of 2003 on equal treatment and the promotion of equal opportunities, Government Decree 321/2011 (XII 27) on the rules of drawing up local equal opportunities programmes and equal opportunities mentors and EMMI Decree 2/2012 (VI 5) on the detailed rules of drawing up local equal opportunities programmes, every municipality and micro-regional association is required to set out the tasks necessary for equal opportunities in an Equal Opportunities Programme. As a result, all nearly 3,200 settlements in Hungary must have a development concept that improves the situation of Roma as well.

Every opportunity creating programme must reflect the interests, objectives, responsibilities and commitment of Roma and non-Roma living there in relation to the inclusion of local Roma communities, which in turn can be determined only if local communities discuss and decide what and how they need to improve the life of the local Roma community and, indirectly, the local community as a whole.

The aim of communication is to allow members of the public to understand that Hungarian Roma are a domestic resource for the economy, culture and public life for the entire nation, which facilitates joint promotion and joint enrichment: so economic competitiveness is a condition of achieving social competitiveness, of which support is a common interest.

The strategy itself can prepare and maintain these steps, but these ideas can only be effective if society as a whole understands and accepts the fact that consensus will be difficult without common action and approaching the issue together and similarly, that successful action will be even more difficult in the coming decades, so we certainly need this time period for achieving the first results.

The majority of society should be given the opportunity to become an active and supportive part of the tasks to be carried out and to be involved from the inside, or directly, the greatest challenge is getting people out from a disadvantaged situation and the inclusion of Hungarian Roma communities and having what is needed to achieve the results. Such approaches may serve to substantially resolve prejudice and aversions.

The image created about Roma, which is often conveyed by the media, influences both the approach of the general public towards Roma and the self-image of Roma in a negative way. The players in domestic media should be encouraged to define (non-legal) standards regarding the media presentation of issues promoting the objectives of the inclusion policy and affecting those disadvantaged and Roma (code of ethics), the observation of which can be ensured by means of sectoral self-regulation. In order to present Roma in an authentic way, public services and commercial media should be supported to enable them to employ more Roma journalists and media professionals in the production of media content/publications. Strengthening relations among the Roma community, social professionals and the media and the promotion of media sensitising training can be additional ways of raising awareness. Further support for national programmes and broadcasts are still required. The participation of Roma in all areas of raising awareness should be further strengthened.

The Roma Public Life Academy was established for the moral and professional renewal of Roma public life for the further training of those who declare themselves Roma, are committed to the fate of the nation and want to do something to raise the Roma nationality.

The EU professional programme for Roma journalists was also operated successfully. Its aims were to promote the social inclusion of Roma and to strengthen a community of Roma journalists who are well informed in EU matters. Under the programme, young Roma with an existing journalistic background received EU and journalist training and internship opportunities for journalists. The training and further training of journalists working in national media should be promoted as well.

The tasks of public service television also include the strengthening of social tolerance and cohesion and enabling communication between different communities. In this spirit, the M1 channel broadcasts magazine programmes in the early afternoon from Monday to Thursday, for an average of 25-26 minutes per day. The Roma Magazine, broadcast on public service television, is a forward-looking example of the raising awareness importance of communication. Being a weekly programme element, it has as its goal to present the positive values of this national group in addition to the protection of rights, education and entertainment. In addition, Life Wheel and P'Amende – are Roma Culture programmes broadcast on M1 every Friday since 22 March 2013 (alternating biweekly). In addition to these regularly broadcast magazines, several programmes covering this topic are included and on offer by public service channels.

The national distribution of minority mother-tongue newspapers are published with budgetary funding. State support for national newspapers was integrated into the budget of national

minority municipal governments from 2011, so media producers can receive budgetary support directly, without any applications. We should extend the increased adaptability of national community education and culture to the possibilities of the Internet and new media. To this end, we need to support the development of websites operating in minority languages.

Young people are one of the largest consumers of communication and the media. An important step forward appeared on "ifjusag.hu – for a successful generation – Comprehensive development of youth services for enhancing the opportunities creation for students in public education" highlighted a call for tenders intended to promote the academic success of students and young people between the ages of 12 and 20 who participate in school-based education aligned with the strategic objectives of the Government concerning youth and promoting their career planning process, social integration and preparation for entry into the labour market by creating a uniform and comprehensive service system that meets the requirements of young people. Nationwide dissemination of the results produced by the project elements is promoted by professional communication activities, also web, television and radio contents will be produced that serve the achievement of other specific objectives independently. To this end, the ifjusag.hu portal will be developed and operated: the ifjusag.hu portal includes independent contents related to the career model and provides information on opportunities and makes programmes published in the media available on-line as well. The production of television, radio and "new media" youth programmes is also planned: production and broadcasting of targeted career-related, information and cultural programmes and series. This will greatly contribute to enhancing the information and digital intelligence of disadvantaged children and young people, promoting their integration in society and the prevention of poverty gives birth to poverty effect.

### **7.7.3 Community conflicts – public safety concerns**

Citizens of European Member States also face similar conflicts in their different communities, such as disputes between neighbours, school confrontations, conflicts of groups with different ethnic/national backgrounds or conflicts between minorities and the majority of society, dissension regarded as religious disputes or between different generations, etc., such communal conflicts inevitably affect people's daily lives and affect their sense of overall security.

Successful task-planning, task discharge and control in connection with the Strategy can be achieved if security (being, in a certain sense, the demand and possibility for preserving and maintaining order and, for certain players, the mandatory supply thereof) is also a part of the objectives and tasks to be implemented. It is necessary to develop a complex system by linking different sectoral strategies and actions that have the potential to prevent and effectively manage communal conflicts. The predictable order should be established by means of expectations managed by anticipated and mutual trust, as well as experiencing that players in Hungarian society can rely on each other even in light of such difficult issues as the promotion and support of inclusion of domestic Roma communities.

Crime prevention, being an integrated element of the social policy, also contributes to the security of citizens and reduces the risks of becoming a victim. To establish and continuously ensure its basic operating conditions are primarily the duties of the state and the Government. However, success can only be achieved with close cooperation. Decision-makers, experts, civil organisations and citizens must work together to prevent and manage conflicts.

This shared responsibility also means that the population with multiple disadvantages is not only an originator of criminals, but, owing to their social and socio-cultural characteristics, also the most vulnerable victim group. This group is characterised not only by repeat offences and

multiple repeat offences, but also by serial and cumulative victimisation under both criminal law and in an extended sense. Observing both aspects, it can be declared that the fears and concerns of disadvantaged groups (fear of crime, moral panic) seriously destroy public confidence in the rule of law, which undermines national cooperation.

The state should assess the characteristics and processes that threaten or disrupt order. It is important to mention that created order and the operating system should be uniform in society as a whole, more specifically, it should mean the same everywhere, that is, in villages and cities, in the world view of the poor and wealthy and in Roma communities and in the majority of settlements as well.

The national framework of cooperation should definitely include the concept of making an alliance between Roma and the majority population. Communication and the media have a significant role in the area of crime prevention, as the messages appearing there have the possibility of seriously influencing the chance of developing national cooperation. Therefore, good quality arguments and media statements should be contrasted with extreme manifestations in order to maintain the topic in a continuous informative, helpful and supportive way. Campaigns and public service advertisements also play a supporting role. Hungary joined the No Hate Speech Campaign, a project of the Council of Europe operating from 2012 to 2014, which aims to fight the on-line forms of racism and discrimination, in particular, hate speech, as well as to mobilise young people and youth organisations in order to identify and act against these types of violations.

Implemented as an integral part of social policy, the most important goal in terms of crime mitigation is that the causes triggering crime must be curbed: we should be aware of the fact that social exclusion and drifting towards marginalisation stems partly from circumstances related to poverty. The current situation shows that the conflicts concerning Roma, which shocked and engaged the whole Hungarian society, have worsened and become more acute, occasionally even tragic. Due to unfavourable socio-economic conditions, the eastern region of the country has become a kind of crime producing area; the proportion of child and juvenile offenders is also higher in this part of the country than the national average. This complex phenomenon draws attention to exclusion resulting from regional disadvantages, which also marginalises in the moral sense: the members of small communities living in regional or social exclusion are at a so-called socio-cultural disadvantage, not only when using public services designed for the middle class. Due to long-term need, hopelessness and the lack of better relationship status among them, often formulated by middle class goals and rejection devices, the results are them being unable to participate either in the production or creation of social values. They follow the specific values and objectives of the poor subculture, which is connected by general opinion with the criminal subculture owing to smaller crimes against property and other crimes that frequently occur among them (and often arise from incapacity only). So the provision of objective information, the nuanced and sensitive presentation of the problems of disadvantaged groups and exploiting the awareness raising possibilities of the media are necessary to dissolve stereotypes.

Changing legislation and adapting to emerging needs should also be a part of the process. For example, the Criminal Code provides an appropriate legal basis for preventing simplistic answers that assert ethnic opposition (which often come from extremist majority, or although rarely, minority groups) and preventing the spread of crime that suggest a racist or ethnic motivation on either side.

In order to ensure the public safety of urban and rural populations and the conflict-free coexistence of communities, property and public safety plans based on situation assessment should be prepared and broken down for every settlement (and, if necessary, internal and outlying areas of regions or farmstead protection areas), which present the tools and control of

implementation, primarily to prevent recurring attitudes and atrocities that threaten the peace of the community and crimes against life. To do this, we need to use the opportunities inherent in the co-operation of the police, the civil guard, Roma national municipal governments, civil organisations and local initiatives.

In settlements heavily burdened by ethnic conflicts, conflict management, mediation, community development and community crime prevention programmes should be launched for the conflict-free coexistence of communities, taking into account local characteristics and the broadest possible involvement of the local public. Launching similar projects will be necessary in the future as well.

Targeted law enforcement measures should be applied to effectively curb the phenomena of usury, trafficking in human beings and forced prostitution.

The European Council conclusions on the European Framework for National Roma Integration Strategies invite the European Commission and Member States to work in close cooperation in accordance with their respective competences to "advance the social and economic inclusion of Roma by guaranteeing their legal rights, especially those of Roma victims of human trafficking, by intensifying the fight against human trafficking by making full use of instruments available at the EU level, including the recently adopted Directive 2011/36/EU". Hungary participates in the international fight against human trafficking.

We should reduce the demand for illegal lending and offer legal alternatives to those most in need through the launch of micro-credit programmes relying on past experience, while preserving the integrity of relationships with a value in terms of the social capital of the local community. Civil law protection against usury (more effective than ever before) and criminal legal action against usury activities conducted in a business-like manner are based on amendments to the Criminal Code and the Civil Code, which entered into force on 1 November 2011.<sup>89</sup> An inter-ministerial working group against usury has been established, which sets out concrete measures to address the problem.

In respect to children and adolescents, special emphasis should be laid on the prevention of victimisation and supporting crime prevention, as well as the elimination of repeat offences and ending damaging institutional re-socialisation and concomitant criminal careers at an early stage. The coordinated work and responsibility of child welfare and child protection institutions, early institutional integration, the development of the education system, family support services, social professionals, district nurses, teachers, etc. play a very important role in this respect.

Failure at school and educational and pedagogical deficiencies of schools also play a significant role in the development of deviant behaviour. The chances for criminal conduct may also be increased by reducing the mandatory school age, as young people who drop-out without adequate knowledge and qualifications may turn to crime.

Schools should undertake a bigger role not only in the field of education and pedagogy, but also in organising meaningful leisure time for children. Currently no other institutional player seems to be available for this extremely important task. The presence of civil organisations with a similar profile is significantly different in various regions. They are generally not available in smaller settlements. Youth centres and community spaces targeted at teenagers are also less

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<sup>89</sup> Act CXXXIV of 2011 amending certain acts related to usury

accessible and reach only a fragment of the target group, although there is a great need for them. The students of today will be the parents of the future, so the attitude change should be based on education and training. This is why the introduction of compulsory primary and secondary school training on crime prevention has become an important objective today.

The police have contributed with a number of school programmes to the prevention of victimisation and becoming an offender. The police programme on safety for children in pre-schools (OVI-ZSARU), the safety training programme for elementary school children (DADA) and the safety educational programme for secondary school children (ELLEN-SZER) provide an opportunity for students studying in educational institutions, where the institution requests the introduction of the programme and there are qualified police who can administer the programme, so that children can become familiar with general concepts related to safety and acquire knowledge to decide what is allowed and what is not, what is an infringement and fits into the scope of student tricks.

A major step forward in this context is the work of school crime prevention consultants, who participate in 60-hour training where they acquire legal knowledge required for their work, learn criminal and petty offence procedural rules relating to juveniles and learned pedagogical experience. In addition to the standards necessary for their work, they also practise conflict resolution, drug prevention and master the ELLEN-SZER programme mentioned above.

The crime prevention consultants began working in about 200 schools in every county seat and in Budapest in the second half of September 2013. Their task is to provide enhanced protection against crime to young people attending school either as offenders or victims, paying special attention to the dangers of the Internet, domestic violence, drug-related crimes and traffic safety.

There are a number of social competence development methods that can be used to develop (with long-term effects) the elements in the five major groups of personal and social competences of children and young people and, thus, deepen awareness:

- self-awareness (self-knowledge, self-esteem, self-confidence);
- self-regulation (self-control, reliability, adaptability);
- empathy (understanding and developing others, recognition of needs, evaluating diversity, detection of emotional stress);
- motivation (initiative, optimism, commitment, performance incentives);
- social skills (influence, communication, conflict management, leadership, networking, cooperation, team spirit);
- an important area of crime prevention is to facilitate useful leisure time, as the loitering and aimless children and young people often commit serious crimes out of boredom.

Movement, sports and games provide experiences and promote the development of social relations. Sports help the development of human movement and assist in the mastering of general values and norms. The experiences gathered during physical activities subsequently appear in our behaviour and shape our environment and world. However, this also applies inversely, the environment and activity itself also shape and influence people. And movement can contribute to all this as a transfer medium.

The moral development of youth is an important task of sports. Sports can successfully resolve its moral development task through its inherent characteristics, because you not only create concepts about moral standards in sports, but also experience them through the activity. When doing sports, moral consciousness, belief, emotion and behaviour develop in a single process.

So-called pedagogical scenes play an important role in child and youth protection, as they are indispensable for the protection of young people, developing their protection mechanisms,

transferring moral standards, as well as in becoming human and the development of law-abiding behaviour.

Families and pedagogical and educational institutions are the scenes where we can develop points of intervention in the most organised way and most efficiently in order to deliberately target the prevention of young people becoming offenders or victims in the long run.

Prevention is most effective if the actions and scenes reinforce, and certainly not weaken, each other's effects in accordance with the methods.

Strengthening the pedagogical impact of small communities (family, school) can help reduce the number of neglected young people. Improving the conditions of social integration, especially enhancing the socialisation chances of children and the programmes to prevent marginalisation and exclusion contribute to the strengthening of solidarity between generations.

The development of an indicator system and cooperation between health and social services, the representatives of employment and social policy, schools, the police, probation officers and the actors in jurisdiction, as well as the ongoing work relationship between the departments of local governments are prevented from becoming vulnerable or endangered. The operation of the child protection indicator system reduces the number of young people drifting towards crime or becoming victims.

So when we want to prevent and reduce criminal behaviour among young people, we should not believe that we need to address only those concerned. Behaviours corresponding to or deviating from the norms are realized through complicated systems. In addition to parents, schools and peer groups, as obvious social institutions, the media and the operation of adult society in general also affects deviant behaviour.

We should continue the involvement of Roma volunteers in victim assistance in order to deliver victim support benefits to victims in a more effective way, so Roma communities, those in permanent need and those victimised living in slums can more easily access the legal assistance due to them. For example, voluntary recruitment has been completed in the nine counties covered by the SROP 5.6.2 priority project, and volunteers belonging to the Roma nationality have been hired.

It is important that information concerning the work of Victim Support Service can be accessed in as many languages as possible. Therefore, the documents are available on the <http://www.kih.gov.hu/> website in the language of all officially recognised Hungarian nationalities and Roma languages used in Hungary (e.g., Lovari, Romungro).

## **Priorities**

We need to strengthen the role of Roma women in civil society and encourage the civil and political engagement of Roma women, as well as create a framework for institutionalised dialogue with representatives of Roma communities.

Training should be provided to Roma national governments to ensure their successful and effective participation in inclusion programmes.

Those working in the social, health, public administration, judicial and policy areas should be allowed to participate in programmes and training that promote the use of non-discriminating practices.

In addition to campaigns, measures should be taken to ensure that the presentation of those disadvantaged, especially Roma, in the media promotes the elimination of prejudices and social inclusion.

Programmes should be launched to ensure public safety and conflict-free coexistence of urban and rural communities with the involvement of the police and Roma national municipal governments, civil organisations and the civil guard in areas of community and neighbourhood crime prevention, drug prevention and conflict management, taking into account local particularities and involving the local public as widely as possible – particularly in conflict-laden areas.

Particular attention should be paid to the elimination of human trafficking and prostitution that greatly affect multiply discriminated disadvantaged women.

## **8 ORGANISATIONAL AND INSTITUTIONAL BACKGROUND OF THE SOCIAL INCLUSION POLICY, EU FINANCING FRAMEWORK**

The strategy intends to achieve its objectives with double funding:

- it strongly relies on support provided by the European Union,
- it also intends to use scarce resources from the national budget in a targeted and more effective way in areas where funding from national sources brings a greater added value to both the implementers and the target audience of the strategy.

The Strategy essentially plans two stages. In the short term until 2014, the Government action plan for implementation, identifying the tasks and the sources, has been prepared. In the medium term until 2020, implementation of the EU2020 Strategy, where the basis for funding is given by the EU aid provided for that purpose.

Medium-term funding plans of the Strategy are based on the clear commitment of the European Union for combating poverty and inclusion, which appear in the European Union's strategy until 2020 and the drafts of aid use frameworks of the European Commission.

It is expected that EU legislation concerning the 2014 to 2020 period will impose lower thresholds for the participation of the European Social Fund. Its degree is still disputed, but it can be perceived that the minimum threshold will be around 20 to 25 percent in the convergence regions, respectively around 50 per cent in the Central Hungary Region.

Added to this, it is expected that not less than one-fifth of budgets financed by the European Social Fund in the EU sponsored programmes must be used for the purposes of social inclusion. This means that four times as much funding can be spent for this purpose in Hungary as now.

### **8.1 Equal treatment, creating opportunities**

It is important to distinguish between ensuring equal treatment and the policy of creating opportunities.

The requirement of equal treatment means the prohibition of discrimination and guaranteeing the right to life without discrimination. The principle of equal treatment requires the legislator and law enforcers treat equally persons who are in a comparable situation and are similar in their relevant properties, respectively not to treat or evaluate different situations in the same way.

As opposed to equal treatment, opportunity creation policy under Article 13 of the Treaty of Amsterdam requires Member States to take action in order to actually endow protected groups with equal rights (based on sex, race, ethnic origin, religion or belief, disability, age or sexual orientation) in all areas of life, including education, health care, the labour market, social security, etc.

In Hungary, the opportunity creating policy is based on a series of actions deduced from the Fundamental Law, national legislation and international conventions, directives and treaties.

A fundamental requirement of institutionalised equal opportunities is the existence of a separate law for the given sector. This is why it was an important milestone in the domestic processes to create and approve Act CXXV of 2003 on equal treatment and the promotion of equal opportunities (ETA). The act determines the disadvantaged groups of discrimination, develops the

mechanism of sanctioning and clearly sets out to ensure equal opportunities are primarily the responsibility of the State. So it can be expected that the State provides the appropriate legislative environment, and creates and enforces a policy that does not exclude any social group and offers equal chances to all for social progress. In the codification of the act, special attention was given to compliance with the text of the framework directive on race equality and the framework directive on employment. In addition, the act conforms to other international legal obligations of Hungary as well.

Section 13 1) of the Equal Treatment Act foresees that compliance with the obligations of equal treatment is overseen by a public administration body (hereinafter: Authority). The Equal Treatment Authority was established in December 2004, on the basis of Government Decision 362/2004 (XII 26) on the Equal Treatment Authority and the detailed rules of its proceedings. The Authority is the only official body in addition to the courts, which is entitled to act in matters of discrimination. It may impose the following sanctions on individuals and legal entities committing discrimination: order the termination of the offending status; prohibit the continuation of the offending conduct; order the public disclosure of its final decision establishing the violation; impose a fine, as well as apply other legal consequences defined by separate legislation.

The commissioner for fundamental rights is an outstanding player in attending to opportunity creation tasks in Hungary.

In order to ensure the effective and most comprehensive protection of fundamental rights based on a uniform approach, the Fundamental Law introduced a single system of ombudsmen. Act CXI of 2011 on the commissioner for fundamental rights entered into force on 1 January 2012. As a result, the commissioner for fundamental rights attends to the tasks of the ombudsman instead of the previous four ombudsmen (general, data protection, representing future generations and ethnic); this work is assisted by two deputies (a deputy commissioner for the protection of the rights of nationalities living in Hungary and a deputy commissioner to protect interests of future generations).

From 1 January 2013, the Fundamental Law combines opportunity creation with the concept of inclusion and sets out in paragraph (4) of Article XV that “Hungary shall promote the principle of equal opportunities by means of introducing special measures.”

The local implementation of the social inclusion strategy and the equal opportunities expectations are supported by the chapter of the ETA, as amended by Act LXXXVI of 2012, which provides that the Equal Treatment Act specifies that local governments can only receive funding from the subsystems of public finances, from European Union resources or funding from other programmes financed by international agreement and awarded by individual government decision or by tender following 1 July 2013, and only if they possess an equal opportunity programme in force. Municipal governments draw up a situation analysis within the local equal opportunity programme on the social, education, employment, health care and housing situation of disadvantaged social groups, and make an action plan for the purpose of managing problems revealed by the situation analysis in a complex way. In order to ensure that measures to manage changes in the situation and the problems of the affected target groups (those permanently in need, Roma, children, the elderly, women, people with disabilities) are monitored at the national level, municipal governments should prepare programmes by applying uniform principles.

The Network of Family, Opportunity Creation and Voluntary Houses (“Network”) is the local organisation assisting the promotion of equal opportunities by carrying out tasks locally (at the county level). The predecessor of the Network, operating with the support of the Government, was the National Equal Opportunities Network. Its creation began in 2004, and became complete at the national level by 2008, with 19 opportunity creation offices in the counties and

one office in Budapest. The activities of the Network focus on causes of discrimination and factors causing a negative situation, such as disability, gender, age or permanent need (especially with respect to Roma, children and those living in disadvantaged situations). The most important tasks of the opportunity creation offices include social attitude shaping, attending to partnership building and coordination tasks between civil and other organisations working in the area of opportunity creation and municipal governments, the generation of programmes, ensuring the horizontal appearance of equal opportunities aspects in tenders, the organisation of professional workshops, training sessions, conferences and training, providing the possibility to report complaints in matters falling within the competence of the Equal Treatment Authority, as well as promoting the adequate and regular appearance of topics of equal opportunities in the local media.

## **8.2 State Secretariat for Social Inclusion**

By establishing the State Secretariat for Social Inclusion, the Government made social inclusion of those in permanent need (particularly, Roma), through special economic and social development programme, a priority of its policy. Its work is based on three principles: complexity and the regional and horizontal approach. Its work is characterised by a comprehensive approach, which coordinates policy and applies complex interventions to promote Hungary's social and regional cohesion.

The fundamental objective of the State Secretariat is to give a proportionate part of the expanding opportunities to disadvantaged individuals and groups. Therefore, it implements a total change of attitude in the field of social inclusion: quality improvement will be achieved in the lives of disadvantaged social groups if measures improve the educational, social, health and employment conditions at the same time. The basic attitude in respect to the social inclusion process is one with a foreseeable, responsible and conscious approach.

In addition to the development of a cascading, lifelong and controlled support system, the novelty is the introduction of programmes for the inclusion of Roma primarily building on and stimulating their own activity as well as the introduction of a performance and values-based approach and the provision of an integrated system that combines employment with education and training.

Due to their low levels of education and state of health, people living in disadvantaged areas find it difficult or impossible to join the working world. Roma are in the majority in the composition of these groups, so special attention must be given to the characteristics arising from Roma identity even though it does not want to implement dedicated Roma programmes, rather projects that provide opportunities for real social inclusion.

In the area of employment, the State Secretariat for Social Inclusion finds it particularly important to ensure inclusion through the creation of opportunities and to combat discrimination based on race. Programmes designed to support inclusion that used to be operated by various ministries were integrated on one hand under the control of the State Secretariat, thus facilitating more transparent and efficient work in the area of inclusion. In order for the improvement to be felt in the long term, the State Secretariat designed a feasible and coordinated inclusion programme based on a single approach, which offers a real opportunity for all those involved.

It is the responsibility of the State Secretariat to develop and coordinate, monitor and review the implementation of the strategy. The State Secretariat for Social Inclusion is the national contact point of the EU framework strategies for Roma.

### **8.2.1 Inter-Ministerial Committee for Social Inclusion and Roma Affairs**

In order to coordinate the Government's work to improve the living conditions and social status and to promote the social integration of Roma and those in permanent need, the Government established the Inter-Ministerial Committee for Social Inclusion and Roma Affairs.

The Committee aims at coordinating the Government's actions to support the effective inclusion of lagging behind social groups in order to ensure that measures of the ministries reinforce each other to promote social inclusion and the most efficient use of the state funds available for inclusion. In accordance with the objectives of the renewal of public administration, the functioning of the Committee guarantees that the priority issues of the Government include equal access to public services, improvement of the social status of those living in disadvantaged regions or in inadequate housing conditions, as well as the provision of training and employment to such people.

The Committee monitors the implementation of the inclusion strategy and the action plan, and establishes a policy and monitoring working group to carry out its monitoring functions and provides professional support for the monitoring and review.

The chairman of the Committee is the state secretary of the Ministry of Human Capacities responsible for social inclusion. The Committee includes the representatives of the Ministry for National Economy, the Ministry for National Development, the Ministry of the Interior, the Ministry of Public Administration and Justice, the Ministry of Human Capacities, as well as the Ministry of Rural Development, the president of the Central Statistical Office and the Prime Minister's Office.

### **8.2.2 Roma Coordination Council**

The Government established the Roma Coordination Council with a view to develop and implement the measures for the inclusion of Roma, as well as to express opinion in connection with the results thereof. The 27 member organisation includes the representatives of the National Roma Municipal Government (one is a co-chair of the Council) and the representatives of the Roma Minority Regional Municipal Governments, as well as civil players, municipal governments, churches, the deputy ombudsman (ombudsman for fundamental rights) responsible for the protection of nationality rights and the representatives of the Government. The president of the Council is the Minister of Human Capacities.

The Council is a consultative and advisory body supporting inclusion. Its responsibilities include raising awareness of all problems that make it difficult to implement the measures supporting the inclusion of Roma; delivering an opinion on proposed actions, as well as national and international reports, information and reports; draft proposals; contributing to the configuration and development of professional networks to facilitate inclusion. It also takes part in the assessment of the effects exercised by the tasks promoting the improvement of the social status and social integration of Roma, including the monitoring of implementation of the strategy, annual evaluation of the action plan and the periodical revision of the strategy.

### **8.2.3 Reconciliation Council for Roma Affairs**

At its meeting on 29 January 2013, the Government resolved to establish the Reconciliation Council for Roma Affairs (RCRA), which raised the issue of inclusion to the highest level. The main tasks of this body are to prepare recommendations for the strategic orientation of the inclusion and Roma policy, and to monitor its execution. The foundation of the RCRA provides an

opportunity for direct dialogue at the highest level of the Government structure and for reviewing the implementation of past measures through feedback with the involvement of ministers and players affected as necessary, and determining the future actions necessary to promote the inclusion of Roma.

The Council makes proposals for the Government's policy on social inclusion and Roma issues, monitors the fulfilment of the objectives in the framework agreement between the Government and the National Roma Municipal Government, and give its opinion regarding reports prepared by the ministers involved in the implementation of the framework agreement and the National Roma Municipal Government. The Council is chaired by the Prime Minister and co-chaired by the president of the National Roma Municipal Government, and has among its members the Minister of Human Capacities, Minister of the Interior, Minister for National Economy, as well as the State Secretariat heading the Prime Minister's Office. The Council meets at least quarterly.

#### **8.2.4 "Making things better for children!" National Strategy Evaluation Committee**

Pursuant to Parliamentary Resolution 47/2007 (V. 31) on the "Making things better for children!" National Strategy 2007 to 2032, the Government established the "Making things better for children!" National Strategy Evaluation Committee of experts delegated by the Government, professional and civil society organisations, as well as churches, in order to effectively implement and monitor the implementation of the National Strategy.

The Committee is a body that monitors the implementation of the inclusion strategy and supports its transparency, gives opinions and makes proposals. Its task is to monitor the implementation of the Strategy in a planned and systematic way, to further develop the tools and procedures of monitoring, to develop an indicator system consisting of indicators measuring, and most typical of, children living in poor families, as well as to collect, analyse and publish the data. In this way, it contributes to monitoring the implementation, annual review or every three years revision of the inclusion strategy.

#### **8.2.5 Human Rights Work Group and Human Rights Round Table**

The Government established the Human Rights Work Group with Government Decision 1039/2012 (II. 22); the Group is the proposing and consulting body of the Government. The main task of the Work Group is to monitor the assertion of human rights in Hungary, consult different organisations in the interest of this, and promote professional communication relating to the assertion of human rights in Hungary. The Work Group operates as an inter-ministerial body, is composed of the state secretaries of the ministries representing pronounced areas in terms of human rights and chaired by the State Secretariat of the Ministry of Public Administration and Justice responsible for social relations.

The Government Decision sets out that the Work Group operates a Human Rights Round Table, whose objective is to carry out consultations with civil, representative, professional and constitutional organisations examining the assertion of human rights in Hungary, and to give recommendations on the activities of the Work Group related to its tasks.

In addition to the members of the Work Group, the Round Table has among its members the Commissioner for Fundamental Rights, the President of the Equal Treatment Authority, the President of the National Authority for Data Protection and Freedom of Information, as well as delegates of constitutional and civil society organisations invited by the President and Vice President to participate and express opinions, coming from organisations dealing with the rights

of nationalities, women, children's rights experts, the elderly and the rights of people with disabilities, as well as the functioning of classical freedoms.

Thematic work groups are created with the participation of civil society and state players, and the competent ministries are responsible for their operation. The work of the Thematic Work Group for Roma Affairs is coordinated by the State Secretariat responsible for Social Inclusion.

### **8.2.6 Anti-segregation Round Table**

The Government minister responsible for public education established the Anti-Segregation Round Table with the specific objective allowing governmental and civil sectors to review current issues of education integration and social separation, discuss competences of the clerical, civil, state and municipal government participants and the possibilities of their engagement, supervise currently valid professional norms, and, if necessary, make proposals for new directions. The consultative forum believes that the most important initial tasks for long-term cooperation are the clarification of concepts, surveying the status and setting specific targets. The members of the round table are the representatives of the Ministry of Human Capacities and civil experts.

The intention of the Government is not only to prohibit any segregated method of operation hindering the inclusion of socially disadvantaged children by regulation, but also to take effective measures in order to eliminate spontaneous and deliberately enforced social separation.

### **8.2.7 National ethnic minority governments**

Rules concerning nationalities were renewed in Hungary following the adoption of the Fundamental Law in April 2011. The Act on the rights of the national and nationality minorities, in force since 1993, was replaced by Act CLXXIX of 2011 on the rights of nationalities.

Nationalities may establish, through direct elections, municipal governments in villages, cities and districts of Budapest, respectively regional municipal governments in Budapest and counties (local national municipalities), as well as national minority municipal governments. On the basis of the law, the rules on the election of new national municipal governments will be first applied, through appropriate transitional provisions, in the context of general national municipal government elections in 2014.

According to previous legislation, Hungarian citizens are entitled to elect and be elected in local national municipal government elections, who are listed in the registry of nationality electors, have suffrage in the election of the local municipal government representatives and mayors, are members of a nationality defined in the Act on the rights of the national and nationality minorities and undertake and declare themselves as members of the nationality. According to data published on the election website, the number of Roma minority electors was 133,492 in total in 1,545 localities in 2010. Unfortunately, it occurred on the occasion of previous elections<sup>90</sup> that electors in big numbers were listed on the nationality electors' registry in localities, where in fact no nationality community was living. The act did not provide adequate procedural rules to

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<sup>90</sup> Report of the Parliamentary Commissioner for the rights of national and ethnic minorities regarding the 2010 local national municipal government elections.

ensure that only members of the represented community can successfully request listing in the registry of nationality electors. According to the report on the situation of national and ethnic minorities living in Hungary the territory and the report of the Parliamentary commissioner for the rights of national and ethnic minorities, the abuses and deficiencies experienced in nationality elections cannot be remedied through the amendment of certain provisions, but only a thoughtful and conceptual modification of the regulation can resolve the problem, which also takes into account existing issues.<sup>91</sup>

One of the most important novelties of the Act on the rights of nationalities is that it ties the exercise of specific nationality rights, including the exercise of suffrage, to the data of the census, thus reducing the possibility for abuse.

According to the new provisions, the election of local national municipal government representatives should be set if the number of persons being members of the given nationality reaches thirty in the locality (based on the data of the data service for the questions of the last census concerning membership in a nationality, summarized by nationalities), while the election of regional national municipal government representatives should be scheduled if the number of the locality elections set in Budapest or a county is not less than ten. The election of the national minority municipal government representatives must be set in any case.

Persons listed in the nationality registry are entitled to run in national municipal government elections. A person must be listed in the nationality registry upon request, who has suffrage at the election of the municipal government representatives and mayors, is a member of a nationality defined in the Act on the rights of nationalities, and declares being a member of that nationality with the content defined by the Act and in the procedure set out on the Act on the election procedure. The same person may be a listed in one nationality registry only.

At the election, a person listed on the nationality registry may be elected if he is electable at the election of the municipal government representatives and mayors and declares that he undertakes to represent the nationality and was not, over a period of ten years before the election, a candidate of any other nationality in any general or midterm election, and speaks the language and knows the culture and traditions of the nationality community.

Candidates at the nationality election may be proposed by nationality organisations. In order to propose a local national municipal government representative, recommendation of at least five per cent of the electors listed in the nationality registry on the date the election is set, and the recommendation of not less than five electors is necessary. At the election of regional national municipal government representatives, a nationality organisation is entitled to draw up a list, which independently proposes a candidate in at least ten per cent of the elections from the local national municipal government elections set in Budapest or the county and has collected the recommendations of not less than two per cent of the electors. At the election of the national minority municipal government representatives, a nationality organisation is entitled to draw up a list, which independently proposes a candidate in at least ten per cent of the elections from the local national municipal government elections and has collected the recommendations of not less than two per cent of the electors. In the absence of any local national municipal government election set, any nationality organisation may draw up a list.

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<sup>91</sup> Parliamentary report on the situation of national and ethnic minorities living in Hungary, Budapest 2011

In addition, the amendment of the Act on the election of the municipal government representatives and mayors created the possibility of obtaining a preferential nationality mandate by the nationality candidates.<sup>92</sup> These provisions contribute to the election of nationality municipal governments with a stronger legitimacy and actual community background.

Under new regulations, the public affairs of the nationalities are attended to primarily by the national municipal government, however, the law does not give an itemised list of the tasks to be discharged in this context, but only lists the most important mandatory functions and powers. The national municipal governments provide certain public services to members of the nationality community and have also related to the representation of the nationalities, to which the Act creates the necessary institutional, human and financial conditions.

The functions related to nationality public services and representation are basically linked to strengthening the cultural autonomy of the nationality community and the exercise of the linguistic, educational and cultural rights, as well as occur in the areas of social inclusion and social, youth and cultural administration as well as public employment, further in the context of town management and urban planning.

A national minority municipal government provides for the nationwide representation and protection of the interests of the nationality it represents and fulfils the duties of interest representation and interest protection emerging in the locality in connection with the given nationality community if there is no national municipal government in the locality. The national minority municipal government decides on

- national holidays of the nationality represented,
- principles and method of utilisation of available radio stations and television channels,
- principles of utilisation of available public service radio and television programme times,
- establishment and operation of legal support services for the nationality community and operation of information services for local national municipal governments,
- compilation of a nationality first name register and enquiries regarding nationality first names,
- subsidisation of nationality media from the national municipal government with nation-wide competence state aid provided under this Act,
- it also engages in the interest representation and interest protection activities as defined in a separate rule of law in connection with the municipality responsibilities performed by the county municipality,
- maintains a national network of nationality institutions in the interest of the development of nationality cultural autonomy,
- states its opinion on the drafts of legal rules concerning the nationalities represented by it in that capacity,
- states its opinion on the implementation in Hungary of bilateral and multilateral international agreements related to the protection of nationalities and initiates the implementation of measures necessary for the enforcement of the provisions thereof,
- may request information on issues concerning the groups of nationalities represented from the public administration bodies, may make proposals to them and may initiate the implementation of measures in matters falling within their competence,
- exercises the right of agreement on issues directly concerning the given nationality in connection with development plans.

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<sup>92</sup> Document No. J/12618, report on the situation of the nationalities living in the territory of Hungary, Budapest 2013

In preparing the legal acts on the conservation and cultivation of settlements and architectural monuments with a historical tradition of the nationalities (not including the decrees of the municipal government) and the Government decrees on the execution of the Public Education Act, the opinion of the national municipal governments must be sought in respect of issues affecting the educational autonomy of those forming a part of a nationality.<sup>93</sup>

One study showed that<sup>94</sup> the primary information point for Roma population is Roma municipal governments. This justifies a discrimination and development of the local municipal government, which supports the fulfilment of their function to provide information, organise projects and recruit.

The specific problems of Roma national municipal governments arise from the broadness and weight of their duties and the social situation of Roma. Local governments are overburdened and the expectations are higher than for other nationalities in Hungary. In addition to preserving identity, Roma national municipal governments are also burdened by the solution of much more costly and complicated employment and social issues.

### **8.2.8 Rights of nationalities**

The regulation on nationalities changed through the adoption of the Fundamental Law of Hungary and the birth of Act CLXXIX of 2011 on the rights of nationalities. The new nationality act organises the fundamental rights of nationalities and gives a more precise regulatory framework for the election, operation and management of their municipal governments; it also strengthens the rights of native languages; historical traditions and nurturing and enriching the language and culture are regarded as rights of the nationality community. An important change is that the act involves the more emphasised role of the national municipal government (which represent the local community and have co-decision rights) in the preparation, approval and implementation of programmes supporting social inclusion and equal opportunities (in the areas of social, youth and cultural administration and public employment, as well as tasks in the fields of settlement management and urban planning).

The new regulation defines the concept of “nationality community” and “individual being a member of a nationality”. The declaration of belonging to a nationality is the exclusive and inalienable right of every individual. The rights and obligations of nationalities apply to a person and community belonging to a nationality if they declare their identity in a way as specified by the law or an implementing regulation. It defines, as a new concept, the concept of “nationality organisation” in terms of nationality cultural autonomy and the general elections of nationalities, which were missing from existing rules.

The act recognizes historical traditions and nurturing and enriching language and culture, use of the name of the community and nationality geographic names as the rights of the nationality community. It also includes the rights for nationality education, the rights for establishing and operating institutions and the right for international relations.

It strengthens the right of the nationalities to use their mother tongue. The Act provides for the issues of national cultural autonomy, and declares educational and cultural autonomy. It also

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<sup>93</sup> Act CLXXIX of 2011 on the rights of nationalities

<sup>94</sup> Study on the state of health of the Roma population, Eduinvest 2009.

establishes that the state supports the collection of material relics of nationality cultures and the establishment and enlargement of public collections; the publication of books and periodicals by nationalities; the publication of laws and communications of public interest in the mother tongues of nationalities; and the conducting of church ceremonies related to family events of nationalities in the mother tongue and religious activities conducted by churches in the mother tongues of nationalities.

The act clarifies the rules on the transfer and acceptance of nationality educational and cultural institutions, and defines the details of the institution maintenance tasks of the national municipal governments. A new element in the act is the detailed regulation of media rights.

Another new element is that the data recorded for statistical purposes in the context of a census can be used for determining the conditions of exercising certain nationality rights following processing and publication the Central Statistical Office.

As a result of the measures, national municipal governments with a stronger legitimacy and actual ethnic community background can be established.

Act CCIII of 2011 on the election of the members of Parliament contains other important changes in respect of nationality rights. The act creates the conditions for nationality participation, recognising that the nationalities living in Hungary are state-forming factors and that the Fundamental Law gives them the right to participate in the work of the Parliament.

In order to facilitate that nationality representatives get a mandate, it provides for a so-called preferential quota. If no representative of a nationality enters the National Assembly by the preferential quota, the law provides the possibility for the community to delegate a nationality advocate. The advocate may be the candidate who is first on the candidates' list of the national minority municipal government.

A representative getting a mandate from the nationality list as well as the nationality advocate are members of the permanent parliamentary committee representing ethnic minorities. The Committee is an organization of the National Assembly acting as initiator, proposer, reviewer, as well as a controller of governmental work regarding nationalities.<sup>95</sup>

### **8.2.9 Türr István Training and Research Institute – Regional training centres**

The main target groups of the operation of the institutions are families living in large numbers in micro-regions, in particular, in peripheral localities in extreme poverty, whose present and future are determined by the consequences of permanent need (lack of knowledge and information, lack of relationship, lack of motivation) and who “transmit” this fate to their children.

The Institute is the regional coordination centre for social inclusion, which is an independently operated and managed central budgetary body with nationwide competence attending to regional inclusion coordinating functions, applying the policy measures of social inclusion and discharging its tasks related to public employment as a priority aspect. The institutions liaise with municipal governments, civil organisations, churches, social, educational, vocational and higher education institutions in their area of operation, the regionally relevant government offices, employers' and workers' organizations, as well as competent regional chambers; they assess and

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<sup>95</sup> Document No. J/12618, report on the situation of the nationalities living in the territory of Hungary, Budapest 2013

coordinate the activities related to social inclusion in their operating territory. They have initiating, coordinating and training tasks in respect of public employment.

The Türr István Training and Research Institute performs the following tasks in the area of social inclusion:

- assessing the competencies of disadvantaged groups, establishing the necessary tools;
- training and competence development for the disadvantaged, development and application of the necessary tools (teaching materials);
- providing the personal and material conditions for mentoring disadvantaged groups and coordinating the process;
- participation in the development of the methodology of the convergence programmes and their implementation, bearing in mind the evidence-based policy approach and the dissemination of results-based management tools;
- implementation of pilot projects for social inclusion as a beneficiary or a consortium partner in the framework of EU programmes;
- ongoing coordination and support of inclusion programmes through daily contacts with the intermediary organizations, institutions and parties concerned;
- preparing those involved in assistance for the job, coordinating and supervising their activities in the framework of a "process mentoring" function;
- broad social presentation and promotion of the objectives and tasks of the National Social Inclusion Strategy;
- coordination of ethnic data collection on the Roma population;
- development of a measurement and evaluation system that comprehensively examines the results and impacts of the interventions;
- participation in the coordination of the monitoring systems by strengthening cooperation between the institutions entitled to supervise the programmes and measures.

### **8.2.10 Role of civil organisations**

The key to the promotion and long term success of integration and inclusion is that the target groups, including representatives of the Roma community are actively involved at all levels of the implementation and monitoring of the development of the policies.

According to the Roma framework strategy of the European Union, the EU level, national, regional and local levels goals of Roma integration can only be achieved if the competent authorities are clearly committed to it with the involvement of Roma civil organisations. The issue is not only important because civil organisations are essential elements of democratic operation, but also because a huge capacity lies in them as they are able to flexibly respond to the needs of society and because strengthening civil society can help make Roma communities self-driven. That's why special emphasis must be given to strengthening Roma civil organisations and involving them in decision-making, implementation and supervision at the EU, national, regional and local levels.

Over the past decade, a diverse civil society has developed in Hungary that represents a wide range of interests and meets existing demands, and Roma activists and professionals appear in an increasing number in the civilian and government sectors. Roma self-organisation started around the 1990s: a variety of Roma organisations were established at that time, and more than one hundred Roma organisations with rather different profiles were formed by the middle of the decade.

Established to support civil society in Hungary and strengthen the social engagement of civil organisations, the National Cooperation Fund promotes primarily the organisation, development

and implementation of civil society activities in the Carpathian Basin. The supported activities extend to the full spectrum of civil life from programmes promoting European integration, through scientific research related to the civil sector, to monitoring activities.

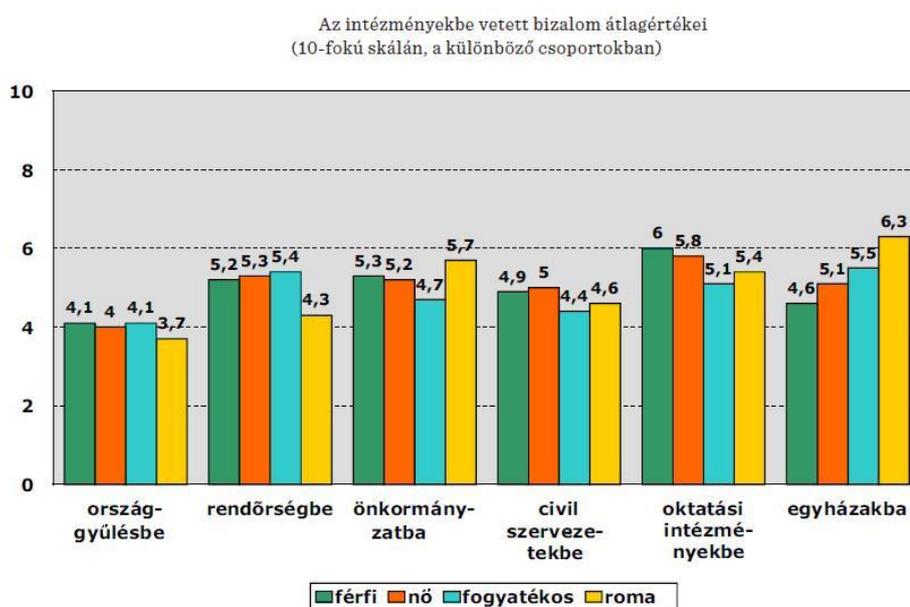
### 8.2.11 Role of churches

In carrying out their functions, churches and other missionary communities pay special attention to work assisting the inclusion of people in need, including Roma communities. This attention stems from their religious faith, as a result of which, their service can be well adapted to the Government's policy promoting inclusion and religious life and the programmes supporting these.

Pastoral and missionary activities are the independent initiatives and efforts of individual churches. They are characterised by intense personal motivation, which affects the members of communities in a unique way. The Roma community is even more characterised by a special susceptibility to accommodate the motivation offered by these activities.

Roma show increased confidence in two areas compared to the majority of society: the institution of municipal governments and, even stronger, churches and their function. The latter shows the highest value among the confidence averages. The analysis of the increase of legal consciousness in relation to equal treatment over the 2010 to 2013 period concluded that the average values of the confidence in institutions shows the biggest difference (on a scale of 10) in the area of confidence in the institution of the church in different groups (between men and women and Roma and non-Roma) in favour of women and the Roma community. The ratio showing the differences between the genders is in accordance with the different ratio of religiosity between men and women. And as regards the Roma population, research directly draws attention to the fact that the confidence index is 6.3 among Roma, which is higher than the index shown by the majority population.

*Trust in institutions (parliament, police, local municipality, civil organisations, education, churches) by sex, disability and Roma status, 2010-13*



Source: ETA Analysis of the increase of legal consciousness in relation to equal treatment over the 2010 to 2013 period, with focus on women, Roma, disabled and LGBT people, 2013

In the framework of missionary activities, churches and other communities reach the members of Roma communities and explore the possibilities of changing their lives, provide mental care and guidance, and motivate to take action to realise a better life.

Pastoral care, including pastoral care for Roma, is an organic continuation of missionary activity of churches. Pastoral care allows members of the church doing service to get to know the communities and their members. They understand the customs and attitude patterns and use them (inter-cultural) to provide assistance in the development of specific personal goals. These objectives may be religious, moral, relational and everyday goals. Churches help maintain motivation and teach to draw strength along religious values, while providing operational support to overcome the difficulties of life. Roma pastoral work results in unfolding and sustainable social contacts between Roma and non-Roma, which develop on Christian foundations and equally work in human relations as well. Roma and non-Roma collaborate in Roma pastoral work. This provides an opportunity for members of the majority of society to shape their attitude, increase tolerance and expand their social sensitivity. And the cooperation between Roma and non-Roma can strengthen the dual identity of Roma people. Therefore, these relations serve as a satisfactory model for members of society, and can involve others from members of both the nationality and the majority of society, regardless of religious values. So the intermediary role of churches in terms of Roma nationality improves the integration capabilities and the ability of the majority of society encouraging openness.

The support of the churches for overcoming a variety of difficulties involves specific functions that reach beyond religious motivation. They play a role in social and charitable services, in the field of education and conveying culture, as well as employment and labour mediation, solving certain housing problems and the administration of official matters. They participate in the planning and implementation of inclusion programmes at the local and national levels and, in fact, operate independent programmes. In so doing, they may cooperate with municipal authorities, which can increase the effectiveness of joint work and the cohabitation of local communities.

In addition to this special motivation, churches projects are characterised by social, educational and job-creation initiatives complying with bottom-up real social needs.

Authentic positive Roma examples appearing as a result of Roma pastoral and Roma missionary activities of churches can trigger extraordinary social processes within the Roma community and the majority of society alike.

### **8.2.12 Christian Roma College Network (CRCN)**

Established following the change of government in 2010, one of the initial measures of the State Secretariat for Social Inclusion was to examine opportunities for cooperation with Christian churches that have historical traditions in the social integration of Roma. This intention of the state and historical churches was motivated by recognising that the progress of Hungarian Roma requires the engagement of professionally trained young Roma intellectuals who want to work for the community and the nation. Therefore, the parties set the target to offer an opportunity to Hungarian Roma youth to acquire professional vocation knowledge built on European Christian and Hungarian and Roma culture. As a result of joint thinking, a memorandum of understanding was created, which served as the basis for the Christian Roma College Network (hereinafter CRCN) to start its operation.

#### **CRCN memorandum of understanding and college philosophy: intellectuals of a joint future**

The consultations with the Government of Hungary and its experts resulted in the establishment of a college network, which provides talent management training as a priority support to disadvantaged Roma and non-Roma students. For this purpose, the Jesuit order on the part of the Roman Catholic Church, Greek Catholic, Calvinist and Lutheran Church, as supporters, established the Christian Roma College Network. The ceremonious ecumenical inauguration of the CRCN was held in the building of the Jesuit College for Roma in September 2011.

The instrument of foundation of the Christian Roma College Network was signed on 17 March 2011, by bishop Dr. Gusztáv Bölcsei on behalf of the Hungarian Reformed Church, bishop Dr. Tamás Fabiny of the Lutheran Church in Hungary, Fülöp Kocsis, diocesan of Hajdúdorog and apostolic governor in Miskolc, on behalf of the Hungarian Greek Catholic Church, the Hungarian Province of the Jesuit Society for the Roman Catholic Church, represented by Tamás Gergely P. Forrai SJ, provincial. As a result, four colleges began operating later that year. Then, in 2012, the Christian Roma College of Szeged, supported by the Roman Catholic Church, joined the Christian Roma College Network as the fifth Roma college.

### **Mission statement of CRCN**

"In addition to providing professional support to higher education training special colleges promote the intensification of Roma culture and give a philosophical attitude based on Christian morals. CRCN aims to educate Christian intellectuals with versatile education, who aspire for high standards in their professional work, are open to further development, and are committed and willing to undertake their Roma identity. Recognizing that special colleges can effectively and successfully supplement the work of traditional higher education and that the pursuit for academic excellence can only be interpreted in the context of human excellence, in order to ensure the high standards of the education work performed in special colleges and the characteristics of church education, supporting churches shall create special colleges functioning as separate student hostels and their country-wide network."

Employing significant state and EU funding, the objective of special colleges is to nurture Christian intellectuals who maintain their Roma identity, have wide-ranging skills, strive to achieve high levels in their professional work, are open to development, are committed to representing church and non-church communities, and who see themselves as belonging to a single national community together with all citizens of Hungary. They are well aware of their Roma identity in terms of culture, specific habits, general life situations and also what their Hungarian identity and national affiliation denotes. Another important objective is the emergence of a young Roma generation reinforced professionally and morally in its multiple identity: those with a better understanding of the majority of society and its expectations, and capable of assuming an intermediary role between both their own communities and the non-Roma population. Roma youth can become familiarised with such a new approach in these special colleges.

Thus, in 2013, five church-run special colleges (Jesuit Roma College, Evangelical Roma College, Greek Catholic Gypsy College, Szeged Christian Roma College, Wáli István Reformed Gypsy College) were carrying out this complex work, requiring the joint efforts of students, church leaders, teachers and colleagues.

### **8.2.13 Supplementing national subsidies with EU funds**

From 2012, the SROP 4.1.1 D scheme awarded a total grant of HUF 862,273,904 from EU funding during a period of three years to the above-mentioned Christian special colleges for Roma. Those awarded the tender may give scholarships to students attending special Roma

colleges, operate professional programmes, mentor systems, career consulting and provide support for purchasing books and periodicals.

The Act on National Higher Education came into effect in September 2012, and accordingly organisations entitled to establish and manage higher education institutions may operate a special college for Roma, provided they enter into a partnership with an institute for higher education.

Taking advantage of the option provided under the Act on Higher Education, three new special colleges started functioning as a result of the tender invited also in the framework of SROP 4.1.1. D scheme, however, these special colleges are not linked to churches, but directly to higher education institutions. Thus work began in Eger at the Eger Special College for Roma, in Hajdúböszörmény at the Lippai Balázs Special College, and in Pécs at the Wlislöckí Henrik Special College using the model for Christian Roma special colleges.

The total extent of subsidies exceeded HUF 1.450 billion for the eight special colleges.

### **8.2.14 Foreign relations, student-teacher mobility**

The improvement of college relations with higher education institutions abroad would include visits for exchanging experiences, foreign scholarships through inter-institutional relations and student exchange programmes. To build such foreign relations the active involvement of special colleges as well as efforts to map existing relations and seek new ones are necessary.

### **8.2.15 Building relations with secondary educational institutions**

Strengthening the relations with secondary educational institutions serves to facilitate transitions between schools and reduce the "drop-out" rate of gifted students coming from a disadvantaged background. The preparatory workshops of special colleges for higher education may organise a kind of zero-grade system for secondary school students. The supported programme could feature the organisation of presentations and activities to prepare secondary-school students in their final year, and could also provide language training, which would give them an advantage in being admitted to higher education.

The building of relationships in these forms may assist in involving market players (multinational and domestic corporations), either by donations, sponsorships or other schemes to provide moral and material support for social inclusion. The presence of church figures is a guarantee to the for-profit segment that objectives set out in corporate CSR strategies are going to be achieved.

### **8.2.16 Entrepreneurs, social responsibility – socially responsible enterprises**

The exclusion of those disadvantaged is, in turn, the largest "business" risk of Hungary, consequently the strategy counts on the active and committed participation of social partners and the involvement of entrepreneurs pursuing responsible and sustainable economic activity and investors in reinforcing the process of social inclusion. Corporate responsibility is in the interest of both the companies and society as a whole. Today, many companies believe that, "It's better to become better than bigger!"

The issue of companies' social responsibility (CSR – Corporate Social Responsibility) is getting more attention in the economy, and has even become an important factor in the development of human society due to its close link to sustainability.

Companies who are not only striving to comply, but excel; who are not simply working to survive the current economic crisis, but want to become winners of the changed market environment; will turn their sights onto human resources, the most important value in any company. In order to encourage this, economic and employment policy shall take on immediate responsibility.

More and more enterprises (both national and multinational) consider it important to voluntarily apply social and environmental aspects to their business activities and partner relations. These activities usually promoting important social goals can be covered by the notion of corporate social responsibility (CSR).<sup>96</sup>

The social responsibility of enterprises also covers the assistance provided by them to mitigate the social impacts of the current economic crisis, such as the consequences of job cuts. Corporate social responsibility represents a value system that forms the basis of a more closely-knit society, and lays the foundation of the shift towards a sustainable economic system.

In terms of social inclusion, the practices of corporate social responsibility cannot replace public policy, but could contribute to accomplishing a series of objectives in relation to social inclusion.

These include:

- establishing more integrated labour markets and a higher level of social integration, if companies actively strive to provide jobs to the members of disadvantaged social groups;
- investing in skills development, life-long learning and employability, which are the requirements of maintaining competitiveness in a global knowledge-based economy;
- developments in public health care, that are implemented on the basis of voluntary initiatives from companies in fields as marketing and labelling food and non-poisonous chemicals;
- improving effectiveness of innovation, in particularly in the area of innovation relating to social issues by intensifying interaction with external parties concerned and creating work environments that are more favourable for innovation;
- a more positive social view of companies and entrepreneurs, that might contribute to the spreading of more favourable opinions on enterprise;
- the protection of human rights and shared environmental values as well as a higher degree of respect to basic forms of employment;
- alleviation of poverty;
- improving the balance of professional and family life;
- fighting discrimination on the labour market.

In 2008, a strategic recommendation was drafted for the Government of Hungary to promote and accelerate the social responsibility of companies under the joint project of the UN Development Program and Hungary. This recommendation makes reference to labour issues and the question of the equality of opportunities.

Therefore, recognizing and promoting the social responsibility of companies is important from a social point of view as well. The revised strategy of the EU for corporate social responsibility was adopted in 2011,<sup>97</sup> which lays down recommendations relating to corporate social

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<sup>96</sup> COM(2001) 366 Green Paper: Promoting a European framework for Corporate Social Responsibility

<sup>97</sup> Corporate Social Responsibility: National Public Policies in the EU ("Corporate Social Responsibility: National policies in the EU" (European Commission, 2011))

responsibility for governments and enterprises in order to facilitate the creation of national policies that work towards achieving this goal.<sup>98</sup>

Corporate social responsibility is an activity that can be adopted by any kind of enterprise. Small and medium-sized enterprises can take part in managing poverty and working on social inclusion by reasonably using EU structural funds and by their "instinctively" performed CSR activity.

However, it is primarily local operators and indirect parties, consumers and investors, whose role and activity could add the most to encouraging a responsible corporate behaviour and furthering social inclusion. Having recognized the importance of CSR and carrying out many years of preparatory and conciliatory work, the International Standards Organization (ISO) adopted the international standard on social responsibility in 2010 (ISO 26000:2010, "Guidance on social responsibility").

There are numerous outstanding examples of corporate social responsibility in Hungary aimed at supporting the objectives of social inclusion: corporate scholarship and mentoring programmes, mentored employment of target groups of inclusion, charity programmes, cooperation with NGOs and local governments, voluntary operations of collectives, etc. Besides the valuable direct results these programmes bring, they also have a very important awareness-raising impact in terms of social inclusion.

### **8.2.17 Human Capacities Grant Management Office**

The duties relating to tenders on church, nationality, civil and social inclusion implemented from national budgetary sources, including the organization of the Road to Scholarship Programme, were discharged by the Wekerle Sándor Fund Manager (hereinafter: Fund Manager) until 16 August 2012.

In August 2012, the name of the Fund Manager was changed to Office of Public Administration and Justice, and continued working as a background institute of the Ministry of Public Administration and Justice. In the context of its duties relating to the competence of the Minister of Human Capacities, the Fund Manager began operating with the name Human Capacities Grant Management Office of the National Public Administration Institute (hereinafter: Grant Management Office).

Accordingly, the Human Capacities Grant Management Office is currently discharging the duties relating to preparation, organization and controlling of appropriations, scholarships and other programmes designated by the Minister of Human Capacities or specified in the legislation, through tendering and other procedures, as well as contributing to the implementation of EU development projects.

The Fund Manager, similar to the institute previously carrying out tender activities, is a central office, separately functioning budgetary body subject to control by the Ministry of Human Capacities. Its most important responsibility is to ensure the effective operation of the tender system, which is to enable the value-based, transparent, quick and effective use of national

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<sup>98</sup> Strategic recommendation for the Government of Hungary to promote corporate social responsibility, 2008, and the recommendation of ESC on social responsibility

budgetary resources and the realisation of tenders that prove to be the best, in accordance with the principles of national cooperation. The competence of the Grant Management Office extends to the duties relating to the Integration Pedagogic System, Roma culture, the Social Land Programme, Road to Scholarship Programme and Children's Opportunities Program. Furthermore, the institution is pursuing activities related to the Bursa Hungarica Local Government Bursary for Higher Education, support for nationalities, support for churches, National Cooperation Fund, National Talent Programme and the Road to Science Programme.

### **8.3 The framework of EU development projects between 2014 and 2020**

EU co-funded social inclusion development projects between 2014 and 2020 are built on the set of objectives of the strategy. These projects touch upon numerous operative programmes either through direct development programs (HCDOP, ECIOP, ROP, CCHOP) or by displaying OP interventions as employment potentials for those disadvantaged (large-scale investments, use of renewable energy sources, environmental protection).

Development projects appearing in many operative programmes affecting those disadvantaged can jointly facilitate meeting the commitments to combat poverty in Europe 2020.

The interventions derived from the strategy and planned with an EU co-funding are expected to:

- improve the chances of children and the social inclusion and proper education by children opportunities programmes encompassing multiple stages of life and aimed at fighting child poverty with special attention to the involvement of parents;
- improve the chances of disadvantaged people, including Roma, for employment by improving the employability of individuals, and extending their employment opportunities; in terms of the latter, interventions supporting job creation and entrepreneurship, as well as the instruments of social economy have a distinguished importance;
- moderate and prevent regional breakaway processes by the complex development of settlements threatened by becoming disadvantaged or already disadvantaged, and the most disadvantaged micro-regions; the success of interventions supporting regional inclusion can be ensured by the harmonisation and coordination of various EU thematic objectives and operative programmes by way of creating long-term programmes.
- reduce housing disadvantages through complex programmes targeted at segregated communities (including human and housing investments);
- improve the accessibility, quality and effectiveness of public services (especially social, child welfare, child protection and healthcare services);
- contribute to the development of human resources working at institutions in the field of human and administrative services as well as the cooperation of concerned parties;
- strengthen coexistence within society by the involvement of disadvantaged groups, including Roma, and anti-discrimination and multicultural programmes, community programmes and awareness-raising;
- develop the instruments of state interventions aimed at reducing disadvantages in order to improve their effectiveness.

As regards poverty, the situation of Roma living in great numbers in settlements or regions shall be managed separately, but investments should not be limited solely to Roma who live in segregated communities. Four different approaches have been applied to developments aimed at improving the situation of Roma:

- targeting disadvantages that affect the Roma in large numbers (e.g.: poor qualifications, disadvantageous employability, unemployment spanning generations, child poverty, difficulties in access to public services, etc.)

- people in disadvantageous situations are targeted with priority given to people of Roma origin, and quotas are set up in their favour in programmes where disadvantages are compensated that affect an exceptionally high ratio of Roma (such as programmes aimed at promoting further education, and reducing the drop-out rate, etc.)
- targeted Roma programmes are initiated (e.g. training and employment for Roma women, support for Roma culture, health screening of Roma, etc.)
- in order to enable the programmes eliminating disadvantages and helping inclusion reach Roma as efficiently as possible, certain boosting mechanisms are applied (e.g. obligatory cooperation with Roma national municipal governments, Roma coordinators, mentoring, etc.)

A measurement system shall be developed and introduced to enable the monitoring of resources devoted to changing the situation of Roma through development programmes.

## **Priorities**

Interventions aiming to eliminate child poverty and improve the chances of children for inclusion and education should be continued.

The chances of employment and job opportunities of those disadvantaged, including Roma, should be improved by the coordinated application of the tools of active inclusion (employment, pecuniary support and services).

The situation of permanently deprived people should be improved by innovative programmes. The integration of people living in segregates or slum-like housing conditions should be supported by complex human and housing programmes.

Development projects aimed at providing better access to high-quality public services should be continued.

Social coexistence should be fostered by various programmes aimed at fighting discrimination, managing perceptions and strengthening the inclusion of disadvantaged groups and Roma, as well as multicultural and community-led programmes.

The framework of complex interventions and the conditions for their integration into the local processes in the most disadvantaged regions should be established through the coordination of various operational programmes.

Complex investments aimed at community development and social capacity development, and programmes designed to promote economic activity and replace missing services should be implemented in order to turn around segregation tendencies of settlements and improve unfavourable economic-social situation in permanently deprived or segregating settlements.

The effectiveness and technical monitoring of public investments to reduce disadvantages.

## **9 MONITORING AND INDICATORS**

### **9.1 Monitoring the measures of the National Social Inclusion Strategy**

#### **9.1.1 Monitoring progress and social impacts**

Building on our programmes establishing the instruments of inclusion policy and the contribution of Türr István Training and Research Institute, a monitoring system together with the necessary administrative background and reporting system was developed in cooperation with the National Roma Municipal Government in order to monitor the accomplishment of objectives laid down in the strategy and tasks set out in the action plan, as well as their social impacts. As a result, the conditions for the regular and systematic monitoring of measures implementing the strategy are established.

The State Secretariat responsible for Social Inclusion prepared the first report on the implementation of the action plan of the Strategy in December 2012, the second report in May 2013 and finally the third report in October 2013, using the monitoring system keeping a track of the execution of the programmes. These reports give a detailed account of the environment, conditions, schedules, manageable risks and expected outcomes of governmental interventions envisaged under the NSIS action plan, and the needs for coordination.

#### **9.1.2 Indicators of the social impacts of measures under the National Social Inclusion Strategy**

Strategic documents, the EU framework of national strategies for the integration of the Roma, the Decade of Roma Inclusion Programme and the "Making Things Better for Children" programme can be considered precursors to the NSIS. Measuring the social effectiveness of measures and interventions and use of indicators are treated as determinative factors under the National Strategy. Nevertheless, no comprehensive and coherent system of indicators and assessment was set up for either of these strategies, even though the Roma Steering and Monitoring Committee of the Decade of Roma Inclusion Programme and, in particular, the Evaluation Committee of the "Making Things Better for Children" National Strategy carried out numerous basic operations in this area, and revising surveys, methodological materials and annual reports were also prepared in the past in relation to the strategies.<sup>99</sup> Based on the conclusions of the above and the new governmental strategic management environment, a comprehensive indicator and monitoring system was created in the framework of the governmental action plan for 2012 to 2014 of the

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<sup>99</sup> See: Opportunities for children in Hungary. Report for 2010 of the Evaluation Committee of the "Make it better for children" National Strategy Budapest, 2011 and Opportunities for children in Hungary. Report for 2009 of the Evaluation Committee of the "Make it better for children" National Strategy Budapest, 2010 <http://www.gyereksmonitor.hu/>

NSIS.<sup>100</sup> In terms of its main objectives, the target and indicator system of NSIS is linked to the plans set out in the Europe 2020 Strategy, and the indicators on EU commitments are also represented within its main indicators. At the same time, additional main indicators enable the monitoring of interventions and measures in accordance with the priorities of the strategy and the features of these problems.

The precondition to creating indicators is to have the necessary data from surveys, data collections and administrative processes. Due to the nature of the social issues the strategy strives to manage several difficulties that arise in this area. Large sample data collections that are well conceived and respond to difficulties of special data collection (identification, availability and traceability of these social groups) would be needed to obtain adequate information on the decisive factors of the lives, income and livelihood of the most disadvantaged social groups.

### **9.1.3 Census (Central Statistical Office)<sup>101</sup>**

A census of the population complying more or less with the requirements of a modern census can only be carried out after a strong centralised state, political science and development of statistical methods have been accomplished. The first census in the world with a statistical purpose was carried out in 1665 in Québec, Canada, while in Europe the first such survey was conducted in 1749 in Finland (then under Swedish control). Both collections of data met the requirements of a modern census: they were complete surveys for a given point of time and carried out simultaneously, that is, each area covered all individuals. On our continent, the surveying of population data became more or less regular starting from the early 1800s. In Hungary, after its foundation in 1867, the first official statistical service performed the census of 1869, which was among the first of its kind and was a remarkable undertaking. Since then, in the course of censuses conducted almost every 10 years the scientific foundation as well as the technical conditions of organization and processing have seen gradual improvement, and data on more and more themes entered the survey, efforts were made to maintain the comparability of data, and care was taken to observe international recommendations (e.g. UN). After 1960, in each census period the CSO performed so called micro-censuses (1963, 1968, 1973, 1984, 1996, 2005) that enable the supply of up-to-date data between two complete censuses.

The census of 2011 was the fifteenth survey in Hungary, but the first conducted as members of the European Union. This was the first time EU regulations were applied to the census, which prescribed the scope of data to be collected mandatorily in order to ensure comparability between countries, but left the method of data collection to each member state. The outcomes, including data on the target groups of NSIS, have been published continuously since March 2013.

### **9.1.4 Labour force survey (CSO)**

A labour force survey is the most important source of information on employment and economic activity. This survey gives more insight into the features of employed and unemployed people.

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<sup>100</sup> Government Decree 1430/2011 (XII 13) on the National Social Inclusion Strategy and the governmental action plan on its implementation between 2012 and 2014

<sup>101</sup> For more details see <http://www.ksh.hu/nepszamlalas>

The survey has been conducted every quarter since 1992, on a partially identical population sample, with outcomes enabling international comparison between data. Another important development is that questions on Roma identity have been added to the questionnaire. Accordingly, detailed data on the Roma population is expected to become available from 2015 using a large sample data collection.

### **9.1.5 EU-SILC national data collection (CSO)**

The EU-SILC (Statistics on Income and Living Conditions) project started in 2003 on the basis of voluntary agreement. Member states gradually joined the data collection activity. One of the main purposes of SILC collection is to provide income-related or so called Laeken indicators. The data collection is a source of reference for internationally comparable statistics, which are published in the annual reports of the European Union primarily as basis of structural indicators related to social exclusion and inclusion.

The survey produces two types of data: cross-sectional (applying to a specific period or point of time) and longitudinal (for a specific duration) data that similarly measure changes along a four-year-long time scale. Comparable, up-to-date and high-quality cross-sectional data have priority. Information relating to the scale of sample for longitudinal data, and, consequently, information on income and other factors are much more limited. It primarily examines the prevalence of permanent poverty and exclusion as well as its development in some sub-groups of the population.

Starting from 2005, the cross-sectional data collection is supplemented by a module examining a special issue of social exclusion in each year.

### **9.1.6 Turning points of our lives (CSO – NIC)**

The social-demographic basic data collection panel bearing the title "Turning points of our lives" is the largest data collection programme of the Demographic Research Institute, and also current the largest questionnaire-based survey in Hungary that collects data on the demographic situation of the country and the reasons of change. This research has been going on under the umbrella of the Generations and Gender Project (GGP) international survey series, and its results are used by Hungarian state administration as well as Hungarian and international academic circles.

In the course of this survey data have been collected on more than 16,000 Hungarian adult citizens since 2001 through surveys repeated every three-four years (last time in late 2012). The established database not only gives a cross-sectional snapshot of Hungarian society, but also enables the mapping of the consequences of the main events in a life-time (e.g. giving birth, marriage, retiring) due to its tracking feature.

### **9.1.7 European Health Interview Survey (EHIS, CSO)**

The general aim of EHIS is to establish a health survey practice that regularly supplies reliable data on the prevalence of health conditions arising in the EU population, influencing factors and the burden these conditions mean to the individual, the family and the society. This survey enables international comparisons and contributes to making more informed health policy decisions.

### **9.1.8 Household Monitor (TÁRKI)**

The Household Monitor survey series started in 1998, when the Hungarian Household Panel (1992 to 1997) has ended. The core issues examined in the Household Monitor longitudinal cross-sectional household survey are the themes of labour market and incomes, also covering consumption, assets, savings, economic expectations, attitudes, social relationships, voting for political parties and religious affiliation. The most recent survey report was published in April 2013 with the support of the State Secretariat responsible for Social Inclusion, and provided data and conclusions primarily in the fields of income inequalities and poverty. Moreover, similar to previous ones, this survey dwells on the issues of household consumption and the tendencies of political-ideological groups. A new and interesting theme is the analysis of the lives of Hungarians living abroad and emigrating to other countries since the political transformation as well as the impacts of migration, and the study of many other aspects.

### **9.1.9 Career research**

Since 1992, TÁRKI Social Research Institute has been studying the income and labour market situation of Hungarian households, and carries out analyses of the income distribution, poverty features, and consumption and saving behaviour of the Hungarian population. Between 1992 and 1997 a sample of the Hungarian society covering 2600 households was studied in each year in the framework of the Hungarian Household Panel. In 2007, the original sample was revisited under the auspices of the Jedlik Ányos Programme; hence an unparalleled pool of data following households and covering a period of 15 years was created. Career Research conducted by Educatio Nonprofit Kft. in 2011 relied on the data of the four waves of Career Research between 2006 and 2009, and examines the secondary-school career of Hungarian young people with the focus on the children of uneducated parents and Roma youth. The next waves of data collection was organized under priority project SROP 3.3.1. The continuation of the survey is made possible using EU funding in the SROP 3.3.1-09/1 project.

### **9.1.10 Survey pillar of priority project SROP 5.4.1. – Roma surveys (National Institute for Family and Social Policy)**

The fourth pillar of the project sets out to conduct nationwide social surveys on the situation and exclusion of disadvantaged social groups (Roma, people above 50 years of age, households with more than one child, uneducated people, people living in disadvantaged settlements, people with addictions, mental and psychiatric patients, and permanently deprived groups) to create the foundation for future development projects and social policy interventions, and to coordinate family policy surveys and develop a methodology harmonizing with EU surveys. In the course of the survey, seven data collection operations were conducted.

The featured survey of the project in 2013 was a repetition of the large sample survey carried out in 1993 and 2003, on the situation and living conditions of Roma in Hungary. In the framework of the survey 7,000 people in approximately 200 settlements have been questioned. The fundamental aim of the survey was to register the changes occurring in the last 10 years since the last significant large sample data collections on Roma (1971, 1993 and 2003) supervised by István Kemény, which studied the social situation, mother-language, minority distribution, settlement and regional distribution, housing conditions, family composition, situation of children, level of education, rate of employment, income, community issues and discrimination among Roma in Hungary. The survey was conducted, and results were expected to be published in late 2013.

### **9.1.11 National competence test**

The competence test is a national survey conducted by the Education Authority in each year since 2001, measuring the text comprehension and mathematical skills of grade 6, 8 and 10 students. The test focuses on how well students can apply the skills obtained up to a given grade when solving problems taken from real life situations. The test gives an accurate feedback on the effectiveness of teaching in Hungarian public education and the educational performance of institutions. It reaches all students and schools in the country and is longitudinal. This survey is of use in the inclusion strategy since there is also data collection on family background through individual student identifiers, and these variables can be used in training disadvantaged and multiply disadvantaged groups, and school and location-based data collection enables regional and institutional breakdown. The variables of individual results give an explanation to the majority of indicators on the chances of continuing education and successful entry to the labour market. The results of 2012 are available on the website of the authority.

### **9.1.12 PISA survey (Education Authority)**

PISA (Programme for International Student Assessment) is a survey series started in 2000 by the economic organization bringing together the most developed countries of the world, OECD, where Hungary has been a member since 1996. The survey is conducted every three years. The aim of the OECD with this survey is to produce data describing educational systems that are internationally comparable and objective.

PISA measures knowledge that can be applied: what is measured is how well fifteen-year-old students can put their knowledge to use to solve tasks arising in real life situations and how this capability is influenced by the background of students and their schools. The main survey areas include text comprehension, applied mathematical skills and applied natural science skills; one among these always gets more emphasis while less is given to the other two. The main survey area was text comprehension in both 2000 and 2009. In addition to test papers, students, parents and school headmasters fill background questionnaires. The first results of the 2012 PISA survey were expected to become available in December 2013. It should be noted that using the results of the PISA survey as indicators is only possible to a limited extent due to variables applied in mapping family background and the time needed to evaluate the results of the relatively rarely (every 3 years) conducted survey.

### **9.1.13 Equal treatment research (ETA)**

The objective of the EU funded priority project SROP – 5.5.5. "The fight against discrimination – raising awareness in the society and strengthening the work of the authority" of the Equal Treatment Authority is to provide the authority with the tools to go beyond the application of the law, and shape and reinforce anti-discrimination behaviours and attitude by sharing information relating to the requirement of equal treatment. The study published in late 2013 on the survey shows the changes in terms of legal awareness related to discrimination observed in the two waves of the project and in the last three years. The data was collected by the Sociology Research Institute of the Hungarian Academic of Science and its legal successor in 2010 and 2013. The main themes of the questionnaire-based survey on a representative national sample of 1000 individuals and the distribution of answers were assessed by researchers in demographic, socio-cultural, economic and income categories. The data collection was made more specific by a questionnaire-based and focus-group survey on a sample of three different groups made up of 200 individuals each: Roma, LGBTs and the people with disabilities.

### 9.1.14 Indicator system of NSIS

Although it cannot be considered a survey, it is still important to mention the indicator system showing the achievement of objectives laid down in the National Social Inclusion Strategy, since the Strategy measures the effectiveness of actions and interventions as a determinative issue. The interface capable of displaying this can be accessed through the Regional Information System (RIS<sup>102</sup>), within the Sectoral Information System as of June 2013. The purpose of a system comprising approximately 300 indicators (created with the contribution of TÁRKI, and grouped according to objectives of social inclusion) is to graphically illustrate indicators on a diagram. The indicators do not fully cover all the objectives, since there is no indicator to every single objective. The data in the system are updated by the CSO.

These surveys and indicators supply the most comprehensive and fundamental information to the planning and assessment of social inclusion as per the strategy. To gain a more precise picture of the situation of most disadvantaged social groups and related tendencies as effectively as possible, we have to examine how these data collections could be developed and made more precise. The surveys exploring the situation of the Roma population, monitored surveys to examine the transfer processes of social disadvantages between generations have been conducted or are being conducted in line with the NSIS action plan, hence actions and interventions can be targeted.

As the EU framework of national Roma integration strategies pointed out, owing to the regional determination of social problems, it is not sufficient to have national, regional or county-based data, but data on social problems should also be available on micro-regional, settlement and neighbourhood levels. Generally, large sample surveys do not give valid information at these regional levels, therefore it is essential to use data from comprehensive data collections (e.g. censuses, competence tests) and data coming from administrative sources (health, education, labour, social insurance, social and child welfare institutions, services and aids). Even though there has been some progress, the process still needs to be strengthened in order to make data relevant for social inclusion policy taken from administrative and official data collection systems available and analysable. Another important aspect is the comparability of data coming from special fields, sectors, data collection and administrative systems.

In recent years there have been several initiatives worthy of further-development aiming to identify settlement segregates in Hungary. The Central Statistical Office used data from the 2001 census to define the segregates found in settlements and the main features of these segregates (such data collection was conducted in approx. 500 settlements with populations above 2,000) as part of the preparatory work of Integrated Urban Development Strategies, and the study "An analysis of the geographical situation and infrastructural state of slums, Roma ghettos and segregated urban neighbourhoods" was prepared at the request of the National Development Agency.<sup>103</sup> These are continuously developed relying on the data of the 2011 census and the technical assistance of the World Bank, since it is vital that the situation of the most extreme territorial and social segregates are monitored.

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<sup>102</sup> <http://www.teir.hu>

<sup>103</sup> Veronika Domokos (2010): An analysis of the geographical situation and infrastructural state of slums, Roma ghettos and segregated urban neighbourhoods. Manuscript.

### 9.1.15 Ethnic data management

The assessment of programmes and interventions aimed at improving the situation of the Roma population requires data specifically on the Roma population, while its need for targeting is a matter of debate, since the social disadvantages seriously affecting the Roma population, except for ethnic discrimination, are not of ethnic nature, and cannot be attributed to the origins of individuals, but to social circumstances. However, it is less doubtful that the survey of impacts interventions have on the Roma population is necessary.

It is essential for targeted welfare programmes and measures to have data on the Roma target group in order to analyze the impacts of distribution. "It is typical of Roma living in poverty that they are in the worst position even within groups with multiple disadvantages. Consequently, in the case of welfare programmes launched for the benefit of target groups identified on the basis of regional and social criteria, there is a serious risk that, compared with other members of the target group, Roma in the most disadvantaged position reap less of the actual benefits from these programmes."<sup>104</sup>

Reliable data on nationalities are practically only coming from surveys, no data on nationalities fit for assessment can be obtained from the administration or statistical data collections carried out in authorities/institutions. There are numerous legitimate and/or exaggerated concerns, misconceptions and false information related to data collections on national minorities, that hamper the solving or, at least, treatment of problems occurring. Although many substantive opinions and technical recommendations were produced on the treatment and use of data on nationalities,<sup>105</sup> and these often contain specific suggestions on how to treat problems that have been subject to dispute for many years, only careful steps have been taken to reach consensus, while there are international examples proving that the treatment and use appropriate data on nationalities is possible and useful.

Besides other Hungarian (Roma and non-Roma) organisations and offices (e.g. State Audit Office, Ombudsman), the European Commission against Racism and Intolerance (ECRI) has urged in many of its reports that ethnic data shall be used in planning and evaluating programmes aimed at improving the situation of Roma. In its report of 2008, referring to problems that have not been solved since previous reports, the organisation stated the following: "ECRI repeats its recommendation that methods be established that enable the measurement of the situation of national minorities in various areas of life emphasizing that this kind of monitoring is of key

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<sup>104</sup> See on this: Gyula Pulay: Possibilities and necessity of taking ethnicity into account. Hungarian Academy of Sciences, Children Programmes Bureau, March 2009

[http://www.gyerekesely.hu/index.php?option=com\\_phocadownload&view=category&download=16%3Aapulay-gyula-az-etnikai-hovatartozas-szambaveteli-lehetosgei-es-szuksegessge&id=4%3Akapcsolodo-anyagok&lang=hu](http://www.gyerekesely.hu/index.php?option=com_phocadownload&view=category&download=16%3Aapulay-gyula-az-etnikai-hovatartozas-szambaveteli-lehetosgei-es-szuksegessge&id=4%3Akapcsolodo-anyagok&lang=hu)

Zsombor Farkas: Issues of ethnic data collection. MTA GYEP, 2009.

[http://www.gyerekesely.hu/index.php?option=com\\_phocadownload&view=category&download=17%3Afarkas-zsombor-az-etnikai-adatgyujtes-kerdsei&id=4%3Akapcsolodo-anyagok&lang=hu](http://www.gyerekesely.hu/index.php?option=com_phocadownload&view=category&download=17%3Afarkas-zsombor-az-etnikai-adatgyujtes-kerdsei&id=4%3Akapcsolodo-anyagok&lang=hu)

Eötvös Károly Institute: Possibilities of individual monitoring of Roma aid and entitlements. December 2006

[http://ekint.org/ekint\\_files/File/tanulmanyok/romatamogatas.pdf](http://ekint.org/ekint_files/File/tanulmanyok/romatamogatas.pdf)

Report on the conclusions of the survey on the management of ethnic data by Dr. Ernő Kállai, Parliamentary Commissioner for the Rights of National and Ethnic Minorities and Dr. András Jóri, Data Protection Supervisor. 10 November 2009

<sup>105</sup> Page 10, Pulay's work referred above.

importance to determine the impact and effectiveness of policies aiming to improve the situation."<sup>106</sup>

Apparently, it is still a task ahead of us to make ethnic data available from official and administrative data collections, instead of limiting the sources of data to the findings of surveys. The current legally set guiding principle of data collections is self-definition on the basis of identity. In addition to this, due consideration should be given to what other options are available to ethnic data collections based on origin, beyond self-definition (identity). This is particularly important for the treatment of social disadvantages and forms of discrimination, since these cause social problems not in relation to identity but to origin.

### **9.1.16 Local equal opportunity plans**

The obligation of developing local equal opportunity/inclusion plans is a tool of the horizontal application of social inclusion policy and equal opportunities. This means the consistent requirement towards local governments to prepare, implement and account for the local equal opportunities/inclusion programme under the legislation with the involvement of an independent expert.<sup>107</sup> The approval of the local equal opportunities/inclusion programme is the requirement to allow tenders to be submitted for state and EU funding since July 2013, and enables local governments to treat problems related to employment, health, education and housing in a complex manner by the professional planning of available funds, hence improving the effectiveness and sustainability of development projects. In the course of distributing funds, the programme ensures equal opportunities for the multiply disadvantaged population, in particular, Roma, people with disabilities and women to have access to development funds, which has high priority in terms of their social integration.

### **9.1.17 Organizations participating in the monitoring of the National Social Inclusion Strategy**

The institutions of government communication, the Evaluation Committee of the "Making Things Better for Children",<sup>108</sup> Social Inclusion and Roma Interdepartmental Committee (TFTCB), Reconciliation Council for Roma (RCR)<sup>109</sup> and the Roma Coordination Council (RCC) have a distinguished role, in line with their operating rules, in the monitoring, annual revision and triannual revision of the implementation of the strategy.<sup>110</sup>

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<sup>106</sup> ECRI Report on Hungary (fourth turn of monitoring), Approved on 20 June 2008. Published: 24 February 2009 Page 54 <http://www.coe.int/t/dghl/monitoring/ecri/country-by-country/hungary/HUN-CbC-IV-2009-003-HUN.pdf>

<sup>107</sup> The preparation of local equal opportunities programmes are supported by TTRI through methodological assistance. See: <http://www.tkki.hu/page.php?mid=120>

<sup>108</sup> The Evaluation Committee consists of 12 representatives of the Government and 12 members delegated by non-governmental organisations, churches, professional organisations, including the representatives of the Child Programme Office of the Hungarian Academy of Sciences developing the National Strategy, who are joined by the permanent invitees. The President of the Evaluation Committee is the State Secretary for Social Inclusion, Co-President is the person elected by non-governmental members. See: Government Resolution 1053/2008 (VIII 4) on the amendment of Government Resolution 1177/2011 (V 31) on the Establishment of the "Making Things Better for Children" National Strategy Evaluation Committee.

<sup>109</sup> Government Resolution 1048/2013 (II 12) on the establishment of the Reconciliation Council for Roma

<sup>110</sup> Government Decree 1102/2011 (IV 15) on the establishment of the Roma Coordination Council (RCC)

### **9.1.18 Tools of EU development policy**

The current programming period of EU cohesion programmes will close in 2013. In the course of developing the cohesion policy, national development strategies and programmes for the period of 2014 to 2020, we should rely on the experiences of previous programmes and the aspects of social inclusion should be applied. We should make use of the requirement that cohesion policy objectives should focus more on the priority areas of the Europe 2020 Strategy, including social inclusion. It is of fundamental interest that development funds are used in a more coordinated manner and to enable complex interventions. The preconditions of an effective and target-oriented support should be established, including result-centred monitoring and evaluation based on professional aspects. The potential of using positive incentives to reduce inequalities should be examined. Another important aspect is that a long-term approach is applied during the program planning phase, and that procedures are simplified in order to effectively implement the programme. In the course of implementing development projects financed from EU funds strong guarantees of equal opportunities and reduction of social isolation have to be presented.

Based on the experiences of development projects implemented in the period of 2007 to 2013, efforts should be made to simplify the implementation and regulatory environment of complex programmes and to better coordinate the objectives of certain Structural Funds. To ensure the sustainability of results accomplished in the framework of projects, the options of monitoring and other interventions should be reviewed in cooperation with the European Commission.

#### **Priorities**

A monitoring system should be set up to monitor the implementation of programmes and measures specified in the strategy.

Targeted large sample surveys and social research should be conducted to monitor that the objectives laid down in the strategy are achieved.

The works already started to prepare and develop a segregate map should be continued. The methodology and toolset of monitoring should be developed to monitor the strategy.

### **9.2 Further development of the NSIS monitoring system<sup>111</sup>**

The progress categories created during the development of the monitoring system, which enable us to determine the implementation-progress status of a given measure, are the following: R: Realized, P: According to plan, D: Delayed, M: Managerial intervention is required. As monitoring progresses it becomes more apparent that these concepts require change or interpretation, since their meaning is relative to a given state, and cannot always be interpreted depending on the nature of measures. The realized status is hard to understand, when the measure is implemented on a continuous basis. The status "Managerial intervention is required" is a subjective category that cannot be interpreted easily. In the course of assessing measures, numerous measures can be found where parts have been implemented, other parts are delayed,

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<sup>111</sup> In this phase, the study "Interim evaluation of the National Social Inclusion Strategy in relation to the revision of 2014" prepare by Eruditio Zrt. in the framework of project StROP1.1.19/0005, was taken into consideration.

and yet others are progressing according to plan. The pace of progress should be integrated into the measure data sheet, which then can be entered by sectoral departments. As a result, the progress status can be presented as some kind of self-evaluation. It is thus recommended that progress categories be reviewed.

The monitoring system put special emphasis on the role of sub-measure data sheets. Since the sources and the personnel in charge of measures are various departments of ministries, it is obvious that primary feedback information can only come from them. Besides, it is worth considering that sub-measure datasheets constituting the basis of the monitoring report be only filled by relevant departments of ministries. It is recommended that in addition to sectoral datasheets be supplemented by feedback datasheets that are filled by civilians and professions related to the measures.

Instead of the word/excel system recommended for the technical implementation of monitoring, an online user interface should be created to reduce the volume of lost data. The online filling interface should be accessible to sectoral operators, civil individuals and professional figures, which would enable considerable energy savings for the organization carrying out the monitoring process, and the online system reliably stores and manages information.

## SYSTEM OF INDICATORS FOR MONITORING THE TARGET SYSTEM OF THE NATIONAL SOCIAL INCLUSION STRATEGY<sup>112</sup>

NSIS target	Type	Code	Name	Breakdown
1 To reduce the rate of people living in poverty and social exclusion, especially regarding the Roma population.	E	C1e1	The rate of people living in poverty and social exclusion (EU definition)	age, household type, school qualification of the head of household, settlement type, <u>ethnicity</u>
	E	C1e2	The rate of people living in poverty and social exclusion (EU2020 objective, Hungarian commitment)	age, household type, school qualification of the head of household, settlement type, <u>ethnicity</u>
	R	C1m1	The rate of people living in income poverty	age, household type, school qualification of the head of household, work intensity, settlement type, <u>ethnicity</u>
	R	C1m2	The rate of people living in severe financial deprivation	age, household type, school qualification of the head of household, work intensity, settlement type, <u>ethnicity</u>
	R	C1m3	The rate of people living in households with low work intensity	age, school qualification of the head of household, settlement type, <u>ethnicity</u>

<sup>112</sup> In our effort to establish the system of indicators we have striven to create an indicator system capable of covering the complete target system of the strategy. Therefore, where it was necessary we designated the indicators and indicating items that are not available in the current statistic infrastructure, but would be needed to monitor social processes as precisely as possible. These "planned" items of the indicator system are underlined. The Type field shows the type of the indicator: primary, secondary, context. The Code describes the alignment to the Strategic target system of the indicator.

	<b>NSIS target</b>	<b>Type</b>	<b>Code</b>	<b>Name</b>	<b>Breakdown</b>
		R	C1m4	The depth of poverty	age, school qualification of the head of household, work intensity, settlement type, <u>ethnicity</u>
		R	C1m5-6	The rate of people considered deprived under individual basic indicators of financial deprivation	age, school qualification of the head of household, settlement type, <u>ethnicity</u>
		K	C1k1	The rate of people in income poverty – with various poverty thresholds	age, school qualification of the head of household, <u>ethnicity</u>
		K	C1k2	The rate of people in income poverty - with the alternative equivalence scale	age, school qualification of the head of household, <u>ethnicity</u>
		K	C1k3	Rate of poverty – with a poverty threshold fixed in time	-
1.1	Promoting the labour market integration and improving the rate of employment of Roma and permanently deprived groups	E	C1.1.e1	Rate of employment	gender, school qualification, <u>ethnicity</u>
		R	C1.1.m1	Income poverty of people living in households with close relation to the labour market	school qualification of the head of household, settlement type, <u>ethnicity</u>
		K	C1.1.k1	Rate of long-term unemployment	school qualification, ethnicity
1.1.1	Improvement of the level of education of Roma and permanently deprived people of active age	E	C1.1.1.e1	Rate of people with low levels of education among the working-age Roma population	age, ethnicity
		E	C1.1.1.e2	The rate of low levels of education among people of working age, whose father has low levels of education	age
		R	C1.1.1.m1	Rate of employment among people who are skilled workers	-
		K	C1.1.1.k1	The number of people attending higher education	school qualification, ethnicity
1.1.2	Development of the economy and businesses to provide employment to	E	C1.1.2.e1	Number of businesses among people with low levels of education	-
		E - A	C1.1.2.e2	Number of businesses among the Roma	-

	<b>NSIS target</b>	<b>Type</b>	<b>Code</b>	<b>Name</b>	<b>Breakdown</b>
	people with disadvantages and low levels of education (on the primary labour market, highly work-intensive sectors, social economy, atypical forms of employment)			population	
		R	C1.1.2k1	Prevalence of support to foster entrepreneurship	-
		R	C1.1.2k2	Number of people employed with salary subsidies	-
		E	C1.1.3e1	Rate of job-seekers finding a job on the primary labour market	age group, school qualification, term of unemployment
		E	C1.1.3e2	Rate of job-seekers with low levels of education finding a job on the primary labour market	age group, term of unemployment,
		E	C1.1.3e3	Rate of job-seekers under age 24 finding a job on the primary labour market	Career-starter, non-career starter, school qualification, term of unemployment
		E	C1.1.3e4	Rate of job-seekers with disabilities finding a job on the primary labour market	age group, school qualification, term of unemployment
1.1.3	Development of the access, quality and effectiveness of labour market and social care and services supporting labour market integration	R	C1.1.3m1	Rate of job-seekers finding a job on the primary labour market and entitled to labour market service	age group, school qualification, term of unemployment
		R	C1.1.3m2	Rate of job-seekers finding a job on the primary labour market with the help of support	age group, school qualification, term of unemployment
		R	C1.1.3m3	Rate of job-seekers with low levels of education (max. eight years of primary-school education) finding a job on the primary labour market and entitled to labour market service	age group, term of unemployment
		R	C1.1.3m4	Rate of job-seekers with low levels of education (max. eight years of primary-school education) finding a job on the primary labour market with the help of	age group, term of unemployment

	<b>NSIS target</b>	<b>Type</b>	<b>Code</b>	<b>Name</b> support	<b>Breakdown</b>
		R	C1.1.3m5	Rate of job-seekers under age 24 finding a job on the primary labour market and entitled to labour market service	Career-starter, non-career starter, school qualification, term of unemployment
		R	C1.1.3m6	Rate of job-seekers under age 24 finding a job on the primary labour market with the help of support	Career-starter, non-career starter, school qualification, term of unemployment
		R	C1.1.3m7	Rate of job-seekers with disabilities finding a job on the primary labour market and entitled to labour market service	age group, school qualification, term of unemployment
		R	C1.1.3m8	Rate of job-seekers with disabilities finding a job on the primary labour market with the help of support	age group, school qualification, term of unemployment
		K	C1.1.3k1	Unemployment rate	-
		E - A	C1.1.4e1	The number of people participating in public employment converted to an equivalent of full-time employees	sub-system, school qualification, settlement type
1.1.4	Development and extension of public employment	E - J	C1.1.4e2	Employment rate of people participating in public employment	sub-system, school qualification, settlement type
		M - A	C1.1.4m1	Number of people involved in public employment	sub-system, school qualification, settlement type
		E	C1.1.5e1	Rate of employment of people entitled to job seeker's allowance	-
1.1.5	Creating a social support system that is capable of intensifying activity and stimulating employment	E	C1.1.5e2	Median time of finding a job among people entitled to job seeker's allowance	-
		R	C1.1.5m1	Unemployment trap indicator	average wage, according to household composition
		R	C1.1.5m2	Net replacement rate indicator	average wage, according to household

	<b>NSIS target</b>	<b>Type</b>	<b>Code</b>	<b>Name</b>	<b>Breakdown composition</b>
1.1.6	Work and family balance and support to atypical forms of employment	E	C1.1.6e1	Rate of employment of women with children	the age of the youngest child
		R	C1.1.6m1	Rate of children aged between 0 to 5 with early childhood education and care	age, school qualification of the mother, <u>disadvantage</u>
		R	C1.1.6m2	Rate of people in part-time employment	gender, school qualification
1.2	Development of administrative and statistical data sources and information systems enabling policies aimed at the improvement of the situation of children living in poor families and permanently deprived groups, as well as the planning of interventions, monitoring and evaluation	E	C1.2e1	Data pool of the monitoring system	can be calculated according to comprehensive and specific objectives
		EJ	C2e1	Rate of people living in poverty and social exclusion among children with undereducated parents	school qualification, ethnicity
2	Preventing the reproduction of poverty and social exclusion	E	C2e2	Rate of children living in permanent poverty	number of parents, number of children, school qualification of the head of household, settlement type, <u>ethnicity</u>
		R	C2m1	Rate of children living in permanent financial deprivation	type of household, school qualification of the head of household, settlement type, <u>ethnicity</u>
		R	C2m2	Rate of children living in a household characterized by long-term unemployment	type of household, school qualification of the head of household, settlement type, <u>ethnicity</u>
2.1.	Reducing child poverty	E	C2.1e1	Rate of people living in income poverty among children	school qualification of the head of household, <u>ethnicity</u> , type of household, work

NSIS target		Type	Code	Name	Breakdown
					intensity of the household, settlement type
		R	C2.1m1	High ratio of food-related expenses	household type; households with children: school qualification of the head of household, <u>ethnicity</u>
		K	C2.1k1-2	Relative risk of poverty of children	-
		K	C2.1k3	Rate of poor people living in a household with children	age
2.1.1	Keeping welfare transfers of families at a constant level.	E	C2.1.1e1	The poverty-reducing effect of in cash family support	age, household type, <u>ethnicity</u> , school qualification of the head of household, work intensity of the household, settlement type
		K - A	C2.1.1k1	Rate of public expenses to family support	types of expenses
		K	C2.1.1k2	The poverty-reducing effect of social benefits, less pensions	age, household type, <u>ethnicity</u> , school qualification of the head of household, work intensity of the household, settlement type
		K	C2.1.1k3	Rate of public expenses to family support compared to GDP	-
		E	C2.1.2e1	Rate of children under protection	age, ethnicity
		E	C2.1.2e2	Rate of children with daycare	type of care, age, disadvantage, <u>ethnicity</u>
2.1.2	Development of access to, quality and effectiveness of child welfare as well as child protection care and services	E	C2.1.2e3	Rate of socially disadvantaged children in daycare	disadvantage, children receiving regular child protection benefit, children with special educational needs or disabilities, type of care, age, <u>ethnicity</u>
		R	C2.1.2m1	Ratio of caregivers/children	type of care
		R	C2.1.2m2	Rate of trained adults providing care or education	-
		K	C2.1.2k1	Rate of children care for by the child welfare service	age, disadvantage, <u>ethnicity</u>

NSIS target		Type	Code	Name	Breakdown	
2.1. 3	Early talent management, development of early childhood education and care	K	C2.1.2k2	Rate of children under protection in daycare	type of care, ethnicity	
		K	C2.1.2k3	Rate of children receiving regular child protection benefit	age, number of parents, number of children, <u>ethnicity</u>	
		E - J	C2.1.3e1	Performance indicator of children previously participating in early skill development	highest school education of parents, disadvantage, region	
		E	C2.1.3e2-3	Rate of children born with low body weight	extent of low body weight, <u>highest school education of parents</u> , region	
		E	C2.1.3e4	number of children participating in early development and care (0-5 years of age)	disadvantage, highest school education of parents, settlement type, ethnicity, participation in early development	
	2.2	Improvement of the access of Roma and permanently deprived children to education	M - J	C2.1.3m1	Family indicator of children previously participating in early skill development	school qualification, disadvantage, region
			M - J	C2.1.3m2	Development indicator of children at the age of 5	areas: physical state, social competence, mental development, linguistic and cognitive competence, communication, participation in early development, highest school education of parents, disadvantage, region
			M - J	C2.1.3m3	Indicator of the Sure Start Programme	performance indicators: highest school education of parents, number of siblings, ethnicity
			K	C2.1.3k1	Rate of children previously participating in early skill development	highest school education of parents, disadvantage, micro-region, region, categories of birth weight
			E	C2.2e1	Rate of children attending pre-school	disadvantage, highest schooling of parents, settlement type, ethnicity
		E	C2.2e2-7	Rate of children with rate 1 or below at standardized tests by competence type and grade	<u>disadvantage</u> , highest schooling of parents, settlement type, <u>ethnicity</u>	

NSIS target		Type	Code	Name	Breakdown
2.3	Reducing drop-outs without a qualification	R	C2.2m1	Rate of grammar school students	disadvantage, highest schooling of parents, settlement type, <u>ethnicity</u>
		R	C2.2m2	Rate of students attending secondary-school training providing a secondary school diploma	disadvantage, highest schooling of parents, settlement type, <u>ethnicity</u>
		R	C2.2m3	Disadvantaged students in higher education	disadvantage, type of programme
		R	C2.2m4-9	Average test score at standardized tests by competence type and grade (competence test)	<u>disadvantage</u> , highest school education of parents, settlement type, <u>ethnicity</u>
		K	C2.2k1-2	Average test score at standardised tests by competence type (OECD PISA)	disadvantage, highest school education of parents, ethnicity
		K	C2.2k3-4	Rate of children with rate 1 or below at standardised tests by competence type	<u>disadvantage</u> , highest school education of parents, ethnicity of parents
		E	C2.3e1	Drop-out rate (early school leavers) (EU2020)	disadvantage, highest school education of parents, ethnicity
		E	C2.3e2	Students dropping out	disadvantage, highest schooling of parents, settlement type, ethnicity
		R	C2.3m1	Rate of students repeating grades	disadvantage, highest school education of parents, grades, settlement type, ethnicity
		R	C2.3m2	Rate of private students	disadvantage, highest school education of parents, grades, settlement type, ethnicity
		R	C2.3m3	Rate of children leaving education after grade 8	disadvantage, highest schooling of parents, settlement type, ethnicity
3	Improving accessibility to social economic wealth with equal opportunities and to strengthen national cohesion				
3.1	Improvement of housing	E	C3.1e1	Rate of people living in apartments lacking	age, settlement type, <u>ethnicity</u> , income

	<b>NSIS target</b>	<b>Type</b>	<b>Code</b>	<b>Name</b>	<b>Breakdown</b>
	conditions, security and extension of housing options (rented apartments).			basic infrastructure/in poor housing conditions	
		E	C3.1e2	Difficulties in paying overhead costs	age, settlement type, <u>ethnicity</u> , income
		R	C3.1m1	Rate of people living in overcrowded apartments	age, settlement type, <u>ethnicity</u> , income
3.2	Reduction of settlement and regional segregation	E	C3.2e1	Number of segregated housing environments	settlement type
		E	C3.2e2	Number of people living in segregated housing environments	age, settlement type, <u>ethnicity</u>
		E	C3.3e1	Infant mortality	according to genders: highest school education of parents, settlement type, ethnicity
		E	C3.3e2	Life expectancy at birth	according to genders: school qualification, settlement type, ethnicity
		E	C3.3e3	Number of years in health	according to genders: school qualification, settlement type, ethnicity
3.3	Improving the health status of Roma, permanently deprived and children, increasing the life expectancy at birth, and their access to the health care system	E	C3.3e4	Subjective general health status	school qualification, income, settlement type, <u>ethnicity</u>
		R	C3.3m1	Smoking in the adult population	according to genders: age, highest school education, <u>ethnicity</u> , settlement type
		R	C3.3m2	Alcohol consumption in the adult population	according to genders: age, highest school education, <u>ethnicity</u> , settlement type
		R	C3.3m3	Drug use among adolescents	according to the combination of gender and highest school education of parents; settlement type
		R	C3.3m4	Subjective disability	school qualification, income, settlement type, <u>ethnicity</u>
		R	C3.3m5	Rate of pregnancy at an early age	highest school education of parents, settlement type, ethnicity

	<b>NSIS target</b>	<b>Type</b>	<b>Code</b>	<b>Name</b>	<b>Breakdown</b>
3.4	Strengthening the trust enabling social coexistence, reducing discrimination of Roma	K	C3.3k1-2	Availability of paediatric care by the total number of services or mixed practice	settlement type, region
		K	C3.3k3	Availability of nursing care	settlement type, region
		E	C3.4e1	Trust in the legal system	age group, school qualification, settlement type
		E	C3.4e2	Subjective perception of ethnicity/racial discrimination	age group, school qualification, settlement type
		R	C3.4m1	General trust	age group, school qualification, settlement type
3.5	Inclusion of relevant groups into planning, implementation and evaluation				