

„Everyone must feel that they are members of a national community!”
Prime Minister Count István Tisza
(1861–1918)

NATIONAL SOCIAL INCLUSION STRATEGY
- EXTREME POVERTY, CHILD POVERTY, THE ROMA -
(2011–2020)

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Ministry of Public Administration and Justice
State Secretariat for Social Inclusion

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0. Foreword – Executive Summary

One of Hungary's gravest problems today is the gradual deterioration of the situation of individuals living in poverty, including the Roma population. A consequence of this process are segregation, exclusion from the opportunities offered by life in the fields of education, employment and health care, and deterioration in living conditions in disadvantaged regions as well as on the peripheries of settlements.

Every third person (approximately 3 million individuals) lives below the poverty line in Hungary today, 1.2 million of them in extreme poverty. The risks of poverty particularly afflict children and those living in disadvantaged regions. Most of the Roma, some 500,000 to 600,000 of them (based on estimates, their total number is approximately 750,000) belong to the latter group. Therefore, a policy aimed at the inclusion of the Roma in Hungary cannot be separated from the general fight against poverty and the improvement of social and economic competitiveness. At the same time, we must pay particular attention to the ethnic group of the Roma as experiences show that they are the poorest of the poor and have been least reached by the various inclusion programmes. In accordance with the EU basic principle of explicit but not exclusive targeting, we need special means, methods and approaches for the involvement of the Roma population.

The Act on the Rights of National and Ethnic Minorities passed in 1993 allows us to involve the Roma as genuine partners in affairs concerning their lives, thereby encouraging active participation and a responsible approach on their part. The new national minority legislation currently in the making extends and reinforces these rights (parliamentary representation). It is a result of the system of minority self-governments described later on herein below that the Roma in Hungary, the only country in Europe, have state-guaranteed representation attained in national elections which provides them with cultural autonomy. During the minority elections held in conjunction with the latest local municipality elections, more than 130,000 Roma enrolled for registration on a voluntary basis and acquired the right to vote in the minority elections (58% of the total minority electors). They elected more than 6,000 local representatives who elected the 20 regional (county and Budapest) Roma minority self-governments and the National Roma Government. On behalf of the Government, Prime Minister Viktor Orbán signed a „Framework Agreement” with the President of the National Roma Self-government, Flórián Farkas, in May 2011, which lays down specific undertakings with respect to the most important issues concerning the Roma. This document signed at the highest level indicates, on the one hand, the Government's commitment vis-à-vis the majority, non-Roma Hungarian society to the inclusion of the Roma and, on the other hand, conveys the message to Hungary's largest ethnic minority (according to the new Constitution, “national minority”) that the Government is counting on their cooperation as a partner.

We are therefore making conscious efforts to maintain the dual approach which simultaneously struggles against impoverishment that afflicts not only the Roma and keeps track of, if necessary, via special, anti-discrimination programmes, the development of the situation of the Roma. Twenty years after the second birth of parliamentary democracy, this matter is also an issue of authenticity for Hungary. We cannot accept a state of affairs where dictatorship provides more for the citizen in any walk of life than democracy. How can anyone appreciate the freedom of civil society if they are prevented from enjoying the benefits of this freedom by social exclusion?!

The Government laid down in the chapter entitled „Improving the circumstances and promoting the social inclusion of the Roma” of its programme as a primary objective that it wishes to treat the

problems of the Roma¹ as a national affair, rather than as a mere poverty policy issue. To this end, in alignment with the EU framework of National Roma Integration Strategies up to 2020, the Government aims to determine the medium-term challenges and targets of the social and labour market integration of those living in poverty, including the Roma, as well as the necessary interventions, over a period of 10 years.

In the interest of planning and implementing effective social inclusion programmes, it is necessary to methodically review the programmes implemented to date for the improvement of the situation of the Roma in Hungary and to create a plan of action that serves to effectively and genuinely improve the situation of the Roma and simultaneously targets all individuals living in poverty but specifically identifies the methods and measures which ensure the actual involvement of the Roma.

To this end, simultaneously with the National Social Inclusion Strategy (hereinafter referred to as the „Strategy”), the Government also discusses the governmental action plan related to the Strategy with respect to the years 2012 to 2014 which determines specific tasks, identifies the responsible Members of Government and sets deadlines in the areas of child welfare, education, employment, health care, housing, the involvement of the individuals concerned, the awareness raising and the fight against discrimination.

As the Government Programme highlights repeatedly, the management of the problems of disadvantaged social groups has in recent years yielded few results. The position of vulnerable social groups has been further aggravated by the deteriorating labour market situation in the wake of the economic crisis and the required measures of fiscal adjustment which also had an impact on the social systems. At the same time, conflicts and violent acts related to the Roma, which have greatly shocked and much concern Hungarian society, have escalated and have, in some instances, taken a tragic turn.

Poverty, the issue of social cohesion, which is closely related to economic growth, is becoming increasingly more emphatic also in the European Union’s policies. One of the five main objectives identified in the EU’s strategy determined with respect to the period extending to 2020 is the fight against poverty and social exclusion which must be addressed in harmony with the economic and employment policies. A comprehensive goal of the EU strategy is to reduce the number of those living in poverty or social exclusion by 20 million. Hungary’s related target aims to help some half a million people out of poverty.

The significant success of Hungary’s EU Presidency is our contribution to the development of the EU’s framework on Roma integration. The European Council confirmed on 24 June 2011 the Council Conclusions, approved in the sectoral Council concerned (EPSCO) on 19 May², with respect to the EU framework for National Roma Integration Strategies, and the Member States thereby committed themselves to participating in the framework. In the wake of this, Member States are required to prepare or to update their respective national strategies concerning the inclusion of the Roma and must submit them to the Commission by the end of December 2011.

The Hungarian inclusion policy attempts to promote the integration, extension and management in a standard target system of the strategies of specific problem areas relevant to poverty (strategies concerning child poverty, the Roma and disadvantaged regions) in the interest of the more effective enforcement of inter-sectoral approaches. Accordingly, the Strategy integrates the approaches and

¹ In accordance with common usage, for the purposes of the strategy, we use the terms „Roma” and „Gypsy” as synonyms.

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

objectives of the „Making Things Better for our Children” National Strategy³ and the Decade of Roma Integration Programme (DRIP) Strategic Plan⁴.

The strategic concept of the inclusion policy is in harmony with the Government Programme; it contributes to the attainment of the main targets identified in the Government Programme, to the boosting of the economy, to the considerable expansion of employment and to the reinforcement of social security. The reinforcement of cooperation, social cohesion and responsibility for the community and the individual constitutes the premise of the contemplated measures.

The Strategy provides a framework for the implementation of the inclusion targets identified in the Government Programme. The Strategy treats the resolution of the problems related to the exclusion of the Roma and disadvantaged individuals as a national cause, rather than as a mere poverty policy. The proposed areas of intervention are the areas of development that are identified as priorities also in the Government Programme; employment, education and social and health care services.

The Strategy is also in harmony with the objectives of the Government Programme related to the reinforcement of families. The inclusion strategy contributes to the attainment of the principle of „every family counts”; we must simultaneously help the poorest families whose very housing is at stake, must manage the deteriorating situation of those who have already embarked on a downward social trend and must stop the impoverishment of the lower middle classes.

The strategy covering a period of ten years and the attached action plan spanning three years are directly related to the EU framework approved as one of the main undertakings of Hungary’s EU Presidency. The European Commission issued its Communication entitled⁵ „An EU Framework for National Roma Integration Strategies up to 2020” on 5 April 2011. The Council responded to the EU Roma framework laid down in this document with its Council Conclusions approved on 19 May 2011⁶, by virtue of which the Member States committed themselves to participation in the framework strategy, that is, to the submission of their national Roma inclusion strategies or action plans up to 2020 to the EU Commission by the end of 2011.

The strategy and the action plan are also linked to the priorities of the Europe 2020 Strategy related to inclusion in employment and education, and social inclusion. The quantified Hungarian targets approved on the basis of these priorities – raising the employment rate of individuals aged between 20 and 64 to 75% by 2020, reducing the ratio of early school-leavers to 10% and reducing the number of individuals living in poverty and social exclusion by half a million – can only be achieved if the interventions contemplated in the Strategy are duly followed and the objectives identified are attained.

The Strategy summarises the main findings of the situation analysis constituting an annex hereto and presents the outcome of processes in recent years.

The situation analysis summarises the situation of the target group that may be identified on the basis of the three gravest poverty risk factors (Roma, children and those living in disadvantaged regions) and identifies the most important problems in the four problem areas also highlighted in the EU

³ Parliamentary Resolution No. 47/2007. (V. 31.) regarding the National Strategy „Making Things Better for our Children”, 2007–2032.

⁴ Parliamentary Resolution No. 68/2007. (VI. 28.) on the Decade of Roma Integration Programme, a Strategic Plan.

⁵ COM(2011) 173 final

⁶ An EU Framework for National Roma Integration Strategies up to 2020. Council Conclusions 10658/11

framework (employment, education, health care and housing). The conclusions at the end of each chapter of the situation analysis summarise the most important findings related to the problems identified.

The vision and objectives of the Strategy outline a realistic and measurable, medium-term vision on the basis of the problems established and identify the principles related to the direction and means of the implementation of the inclusion policy.

The comprehensive targets are as follows in harmony with the poverty reduction goals of the Europe 2020 Strategy:

- Reduction of the rate of individuals living in poverty and social exclusion, with special regard to the Roma population.
- Prevention of regeneration of poverty and social exclusion.
- Improvement of equal access to social and economic welfare, reinforcement of social cohesion.

The tools assigned to the objectives may be grouped into six areas of intervention. The most important means and methods relevant to the enforcement of the political goals of inclusion also emerge as priorities at the end of each area of intervention.

It is necessary to create a monitoring system in the interest of monitoring the attainment of the objectives set forth in the strategy and the implementation of the programmes and measures, while there is a need for targeted, large-sample studies and sociological research for tracking purposes.

The State Secretary for Social Inclusion reviews the implementation of the three-year action plan of the strategy annually and prepares reports for the Government. We shall subject the strategy to regular reviews.

The EU framework for National Roma Integration Strategies, the Decade of Roma Integration Programme and the „Making Things Better for our Children” National Strategy all treat the measuring of the effectiveness of measures and interventions and the use of indicators as a key issue. While major preparatory projects have been launched for the development of evaluation systems, it is true of both local strategies that neither of them boasts a comprehensive and coherent system of indicators and evaluation.

A basic condition of generating indicators is to have the necessary data at our disposal on the basis and as a result of studies, data collections and administrative processes. Following from the nature of the social problems intended to be addressed by the strategy, there are a number of difficulties in this department. In order to obtain adequate information on the main factors of the situation of the most disadvantaged social groups, their income and living conditions and the development of these, we need data surveys involving large samples planned with great accuracy that are able to respond to the difficulties of this special type of data gathering (identification of these social groups, their availability for interviews and tracking).

We need ethnic data concerning the Roma population for the evaluation of the programmes and interventions designed to improve the situation of the Roma population. The need for such data for the purposes of targeting may be disputed on the grounds that the social disadvantages gravely affecting the Roma population are, with the exception of ethnic discrimination, not disadvantages of an ethnic nature; they do not stem from the ethnicity of the individuals concerned but from their social circumstances. It is, however, hardly questionable that it is necessary to look into the effects of the interventions on the Roma population.

Short-term funding for the implementation of the Strategy up to 2014 will be supplied from the operational programmes concerned of the New Széchenyi Plan. As for the medium-term funding of the Strategy up to 2020, we may rely on the fact that the Strategy directly serves the fulfilment of the Hungarian targets made with respect to the Europe 2020 Strategy which are treated as priorities also under the general rules regarding the utilisation of the aid available during the EU planning period between 2014 and 2020.

The National Roma Self-government reviewed the draft of the Strategy in several rounds and agreed with the objectives, interventions, means and methods. We duly processed any clarifications and additional ideas on their part and incorporated them into the text of the working material. The summary of the draft strategy was reviewed and approved by the Inter-Ministerial Committee for Social Inclusion and Roma Affairs at its meeting held on 13 July 2011. This is the body responsible for cooperation between the ministries and other agencies concerned (12 State Secretaries and a representative of the Prime Minister's Office constitute its membership). Following this, we initiated preliminary written and verbal consultations with the ministries concerned. In this round of consultations, the individual ministries clarified and made additions to a pre-defined indicative list of measures. As a result, preparations for the development of the action plan attached to the Strategy also began.

The Roma Coordination Council came into being in order to enable the widest possible cooperation of social actors and stakeholders involved or with an interest in the inclusion of the Roma. Its members are, in addition to representatives of the Government, the representatives of minority self-governments, local municipalities, the Hungarian Academy of Sciences, employers, employees, churches, civil organisations and the Central Statistical Office. Roma organisations account for the majority of the 27 members.

Following expert-level inter-ministerial consultations, the Council opened the social debate of the draft strategy at its founding meeting on 26 September 2011. As part of the wide-ranging social consultations conducted until 9 November, the representatives of social and professional organisations and churches, too, stated their opinion with respect to the text of the draft and the indicative list of proposed measures.

1. Social Inclusion Policy

Reducing deep poverty and social exclusion requires the adoption of a complex approach sustainable in the long term. This is in the interest of every member of society; is the responsibility of the Government and is one of our most important national and also common European causes.

Social exclusion, marginalisation is strongly linked to circumstances related to poverty. In Hungary today, the degree of segregation, general exclusion from significant areas of social life, is a **serious social problem** equally affecting the state sector, social coexistence and sustainable economic development in numerous regards. Therefore, to achieve social inclusion, efforts, on the one hand, essentially need to focus on eliminating the reasons underlying poverty and preventing its development, whilst, on the other hand, on reducing poverty-related disadvantages.

Twenty years after the political transition of 1989/90, *the Hungarian society is still unsuccessful to effectively deal with problems causing or stemming from poverty.* Statistics and studies expose that the situation of groups living on the margins of society in extreme destitution is becoming perpetuated within society. **Extreme life situations**, blatant social disparity, the formation of **isolated ghettos** and consequently remaining an outsider and **intergenerational transmission of disadvantaged situation** *endangers the stability, sustainability and security of society as a whole.* The lack of social cohesion, disintegration and segregation processes witnessed along in Hungarian society in typical areas related to age, ethnicity, region, etc. are also *impediments to economic development.*

As pointed out several times in the government programme, **dealing with the problems disadvantaged social groups face has yielded very few results over the past period.** This is especially true for problem areas, which, according to research, are the key areas underpinning social inequality. Employment among social groups in the most deprived situation (permanently unemployed individuals), Roma issue, the problems of disadvantaged settlements, alongside child poverty and creating opportunities for children are areas in which programmes and impressive initiatives have been launched without managing to achieve any major breakthrough. Their situation, the severity of their poverty, their life chances, income and social status went from bad to worse. Moreover, interethnic conflicts which shocked and preoccupy the entire Hungarian society became more violent and acute, and even tragic at times.

Till now, we have not developed a systematic approach comprised of measures aimed at tackling the most pertinent problems; experiences gained over the course of the programmes that were implemented are not used as best they could be, and the sustainability of the programmes launched is not sufficiently ensured. Measures and programmes introduced in specific problem areas fail to form comprehensive interventions. ***Till now, we have not developed planning or evaluation systems specifically focusing on problems, which is a key requirement for comprehensive programmes.***

*Evidence-based policy development is the key to good governance and social inclusion, i.e., developing policies based on surveys and research backed by scientific methods and ensuring the **monitoring of interventions.*** Setting up and operating comprehensive evaluation systems is essential for developing policies spanning multiple policy areas and the effective monitoring of programmes running in various areas. *Our EU commitments also make this necessary.*

In many cases, interventions are not aligned to the interests and needs of the target group in focus; are not practical and exclude the target group, whose inclusion is essential to the success of interventions. It is both true that programmes are over-fragmented and are implemented through of **over-sized, bureaucratic projects**, within the framework of which what may seem as an obvious

solution is lost. Good practices developed in specific areas are not widely disseminated and complex pilot programmes bringing major results are not systemised or standardised.

Lack of cooperation, concentration of resources and a complex approach caused a problem over the past few years during the course of the implementation of a given task, programme, which threatens the attainment of the key objectives of the given tasks. The efficiency of governmental coordination and inter-ministerial cooperation needs to be improved and developed to remedy this situation.

Poverty and social cohesion – closely tying in with economic development – is becoming more of a focus of EU policies. Every two years, member states compile reports for the European Commission on policies aimed at promoting social inclusion within the framework of the anti-poverty open method of coordination (OMC), which the Commission monitors on the basis of a common set of indicators (the so-called Laeken indicators). This cooperation framework offers numerous opportunities for both government and non-government actors to gain mutual insight into practices adopted in member states. Following 2010, the EU year for fighting poverty and social exclusion, the EU adopted the Europe 2020 Strategy highlighting 5 key objectives, one of which is the fight against poverty and social exclusion. *Decreasing the size of the population living in poverty or social exclusion by 20 million people is one of the main targets of this EU strategy.* Hungary's commitment in this regard is to lift a total of **half a million people out of poverty**. This may be ambitious and cannot be achieved without coordinated and targeted interventions. Cooperation between several policy areas is likewise needed to attain the employment target of creating 1 million new jobs, nor is the educational target of reducing school drop-out rates from 11.4% to 10% a task strictly limited to the educational institutional system.

A comprehensive approach to tackling social problems, planning interventions spanning multiple policy and public administration areas is becoming more of a focus of planning processes underpinning the EU Structural Funds, as well as targeted strategies. *Adopting a comprehensive approach equally complex in terms of policies is a fundamental precondition for making effective use of the EU funds and the successful implementation of common European strategies.*

*Contributing to the elaboration of an **EU Roma framework strategy** was one of the main commitments Hungary made during the Hungarian EU Presidency.* The communication⁷ on “An EU Framework for National Roma Integration Strategies up to 2020” was approved by the European Commission on 5 April 2011. The Council approved the Council conclusions on 19 May 2011, on which grounds the Member States assumed commitments for adopting the framework, i.e., for submitting their respective national Roma integration strategies or action plans to the Commission by the end of 2011. The systematic review of programmes aimed at improving the situation of the Roma population in Hungary, developing an action plan effectively improving the situation of Roma and running programmes within these which effectively promote social inclusion is essential for implementing the framework in Hungary.

Targeted programmes specifically launched to promote the social integration of Roma cannot alone engender a breakthrough. Rigorous enforcement in specific policy areas (economic policy, education, employment, housing, healthcare) of the principle of **Roma integration and opportunities for social inclusion as a horizontal principle** is essential. Supporting the needs and launching unique programmes does not simultaneously and automatically imply the general improvement of the situation of Roma people, their life chances or position in the labour market, not to even mention the integration of Roma communities in government measures. Both priorities and the economic and politi-

⁷ COM(2011) 173, final

cal context need to be taken into account, i.e., that increasing the impetus of economic growth, increasing employment and decreasing state debt to a manageable level is first and foremost. At the same time, guarantees ensuring that both Roma and other disadvantaged groups have access to basic public services and benefit from the results of the government measures after the structural overhaul must be put in place.

The economic and budgetary costs of the exclusion of disadvantaged social groups, including Roma people, represent a particularly grave problem due to the continually declining and ageing population. Hungary's population may decline by 3.2% by 2021 in relation to 2009⁸, whilst the ratio of the population aged 65 and over is projected to increase to 20.6%. These population trends place exceptionally high burdens on the declining economically active population, since the expenditures of the pension system and healthcare are simultaneously expected to increase steeply. Only an economically active population in which every community is fully integrated into the labour market is capable of remedying this situation.

The integration of marginalised social groups and Roma people is a necessary investment, financially beneficial in the long run as well. There is huge potential in the reintegration of unemployed masses into the labour market, which equally contributes to improving competitiveness, as well as sustaining social security systems by decreasing the number of people living off social transfers.

Social integration of the Roma population: a social and economic necessity

The social and economic integration of Roma is a dual process requiring both the majority and Roma community to adjust their mindset.⁹ Right through to today's day and age, the social exclusion of Roma has resulted in the perpetuation of mutual distrust, aggression and prejudice and a declining feeling of security. This situation, namely, the barrier to coexistence in the 21st century and sustainable social and economic growth needs to be addressed.

As regards the economic benefits to Roma integration, the EU Framework for National Roma Integration Strategies¹⁰ also refers to the report published by the World Bank in September 2010 and identifies that "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 is estimated to be around € 175 million annually per country. All of these important economic and financial consequences of Roma integration could in turn foster a general climate of greater openness towards the Roma people and thereby contribute to their seamless integration in the communities of which they are part".

Roma are the largest transnational minority in Europe, and, being also one of the most poorest communities, they are often excluded from the primary labour market. Taking

⁸ KSH TeIR (Hungarian Statistical Office, Regional Development and Spatial Planning Information System) census population and estimate

⁹ COM(2010) 133, page 5

¹⁰ COM(2011) 173, page 2

account of economic productivity and the state budget balance, the social exclusion of Roma people is a drawback for the entire society.

The direct economic impact of the low level of employment among Roma and the low income, on average, of employed Roma people is that it pulls back economic productivity at a national level. At the same time, this has an impact on the budget, which equally affects both state revenue and expenditures. Net social security expenditures related to Roma are higher because of this low level of employment and low salaries, since they need to cover the costs of basic needs through social transfers and services. In addition, in overall terms, this population will rather be the beneficiaries of tax and social protection systems, instead of being contributors, due to their lack of or low income.

The report released by the World Bank also provides an estimate for the costs of the exclusion of Roma from the labour market. Low employment levels and low average income of Roma employees induces a production loss worth hundreds of millions calculated at an annual level in Euros. In the countries assessed (Bulgaria, the Czech Republic, Romania and Serbia), the costs of excluding Roma from the labour market amount to annual GDP loss of approximately 1-3% ¹¹. The estimated loss in these four countries is between 2 and 5.7 billion Euros.

The annual budgetary loss calculated in Euros likewise amounts to hundreds of millions. As a result of lower tax revenues and higher social welfare expenditures, taking the highest estimate, this loss in the four central-eastern European countries assessed may reach a total of 2 billion Euros per annum, or an average of half a billion Euros per country. Even according to cautious estimates, the overall damages of these four countries amounts to at least 0.9 billion Euros.

The vast majority of the members of the Roma community belong to the economically active age group. This ratio is continually increasing, since the age structure of this group is much younger in relation to majority society. In 2010, 36.8% of the Roma population was aged 0–14. ¹²

Social inclusion policy is the comprehensive approach relying on the new strategic and governmental frameworks, which, through the coordination of policies and complex interventions, **deals with social problems highly relevant to the country's social cohesion, hence contributing to strengthening the country's social and economic competitiveness.**

¹¹ World Bank, Economic Cost of Roma Exclusion, April 2010

¹² Kemény I.–Janky B.–Lengyel G. (2004): A magyarországi cigányság 1971–2003 (Gypsies in Hungary 1971-2003), Budapest, Gondolat

The aim of the social inclusion policy is to

- reduce the rate of people living in poverty or social exclusion,
- reduce the social arrears of disadvantaged children and weaken trends underpinning inter-generational transmission of poverty,
- reduce social differences between the Roma and non-Roma population.

We find the following objectives to be enforced horizontally of key importance in reaching the targets set in respect of the fundamental characteristics of the social problems:

1. improving the labour market opportunities of **long-term unemployed at active age**;
2. **reducing child poverty**;
3. overcoming socialisation-related and socio-cultural disadvantages;
4. reducing **the educational and labour market disadvantages of Roma women**;
5. decreasing the development gap in **disadvantaged territories**; reducing social disadvantages linked to territorial disadvantages.

Reaching out to all members of society, raising awareness and shaping attitudes are key preconditions for implementing a successful social inclusion policy. In this regard, the involvement of individuals, who, due to their social status or work, are potentially capable of more effectively shaping and shifting the public mindset towards social inclusion, strengthening the supportive approach and active engagement of local communities and individuals, is what is especially needed. Civil society organisations, churches, Roma interest representation organisations and minority self-governments, closely cooperating with municipal local governments, public offices and institutions, play a pivotal role in this process.

Statistical and administrative data, as well as evaluations compiled on the basis of these, policies and the regular and comprehensive monitoring and evaluation of programmes connecting to these, is a **key matter for establishing trust, a fundamental requirement for inducing social change**. As regards the target areas of the strategy – particularly during times of economic hardship – lack of trust in and eyeing the target group with suspicion may prove to be a major obstacle to interventions. Publicity, transparency, identifying problems and their true underlying nature, as well as the inclusion of the concerned group in planning, implementation and evaluation may work against this.

2. Strategic Landscape

The social inclusion policy we represent is aligned to the concepts of the European Union and connects to the approach adopted by the EU in connection with Roma inclusion.

ALIGNED TO THE GOVERNMENT PROGRAMME

The strategic concept of the social inclusion policy is aligned to the Government Programme. It contributes to the attainment of the main objectives defined in the Government Programme, namely, to boosting the economy, significantly increasing the level of employment and strengthening social security. **Cooperation, social cohesion, strengthening responsibility towards the community and the individual's life are the key components of the planned strategic measures.**

The strategy provides a framework for implementing the social inclusion objectives defined in the Government Programme. The strategic plan **treats resolving the problems of the Roma population as a national issue, and not simply as a poverty policy.** The areas of intervention proposed in the Government Programme are also priority areas of development, namely: employment, education, social and healthcare provision, services.

The strategic plan is also aligned to objectives defined in connection with strengthening families in the Government Programme. The strategic measures planned particularly target and emphasise that **having children should not be a poverty risk** for families; the need for a family-friendly environment, reconciling work and family commitments, ensuring conditions for home ownership, opportunity to access child day-care services, family assistance and mental care services based on solidarity, as well as creating a school system increasing opportunities. The social inclusion strategy contributes to fulfilling the principle of “every family matters”: it is concurrently necessary to help the poorest families, whose housing is even at risk, address the deteriorating situation of people caught up in the downward spiral and identify the economic decline of the lower middle class.

ALIGNED TO EUROPEAN UNION POLICIES

Increasing employment is explicitly the most important objective defined in the National Reform Programme detailing the implementation of the **Europe 2020 Strategy**; the other four objectives are defined in the following (including reducing poverty or the school drop-out rate, R+D and renewable energies). As regards the social inclusion of disadvantaged groups, this is why interventions need to be implemented in a coordinated fashion and increasing employment needs to equally encompass permanently employed individuals or inactive groups with largely low levels of education. This must also be one of the key target groups of employment policy. Complex interventions are needed to integrate these groups.

Cohesion policies work for the implementation of EU 2020 Strategy. Four main intervention fields of the cohesion policies out of eight, recommended by the European Commission are closely linked to social cohesion. The four intervention areas are the following:

- Employment promotion and support of the mobility of workforce,
- Investment in education, vocational training and life-long learning,
- Promotion of social inclusion and combating poverty,
- institutional capacity reinforcement, efficient public administration.

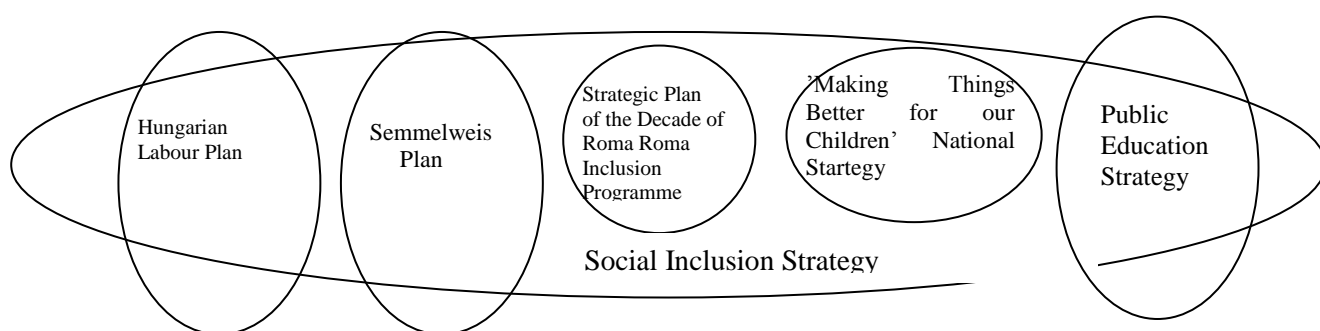
Prioritising the facilitation of the social inclusion of people living in poverty (with special regard to Roma and children) and the development of disadvantaged regions through targeted and complex means and within the scope of its own development policy is in the fundamental interest of Hungary. Developments launched from EU funds in various policy areas must play a key role in this process.

Hungary’s social inclusion policy was drafted by taking account of the Commission’s communication regarding the **EU Framework for National Roma Integration Strategies**, according to which Hungary will extend its current national Roma integration strategy¹³ up to 2020, in line with EU objectives defined in connection with Roma integration, and will attempt to reach objectives set through the financial framework available (national, EU or other) and targeted action¹⁴. The social inclusion strategy has been approved at the European Roma Platform and builds on the 10 common principles¹⁵ of Roma inclusion, namely: 1) constructive, pragmatic and non-discriminatory policies; 2) explicit, but not exclusive targeting; 3) inter-cultural approach; 4) aiming to mainstreaming; 5) awareness of gender dimension; 6) transfer of evidence based policies; 7) use of EU instruments; 8) involvement of regional and local authorities; 9) civil society involvement; 10) active Roma participation.

ALIGNED TO NATIONAL STRATEGIES

The social inclusion policy is aligned to the National Sustainable Development Framework Strategy, alongside national strategies guaranteeing the stability of the state budget and economic competitiveness, namely, the Széll Kálmán Plan and the New Új Széchenyi Plan. The policy contains values somewhat overlapping with these areas and target conflicts emerge between them. The optimisation of the competing values and the coherence of the strategic goals appear in the National Sustainable Development Framework Strategy. The strategy of a good state complements the strategies listed well, which defines expectations towards the operation of a state system playing a key role in the implementation of three national strategies in a horizontal way.

The social inclusion policy, as being a horizontal strategy, intersects various specific strategies, gaining so outstanding position in the governmental policy arena. For its comprehensive features, each specific strategy needs to align to it otherwise they will not be able to operate with positive results on their own fields either. This stand can be demonstrated as following:



¹³ Resolution 68/2007 (VI. 28.) of the National Assembly on the Strategic Plan of the Roma Integration Programme

¹⁴ COM(2011) 173, EU Framework for National Roma Integration Strategies up to 2020

¹⁵ The Platform first presented the 10 common basic principles for the social inclusion of Roma at the session convened on 24 April 2009. These are detailed in the annex to Council conclusions issued on 8 June 2009.

POLICY STRATEGIES

The social inclusion policy is a **comprehensive approach** building on the new strategic and governmental frameworks which addresses social problems relevant to the social cohesion of the country by coordinating policies and through complex interventions. It integrates and places the problem areas of social inclusion (child poverty, Roma issue, regional disadvantages) in a standard target system in a way that it is aligned to relevant policy strategies and integrates sectoral approaches into a standard governmental framework.

The social inclusion policy attempts to promote the **integration and complementation of the strategies of specific problem areas** relevant to poverty (child poverty, Roma issues and strategies concerning disadvantaged regions) and envisages **dealing with these within the framework of a standard objective system by equally taking account of all other strategies relevant to social inclusion** (such as, the economic development and employment policy, healthcare, **social policy, rural development and public administration** strategy).

The social inclusion policy envisages establishing a framework underpinning the broader coordination of various policy strategies, in order for inter-sectoral approaches to be enforced more effectively.

As regards the target areas of the social inclusion policy, we need to mention the "Making Things Better for our Children!" National Strategy¹⁶ adopted by the National Assembly and the Strategic Plan of the Decade of Roma Integration Programme¹⁷, alongside cohesion programmes¹⁸ running in the most disadvantaged regions¹⁹, even though a standard document has not been compiled in this regard. The aim of the "**Making Things Better for our Children!**" National Strategy, aimed at combating child poverty and creating opportunities for children and defining the trajectory of intervention for the next 25 years, is to significantly reduce the ratio of children and their families living in poverty to a fraction of the current rate within a single generation; eradicate the exclusion of children and extreme forms of deep poverty; transform mechanisms and institutions which today only reproduce poverty and social exclusion. To achieve this, employment needs to be ensured for parents; better and more equal conditions need to be ensured for children to develop their skills and abilities. Moreover, segregation needs to be decreased; the quality of individual social services and provision provided for children and their families needs to be upgraded; a healthier childhood needs to be ensured for children and living conditions and housing security also need to be improved. Reducing ethnic and regional disparities and segregation is defined as a horizontal objective encompassing each individual functional area. To achieve these goals, the *Government needs to draft a three-year action plan* and continually evaluate and monitor results. The first action plan covered the 2007-2010-period.

¹⁶ Resolution of the National Assembly 47/2007 (V. 31.) on "Making Things Better for our Children!" National Strategy, 2007–2032.

¹⁷ Resolution of the National Assembly 68/2007 (VI. 28.) on the Roma Integration Decade Programme Strategic Plan

¹⁸ Several versions of the strategic document were drafted in 2007; however, eventually none of these were further developed into legislation. The principles and frameworks of the Most Disadvantaged Regions (LHH) Programme – a development programme financed from EU funds – have been adapted in the procedures of the National Development Agency and their connecting documents.

¹⁹ Government Decree 311/2007 (XI. 17.) on the classification of prioritised regions

The Hungarian National Assembly unanimously endorsed the *Strategic Plan of the Decade of Roma Integration Programme* in 2007 by leaning on the international cooperation framework²⁰. The Roma Decade Programme defines the requirement of compiling two-year action plans and undertaking periodic evaluations for the Government. The first two-year action plan covered the 2008-2009-period and, in accordance with the resolution adopted by the National Assembly, the Government should have reported activities to the National Assembly up to 31 August 2010. The action plan for the next period, namely, 2010-2011, was not compiled.

The Strategic Plan defines comprehensive objectives in four priority areas (education, employment, housing and healthcare) in connection with the enforcement of equal treatment, as well as in the area of culture, media and sport; specific tasks tying in with these objectives, indicators aligned to these, as well as measures required for fulfilling these tasks. The National Assembly requested the Government to verify the fulfilment of the objectives defined in the Strategic Plan and the social impacts of these through research conducted by independent experts and present the results of this research to the National Assembly in 2011 and 2015 respectively.

The aim of the territorial development programme is to facilitate the smooth and balanced development of the country and its regions is defined as the general goal of the **social inclusion policy**. Implementing different and unique development strategies, which are nevertheless aligned to one another, in regions with different socio-economic characteristics is a fundamental requirement. Based on economic, social and infrastructure indicators, the Government nominated the *33 most disadvantaged micro-regions (LHH) in autumn 2007 and a decision was also made to develop these regions through a complex programme* (Government Decree 311/2007 (XI. 17.)). The New Hungary Development Plan (NHDP) and the New Hungary Rural Development Plan ensured the primary resources for this complex programme. Developments carried out during the first action plan period of the LHH 33 Programme will be completed during 2011. Developments for the next planning period are currently under preparation.

The social inclusion policy – similar to the nature of the social problem it is supposed to resolve – intersects various fields. Implementation of both the social inclusion policy and the specific strategies can be successful only if the target is aimed with the help of reconciled system of tools. In order to reach that reconciliation, the social inclusion policy maintains the following expectations toward the specific fields:

Family policies	<ul style="list-style-type: none"> • Breaking the vicious cycle of generational transmission of poverty at the earliest age • Provision of basic services based on needs • Provision of ‘family management’ counselling
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²⁰ The heads of government of central and eastern European countries (Croatia, Bulgaria, Romania, Macedonia, the Czech Republic, Serbia, Montenegro, Slovakia and Hungary) who attended the international conference “Roma in an Expanding Europe, Challenges for the Future” held in Budapest from 29 June to 1 July 2003 expressed their political commitment to reducing the gap between living conditions of the Roma and non-Roma population. Together with representatives from the World Bank and the Open Society Institute, they jointly agreed to declare the 2005-2015-period as the Roma Integration Decade. The respective Prime Ministers representing the participating countries signed this declaration in Sofia on 2 February 2005.

Social policies	<ul style="list-style-type: none"> • Transition from “dependent” status to tax payer status
Education policies	<ul style="list-style-type: none"> • Provision of kindergarten care to every child • Secure the opportunities of students to continue studying based on their capabilities.
Employment policies	<ul style="list-style-type: none"> • Improving labour capacities (work experience + training) by public employment programs; • Improvement of self-efficient atypical employment forms adopting to local market needs, agriculture primarily at rural areas
Regional development policies	<ul style="list-style-type: none"> • Development adopting to local needs and possibilities
Healthcare	<ul style="list-style-type: none"> • Dissemination of information on healthy lifestyle (local medical screenings, information on services)

Naturally there are numerous overlaps between the *problem area strategies*. They mutually refer to each other’s components and present identical experimental or development programmes. The simultaneous management of these realised through the social inclusion strategy makes governmental action options more transparent in the various areas and also enables the coordinated evaluation of interventions.

We are in a situation where, in all three areas, we simultaneously have a comprehensive strategic background of the problems and can practically concurrently launch interventions for the next action plan period. Nearly three years has passed since these strategies were developed, over which period changes took place in regard to social problems. Good practices have evolved during this period, the experiences of which we need to use in the future; however, we also need to take account of “bad practices”, as well as the lessons learned from failures.

The development of the new action plan is currently due in all three areas; consequently, the integrated strategy now makes it possible to develop a standard *complex government action plan* targeting social exclusion in all three problem areas.

Based on the social inclusion national strategy, we plan interventions over a 10-year cycle **in the mid-term**. By harmonising the strategic planning processes, evaluation and reporting systems of the policy strategies concerned, we will develop **3-year action plans** defined in government decrees and establish the comprehensive assessment and evaluation system measuring the results and impacts of interventions.

3. Analysis of the Current Situation

The evaluation summarises the situation of the three target groups most affected by poverty as a social factor (Roma, children and those living in disadvantaged regions) and identifies the most significant problems in four problem areas (employment, education, health care and housing) also specifically dealt with as part of the EU's Roma framework. There is a more detailed introduction in the Analysis of the Current Situation constituting an annex to the Strategy.

3.1. About poverty

While poverty is a complex phenomenon determined by a number of social factors, its causes including social and cultural disadvantages, socialisation deficiencies, shortcomings in education and qualification and deficient skills on the labour market, we may obtain an overall picture of its extent most directly, in a way which also permits international comparison, if we analyse the relevant **income indicators**. We may at this point in time obtain reliable data with respect to income-related poverty from two surveys spanning a longer period; the survey of the European Statistical System, Statistics on Income and Living Conditions, SILC, and the Household Panel survey of the social TÁRKI Research Institute (Társadalomkutatási Intézet Zrt.) (1992-1997) and its continuation, the Household Monitor survey (1998-2010).

The European Commission identified the **Europe 2020 Strategy's poverty reduction target** on the basis of the Laeken indicator system. The EU target is to **reduce by 20 million** the number of people living in poverty and exclusion. According to the relevant Hungarian undertaking, **Hungary** wishes to reduce the number of those living in poverty **by half a million** by 2020. In determining the targets, Eurostat used three indicators: number of people **living in income poverty**, number of people **living in households with very low work intensity rate** and number of those **living in severe material deprivation**. According to this complex indicator, all individuals falling into any one of these categories or into more than one category at the same time may be regarded as poor or socially excluded. In recent years in Hungary, minor fluctuations apart, the number of those affected by poverty or exclusion has been more or less constant. In 2009, 2,956,000 individuals, some 29.9% of the population, fell into this category, which is well in excess of the 23.1% EU average²¹.

Income poverty

If we look into the components of the complex indicator, we may identify the fundamental characteristics of poverty in Hungary and may explore trends indicating a change for the worse. The rate of income poverty according to the CSO was rather constant between 2007 and 2009: 12.4%²².

According to TÁRKI's Household Monitor survey, some 13.9% of the entire population lived off incomes below the internationally approved poverty threshold in 2009²³. According to TÁRKI's figures, the **relative income poverty increased by 1.3 percentage points compared with 2007 (a significant rise also statistically)** after a period of stagnation in the earlier years of the millennium. The rise between 2007 and 2009 is more significant than the previous mild fluctuations, and as a result, the risk of poverty is now comparable with that experienced in the mid-1990s.

²¹ Based on EU-SILC (EUROSTAT) data.

²² Based on EU-SILC (EUROSTAT) data.

²³ That is, incomes lower than 60% of the annual equivalent household income measured on the OECD2 scale.

The poverty rate increased significantly in 2009 according to TÁRKI. The poverty gap indicating the depth of poverty, that is, the extent of the effort necessary for climbing out of poverty, increased in 2009 compared with the 2007 figure, and it is around 22% – higher than ever before. There has been a continuous rise in the depth of poverty since 1992, with a slight decline in 2007. The general rise in the risk of poverty is attributable to the rise in the poverty risk of individuals living in households raising children.

Households with children, child poverty

Based on another approach, the indicator used for the determination of Hungary's target with respect to the Europe 2020 strategy, it may be seen, in particular, in the light of the 2009 data carrying the signs of the economic crisis, that **the income position of households with children has deteriorated primarily.**

While the rate of households with children living below the poverty line was lower than the EU average throughout the period under investigation and remained highly stable (not including the 2006 data which we must treat with reservations due to the significant difference), from among the neighbouring countries, both the Czech Republic (10.5%) and Slovakia (13.4%) produced substantially better figures in 2009. Our last, 2009 figure of 17%, presumably as a sign of the economic crisis, indicates a deterioration.

Data in a breakdown by age, too, confirms the extent to which children are affected; **in 2009, 21% of children, some 380,000 children were living in poverty.** Both income poverty and the risk of poverty decrease with the progression of age.

From amongst the Member States of the European Union, Hungary has accounted for the largest difference between the income poverty of households with children and that of households without children. We are amongst the 5 countries of the European Union where **the distance between the poverty of the population and that of children is the greatest, to the detriment of children. One of the main reasons for child poverty is the extensive unemployment rate amongst parents.** The ratio of children living in unemployed households is 14% in Hungary (255,000 persons); this is the second highest in the EU. Some **60% of poor children live in inactive families or families with low work intensity.**

It is important to note in the context of poverty indicators that **as regards the effect of social transfers on the reduction of poverty, Hungary was doing well in 2009 by EU standards.** Compared with the rest of the EU Member States, in-cash benefits have a significant income supplementing effect. *Individuals with low incomes derive a significant proportion of their incomes from schemes of in-cash benefits.* By examining poverty rates that take account of social transfers and those that disregard them, we may observe that in recent years (since 2005) *our indicators have been well in excess of the EU average and have been equivalent to those of the Scandinavian countries.*

Households with low work intensity

The number of individuals **living in households of very low work intensity** is on the rise, subject to fluctuations. These figures do not yet reflect the effects of the economic crisis as the surveys were conducted earlier, and it may be presumed that the ratio of this segment of the population will increase. The extremely high rate in Hungary of families raising children among households with a low work intensity rate by European standards indicates the gravity of the problem reflected by this

figure: 55.6%; Czech Republic: 51.4%; Slovakia: 50.8%; Poland: 46.3%; EU27: 49.2%.: (Source: EUROSTAT report of the Social Protection Committee's Indicator task force, 27 May 2010.)

As a consequence of the low employment level, the rate of this segment of the population is rather significant in the case of Hungary; according to 2009 data, it affects **870,000 persons** from among those aged below 60. This is some **11.3%** of the entire population. **Approximately 590,000 of them** live in families raising children, while amongst children **aged between 0 and 17**, some **300,000** of them live in such families. We do not have time series data at our disposal with respect to households with children, however, we may presume that **an increasing proportion of children are born and grow up in households where no one works, and without intervention, this results in the deterioration of both the poverty and employment indicators.** At the same time, many of them live in childless households where one of the members of the household is over the age of 60 years.

Individuals with low educational qualifications, the disabled, people living in small settlements and disadvantaged regions and Roma account for a large proportion of inactive people. Main obstacles to access to the labour market: unequal regional distribution of jobs on offer, inflexible labour market, low educational level, problems of motivation arising from long-term unemployment, lack of care services for children and other relatives in need of care and nursing.

Severe material deprivation

The development of the number of those living in severe material deprivation keenly reflects the effects of the economic crisis. The downward trend of recent years seemed to reverse in 2009 and rose back to the 2006 level. Consequently, based on the available data, severe material deprivation affects 20.3% of the population, some 2,061,000 individuals. Until 2008, the index clearly followed a downward trend (parallel with the data of all former socialist countries). At the same time, it still falls considerably behind the average of the EU27. This indicator is particularly subject to changes in economic growth and social welfare. It is important that a large number of children live in households affected by severe material deprivation in Hungary compared with the EU.

The vast majority of the population has no possibility to accumulate savings, which is also reflected in the fact that **the majority in Hungary (75%) do not have sufficient savings to finance unexpected expenditures from their own resources.** There is no other member of the European Union where this value is this high (the **EU27** average was **35%** in 2009). In other words, the group of individuals directly exposed to the threat of falling behind is rather extensive in Hungary and even a situation resulting in a short-term loss of income (loss of job, illness, divorce, etc.) may cause long-term crises. Therefore, *prevention*, the consolidation of the situation of those exposed to the threat of social exclusion, the improvement of the chances of families struggling to overcome the symptoms of the global financial and economic crisis and the prevention of a rise in material deprivation are all part of an important and effective approach.

Conclusion

*3.1.1. The relevant surveys clearly identify the social features that determine poverty and keenly demonstrate the „profile of poverty”. Based on research, in addition to the low labour market activity of households/families, the main reasons are the **dominant social features that are most relevant to poverty:***

- low educational qualifications*
- Roma origin*

-
- **number of children in families and child poverty** („the young face of poverty”: some 30% of poor individuals fall into the age group between 0 and 17 years),
 - **rural living environment** (more than one half of poor individuals live in small villages).

3.2. Situation of the Roma population

According to the data of the census conducted in 2001, based on ethnic affiliation, 190,000 persons declared themselves Roma, while based on the results of representative Roma surveys, researchers estimated the Roma population to be around 320,000 in 1971, 468,000 in 1993 and 570,000 in 2003. This represents approximately 5.5 per cent of the entire population of the country. At present, we do not have at our disposal research data more recent than 2003. Researchers estimate the Roma population to be between **650–700,000** in the present decade, subject to the reservation that „the Roma population most certainly does not exceed one million but is with all certainty greater than 700,000”.²⁴

The age composition of the Roma population is substantially younger than that of the non-Roma population. The rate of children aged between 0 and 14 amongst Roma is 36.8%, while this proportion within the non-Roma population is 15.4%.

The Roma population has an uneven geographical distribution in the territory of the country. In several counties of the country, their ratio to the entire population remains below 3 per cent, while in Borsod-Abaúj-Zemplén and Heves Counties, it is near 15 per cent. Additionally, territorial differences are extreme at the level of smaller territorial units; in a number of localities and locality groups, the Roma constitute the majority of the population.

More than 60% of Roma live in the countryside, in a rural environment, mostly in segregated residential zones, in rather poor housing conditions. There are some one hundred localities in Hungary which have definitively turned into poor Roma ghettos, while in another two hundred localities, this situation will emerge in the near future as a result of seemingly irreversible processes. Most of the segregated localities and localities on their way to ghettoing are situated in the country's economically depressed north-eastern and south-western regions which are typically characterised by a structure of small localities. As a consequence, we may also observe a process of micro-regional ghettoification and the phenomena of definitive segregation.

The employment rate of the Roma population barely reaches 20%. The 10 per cent employment rate amongst **Roma women** is particularly alarming. These figures are coupled with an extremely poor state of health (Roma die 10 years younger than non-Roma on average), a low educational level (barely 20% of them reach secondary final examinations) and ghetto-like housing conditions without modern conveniences. Crime and ethnic conflicts are particularly rife in these areas. **The poverty rate amongst the Roma population in 2009 was near the 2000 figure and reached 70%.**

We are experiencing a number of economic and social processes which negatively affect the most disadvantaged regions and social groups. By international comparison, **the employment rate is low, education is not competitive and the population are accumulating a dangerous level of debt. These processes have a multiplied effect on the Roma population.** Segregation and discrimination are simultaneously the cause and consequence of these processes. In other words, it is a cyclically regenerated phenomenon that is passed down from one generation to the next.

²⁴ Roma society – 2010. Quick report on part “A” of the study. (Research report drafted in conjunction with research pillar of Operative Programme for Social Renewal 5.4.1).

Situation of Roma women

The educational qualifications, employment level and income of Roma women are significantly lower even compared with Roma men. They are in a poorer state of health, have less access to the health care and social services, and therefore their life expectancy is also shorter. At present, the risks and dangers they are exposed to are not stressed emphatically enough; they have an exposed position within the family, in some cases, they are married off whilst still children and may become the victims of human trafficking or prostitution.

Gender-based discrimination in the case of Roma women is aggravated by ethnic discrimination. In some problem areas, almost exclusively Roma women are present, and in these cases concentrated interventions are required.

One of the main sources of the exposure of Roman women is the **low educational level and the resulting disadvantaged labour market position**. Boosting their chances in education and on the labour market with concentrated means and methods as of the earliest possible stage in their lives is a top priority.

Disadvantages of Roma girls/women in education

In spite of the fact that, similar to the non-Roma, Roma girls do better in school than Roma boys, only 5.8% of Roma women have vocational qualifications, in contrast to 17.5% among Roma men. The proportion of Roma women with maximum elementary schooling is two to five times higher than the proportion of non-Roma women. The educational gap stems not only from ethnic circumstances but is also attributable to family gender roles. Factors responsible for **high early school leaving rates** amongst Roma women: loss of motivation, socialisation differences arising from disadvantaged status, early abandonment of studies partly due to early motherhood and partly due to traditional family roles, which are often handled inadequately by schools and the social protection systems in practice. Consequently, access with equal opportunities to integrated education is curtailed.

Roma women and access to employment

During the years of socialism, far fewer Roma women had jobs than Roma men. After the change of regime, however, Roma women, too, lost their jobs in much the same proportions as Roma men, and consequently, also at present, the **employment rate of Roma women is substantially lower** than that of men. Labour market integration is unattainable for the vast majority of young Roma women for the following main reasons: regional and locality segregation (lack of job opportunities, segregated housing conditions, lack of basic infrastructure, lack of affordable transport), low education, motherhood at a young age. Those who give up the continuation of their studies because of motherhood may forfeit their chance of obtaining a stable job for the rest of their lives. The Roma face the conflict of motherhood/fatherhood and labour market chances at a younger age (with less experience). On the other hand, based on the experiences of family members and neighbours, considerations may strongly emerge, on the basis of which many young Roma **significantly underestimate the labour market fruits of a good education**. They may therefore place greater emphasis on a status elevation via motherhood, which in turn further reduces the chances of

any kind of future inclusion process.

Correlation between poor education, low employment rate and motherhood amongst Roma women

It is a hypothesis supported by international and local empirical studies relating to specific regions rather than to the entire country that, *in the hopeless labour market situation*, early motherhood is „the only chance to become an adult, to invite respect and to obtain self-esteem”.

Roma women have their first children at the age of 20 on average, at a much younger age compared with the national average. One third of them become mothers before the age of 18 (at the age of 15-16).

According to studies which do not hold validity with respect to the entire country, in some regions disadvantaged from a labour market viewpoint, the child bearing customs of non-Roma women in a similar status tend to approximate to those of the Roma. On average, they have children at an earlier age and have a larger number of children. The existence of a mechanism with an impact on the correlation between labour market opportunities and fertility amongst Roma women is even more demonstrable in the depressed regions covered by the surveys. The practical consequences of this finding underline the necessity of the complex and combined management of the reduction of regional disadvantages, the equalisation of opportunities in education and on the labour market and the management of certain aspects of child poverty. Additionally, within these packages, we must emphasise the importance of sub-programmes specifically targeting Roma women.

Roma women's state of health

As a consequence of the poor living conditions of the Roma, the lack of information arising from socio-cultural disadvantages, limited access to quality health care and exposure to higher health risks, similar to the whole of Roma society, Roma women, too, are in a rather poor state of health.

Amongst the factors determining the individual's state of health, particular significance should be attributed to the pregnancy history of women. The circumstances of pregnancy and birth greatly influence the child's prospects in life, state of health and physical and intellectual development. These are: an appropriate gestation period, a problem-free birth, the avoidance of birth-related injuries, the performance of adequate early screening tests and other factors with an impact on women's state of health before and during pregnancy. These indicators are poorer in the case of Roma mothers; they usually weigh less, are younger and have lower educational qualifications. Additionally, in many places, they have lesser access to basic public services relevant to public hygiene, such as mains water or sewerage.

The infant mortality rate and the proportion of children born with a below-average weight are, amongst Roma mothers, about *double* that of the entire population's average.

62% of Roma women smoked during pregnancy, in contrast to 25% amongst non-Roma women. In their own opinion, young Roma women's state of health is not much worse than that of non-Roma. At the same time, self-destructive behaviour patterns, such as smoking, are 10% more frequent among them. The effects of these patterns also manifest themselves in the impaired development of the foetus and the new-born baby as well as in impaired

subsequent health prospects for the child.

By virtue of the inequalities amongst localities, segregation, low incomes, low educational qualifications, discriminatory access to services, prejudice, etc., disadvantaged groups, including Roma women, find it substantially more difficult to gain access to gynaecological care. They have substantially lesser access to the various contraceptive methods as well. There is therefore a much higher proportion of women amongst them who choose the most dangerous form of birth control, a procedure with an extremely harmful effect both on health and the psyche, *abortion*. One fifth of Roma women have had abortions during their lifetime, and there is a rather high proportion of women who have had multiple abortions.

Violation of law and violence against Roma women

We have very few data available with respect to human trafficking and sexual exploitation involving Roma women from Central and Eastern Europe, in spite of the fact that several reports on human trafficking highlighted the fact that minority groups, the Roma communities in particular (throughout Europe), and girls raised in orphanages (where Roma children are over-represented in Eastern and Central Europe) are particularly exposed to the violation of human rights.

Hungary is a departure, transit and destination country in human trafficking aimed at the exploitation of women and female children as well as in human trafficking for the purposes of forced labour involving men primarily. In addition to international human trafficking, there is also human trafficking within the country. The victims are typically uneducated, financially exposed individuals, usually from the East-Hungary and North-East Hungary regions.

The proportion of the Roma amongst the victims of human trafficking originating from Hungary is estimated to be between 40 and 80%. In spite of this, very few Roma were able to participate in prevention programmes and had access to victim protection services.

According to women's rights organisations, *25 to 30% of prostitutes in Amsterdam, while 98 to 99% of prostitutes in Zurich are Hungarian citizens, 80 to 85% of whom are Roma*. It may be presumed that a large proportion of these women are victims of human trafficking and/or exploitation. This phenomenon is one of the less discussed topics even amongst Roma women activists.

Evaluating the governmental Roma policy of recent years is a difficult task because we do not have at our disposal the data, on the basis of which we would be able to determine how many of the programmes and how much of the funding intended for the Roma actually reached the target group. The findings of the State Audit Office reached in 2005 with respect to the benefits of funds for minorities are true and correct also at present; the success rates of funds and benefits cannot be tracked down in the financial information system of state finances. At the disbursing agencies, there was no standard monitoring system attached to the funding system.

With regard to the fact that the Roma are in a highly unfavourable position even within the socially disadvantaged groups of the population, targeting aids and benefits is a particularly important task, while one of the greatest failures of the system is *the so-called "creaming"*. **„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 the other members of the target group, the Roma in the most disadvantaged position reap less of the actual benefits of these programmes.”²⁵

A 2008 study of the State Audit Office establishes, „**funds used for the improvement of the situation of the Roma in Hungary have multiplied since the change of regime, and the funds and support programmes have become increasingly more complex. At the same time, the system of planning, implementation and monitoring has not caught up with these changes. The conventional methods of governmental coordination did not prove to be suitable for the effective management of comprehensive government programmes.**”

In the absence of ethnic data, we can only estimate the participation rate of the Roma in the various measures. Not including programmes and regions (e.g. the scholarship competitions of the Foundation of Roma in Hungary (‘MACIKA’), minority elections) where the programmes designated the target group on the basis of ethnic affiliation and therefore participants were required to make a declaration with respect to their Roma ethnicity as a condition of participation in the programmes. Consequently, in the case of ethnically targeted (that is, Roma) programmes, ethnic data was duly gathered and managed. We should explore how this practice could be extended to a wider range of programmes.

We are lacking the results of developments and interventions, **there are no coordinated statistical systems** for the evaluation of the actual social effects and **there is no comprehensive sociological research**. Partly in recognition of these deficits, the Social Renewal Operational Programme (SROP), and its action plans for 2007–2013, have incorporated the requirement that it is necessary to keep track of the situation of disadvantaged social groups, including the Roma population as a priority, and to conduct reliable, extensive research with a large sample base for the evaluation of the effects of developments.

The results of the „Discrimination in the European Union 2009” Eurobarometer survey show that discrimination on racial/ethnic grounds, on grounds of age, disability and gender occurs more frequently in Hungary than in the other EU Member States, and there is an 11 to 21% difference compared with the average discrimination rate. As regards **discrimination at the work place, most disadvantages are suffered on grounds of skin colour/ethnic origin, age and gender**. It is a relevant data item for raising awareness that more than one half of Hungarians (which more or less corresponds to the EU average) claim that, in the case of discrimination or harassment, they would not be aware of their rights. This applies most to those with lower educational qualifications and women, while young people aged between 25 and 29 appear to be more aware of their rights.

In the last three years, in response to increasingly radical, extreme ideologies that spread in the wake of the crisis and crimes committed by Roma perpetrators with a presumably ethnic motivation that intensified the existing conflicts, racially motivated, serious violent crimes and certain forms of violence committed by the members of illegal, paramilitary organisations against Roma on an ongoing basis, so-called „uniformed crime”, have become more frequent. In the interest of more effective action against the latter, Parliament amended²⁶ the rules under criminal law relating to violence

²⁵ Possibilities and necessity of taking account of ethnicity by Gyula Pulay. Hungarian Academy of Sciences, Children Programmes Bureau, March 2009, p. 10. http://www.gyerekesely.hu/index.php?option=com_phocadownload&view=category&download=16%3Apulay-gyula-az-etnikai-hovatartozas-szambaveteli-lehetosgei-es-szuksegessge&id=4%3Akapcsolodo-anyagok&lang=hu

²⁶ Act XL of 2011 on the Amendment of Act IV of 1978 on the Criminal Code: „A person who manifests a provocatively anti-communal practice against another person on grounds of his affiliation or presumed affiliation with a national, ethnic, racial or religious group or with certain groups of the population which is capable of creating fear commits a crime and is punishable by imprisonment for up to three years.”

against the members of communities which thereby created grounds for the punishability of provocatively anti-communal practices that are capable of creating fear in the members of a community affiliated with a national, ethnic, racial or religious group.

Conclusions

3.2.1. *The age composition of the Roma population is substantially younger than that of the non-Roma population – the Roma population is extremely affected by child poverty. With the rise in the number of children, there is an increased chance of impoverishment for the families concerned. The risk of impoverishment is twice as high amongst families with a higher number of children than planned as in families with a planned number of children. One of the elements of the strategy to be identified for the reduction of child poverty could be the enhancement of conscious family planning.*

3.2.2. *The majority of the Roma population live in regions significantly affected by social and economic problems (in the North Hungary and East Hungary regions) and in disadvantaged territories. Programmes targeting disadvantaged regions may offer effective intervention options for the improvement of the situation of the Roma population.*

3.2.3. *The Roma population's disadvantaged position stems from a number of inter-related social and economic problems. Only comprehensive solutions and complex programmes simultaneously concentrating on multiple problem areas (education, employment, cross-sections of social and health care services) may prove to be effective.*

3.2.4. *Roma women may be regarded as a social group affected by multiple discrimination for socio-cultural reasons; at the same time, by virtue of their role played in the traditional family structure, they may constitute a priority target group of programmes targeting families.*

3.2.5. *We do not have adequate means for monitoring and evaluating interventions (also) serving to improve the situation of the Roma. We are lacking regular studies with comparable data, and we do not have regular data surveys with respect to the problems of the Roma population.*

3.2.6. *We need effective measures to combat discrimination and prejudice against the Roma.*

3.3. Situation of children

Hungary's future economic, social and political development depends on how happy, healthy and well-educated the children of today will be, how safe and secure they will feel and how strong their self-confidence and self-esteem will be when they grow up. Demographic trends, the declining birth rates and the increasing aging of society clearly show that we must maximise our future human resources; in other words, we must maximise the opportunities of all children in the future and must effectively address the problems of poverty and exclusion.

Improving the situation of disadvantaged children and children with multiple disadvantages, including Roma children, and preventing the inheritance of poverty are key to social inclusion.

The number of individuals under the age of 18 years was **1,797,955 on 1 January 2011**, and they accounted for 18.0% of the total population. The number of births has declined continuously since the mid-nineteen-eighties; **90,335 children were born in 2010**.

The increased exposure to the risk of poverty of families with children is a determining feature of poverty in Hungary. As regards the intergenerational transmission of poverty, the clear rise in the number of children living in unemployed households and the territorial distribution demonstrating a concentration of problems point towards a significant deterioration.

Some **11%** (198,000 persons) of children **are registered by the guardian authorities as endangered**, most of them for financial reasons, however, there has been a rise in recent years in the number of children endangered for behaviour-related reasons. These are in many cases induced by a series of failures in school, serious crises and conflict-ridden family circumstances. In the disadvantaged regions, the ratio of endangered children is 2 to 3 times higher than the proportion of endangered children in other regions.

The lack of standardisation in the terms and concepts used is another problem. Child protection services and health care use the term endangered child, a concept which contains a number of subjective elements, while education uses the term disadvantaged or multiple disadvantages, which is based on objective indicators. As a result, a situation involving multiple disadvantages can only be identified when the child is introduced to the system of public education.

There is also an upward trend in the number of **children transferred into protective custody**. In 2010, 24,000 minors, 13.4 persons out of one thousand in relation to the total minor population, were taken into protective custody. The number of children **transferred to child protection care** and placed in custody with foster parents or in children's homes has not decreased for years. In 2010, these measures involved 17,792 children. There is an increasingly large proportion of children aged between 12 and 14 or older transferred into protective custody. The main reasons are school problems, vagrancy, truancy, serious behavioural and integration problems, the effective management and treatment of which is greatly hindered by the serious deficiencies of psychiatric care offered to children and adolescents. There is likewise no decrease in the amount of time spent in specialist care which requires major expenditures on the part of the central budget; few children are successfully channelled back to their families. The main reasons being that families are often a serious threat to their own children, the parents are unemployed and have no income, while there is a shortage of capacity in the child welfare and child protection care system.

There is a slow rise in the number of those **eligible for regular child protection benefits**. In 2010, 560,000 children lived in households where the income falling on one person in the family was 130% or 140% of the minimum pension (in the case of single parents or disabled and sick children). There is a strong territorial determination in the distribution of regions where high proportions of individuals receive regular child protection benefits.

Amongst children eligible for regular child protection benefits, children whose parents have maximum elementary qualifications may be regarded as children with multiple disadvantages under the public education legislation. 11% of children in kindergarten (37,000), 13.7% of children in elementary school (106,000) and 4% of those in secondary education (23,000) **have multiple disadvantages**.

A basic condition of the healthy development of children is healthy nutrition. Many children living in abject poverty do not have access to a sufficient quantity of healthy food. Free public meals, which some 400,000 crèche, kindergarten and elementary school children eligible for regular child protection benefit receive, are key. Secondary school students in need are entitled to a 50% reduction in the fees payable for meals.

Supplying the some 400,000 children in need with meals during the school holidays is another problem. The Government spent some HUF 2.4 billion in 2011 on the **summer meals of children** as part of which 1,410,000 meals were provided in 1,400 localities.

The integration of disadvantaged children living in poverty can only be successful in cooperation with their parents. Child welfare services play a prominent role in the care of disadvantaged families, the prevention and elimination of situations endangering children and the organisation of cooperation between the various sectors (education, health care, child welfare). Another serious problem is presented by the fact that there are major differences in the standard and capacity of services and that care services are the scarcest in the very regions and areas where they would be needed most. The development or establishment of quality care in these areas, which would also contribute to the significant improvement of the living standards of the individuals living in the regions concerned, is a priority task.

The services and institutions of the child welfare and child protection care system, too, are characterised by maintenance problems and a shortage of specialists, in particular, in smaller localities.

Due to the deficiencies of the system of institutions and service providers, not all children have equal access to quality care best suited to their individual needs. In problematic localities, parents have no access to appropriate assistance with their care, child-raising and lifestyle problems which greatly curtails the social chances of children living in poor families. Some elements of the care system providing for the temporary care of children (deputy parents, temporary children's homes) are not available in every part of the country, while some of the temporary family homes are struggling with a shortage of capacity.

Early childhood is an extremely important stage of life; the investments made in this phase are recovered in the highest proportion and are particularly beneficial in the case of disadvantaged children, including Roma children, as they compensate, or at least partially compensate, for the disadvantages suffered at home. In spite of this, a significantly smaller proportion of Roma children receive early childhood education and care.

Healthy development in early childhood necessitates the coordinated high-quality services available to all children of several sectors (health care, social services, education). This also requires firm governmental coordination.

Daytime child care services falling within the category of basic child welfare services play an essential role in the successful employment of parents, while they play an equally important role in the early socialisation of disadvantaged children.

The available **crèche capacity** serving to provide daytime care for children under the age of three is extremely scarce; only 12.7% of children in this age bracket attend crèche, while the EU expectation

is some 30%. Crèches operate in 9% of all settlements, typically in larger cities and towns, and most of the some 948 **family day-care centres** mostly catering for the crèche age group, too, provide services in larger localities. In smaller localities where the number of children does not permit the opening of a separate crèche group, it is possible to create a crèche group within the boundaries of the local kindergarten or to operate a combined kindergarten/crèche facility, of which there are some 80 in the country. Due to the scarce crèche capacity, the children of working parents gain admission, and therefore the children with multiple disadvantages of unemployed parents living in poverty have no access to this service. Families living in poverty are unable to afford the high fees charged in family day-care centres, and their children therefore have no access to this day-care form either.

The **Sure Start programme** also operating in Hungary serves the early fostering of the skills of young children with multiple disadvantages, including Roma children, and offers a chance at the earliest possible age to children below the age of 5 living in poverty who have no access to crèche facilities and other high-quality services due to the scarcity of family resources, residence in a disadvantaged region or for other socio-cultural reasons. There are now some 44 Sure Start Children Centres subsidised with funding from the Social Renewal Operational Programme, mostly in disadvantaged micro-regions. Their complex development, professional reinforcement and organisation into a network are currently under way.

Conclusions

3.3.1. Children's chance of a happy life and opportunities are severely curtailed if they live in endangering circumstances. The number of children removed from their families and cared for and taken into protective custody by the child welfare and child protection care system is not decreasing; this may be the result of lifestyle problems in the family, a shortage of income or inadequate housing conditions. These factors may often contribute to the failure of children in school, serious behaviour and integration problems and a poor state of health.

3.3.2. The deficiencies of the child welfare and social care system, the territorial inequalities in the availability of services and the lack of inter-sectoral institutional cooperation all make the management of these problems more difficult.

3.3.3. There is a marked territorial concentration in child poverty and the distribution of children declared endangered. In regions worse affected from an economic and social point of view, the situation is encumbered with multiple difficulties, compared with regions in a better position. We need interventions targeting the most disadvantaged groups in the worst affected regions that are developed with a view to the actual local needs.

3.3.4. Providing children living in extreme poverty with meals (at the weekends, in the summer) requires further attention.

3.3.5. Day-care services assisting development in early childhood that are key to social inclusion are mostly not available to the children of disadvantaged families living in poverty.

3.4. Territorial disadvantages

Domestic territorial processes are characterised by a high and increasing degree of territorial concentration, against the background of a continuous demographic decline. **The abandonment of the most under-developed regions continues**, which is accompanied by a rearrangement in the ethnic ratios present. The largest loss of population has in recent years been sustained in North Hungary and Southern Transdanubia, the highest-priority target areas of the inclusion policy, while the population of the most advanced Central Hungary region has increased. In most parts of the country, however, the natural decline was even aggravated by a migration loss.

The legal rules, designed to manage the concentrated regional disadvantages, that identified localities in a disadvantaged position and the related aid systems were being developed parallel with the municipality system. Government Decree No. 311/2007. (XI.17) regarding the classification of the favoured regions is the legislation currently in force which designates the 47 most disadvantaged micro-regions (LHH47), including **33 particularly disadvantaged micro-regions (LHH33) to be supported via complex programmes**, and another 47 disadvantaged micro-regions.

In 2008, 95% of homes had mains water on a national average, however, in some of North Hungary's most disadvantaged micro-regions as well as in some micro-regions in the South Great Plain area characterised by smaller individual homesteads, this proportion did not even reach 80%. In the Mórahalom micro-region, the proportion of homes connected to the mains drinking water network was only 55.9%. The ratio of homes connected to the public sewage network is in excess of 70% nation-wide. At the same time, in some micro-regions, this ratio remains below 10%. The ratio of homes connected to the mains gas network is the highest in the Central Hungary region (85%) and is the lowest in Southern Transdanubia (60.4%).

The gap between regions is clearly indicated by the fact that while in Central Hungary, Central and Western Transdanubia, every fiftieth person, in the north-eastern and south-western parts of the country every tenth and, **in some localities, every fifth individual receives social benefits on a regular basis**. Due to low utilisation rates, **elementary education has ceased in more than 230 localities** since 2003 which affected most the regions of North Hungary, Southern and Western Transdanubia characterised by small villages. **The number of libraries constituting the most extensive network of cultural facilities, too, has decreased to some two thirds** which again adversely affected small localities.

The process of regional concentration also represents the concentration of social and economic problems. A serious unemployment rate and severe social and health care problems are simultaneously present in the most disadvantaged regions.

The poor labour market situation and the lack of businesses and job opportunities are both the cause and consequence of the development of social problems. At the same time, the poor qualification indicators of those living in disadvantaged regions, too, testify to the intergenerational transmission of disadvantage, poor chances of social mobility and the lack of the basic criteria of employability.

The number of crimes in relation to the population figure is increasing most dynamically in the two most disadvantaged regions, North Hungary and North Great Plain.

The territorial distribution of the number of usury-related crimes in Hungary demonstrates a similar pattern. This type of crime against property is clearly generated and induced by the need emerging as a consequence of long-term unemployment and low labour and social transfer incomes, and is maintained by organised groups of criminals. In the absence of legal alternatives, people exposed to multiple problems are prepared to accept the extremely high interest rates of usurers. As of the last quarter of 2011, the police launched a successful, „comprehensive campaign” against the spread of

the crime of usury. In conjunction with this campaign, Parliament passed Act CXXXIV of 2011 which renders the conditions of the punishability of usury more stringent. Additionally, however, and in coordination with these activities, it is necessary to find a legal alternative for the improvement of the crucial living security of the population living in the most under-developed regions. The maximisation of interest rates and the annual percentage rate that may be charged on loans was an important statutory change introduced in November 2011, as a result of which interest rates may be maximum 24 percentage points higher than the central bank prime rate as of next year.

In the territory of the MD47 micro-regions, 27.9% of pupils/students have multiple disadvantages, while this ratio is only 6.5% in the other parts of the country on average.

Ten per cent of the country's total population live in LHH33 micro-regions; in 22 of the 33 micro-regions, there are no localities with a population in excess of 10,000. In these micro-regions, education is typically not competitive (number of students continuing their studies is extremely low), there is a high rate of child poverty and there is a poor health situation (life expectancy is 1 to 2 years less than average in the case of women and 3 to 4 years lower in the case of men). The short-term unmanageable debt rate of the population (any-purpose loans, usury, etc.), too, is on the rise.

There are significant differences in the state of development as well as structural differences between the 33 micro-regions and within the individual micro-regions themselves. The duality of the LHH33 micro-regions and the most disadvantaged localities identified in Government Decree No. 240/2006. (XL.30.) is a criterion to be considered for the purposes of developments. Some **40% of localities with grave social disadvantages are situated on the borders of the LHH33 micro-regions**, and constitute in many places single units with the LHH33 micro-regions themselves.

According to its purpose, the “We don’t give up on anyone” New Hungary Integration Programme, which was created to manage micro-regional disadvantages with development funding provided by the EU, serves the development of the LHH33 micro-regions. The dedicated funding of HUF 97 billion attempts to alleviate the deficiencies of the economic, social, educational and environmental infrastructure and situation of regions with multiple disadvantages through the implementation of more than 1,000 projects. The **comprehensive programme** had its initial difficulties. The tenders invited were not sufficiently able to adjust to the specific local features. At the same time, in the absence of expertise and practical experience in the invitation of tenders, the actual local needs did not clearly emerge in the tender materials. The complicated administration and assessment of tenders often made it impossible for micro-regions to submit applications of appropriate quality with a view to the cooperation of multiple sectors and human resource services. The programme should be continued on the basis of the evaluation of its experiences.

Conclusions

3.4.1. We need programmes with a comprehensive approach involving the cooperation of various sectors for the management of the territorial concentration of social and economic problems. Based on the experiences of programmes previously implemented with a view to this objective, we need programmes better adjusted to the local needs involving the local population more actively.

3.5. Access to education

The system of public education is struggling with a number of problems affecting disadvantaged groups, including the Roma in particular, which can only be resolved through further long-term development. In addition to honouring the basic principle of equity, effective action is urgently necessary also on account of the fact that the Roma represent a significant and increasingly large proportion of the school-age population and, as a consequence, of the employees of the future.

The Hungarian educational system **is one of the systems amongst the OECD countries least providing equal opportunities and the educational success of children largely depends on the education and occupation of their parents.**

It is a fundamental problem of the education system that some pupils and students suffering from multiple disadvantages do not even receive the locally available educational services.

There is insufficient cooperation with other sectors, in particular, the child welfare and child protection services, and there is insufficient emphasis on the need for partnership with parents.

Exclusion from quality education is a major problem which stems, on the one hand, from the school migration of pupils of higher social status and is, on the other hand, a consequence of territorial segregation and the selectivity of the school system. **In schools and classes where, as a result of these processes, pupils living in extreme poverty and Roma constitute a separate group, the standard of education is lower: the number of classes taught by specialist teachers is lower and the institutions concerned have inferior equipment compared with other local schools and classes.** As a consequence, the existing social differences are multiplied. The number of Roma-majority schools has increased by some 34% since 2004. In 70% of these schools, finding teachers covering the entire spectrum of subjects under the curriculum presents a problem.

Teachers are not prepared during the course of their basic and ongoing training for the education of disadvantaged children and/or children coming from a different socio-cultural background and for cooperation with the parents.

Education does not sufficiently furnish children with the basic skills necessary for participation in the labour market and does not provide the foundations for health awareness and life-long learning.

Roma children are extremely over-represented amongst children with multiple disadvantages. According to estimates, approximately one half of children with multiple disadvantages are Roma and almost two thirds of Roma pupils struggle with multiple disadvantages. The Roma population's educational level is well below the average of the entire population; 85.5% of the adult Roma population have maximum elementary qualifications.

The educational integration of the Roma population came to a halt in the years preceding the change of regime. While in the decades before the nineties, the Roma significantly caught up with the national average in terms of the completion of their elementary studies and there was an increase in the ratio of Roma individuals with vocational qualifications, their ratio in secondary schools providing final examinations remained negligible and consequently so did their participation in higher education. Their relative situation regarding studies at a higher educational level has since further deteriorated. **While their integration in elementary schools continued, their ratio in secondary schools providing final examinations remained below 15 per cent, in contrast to the national average in excess of 80 per cent.** Additionally, most of the few Roma who do continue their studies tend to seek admission to vocational schools. They have a much higher drop-out rate than their non-Roma counterparts. In addition to the reduction and management of drop-out rates, it is **important to ensure that Roma pupils with good results aim for institutions suited to their abilities.**

2009 surveys estimated the proportion of Roma pupils in the 8 grades of elementary school to be around 9 to 11 per cent on the basis of their own admission and external evaluation. According to research relying on competence tests, 92-93% of Roma pupils having completed the eight grades of elementary school continue their studies, while this ratio is higher than 99% in the case of non-Roma pupils. Only 62 per cent of the Roma population having completed the eight grades of elementary school attend the fourth year of secondary school as full-time students, and only 40 per cent of them avoid having to repeat a year of their studies. According to 2008 estimates, 2 per cent of young Roma begin their studies in higher education and 0.5 per cent obtains a degree.

Kindergarten education

Surveys looking into the kindergarten education of disadvantaged children show that where there is insufficient available capacity, primarily children having completed the age of five years are admitted, along with those whose parents have jobs. The children of parents with a poor education, unemployed parents or parents drawing a disability pension are the most likely not to gain admission to kindergarten. **A substantially higher proportion of Roma children only start going to kindergarten at the age of 5**, in contrast to non-Roma children, the majority of whom begin kindergarten at the age of 3. On national average, 88% of children aged between three and five attend kindergarten, while only 42% of Roma children in the same age group. This is particularly typical **in disadvantaged localities** and regions where, in some places, the **serious shortage of kindergarten capacity**, too, prevents children with multiple disadvantages from availing themselves of kindergarten education as of the age of three years.

In 2009, **there were no kindergartens** in 926 localities. **50 of them are settlements where the number of children of kindergarten age would actually warrant** the operation of a kindergarten. The ratio of kindergarten groups with more than 25 children in the North Great Plain region (37.6%) and in North Hungary (34%) is substantially higher than in Western Transdanubia (24.5%), and is substantially higher in small localities compared with the situation nation-wide.

In 60 localities in the **47 most disadvantaged micro-regions**, kindergartens are over-crowded, and there are at least 7 localities where the number of children would warrant the operation of a kindergarten but there is no such facility. **The number of kindergarten spaces is substantially lower than the number of children of kindergarten age. In the majority of these localities, the population tends to be younger and younger, the proportion of individuals declaring themselves to be Roma is well in excess of the national average and there are segregated estates.**

In addition to the shortage of capacity, the early kindergarten education of children with multiple disadvantages, including Roma children, as of the age of three years is also often hindered by the fact that the **parents are not motivated** to enrol their children in kindergarten as they are not aware of the significance of kindergarten education. In many instances, the **shortage of money** (appropriate clothing, travel, etc.), too, poses a major problem. Only those families are eligible for **kindergarten aid** who enrol their children in kindergarten at the age of 3 or 4 years and ensure their regular attendance. In 2009, 23,000 children received kindergarten aid. In addition to financial and motivational circumstances, institutional discrimination, too, has a deterrent effect. The means currently at our disposal for the fight against discrimination are insufficient for the resolution of the problem on its merits.

Education in the school system

After an earlier fall in the number of elementary school pupils attending afternoon day-care, there has been a rise since 2007; in 2009, 76.6% of children in the lower four grades attended **afternoon day-care** or home-care classes on average nation-wide. In Central Hungary and Southern Transdanubia, four fifths of elementary school pupils attended afternoon classes, whereas in North Hungary only two thirds of them.

In localities with a population of less than 3,000, only a little more than one half of children attended afternoon day care, while in towns with a population of more than 50,000, more than 90% of children attended afternoon day care.

While opting for the private pupil status is a pupil right, by exploiting the scarce information parents have access to or the fear of parents, the heads of institutions unilaterally decide on the establishment of the **private pupil status**, for instance, due to the “behaviour problems” of pupils, thereby depriving pupils in need of help of the services provided in public education.

We must continue to pay special attention to ensuring that **pupils should not be declared** mentally or intellectually challenged, **with special educational needs**. As a result of measures implemented in recent years – the extraordinary reviews conducted as part of the „**From the desk at the back**” programme, the amendment of the relevant legal rules, including the measures related to the establishment of the diagnosis of mildly mentally challenged -, there has been a decrease in the number of pupils classified as pupils with special educational needs due to a mild mental disability. Decree No. 4/2010. (I. 19.)OKM identifies the relevant procedure and the professional requirements of the tests and examinations serving as the basis of the subsequent expert opinion.

Drop-out rates in secondary education are particularly significant in the case of vocational institutions. In this school type, every 4th student on average is required to repeat at least one year during the course of his/her studies (the ratio of students required to repeat a year in grammar schools is 5% in relation to the total number of students), many of them never complete their studies and **depart from the educational system without qualifications**. This phenomenon, which has been on the rise in recent years, greatly contributes to youth unemployment and a rise in poverty and plays a major role in the regeneration of a population with low educational qualifications. In the case of premature dropouts, the so-called second chance schools designed to assist the re-integration of dropouts into the school system are of particular significance.

At the same time, mention should be made of the fact that **significant governmental efforts have been made in recent years for the increased enforcement of equal opportunities in education. In addition to local programmes, programmes co-funded by the European Union** (Phare, HEFOP – Human Resources Operational Programme, TÁMOP – Social Renewal Operational Programme, TIOP – Social Infrastructure Operational Programme, ROP – Regional Operational Programmes), too, have been available in the magnitude of tens of billions of forints. While **integrated education is largely wide-spread on an institutional level, drop-out rates and the study results of students with multiple disadvantages have yet to improve significantly**.

The target groups of educational equal opportunities programmes are, in every instance, regardless of ethnicity, groups of pupils/students qualifying as pupils/students with multiple disadvantages or as disadvantaged as defined in Section 121 Point 14 of Act LXXIX of 1993 on Public Education²⁷.

²⁷ Section 121 Paragraph (1) Point 14 of Act LXXIX of 1993 on Public Education: „disadvantaged child, pupil, student: a person whose eligibility for regular child protection services was established by a notary public due to his/her family circumstances or social situation; within this category, a disadvantaged child has multiple disadvantages if his/her parent providing statutory supervision only successfully completed his/her studies in the eighth grade of elementary school, in the case of a child attending kindergarten, at the time when the child completes the age of three or, in the

The **extracurricular learning programmes** as the informal scenes of the education of disadvantaged children, came into being on the basis of a standardised model, as developments financed from EU funding. The main purpose of the SROP sub-measure 3.3.5 „Aid for extracurricular learning programmes” project is to reduce the school drop-out rate and to reinforce the path towards the continuation of studies (in secondary schools providing final examinations and in higher education if possible) for pupils/students with multiple disadvantages, Roma youths, pupils/students under child protection care and migrant pupils/students. The extracurricular learning centres are a form of education opted for by children and their parents out of their own free will that is designed to assist and manage learning adjusted to the personal educational needs of participants and that serves to improve the chances of integration into the formal school system. As part of the programme, 60 alternative learning facility projects were financed in total. However, the sustainability of extra-curricular learning centres and the need for the streamlining of parallel institution development and funding forms are issues yet to be resolved.

Integrative Pedagogical System

The Integrative Pedagogical System (IPS) introduced in 2003 is a pedagogical system which is designed to create equal opportunities for children with multiple disadvantages in the local pedagogical practice. The institutions using IPS were supported professionally by the National Education Integration Network. IPS is now employed by one quarter of elementary schools, and kindergartens and secondary schools, too, have joined the methodology-based programme. In total, approximately 1,600 institutions of public education, 300,000 children (80,000 pupils with multiple disadvantages and 20,000 children with multiple disadvantages) and some 13,000 teachers are as a result involved in educational integration. A study concerning IPS shows that the programme has led to a general improvement in the development of the pupils/students of the participating schools.

Minority education

The extension of the European Charter for Regional and Minority Languages to the Romani and Beas languages spoken by the Roma in Hungary was promulgated by Act XLIII of 2008. It may be established in this context that the undertakings made in the field of education are in harmony with the statutory regulations related to the education of national and ethnic minorities. The forms, content and framework of the kindergarten and school education of the Roma minority are regulated in the decrees on the directive concerning the kindergarten education of national and ethnic minorities and the directive concerning the school education of national and ethnic minorities. The purpose of kindergarten education is to prepare children for a successful entry into the school system by consciously building on the differences and similarities between the Roma culture and the majority culture. The National Roma Self-government and the Roma minority self-governments have the right to maintain and to establish schools and also operate schools of their own in the spirit of cultural and educational autonomy. Education in the school system enables Roma pupils to acquaint themselves with the cultural values of the Roma and provides information on the status, rights, organisations and institutions of the Roma. This form of education and teaching successfully operates in a number of localities. It is, however, necessary to provide further guarantees which prevent Roma minority education from becoming a means of segregation.

case of a pupil, at the time when the child becomes eligible for entering school, on the basis of a voluntary statement issued in the procedure regulated in the Act on the Protection of Children and the Guardian Authority; a child also qualifies as a pupil with multiple disadvantages if he/she was taken into long-term foster custody.”

The **on-the-job training of teachers** participating in the education of the Roma minority is subsidised annually via tenders. Curriculum development and the **development of programme packages** may be implemented as part of the SROP sub-measure 3.4.1.

It is important that a part of the Roma may learn in national minority institutions, similar to national minorities in Hungary. The Pécs **Gandhi Foundation Grammar School and Boarding Facility**, which was established in 1994, is Hungary's, and also Europe's, first Roma national minority institution offering final examinations. As part of the national minority programmes, students have the opportunity to acquaint themselves with both languages spoken by the Roma in Hungary, Beas and Lovári. In the course of the education of Roma studies, students familiarise themselves with Roma traditions and culture, learn about the history, ethnography and folk art of the Roma, the works of Roma authors, etc.

Scholarship programmes

A number of state and private scholarship programmes help to promote the educational success of disadvantaged elementary school pupils and secondary school students and students in higher education, including disadvantaged Roma.

The scholarship programme supporting the largest number of students (which was first managed by the **Hungarian Public Foundation for the Roma** ('MACIKA'), followed by the Public Foundation for National and Ethnic Minorities in Hungary) expressly targeted Roma students. In recent years, on average some ten thousand senior elementary school students, secondary school students and students in higher education have been able to participate in the programme annually which was first launched in 2000.

The 'On the Road' (Útravaló) Scholarship Programme was launched in 2005. Its comprehensive objective is to promote the establishment of equal opportunities for disadvantaged students, to improve the chances of young people in the continuation of their studies and in obtaining vocational qualifications, a certificate of final examinations or a degree and to foster talented students with an interest in sciences. 'On the Road' provides financial aid and assistance via its mentor system for students in the 7th and 8th grades of elementary school and secondary school students. Three equal opportunities and one talent fostering sub-programmes operate under the auspices of 'On the Road' (the *Road to secondary school*, *Road to final examinations* and *Road to a qualification* scholarships and the *Road to science* sub-programme) in which some 20,000 students and almost 11,000 mentor-teachers participate on an ongoing basis. The strength of the programme is that students are assisted not only financially but they also receive support from a mentor. At the same time, it is necessary to note that no performance-related expectation, a fundamental indicator of success, was tied to the scholarship programme. Therefore, the programme only achieved the goals initially set out partially and failed to encourage students receiving a scholarship to improve their performance at school as an essential means for progress in school and educational mobility.

The purpose of the **Arany János Talent Fostering Programme for Disadvantaged Students** is to enable the children of the poorest parents with the lowest educational qualifications to successfully attend full-time secondary education providing a final examinations certificate in a larger proportion. The selected students make up for any educational deficiencies as part of a preparatory year of education which enables them to continue their studies in secondary schools (and boarding facilities). These institutions are amongst the most successful in preparing students for admission to higher education. The programme was launched in 2000, and the number of participating students increased to

3,000 by the 2011/2012 school year, while the number of participating institutions (secondary schools and boarding facilities) rose to 23.²⁸ According to the 2008 State Audit Office Report, 82% of the students (aged between 14 and 19) participating in the programme gained admission to higher education, 95% obtained a driving licence, 89% were awarded ECDL certificates and 93% passed language examinations.

A sub-programme was devised in 2004 under the title ‘**Arany János’ Talent Fostering Boarding Facility Programme for Disadvantaged Students**’ which attempts to achieve the above objectives with the aid of the means and methods of boarding facilities. At present, the sub-programme operates in 11 boarding facilities and in the secondary schools offering a final examination certificate that closely cooperate with them (agreeing to provide a preparatory year as a ninth grade). Following the preparatory year, students only stay together in their boarding facility groups and pursue their studies in various secondary schools in an integrated manner. In September 2012, almost 900 students will start the school year in 5 grades within the boundaries of this sub-programme. The ‘**Arany János’ Talent Fostering Boarding Facility – Vocational School Programme for Students with Multiple Disadvantages**’, in which 605 students will participate in 2012, was launched in 2007. The institutions included in the programme (7 boarding facilities and 13 vocational schools) agree to furnish minimum 85 per cent of their newly admitted students with competitive vocational qualifications. All three ‘Arany János’ programmes assist students with both extra pedagogical support and aid of a social type in accordance with the requirements laid down in the relevant legal rules.

The Higher Education Mentor Programme has operated as an equal opportunities programme promoting the studies of disadvantaged young people in higher education since 2005. The purpose of the programme is to improve the chances of the young individuals concerned of gaining admission to institutions of higher education, to help them successfully complete the requirements and to broaden their future opportunities on the labour market.

It is important to make mention of the activities of the **Romaversitas Foundation** operating from non-state and EU funding (inter alia, the Roma Education Fund) which has, since its establishment in 1996, helped approximately 200 Roma students to complete their studies. In the last few years, the programme has achieved a more than 80% degree attainment ratio. Almost 700 young people in Hungary have received scholarships from the Roma Education Fund in the last five years.

Conclusions

3.5.1. Our education system is unable to sufficiently and effectively reduce the disadvantages of children with multiple disadvantages that arise from their family environment.

3.5.2. The Roma population has major disadvantages in education and qualifications compared with the majority society. While there is some rise in the level of qualifications, this is insufficient to induce a reduction in social differences (at the same time, the level of qualifications of majority society increases as well). We must accelerate the educational integration of the Roma population.

3.5.3. Educational disadvantages stemming from a social and cultural background may be successfully compensated for if we start supporting inclusion at the earliest possible age. Kindergarten inclusion programmes have particular significance in the prevention of the

²⁸ www.ajtp.hu

development of subsequent disadvantages. Extra kindergarten capacity must be created in the disadvantaged regions where there is a shortage of capacity.

3.5.4. Access to quality educational and training services is characterised by significant regional inequalities.

3.5.5. There are considerable quality differences between institutions of education. Services of the highest quality that may be able to compensate for social disadvantages would be needed most in areas where we may experience most of the deficiencies at present.

3.5.6. By ascending the scale of education, fewer and fewer Roma students attend training and education. School drop-out rates affect this population to a particularly high degree.

3.6. Access to employment

The most important feature of the Hungarian labour market is the long-term low level of participation in the labour market which results from the **extremely low employment level** and the **somewhat higher than average unemployment rate**.²⁹ Hungary is one of the EU Member States with the lowest employment level; only Malta has a poorer employment rate than Hungary in the European Union. In the past year, employment has decreased to a degree somewhat in excess of the EU27 average, while there has been a worse-than-average deterioration in unemployment. In spite of this, the Hungarian labour market is positioned somewhere in the EU middle range in respect of the effects of the crisis on the labour market and the deterioration of the main indicators.

In response to the economic crisis, following an earlier period of stagnation, the situation on the labour market in Hungary has deteriorated. In the last two years, employment has decreased similar to the EU27 average, while there has been a more marked deterioration in unemployment. In spite of this, the Hungarian labour market is positioned somewhere in the EU middle range in respect of the effects of the crisis on the labour market and the deterioration of the main indicators.

The development and continued **survival and persistence of poverty is attributable to the lack of employment opportunities, in addition to other educational and sociological factors.** At the same time, the reverse of this finding is also true; **the chances of the disadvantaged of entering the labour market are highly limited.** We have failed to achieve a long-term increase in our employment rate in Hungary and Hungary's employment rate in the population aged between 15 and 64, 55%, is extremely low by European standards. The low employment rate characteristic of the Hungarian labour market is primarily attributable to the high inactivity of the **population with low educational qualifications** which may be observed in the case of both gender as well as in the case of the middle-aged otherwise qualifying as the most active group on the labour market. The labour market position of employees with low qualifications forced out of the sector of large corporations in the nineties has not improved in recent years; a significant proportion of these people do not work or their jobs are unstable and uncertain. In Hungary, only 25.9% of individuals aged between 15 and 64 with elementary education qualified as employed in 2010, while the EU-27 average was 45.1%. It clearly follows from the above data that primarily individuals with low educational qualifications constitute the target groups of employment-related, social and educational/training interventions designed to promote social inclusion.

The **older** generations about to retire, **women attempting to return to the labour market after giving birth** and individuals with **modified working capacity** and disabled people are likewise disadvantaged from the viewpoint of employment. The labour market participation rate of the generation between the ages of 15 and 24 is also low. **Young people** are absent from the labour market mainly on account of the extended term of their education and training, however, it now takes substantially longer to find a job after the completion of studies and the simultaneous pursuance of studies and employment is far from typical.

There are significant **territorial inequalities in employment.** The employment rate is the highest in the Central Hungary region, while the second and third places are occupied by the Western Transdanubia and the Central Transdanubia regions. The North Great Plain and North Hungary regions are in the worst employment situation.

²⁹ According to EUROSTAT data, the employment rate of the population aged between 20 and 64 was 60.4% in 2010 in Hungary, while the unemployment rate was 11.2 %.

The problems listed above emerged more intensively, cumulatively, in the case of the **Roma population** in the most disadvantaged position on the labour market. The economic changes following the change of regime particularly affected the sectors which employed Roma in large numbers, and they therefore lost their jobs on a truly large scale (according to some estimates, some 55% of the jobs previously filled by Roma were terminated at the beginning of the nineties, in contrast to 33 per cent of the total jobs). Most of them were unable to return to the labour market subsequently, they became long-term unemployed and passed their difficulties down to the younger generations. Sectoral policies were unable to offer a way out of the trap that had developed. The employment level of the Roma population is less than one half of the non-Roma average, while their unemployment rate is three to five times higher than that of the non-Roma population. While the Roma account for approximately 7% of the population, only some 2 to 2.5% of those in employment are Roma (75-90,000 persons) and Roma account for 25 to 30% of the registered unemployed (100,000-130,000 persons). Based on the research of the European Union's Fundamental Rights Agency concerned with minority discrimination, the Roma in Hungary are the worst affected by labour market discrimination in the European Union. In the last 5 years 68% of them, while in the last 12 months, 47% of them felt that they were negatively discriminated in the course of their efforts to find a job. The problems affecting the Roma population have been left unresolved for many years, and their deficiencies in education and employment have remained preserved.

The Roma population and the population of disadvantaged regions who mostly live in a village environment were, after the change of regime, unable to take part in agricultural employment with high live-labour intensity as the emphasis had been previously shifted onto mechanised, large-scale production in agriculture. In spite of the country's excellent agricultural features, there was no connection made between self-sufficiency in the production of foodstuffs, local production and local consumption (e.g. in public catering) for the population of villages. As a result, the population lost the opportunities of high live-labour-intensive employment, in spite of the fact that this would have created jobs even in their disadvantaged village environment.

No effective and long-term solutions have been identified in response to low employment. **Employment programmes on their own are unable to improve the level of employment on a long-term basis; new, sustainable jobs are required on the competitive market, and „the only way to achieve this is via entrepreneurs”.**³⁰ The Government's primary economic policy priority is to create one million new, taxpayer jobs in Hungary over a period of ten years. This target is only attainable through the coordinated, effective and targeted operation and coordination of the country's economic and employment policies and, in the long run, of the country's education, training, social and health care policies.

Public employment: 'Start Work' Programme

Act CVI of 2011 on Public Employment and the Amendment of Other Acts Related to Public Employment („PEA”), which created a new system of public employment, entered into force on 1 September 2011. New public employment programmes were launched as of September, and an entirely new system of public employment will come into being as of 1 January 2011.

³⁰ New Széchenyi Plan. A development policy programme for standing on our own two feet, renewal and advancement, January 2011. p. 19.

- The Government stated in its Programme that it was committed to the expansion of employment and the creation of jobs as a primary target.
- It is important that individuals who are able and willing to work should find jobs so that they may provide a living for themselves and their families.

Goals:

- Expansion of employment, creation of jobs.
- The Start Work Programme helps the unemployed, individuals without vocational qualifications and persons with altered working capacity to return to the realm of employment. Cooperation with the National Roma Self-government.
- The objective is to enable those involved in the public employment programmes to later find employment in the private sector. The ‘Start’ public work programme is only the first step.
- People should live off work, rather than benefits. People are encouraged to participate in work – a socialisation function.

Means:

- Public work is not a goal but a means for the expansion of employment.
- As part of the Start programme, useful and valuable work is performed which is also in the public’s best interest.
- Agriculture is another area of the programme; plant cultivation and animal husbandry. In addition to the production of foodstuffs for the individual’s own needs, the programme supports local public catering.
- Area of construction industry: one of the broadest sectors of inclusion.
- The Start programme does not prevent individuals from seeking jobs and does not withdraw valuable work force from businesses.
- In the interest of reducing benefits and encouraging people to engage in work, the wage payable for public employment will be higher than the social benefit (HUF 48,000).
- At the same time, in order to support a return to the competitive sector, wages will be lower than the minimum wage as at any time.
- Training and education, too, will be provided as part of the Start Work Programme which will facilitate future employment.
- In the interest of the effective operation of the programme, model Start work programmes were launched this year. At present, some 15,000 people work in the model programmes. Next year, the Government will support the employment of 200,000 to 300,000 people.

Adult and vocational training

Regional Integrated Vocational Centres (RIVCs) were set up to address the structural problems in the system of **vocational training** that mainly stemmed from the system of the maintenance of institutions. The purpose of RIVCs was to develop, with the aid of content and methodological developments, a system of vocational institutions **with a diversified training structure** in alignment

the needs of the economy that is able to manage the funding received from the central budget more effectively, is able to flexibly respond to the needs of the labour market and **offers an actual choice to students**. RIVCs were further expected to reduce the high drop-out rates and to promote and to **monitor** (re-)integration into the labour market and career orientation. In the interest of the implementation of these goals and the establishment of an effective, transparent and manageable institutional system, it is necessary to make changes to the regulation of vocational training.

A mere 9% of Hungary's adult population takes part in education/training. With this percentage, Hungary is the last amongst the Member States of the European Union where the average proportion of adults attending training is 36%. Learning in adulthood is characterised by major disproportions. Those who would need to learn most do not take part in training; the participation of individuals with low educational qualifications, older individuals and those living in small localities in adult education falls far short of the desired level.

It is a major problem that 51% of the population over the age of 16 are still digitally illiterate. In addition to the elderly, there are particularly great deficiencies amongst **the unemployed, the disadvantaged, individuals living in small communities and individuals with inferior educational qualifications** who could **only be targeted under the auspices of adult education**. Failure to enjoy the benefits of the information society further deepens social inequalities, and therefore information and communication technology devices and the attainment of e-Inclusion with the aid of these may help promote the individual in his/her economic and social life and may contribute to the reduction of geographical and social differences, the development of skills and competencies, finding a job and becoming an active member of society. Consequently, the **development of digital literacy** must be amongst the main priorities of adult education.

Conclusions

3.6.1. The most important feature of the situation on the Hungarian labour market is a long-term poor participation rate which is the consequence of the extremely low level of employment and the slightly higher than average unemployment rate.

3.6.2. The development and perpetuation of a disadvantaged situation is attributable to the low employment rate, in addition to educational and sociological factors. At the same time, the reverse of this finding is also true; the chances of the disadvantaged of entering the labour market are highly limited.

3.6.3. Increasing the level of employment is key to social inclusion. Targeted programmes must be designed for unemployed individuals with low educational qualifications to enable them to gain access to the labour market services necessary for entry into employment, the various employment-related benefits and the possibility of acquiring qualifications through vocational and adult training programmes.

3.6.4. In the employment and economy development programmes, we must prevent „creaming”; the relevant measures must also reach the most disadvantaged social groups. In identifying the target group of the measures serving to develop the economy and to create jobs, we must also take account of the labour market inequalities. Employment opportunities must be provided in every region and in the entire spectrum of qualifications to enable the disadvantaged strata of society, including the Roma, to find employment.

3.6.4. Complex interventions are required. We need coordinated measures simultaneously extending to the economy, transport, education, health care, housing conditions and social services, complex regional development services and anti-discriminatory measures for the elimination of the

accumulated disadvantages, primarily in the country's rural crisis zones densely populated by the Roma.

3.6.5. Vocational and adult training plays a key role in the employment of young people with low qualifications on the labour market, adaptation to the changing economic and labour market environment and the improvement of employability.

3.7. Access to health care

The general state of health of the country's population is rather negative. A widely known indicator of the situation is that the **average life-expectancy at birth indicator in Hungary falls significantly behind even the values that could be expected on the basis of the modest economic performance**. Against the background of this overall, generally unfavourable situation, typical **regional differences** experienced in the state of health of individuals, which precisely follow the pattern of socio-economic differences, present a particularly grave problem.

As regards health care from the viewpoint of social disadvantages, **the deficiencies in the basic services represent the most elementary access problems**. In recent periods, the indicator of the availability of basic services has declined in spite of the fall in the population. The number of physicians in relation to the population figure is the lowest in Szabolcs-Szatmár-Bereg County (in spite of the fact that, in addition to Borsod-Abaúj-Zemplén County, this is where the most significant improvement has been achieved); a fact that attests the segmented structure of the care system.

The main focus of the **National Public Health Care Programme** implemented on the basis of Parliamentary Resolution No. 46/2003. (IV.16.) is the operation of **targeted screening tests serving national health purposes**. The measures taken as part of the programme include measures specifically concerning disadvantaged social groups, e.g. school information and educational programmes, however, the current volume and state of organisation of these measures are not sufficient to induce the changes that are necessary in this field.

There are major inequalities in the state of health of children as well as in their access to health care services. Largely social factors are responsible for these inequalities. Some 30 to 50% of deaths and health problems involving children are related to the disadvantaged social and economic situation of parents. Health development is the most effective in the first years of life, however, there are contributing factors to good health already before conception.

The optimal situation would be if every pregnancy were planned and if every child came to this world as a planned child. In 2010, **45% of those applying for an abortion** did not use any kind of contraceptive against the unwanted pregnancy, in other words, did not resort to any contraceptive option. Many of them referred to the **high prices of contraceptive devices** and pills. 12% of women who applied for an abortion repeatedly requested another abortion within 1 year. Based on the above data, the concern may arise that some of the applicants use abortion as a contraceptive method.

Unplanned and unwanted pregnancy is a significant risk factor in perinatal and infant mortality. The same is also true of **teenage pregnancy**. The new-born babies of young mothers are more likely to be born prematurely, with a lower body weight. A low weight at birth increases the risks of health damage during infancy as well as in later life.

The **ratio of prematurely born children in Hungary is 8.4% (Central Statistical Office, 2009) which is in excess of the EU average** and almost double the corresponding figure of Northern European countries. Giving birth prematurely is only partially attributable to health **reasons**; the **mother's level of schooling, bad living conditions and an unhealthy lifestyle play a greater role**.

Infant mortality, too, bears a significant correlation to regional disadvantages and the mother's education. Infant mortality is not only an indicator of a country's state of health but is also one of the most significant indicators of a country's social and economic state of advancement.

The fact that **pregnancy at a young age** is greatly determined by social disadvantages is underlined by the ratio of young-age pregnancies that is almost three times higher in North Hungary than in Western Transdanubia.

As regards the standard of **local paediatric care**, it may be stated in general that wherever there would be considerable need for paediatricians on the basis of demographic data, the network is incomplete or is not present at all. In areas inhabited in the largest proportions by people with multiple disadvantages, including Roma children, there is a lower number of paediatric practices falling on 10 thousand children; for instance, this number is twice as high in Central Hungary as it is in North Hungary.

Effective, high-quality health visitor care in the disadvantaged regions is hindered by the large number of vacant positions. In the North Great Plain region, for instance, 10% of the jobs were vacant in 2007, while in a number of regions, the service of health visitors can only be maintained through long-term deputisation. As a result, the number of clients falling on one health visitor position is significantly higher than the maximum permitted by law (250 persons). In addition to the shortages of the largest proportions mentioned, **the shortage of health visitors is a nation-wide problem.**

Access to health care is also hindered by ethnic discrimination. According to a study of the Fundamental Rights Agency³¹, in the past one year, 18% of Hungarian Roma have experienced discrimination in health care.

The Roma population's state of health is characterised by very poor health indicators. 66.3% of the Roma population over the age of 19 suffer from some disease, 16.1 % suffer from more than one disease and 23 % simultaneously suffer from 3 or more conditions. **In most of the 20 most frequently occurring internal medicine conditions, the Roma have an at least double illness rate compared with the entire population** (e.g. tumorous diseases), in the case of six conditions, a more than five-fold rate (e.g. asthma, stomach illnesses), and in three illness groups (impaired eyesight, iron-deficiency anaemia, infectious lung diseases) a more than ten-fold illness rate. Conditions occurring in higher proportions, too, highly contribute to the fact that there is an extremely high proportion of individuals with disability, disability pensioners (15.4%), amongst the Roma.

From among risk factors, **smoking**: 77.4% of the Roma population smoke, in contrast to 31.4% in the entire population, **high blood pressure**: 87% of the Roma population suffer from high blood pressure, in contrast to 32 % in the entire population, and **nutritional problems** and the **lack of prevention** clearly prove to be factors with an impact on health. A significantly larger proportion of Roma mothers smoke or suffer from the harmful effects of regular exposure to environmental tobacco smoke during pregnancy, compared with the majority society.

According to experiences, most of the Roma avail themselves of free health care services much less frequently; in fact, 64.2 % of them never. This may stem from poor financial and social circumstances: they are unable to travel to screening tests, they cannot afford medicines, etc. The primary consideration of families living in extreme poverty is not the preservation of their health or the prevention of illness but sustenance, living from one day to the next.

³¹ European Fundamental Rights Agency, European Union Minorities and Discrimination. Data in Focus Report. Main Results, 2009.

Conclusions

3.7.1. Health care services are characterised by major regional inequalities. Basic services are least available in the regions which are the most disadvantaged on the basis of other social and economic criteria.

3.7.2. The measures related to national health do not reach the most disadvantaged social groups to the desired extent.

3.7.3. Children's state of health is closely related to the parents' social status and situation. We need effective, targeted programmes taking account of the specific features of the social situation for the improvement and preservation of disadvantaged children's health.

3.7.4. Disadvantaged social groups are particularly affected by foetal and infant health problems related to abortion, early pregnancy and premature birth.

3.7.5. Also in the case of health, the Roma population has highly negative values and indicators well below the national average.

3.8. Access to housing and basic services

Typical problems of housing conditions in Hungary are the **unpaid public utility bills and housing debts, the low ratio or lack of rented accommodation, the concentration of extremely grave housing problems and segregation** which also determines the living environment.

Our National Reform Programme created in conjunction with the Europe 2020 Strategy, too, treats problems related to housing and the covering of housing costs as a top priority. When we look at the **poverty indicators of households and child poverty, the increasing burdens of housing loans and household bills** are of particular significance. **The shaken security of housing amidst the circumstances of the economic crisis** may be the beginning of a path leading to the gravest forms of poverty for wide strata of society forming part of the lower income groups.

The number of individuals with debts towards the electricity, gas and remote heating service providers has effectively doubled since the beginning of the millennium. In 2003, some 596,000 people owed various amounts, while this figure in 2009 increased to 1,129,000. The number of people **owing gas bill debts increased almost seven-fold**. This significant increase may be explained by the rise in the price of gas; it increased three-fold between 2003 and 2009. While the debt falling on one person is barely more than 30,000 forints, there is a significant increase in the number of those whose debts have been overdue by three to six months.

Housing support is designed to prevent the accumulation of debts. However, housing support is provided in kind in few places, and the cash received disappears in the family budget and „functions as a general income supplement”.

The Act on Social Services provides for the **debt management service** which may be of assistance if there is a larger amount of accumulated debt. The legislation only **renders this service mandatory for towns with a population of more than 40,000**; in the rest of the localities, the decision is left to the local board of representatives. As a consequence, this service is only available in 4 to 5 per cent of localities.

The installation of **prepaid devices** (meters with a card) would be helpful for those living in disadvantaged conditions. Service providers are, however, not interested in the installation of such devices and there are therefore only a few hundred of them in operation.

One of the most fundamental housing policy problems of recent decades has been the **lack or shortage of social housing**. The proportion of municipality-owned homes has decreased from 22% at the beginning of the nineties to 4%, while the ratio of privately-owned flats available for renting is approximately 4%. The main reason for the problem of housing loans denominated in foreign currencies is, that **in the absence of a sufficiently large, legal rented accommodation market, many individuals are compelled to buy flats of their own, often beyond their means**. The affordability of access to housing to satisfactory standards is a major problem also for average families who cannot rely on their parents or relatives for help. In spite of this, the ratio of privately owned homes in Hungary is one of the highest in Europe, in excess of 90 per cent. **Some 10 to 12% of all housing is substandard accommodation** with no modern conveniences or with limited modern conveniences or temporary accommodation. **Minimum 284,269 and maximum 315,085 people live in segregated housing conditions, some 3% of the country's population**. There is likewise no effective response to the problems of those affected or endangered by the challenge of homelessness and other forms of housing exclusion (e.g. arbitrary property occupation, residents without legal status) that would be able to alleviate the failures of the market. The Housing Programme chapter of the New Széchenyi Plan lays particular emphasis on increasing the proportion of rented accommodation, including the construction of (communal) social housing. The

Government is in the process of identifying a short- and medium-term action plan for the prevention and management of housing exclusion.

One of the programmes designed to address the significant housing, locality and regional disadvantages of recent years was the **programme of segregated localities**. The purpose of this programme was to improve the living conditions of those living in segregated residential environments and to enhance their social inclusion. Developments were aimed at segregated localities in regions and settlements. Several methodological approaches are used for the definition and identification of these.

The surveys of recent years concerning **segregated localities** deliver varied results; they give an account of 500 and more than 1660 segregated localities. Based on the claims made in the study rendering an account of 1663 segregates, there is segregation within the settlements in one quarter of all localities. **Some two thirds of the segregated localities are situated on the edges of settlements. 14% of the segregates are located beyond the locality limits** (on average, at a distance of 3.8 km). Approximately 26,000 people live in places like this. In 17 of the segregates featured in the sample, there was neither any public drainage system, nor any public lighting; 64.7% of these are located in non-residential areas. These circumstances are a major threat to health, and even if we disregard the harmful effects of isolation, they frustrate the chances of a complete integration.

Between **2005 and 2009, programmes of segregated localities were implemented in 48 settlements** (from a budget of HUF 3.5 billion). Based on the evaluation of these, while the programmes aimed at complexity, the **lack of a standard programme structure** and the diversity of and the **inflexibility** experienced in the utilisation of the **funding** allocated for the individual part-programmes constituted major hindering factors.

As regards EU funding, also according to one of the findings of an investigation conducted by the State Audit Office in 2008, „only few of the operational programmes of the New Hungary Development Plan take account of the multi-dimensional nature of the disadvantaged situation of the Roma. Therefore, **single-dimensional tenders** serving to achieve a single goal (e.g. training, job creation) **are not suitable** for providing genuine help for the Roma living in the most difficult conditions.” The report further establishes that „the most disadvantaged groups of the Roma population are unable to avail themselves of certain services (e.g. training) without supplementary services (e.g. travel, organisation of the supervision of children). **Consequently, only complex programmes taking account of the complexity of their disadvantages can offer them a true solution in general**”.

Conclusions

3.8.1. Covering costs related to housing is fundamentally relevant to the shaken state of social security. In the interest of enabling individuals to retain housing as an elementary source of security, we need measures and services for preventing the ultimate frustration of their livelihood.

3.8.2. Rented, social accommodation is required for the management of housing problems; the lack of such housing may constitute an obstacle to the complex programmes designed to support inclusion.

3.8.3. We have extensive information on segregated localities. The programmes launched in this area to date have not been effective and extensive enough. We need programmes that involve new, well-founded and comprehensive, inter-sectoral cooperation schemes (employment, child welfare, social services, health care) also in practice. We must develop a clear planning and evaluation

methodology with respect to estates for the purposes of decisions related to the rehabilitation vs. elimination of segregates.

4. SWOT analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> – Existing long-term, legitimate strategic documents in key areas (Roma affairs, child poverty). – Existing long-term, strategic documents in the field of employment policy. – Concentrated and strong opportunities for governmental coordination in the areas of state and public administration and the drafting of sector-specific strategies. – The improvement of the situation of the Roma population, social inclusion and employment policy are emphatic governmental and EU priorities (Government Programme and the Europe 2020 Strategy and the related National Reform Programme). – The theoretical foundations of the governmental cooperation scheme of the National Roma Self-government ensure the involvement of the Roma community in the preparatory phase of decision-making as well as in the processes of decision-making, implementation and monitoring. 	<ul style="list-style-type: none"> – Crisis-afflicted economic environment, low employment rate, low labour market demand. – The „output” of the educational, vocational and adult training system is not in harmony with the actual needs of the labour market. – Unequal access to training and educational services. – There is frail cooperation between the measures and institutions of the various sectors (education/training – labour – social services – health care). – The State does not have a standard, legitimate (macro and micro-level) indicator system that is able to measure the effects of governmental interventions. – We do not have at our disposal data surveys of an ethnic nature suitable for measuring the effects of interventions targeting the Roma. – The various sector-specific strategies (and action plans) are not coordinated in time and in practical terms (concerning implementation). – Overly rigid (local and EU) funding systems from the viewpoint of social inclusion tied to specific sectors which do not meet the criteria of flexibility necessary for the management of problems. – The inclusion programmes fail to reach the most disadvantaged, people living in a state of hopelessness.
Opportunities	Threats
<ul style="list-style-type: none"> – There are a number of best practices concerning social inclusion and the Roma in the civil, church and municipality sectors. – The regular communication of results and positive examples enhances motivation and social support. – Sector-specific strategies and action plans for the existing strategies are being drafted simultaneously; coordination is a timely task. – The ombudsmen concerned have drafted detailed recommendations with respect to the gathering of data of an ethnic nature in compliance with the relevant laws. – As part of an EU programme, Roma data surveys 	<ul style="list-style-type: none"> – Prejudice against the Roma population makes the implementation of programmes resulting in positive discrimination more difficult. – Conflicts of an ethnic nature. – Programmes requiring the cooperation of multiple sectors will not be successful due to sector-specific conflicts and divergent sectoral policies. – Motivational deficits amongst the Roma suffering from grave disadvantages and those living in extreme poverty.

with a large sample base are being conducted.	
– The European Union’s 2020 Strategy pays particular attention to the reduction of poverty and the increase of employment. Based on this and the EU Roma framework, we may have the opportunity to increase the cohesion funds serving social inclusion and other human resource developments and to use them more effectively, in a more targeted manner.	

Problem tree

Significant social differences endanger society’s integrity and reduce its competitiveness.

The level of social solidarity is low and will further decline with a rise in income differences.

Child poverty results in the intergenerational transmission of social disadvantages.	Significant differences between the living standards of the Roma and non-Roma populations.
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The processes of regional and social segregation greatly endanger the disadvantaged/Roma population.

The disadvantaged/Roma population has a low income level.

The disadvantaged/Roma population has low educational qualifications.	There is a low employment level amongst the disadvantaged/Roma population.	The disadvantaged/Roma population is in a poor state of health.
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Problems concerning social-policy interventions

State measures implemented for the resolution of problems are unsuccessful and ineffective.	No studies, reliable statistical and administrative data with respect to Roma population.
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Lack of comprehensive and complex interventions and programmes aimed at the improvement of the situation of the disadvantaged/Roma.

Lack of cooperation between sectors with a view to the improvement of the situation of the disadvantaged/Roma.
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Rigid (local and EU) regulatory and funding systems tied to specific sectors which do not meet the criterion of flexibility necessary for the management of problems.

The educational and training systems do not reduce the disadvantages arising from the socio-cultural environment.	Economic policy measures and labour market and social services supporting employability do not effectively assist the employment of the long-term unemployed.	The disadvantaged/Roma population has limited access to health care services.
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5. Goals of the Strategy

Political principles of inclusion

Principle of overall priority of inclusion

The policy or strategy designed to promote the inclusion of individuals living in extreme poverty and, in particular, members of the Roma community, and all related measures, must be based on firm theoretical foundations and must have a comprehensive, long-term and practical image. To this end, all state and municipality tasks must be defined, both in the course of planning and implementation, in a way that clearly reflects and contains the specific criteria of inclusion. Upon the identification and approval of specific measures by the Government, the individual ministries and local municipalities, the theoretical and practical requirements of inclusion should be considered in every instance. As part of the numerical targets undertaken in the National Reform Programme within the framework of the Europe 2020 Strategy, Hungary set a target in connection with those living in poverty.

Development policy based on inclusion principle

The Hungarian model is the so-called inclusion-centred development policy which ties access to central and EU funds to situation analyses and plans on social inclusion to be drafted on a mandatory basis. In preparing these documents, it is particularly important to evaluate whether the criteria designed to facilitate the inclusion of the disadvantaged, as well as anti-discrimination are duly enforced in the municipality or micro-region. It should be reinforced that **development programmes require, as a condition of the availability of funding, that municipalities** adopt measures and interventions aimed at the inclusion of the disadvantaged population living on their territory or in disadvantaged locality parts and **draft an inclusion plan** which serves to manage the situation of those living in poverty on its merits. The concept of inclusion is used herein to include the reinforcement of the educational level, skills and work culture of the persons and groups concerned, support provided for the development of the ability of self-sufficiency and self-representation, the elimination of socialisation deficits, the development and aid policy designed to achieve these goals and the means and methods used for the implementation of the policy.

Principle of integration

The purpose of a policy aimed at facilitating integration is to reinforce social and national inclusion, to increase social cohesion and solidarity and to reduce segregation phenomena and the discriminatory social patterns of segregation. The goal of an integrated society means a horizontal mode of operation in every-day life, in inter-ethnic relations and, in particular, in the field of public administration and public services, which clearly provides the conditions of rights and obligations and the opportunities of co-existence. The principle of integration must be enforced to simultaneously observe the European principles of tolerance and inclusion vis-à-vis minorities, the principle of democracy and the values of individual and community autonomy, independence and freedom. Bad examples of integration without the availability of the necessary conditions weaken people's faith in democracy, and may consequently yield results contrary to those intended, may increase community tensions, segregation and ethnic differences. We must therefore carefully consider in every instance, in particular, in the field of public education, the specific solutions that actually and effectively promote inclusion, integration and equal opportunities, in accordance with

local needs. We must consider whether the conditions exist – for instance, extra pedagogical competencies enabling integrated education (teachers specialising in development, pedagogical programmes and tools for the employment of restorative and conflict-management techniques, ratios of pupils, etc.) –, by virtue of which the situation of all players and participants concerned improves and no one's interests are curtailed. Upon the management of conflicts emerging in the course of the enforcement of the principle and, in general, the implementation of the strategy, we must employ the method of alternative conflict management which means the involvement of the individuals concerned in the resolution of the conflict. Successful conflict management indirectly contributes to the development and reinforcement of cooperation and also creates a model for the prevention and management of further unnecessary conflicts.

Complexity and concentration

Funds most frequently available via tenders do not reach the most disadvantaged groups of society, and in the absence of sufficient complexity, do not improve their situation effectively. **Only complex development programmes duly coordinated in territory, content, time, methods and resources that supplement one another** may be expected to help the inclusion of disadvantaged groups, localities and regions; in other words, complex economic policy, rural policy, employment policy, education, health care, housing and social policy, transport and infrastructure policy measures adopted in combination may lead to measurable results. To this end, we need **firm central and local coordination**. This may be achieved through the coordination of the planning, timing and evaluation of programmes on the basis of their social inclusion policy goals. *We must enhance the effectiveness of our funding policy through the planning of long-term and sustainable* measures and programmes; by **creating harmony between the documents constituting the foundations of the funding policy** and the **documents created in the various individual fields** (national, regional and local strategies and action plans), by **employing differentiated funding systems** that duly respond to regional differences and the technical difficulties that may arise therefrom.

Innovation and sustainability

We must create the conditions that enable innovations emerging in project-like developments, if provably successful and suitable for the purpose, to form part of the public services systems. The criteria of sustainability, operation in the scheme of a system and the comprehensive development of welfare systems must emphatically emerge already in the phase of planning. Successful programmes should not be operated as projects; social innovations and initiatives may only be expected to yield benefits in the long run if, based on their experiences, the relevant comprehensive systems, legal regulation and institutional structures also improve. A development policy that only concentrates on the administrative success of individual projects and the disbursement of the available funds is an irresponsible policy, without the criteria of efficiency. Innovation is a significant value which we appreciate correctly if we ensure that the systems and guarantees of subsequent utilisation are in place.

Gradual approach: priority of targeting individuals in the most disadvantaged position and priority of most effective measures

As funds are limited, we must determine priorities which may be altered subject to implementation and changes. In the case of the strategy, one of these priorities is the improvement of the opportunities of the most disadvantaged and the elimination of extreme forms of poverty. As part of this priority, particular attention must be paid to measures serving to target the root of the problem;

that is, measures that may help disrupt the inheritance of poverty and may consequently have a multiplying effect in the long run. At the same time, initiatives with the highest efficiency rate achieving the best results in the light of the expenditures involved must also be treated as top priorities.

Sure start, sure future

We must support the lives of individuals, in particular, at critical junctures, with follow-up assistance systems, from the development of early childhood services, through schools creating opportunities, to solutions designed to bridge the difficulties of adulthood. Early childhood is an extremely important phase of life; human investments made during this phase are recovered in the highest proportion, and may be particularly beneficial in the case of disadvantaged, including Roma children by compensating, or at least partially compensating, for the disadvantages sustained at home. Disadvantaged children may only become the successful members of a knowledge-based society if the conditions of quality education are ensured, if they are helped in their school career and are given assistance upon their entry into the labour market.

A comprehensive approach

The **legal, financing and professional** coordination of sectoral measures and programmes is essential **in the interest of launching complex developments** which have a combined effect on the inclusion of the lower strata of society: education, housing, social situation, employment, state of health. We can only improve the labour market opportunities and social inclusion of the members of groups with multiple disadvantages by using tools designed to develop the social skills and work culture of the individuals concerned and to reduce their socialisation disadvantages and educational deficits, as well as through integration efforts made in their own living environment. The application of the training and employment tools of an inclusion policy may only yield tangible results with a view to these considerations.

Programmes based on personal responsibility and participation

Promoting and boosting the activity and personal involvement of the individuals concerned and reinforcing a sense of responsibility for themselves and for their families are comprehensive criteria. By virtue of the Inclusion Strategy, we must create programmes which directly serve the enhancement of the abilities of the individuals concerned to lead their lives independently and the development of a work culture that facilitates entry into the labour market. With the aid of these programmes, we must break the cycles of deprivation resulting in the inheritance of poverty and disadvantages and must support community solutions.

Principle of community participation and support

The target groups themselves, in particular, the representatives of the *Roma community*, local spontaneous organisations and public administration must be involved in the planning, coordination and implementation of programmes assisting inclusion. We have to endeavour to **employ Roma experts** in the support networks designed to promote access as well as during the identification (generation) and monitoring of projects; **this serves to enhance the social equality and the enforcement of the economic interests of the Roma**. We must also pay particular attention to and provide opportunities for *church communities* whose level of activity in the field of social inclusion warrants this. We must create incentives for the local and regional decision-makers and the private

sector to boost their participation **in the successful implementation of inclusion programmes and measures.**

Thorough planning, regular measuring of effectiveness

Development and integration programmes aimed at individuals living in poverty, including the Roma, may only be successfully planned and effectively implemented if we have satisfactory, measurable information on the situation and size of the target group and the results achieved. We must therefore *explore the means and methods for anonymous ethnic data collection serving statistical purposes* which are adequate also from a legal and data protection point of view. We must also create a comprehensive and standard monitoring and evaluation system with respect to the inclusion policy. We must create and **coordinate the state monitoring systems and must enhance cooperation between the institutions authorised to monitor programmes and measures** (comparison of data bases, exploring unlawful practices, development of automatic mechanisms).

The Social Inclusion Strategy is a Roma strategy but not *just* a Roma strategy

The social problems gravely affecting the Roma population do not only affect the Roma, and therefore cannot be addressed exclusively among the Roma. Consequently, the strategy designed to improve the social conditions of the Roma cannot be a strategy of interventions solely aimed at the Roma. The strategy targets social problems and problem areas, and is not aimed at social groups identifiable on the basis of personal characteristics. The measures aimed at the social and economic integration of the Roma must be determined primarily on the basis of territorial (disadvantaged regions and localities) and social criteria (e.g. disadvantaged situation, long-term unemployment, low educational qualifications, etc.), and the cross-sections of these. In the areas of education, employment, housing and health care, it is reasonable to identify measures primarily on the basis of social and territorial considerations. In the field of anti-discrimination and culture (cultural autonomy), there is scope for an ethnic approach in the case of certain measures. In harmony with the findings of the Institute for Development and Methodology of the State Audit Office³², it is a basic principle that projects specifically aimed at the Roma minority are only warranted if the disadvantage intended to be remedied is clearly and primarily of an ethnic nature. Against the background of this principle, as one of the key elements of the strategy, we pay particular attention to the effects on the Roma of the programmes implemented or contemplated in the target areas and the involvement and participation of the Roma in these programmes.

The clearly defined intervention areas of the strategy guarantee that the individual programmes and measures improve the social opportunities and the quality of life of the Roma effectively, to a perceivable degree. Educational and scholarship programmes and well-targeted employment programmes play a particular role in this. These are based on the premise that cooperation and the investment of forces from all parties are fundamental for success.

With regard to the fact that the problems attached to the Roma population are, in many instances, problems of a communal nature and often induce community differences and unmanageable conflicts with an uncertain background that may even lead to serious tragedies, the contemplated interventions, too, must be community-based in their nature wherever this may be necessary. Based

³² A summary, exploratory study on the extent and effectiveness of the aid used since the change of regime for the improvement of the situation and advancement of the Roma in Hungary. State Audit Office, Institute for Development and Methodology, 2008. p. 61.

on the experiences of successful programmes, this „community character” means, on the one hand, direct contact and cooperation with the local Roma community in their living environment and, on the other hand, the involvement of the local community and the „wider” community as an essential condition. In addition to integration into education and the realm of employment, the reinforcement of the viability and integrating force of local communities may provide the security, that is often lacking at present, essential for living together.

Framework Agreement, system of joint decision-making

Hungary’s Government and the National Roma Self-Government entered into a Framework Agreement in the interest of reinforcing the co-existence of the Roma and the majority society and building a joint future. In its Programme, the Government identified the improvement of the living conditions of the Roma and the promotion of their social inclusion as specific goals. In the interest of the attainment of these goals, the Framework Agreement lays particular emphasis on the creation of jobs and cooperation in education. The implementation and consideration of the plans identified in the Framework Agreement is essential for the attainment of the comprehensive and complex goals identified in the National Social Inclusion Strategy.

Comprehensive goals, specific goals

The Inclusion Strategy identifies **comprehensive goals** and determines a framework for the coordination of sector-specific interventions. In addition to development principles spanning sector-specific policies, this also means the identification of a standard indicator and evaluation system.

The goals of the Inclusion Strategy, in the context of the Government's framework strategies, **contribute to the reinforcement of Hungary's social and economic competitiveness.**

Goals of the Strategy³³ Comprehensive and specific goals

#	Goals		
1.	Reduction of the ratio of individuals living in poverty and social exclusion, with special regard to the Roma population.		
1.1	Promoting the labour market inclusion of the Roma and those living in extreme poverty, and raising their level of employment.		
1.1.1	Raising the educational level of Roma and other individuals of active age living in extreme poverty.		
1.1.2	Development of the economy and businesses in the interest of the employment of disadvantaged people with low educational qualifications (primarily labour-intensive sectors on the labour market, social economy, atypical forms of employment).		
1.1.3	Developing the accessibility, quality and efficiency of labour and social care services supporting labour market inclusion.		
1.1.4	Development and expansion of system of public employment.		
1.1.5	Creating a social assistance system that enhances activity and encourages employment.		
1.1.6	Reconciliation of work and family life and supporting the wider spread of atypical forms of employment.		
1.2	Developing the administrative and statistical data sources and information systems serving the planning, monitoring and evaluation of sector-specific policies and interventions targeting child poverty, extreme poverty and the Roma population.		
2.	Preventing the inheritance of poverty and social exclusion	3.	Improvement of equal access to social and economic goods and reinforcement of social cohesion
2.1	Reduction of child poverty.	3.1	Improvement of housing conditions and housing security, extension of housing opportunities (rented accommodation).
2.1.1	Maintenance of level of welfare transfers for families.	3.2	Reduction of local and regional segregation.
2.1.2	Improvement of accessibility, quality and efficiency of child welfare and child protection	3.3	Improving the state of health of the Roma, individuals living in extreme poverty and children, increasing life expectancy at

³³ Comprehensive goals in semi-bold font, broken down into specific goals.

	benefits and services.		birth and improving their access to the health care system.
2.1.3	Development of early talent fostering and early childhood education and care.	3.4	Enhancement of trust constituting the basis of social co-existence and reduction of discrimination against the Roma.
2.2	Improving the access of Roma children and children in extreme poverty to education.	3.5	Involvement of stakeholders in the planning, implementation and evaluation of programmes.
2.3	Reduction of school drop-out rates.		

As we already stated in the chapter about the situation analysis, the experiences gained in implementation and the results of studies conducted in recent years clearly show that the success or failure of strategies depends most on coordinated, inter-sectoral action plans and programmes. The goals of the Social Inclusion Strategy, in conjunction with the strategic objectives of the Europe 2020 Strategy, incorporate the previously approved strategic goals into an integrated framework with a view to the future action plans of the strategies and create the conditions for the availability of a standard strategic frame of reference and reference indicators for the purposes of the sector-specific strategies. It is thereby possible to ensure that the various sector-specific strategies and the related action plans, measures and programmes are planned and evaluated in accordance with the criteria of social inclusion.

The highest level of the goals of **the Social Inclusion Strategy** contains the national social inclusion goals of the Europe 2020 Strategy. These are followed by the goals of the reduction of child poverty, the differences between the Roma and non-Roma populations, regional disadvantages and the phenomena of segregation.

Goals stated in the framework agreement entered into by and between the Government of Hungary and the National Roma Self-Government:

- Improvement of the living conditions and promotion of the social inclusion of the Roma.
- *A priority goal* is the replacement of the abuse of power with the discrimination-free service of public interests based on the inclusion of the Roma.
- Increasingly wider strata of the Roma population should be enabled to familiarise themselves with their rights and obligations as citizens, the legal system and the operation of public administration.
- Expansion of development programmes, scholarship programmes, investment and employment support to improve employment, raising the standard of education and living conditions.
- Disadvantaged Roma and non-Roma children, young people and adults living in extreme poverty should participate in these programmes in appropriate proportions and their activities should serve their actual advancement and inclusion.
- Improvement of the quality of and extension of opportunities in education, vocational training, higher education and adult training.
- Genuinely improving the housing conditions of individuals having to do without the most elementary necessities of life via community centres.
- Consolidation of the local economy through the restoration of subsidies that previously existed and the introduction of new subsidies.

Government Resolution No. 1136/2011. (V. 2.) lays down the quantified targets necessary for the fulfilment of the framework agreement between the Government and the National Roma Self-Government. The detailed action plan drafted for the attainment of the quantified targets set forth in the framework agreement are contained in the Appendix to Government Resolution No. 1338/2011. (X. 14.). (The Appendix may be found at roma.gov.kormany.hu).

6. Ultimate goal (Vision)

The inclusion policy intends to promote the implementation of the specific, target-group strategies relevant to poverty along a standardised system of goals.

The integrated social Inclusion **Strategy** is a forward-thinking framework strategy **with a ten-year horizon. Its comprehensive objectives over this time frame coincide with the national poverty reduction goals of the Europe 2020 strategy.** According to 2008 data³⁴, some 28.3% of the population³⁵ (almost 3 million people) live below the poverty line and/or in severe financial deprivation. We intend to reduce the ratio of this population to 23% by 2020. Accordingly, by virtue of the attainment of our strategic objectives, some half a million fewer people will live in poverty and exclusion in Hungary by 2020. The indicators assigned to this goal are as follows.

Hungarian targets attached to the social inclusion goal of the EU 2020 Strategy

	Current data	Target	Reduction
At-risk-of-poverty rate of households with children	16% (872,000 persons) (225,000 households)	12.8% (698,000 persons) (180,000 households)	174,000 persons (45,000 households)
Rate of individuals living in households with very low work intensity (aged between 0 and 60)	10.3% (1,018,000 persons)	8.2% (814,000 persons)	204,000 persons
Rate of people living in severe material deprivation	17.9% (1,771,000 persons)	14% (1,417,000 persons)	354,000 persons

Source of data: EUROSTAT, Central Statistical Office

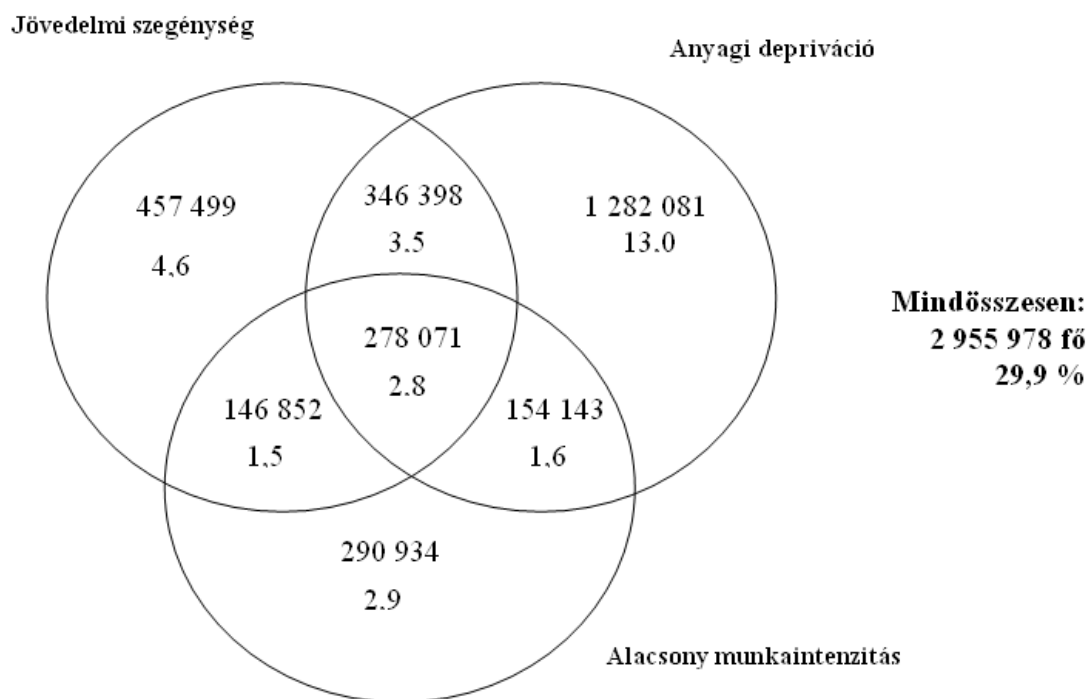
It is highly relevant to the Inclusion Strategy that the **indicators determined for the purposes of the EU targets do not only include people living in extreme poverty.** Based on the distribution of the figures, we may see that the **material deprivation indicator** in particular includes a presumably fair number of individuals practically **forming part of the lower middle classes.** This relative approach to poverty is perfectly correct as, **with the impairment of their minimum financial security, this population may easily find themselves relegated to the category of individuals living in income poverty.** (This part of the population is characterised by the lack of financial reserves and the reduction of non-essential expenditures.) At the same time, it is highly probable that the more than

³⁴ The 2009 data is 29.6%, however, the original goal will not change in the light of this.

³⁵ For methodological reasons, we do not reckon with the entire population (in 2008 10,045,401 persons) but with the population living in private households (in 2008 9,899,311), which is 146,089 persons fewer compared with the entire population.

one million people „merely” affected by financial deprivation cannot be classified into the most disadvantaged groups of the population.

Distribution of population living in poverty and exclusion in Hungary, 2008 (persons)



Income poverty
In total 2,955,978 persons 29.9%

Financial deprivation

Low work intensity

Source of data: EUROSTAT

The **purpose** of the social inclusion strategy is to ensure that **the reduction of half a million in the number of people living in poverty or exclusion should not (only) result in the improvement of the conditions of those in the best position within the population of almost three million**; the measures should not serve the „creaming off” of the affected population. Our goal is to ensure that the interventions also reach those living in extreme poverty, with special regard to their children, in order to break the cycles of the passing on of poverty through inheritance.

A particularly important element of the **national targets of the EU2020 strategy** is the **reduction of the income poverty of families with children**. The interventions and measures contemplated on the basis of the strategy **reinforce the labour market positions of families**. **Day-care child services** of high quality, available in the required quantity, **help parents to find employment** and to retain their labour market positions. **Adult training** services play a key role in the maintenance and preservation of labour market positions. The availability of these services and their adjustment to the actual needs of the labour market are also key issues.

We have rather modest data at our disposal with respect to **the differences between the living conditions of the Roma and non-Roma populations**. In this area, the main indicator is the **rate of employment** which constitutes the root of and one of the reasons for the problems. In the interest of the improvement of this figure (based on the framework agreement between the Government of Hungary and the National Roma Self-Government), the following targets attainable by 2015 were set: involvement of some 100,000 unemployed Roma in employment, providing marketable

vocational qualifications for some 50,000 Roma adults and participation of 80,000 Roma adults in basic skills development programmes (reading, writing, computation, information technology).

The business development, labour and employment measures should reach the most disadvantaged social strata and regions. As a result, the employment rate will improve, and so will the competitiveness of the regions and economic sectors concerned and, indirectly, of the whole of the country.

According to demographic projections (but obviously subject to the benefits of the socio-political interventions), **we may expect a slow improvement in the educational qualifications of the Roma population.** Researchers draw attention to the importance of vocational training and a presumed rise in the demand for training courses offering final examinations. Based on the framework agreement between the Government and the National Roma Self-Government, 20,000 young Roma may obtain marketable qualifications by 2015, some 10,000 young Roma will receive help with participation in training providing final examinations and 5,000 talented Roma will be given support in order to meet the conditions of entering higher education.

Projected 15+ Roma population according to educational qualifications

Completed highest level of educational qualification	1991	2001	According to	Integrating	Falling behind
			Basic	scenario, in 2021	
<i>In 15+ population (persons)</i>					
8 grades not completed	133450	123740	104930	97040	112320
8 grades completed	124290	184590	301390	273740	327140
Vocational qualification	22700	42590	88670	113150	67180
Final examinations	3490	9110	41050	51080	29340
Tertiary qualification	670	1660	13090	18060	8530
<i>Total</i>	284600	361690	549130	553070	544510
<i>In 15+ population (%)</i>					
8 grades not completed	46,9	34,2	19,1	17,5	20,6
8 grades completed	43,7	51,0	54,9	49,5	60,1
Vocational qualification	8,0	11,8	16,1	20,5	12,3
Final examinations	1,2	2,5	7,5	9,2	5,4
Tertiary qualification	0,2	0,5	2,4	3,3	1,6
<i>Total</i>	100,0	100,0	100,0	100,0	100,0

Source: Experimental calculations regarding the development of the territorial characteristics of the Roma population and a projection extending to 2021 by László Hablicsek. Aktiv Társadalom Alapítvány, 2005. Closing study of research. Commissioned by the Ministry of Employment Policy and Labour and the Ministry of Youth, Family and Social Affairs and Equal Opportunities.

According to the hypotheses of the projection, the number of individuals with **vocational qualifications** may increase from 43,000 to 70,000 to 110,000; the number of individuals with **secondary qualifications** may rise from 9,000 to 30,000 to 50,000. As regards the number of individuals with **tertiary qualifications**, projections indicate a kind of a boom, a rise from 1,700 to 9,000 to 18,000. Naturally, these are the results of calculations, the consequences of hypotheses, however, as such they may also be converted into implementation requirements. To this end, discounting the factors of aging and mortality, we must create the conditions for the vocational training of 40,000 to 60,000 individuals, final examinations in secondary education for 30,000 to 40,000 young Roma and the acquisition of a degree for 15,000 individuals in the next 20 years. We

likewise should not forget about the completion of elementary studies which will involve some 150,000 young people in the years to come.

With the creation of **one million new jobs over a period of 10 years** as contemplated in the New Széchenyi Plan, a fundamental change will occur in the field of employment. A significant number of **new jobs will come into being in labour-intensive sectors** in the construction industry, agriculture and tourism. Large amounts of funding available for **the development of the economy will flow into disadvantaged micro-regions**. By virtue of the measures of the inclusion strategy, the economy boosting and labour market measures will not only have a creaming-off effect. As part of the interventions, we shall continuously pay attention to the lowest segments of the labour market, individuals with low educational qualifications and the long-term unemployed.

With the reduction of the number of households with children living in poverty, fewer children will live in poverty. As a result of a fall in the rate of those living in households with low work intensity, we shall also observe an improvement in the rate of children living in jobless households which was 14% in 2009, the second highest in the European Union.

With the extension of early childhood services, including an increase in the available crèche and family day-care capacity (through the transformation of their funding system in the long run) and the extension of the network of Sure Start Children Houses financed from EU funding, **more children will have access to the early fostering of skills**, while the **parents** involved in the Sure Start programme **learn the significance of the early years of childhood**, find out how they may help the development of their children and **may become more motivated in the early enrolment of their children in kindergarten education**.

As a result of regionally targeted kindergarten capacity enhancements and the motivation of parents, **there will be a rise in the number of children with multiple disadvantages attending kindergarten as of the age of 3**.

As a result of pedagogical and scholarship programmes promoting the integration of children with multiple disadvantages, the introduction of on-the-job training courses and methodological guidelines offering extra assistance to teachers, the spread of day-long forms of education and the reinforcement of extra-curricular learning programmes, **the results of children will improve and school drop-out rates will decrease. According to our national target made as part of the EU2020 strategy, the rate of individuals with tertiary or equivalent qualifications will rise to 30.3% amongst the population aged between 30 and 34, and the number of early school-leavers will fall to 10%.**

As a result of the more effective educational, information and preventive activities of the health care system, in cooperation with institutions of public education, child welfare and child protection, **the number of teenage pregnancies will decrease, primarily in the regions where the number of these pregnancies is particularly high (North Hungary, North Great Plain, Southern Transdanubia).**

As part of the public education system, **all children in need will receive free meals** which may contribute to their healthy development.

With an increase in the number of local paediatricians and health visitors, children with multiple disadvantages may receive more attention. As a consequence, **their health preservation may improve.**

With the reinforcement of basic health care services, general practitioners and local paediatricians will play a more active role in prevention, health education and the motivation of people to participate in screening tests. The Government and the National Roma Self-Government support the participation of 150,000 Roma in screening tests and the provision of ongoing consulting services

necessary for health awareness, as a result of which **the disadvantaged/Roma population's state of health will improve and positive changes will emerge in indicators such as infant mortality, the number of premature births and the ratio of teenage pregnancies.**

By the end of a period of ten years, the **Roma population's level of education must reach a higher level.** Qualifications offering a more secure labour market position and final examinations must be much more wide-spread than at present, and by the end of the period, differences between the Roma and non-Roma populations will diminish in respect of secondary qualifications.

By the end of the ten-year period, **regional differences will decrease considerably** as far as social features are concerned. There will be a fundamental change in the social conditions of the most disadvantaged regions worst affected by the processes of social and territorial segregation. The disadvantage of the localities of the LAU 1 level (formerly known as NUTS 4), which at present contains 174 statistical micro-regions, will significantly diminish by the end of this period.

7. Intervention areas, tools

In the interest of the effectiveness of developments, it is necessary to coordinate all target group strategies, to concentrate interventions and to reinforce the systems of planning, monitoring and evaluation.

We must create a comprehensive system of tools for the enforcement of inclusion policy principles. The development of evidence-based policy-making plays an emphatic role in this. The principles identified must be enforced with the aid of practical methods, procedural and methodological rules in the course of the identification of the national and regional strategies and developments of the various sectors and segments. To this end, we must standardise the introduction of procedures such as ex-ante impact assessment studies, regular evaluation based on standard principles and consequent targeting. The criteria of efficiency, sustainability, systematised operations and the development of care systems must emerge already in the ex-ante impact assessment studies.

In the context of the methods of evaluation and social impact assessment studies, it is a key question as to how in developments resulting in direct social effects we may ensure that they do not contribute to an increase in social differences and the erosion of social conditions in the long run but to the advancement of social groups in the worst position. We must identify methods which may ensure that the developments do reach the disadvantaged they target. While the concept of disadvantaged is used in a number of areas, it is not clearly defined in every one of these, in spite of the fact that a clear definition could be an operative tool for the targeting of interventions and the selection of those involved in the programmes.

We need strong central, regional and local coordination for the attainment of the goals of the social inclusion policy. To this end, we must precisely identify the responsibilities and competencies of central public administration, its deconcentrated agencies and background institutions and those of the various levels of municipalities with a view to social inclusion.

In the interest of the coordination of sectoral measures concerning social inclusion from a legal, funding and professional viewpoint, it is necessary to coordinate the work processes of the ministries concerned. For the purpose of improving efficiency, we must enhance result-oriented approaches. Wherever relevant, we must define verifiable, evidence-based and measurable goals and expected results that may be influenced through interventions in respect of the target groups. Upon planning interventions and measures, we must lay greater emphasis on ex-ante impact assessment studies made on the basis of well-founded methodologies in which the social and economic effects on the target groups of social inclusion must be featured more emphatically. Effective evaluations, preferably containing clearly measurable indicators, must play a greater role in the assessment of performance.

I. Child well-being

With the wider application of part-time employment and the extension of day-care child services, we must ensure the compatibility of family life, child raising and work. By promoting the employment of parents, we may be able to reduce the role of having children as a poverty risk factor.

We must pay particular attention to the early fostering of skills and early childhood care and education (under the age of 3). A number of local and foreign studies prove that a deficit experienced during the later (secondary school) stages of education is primarily attributable to conditions and circumstances in early childhood. Compared with the recovery rate of investments made in early childhood, any subsequent or equalising interventions at later ages are substantially less effective. Programmes should target not only the children themselves; without the involvement and active participation of parents, we cannot achieve the expected (adequate) results. The fostering of skills in early

childhood requires major inter-sectoral cooperation. Therefore, developments in health care, child welfare and public education must be coordinated, the relevant responsibilities must be clarified and we must also reinforce the various levels of territorial coordination in the human care services listed. To this end, we need legal and funding tools which motivate cooperation and coordinated activities. The attainment of this type of inter-sectoral cooperation is equally necessary in the course of our efforts concentrating on the later stages of childhood.

We must define the terms „disadvantaged child” and „child with multiple disadvantages” on the basis of objective criteria and must introduce the use of these definitions in all sectors concerned (education, health care, child protection) so that we may provide children with the support they need for the enhancement of their opportunities as of birth. These concepts must also be integrated into the various sectoral statistical data systems.

School youth assistance services, preventive and correctional child protection services and services supporting family welfare, too, should be strengthened; to this end, it is necessary to employ full-time professionals in schools. The services of school-based social work (and social-pedagogy), in cooperation with the parents of disadvantaged pupils, contribute to the most optimal possible development of the skills and opportunities of children and thereby reinforce their social relations and social inclusion.

It is necessary to integrate modules into the training and on-the-job training of specialists dealing with disadvantaged young children and their families (physicians, health visitors, crèche care workers, kindergarten teachers, social pedagogues, etc.) which provide skills for interaction with the disadvantaged and teach the techniques of the effective involvement of parents. A key condition of maintaining high standards in the institutions responsible for the early fostering of skills, crèches and kindergartens, is that these institutions employ experts specialising in early childhood development and education.

In the interest of exploring the socialisation function of day-care services for young children, by changing the system of funding, we must create the financial conditions which may enable disadvantaged children under the age of 3 years to have access to care services. The wider introduction of programmes fostering skills in early childhood operating with the cooperation of parents and the integration and long-term sustainability of project-like, innovative services typically created from EU funding (‘Sure Start Child Houses’) must be assisted and promoted through the establishment of a territorially optimised service system coordinated by the State, with special regard to the most disadvantaged regions and segregated living areas.

Children’s state of health as well as their cognitive, motor, speech and emotional development must be tested regularly in the interest of early and effective development.

Regular child protection support disbursed monthly must be re-introduced for families in need. Free public meals must also be extended to secondary school students in need, and it must be achieved that all children in need have access to free or discount public meals also during the summer holidays.

By enlarging the capacity of family support and child welfare services, we must achieve that they play a greater role in facilitating the inclusion of excluded families, in the **reinforcement of** the socialisation function of the family and **responsible parenting roles** and in the settlement of family conflicts. Pursuant to the framework agreement concluded by the Government and the National Roma Self-Government, the Government will provide funding for the theoretical and practical training of the Roma family assistance social workers, community developers and employment organisers to be selected and mentored under the auspices of the National Roma Self-Government.

Through effective regional coordination, we must ensure the availability of all basic services in every micro-region and that access to these services should become routine-like. We need to identify pro-

fessional standards, and in some instances protocols, as well as regularly measure the population's satisfaction with services.

As part of the cooperation between the Government and the National Roma Self-Government, an **infant and young child protection and development system will be put into place**, and the already existing services will be further developed, which will genuinely contribute to the successful entry into school of children living in disadvantaged communities and localities, primarily Roma children.

Priorities

In the interest of enhancing the access of disadvantaged young children and young children with multiple disadvantages to quality early childhood services, we must increase the available capacity in localities suffering from a shortage of services and capacity.

Against the background of effective regional coordination, integrated micro-regional child programmes must be created in the most disadvantaged micro-regions and, as part of these, Sure Start Children Houses must be established in at least two thirds of the most disadvantaged micro-regions, for the purpose of helping the physical, intellectual, emotional and social development of children aged between 0 and 5, supporting their parents and detecting problems at an early stage.

The range of those eligible for free school meals from among children in need must be extended.

Skills and competencies promoting the education and personality development of disadvantaged children and the successful involvement of parents must be integrated into the requirements of the training and on-the-job training courses of specialists dealing with disadvantaged young children and their families.

II. Education and training

The purpose of the new public education system identified in the new public education act currently in the making is to educate individuals capable of independent life to the fullest possible degree as well as of the attainment of their goals through the proportionate development of the body, soul and intellect, the establishment of harmony between personality, community and nature and the balanced coordination of skills, abilities, knowledge, competencies, attitudes and moral values. A priority goal is to prevent social exclusion with the tools of education and to foster talent.

Public education is a public service which creates the conditions of the long-term development of Hungarian society in the interest of future generations. The general framework and guarantees of public education are provided by the State. The whole of public education is determined by the moral and intellectual values of knowledge, justice, order, freedom, equity and solidarity and the requirement of equal treatment. Public education serves the common good and individual ambitions respecting the rights of others.

The pedagogical culture of educational institutions are characterised by the desire to provide individual treatment, the inclusion of children and students, trust, love, empathy, the establishment of requirements suited to the individual's age, the monitoring of the fulfilment of duties and objective evaluation guaranteeing the development of children and students.

It is the duty of the Hungarian State, as a public service, to provide mandatory and free elementary education, free and accessible secondary education up to the completion of final examinations and education in preparation for the acquisition of the first qualification as set forth in the Constitution.

A priority task of public education is to provide development in early childhood prior to entry into the school system and to take account of the special needs of children and students with specific educational needs and integration, learning and behavioural difficulties, to promote their optimal development and to create opportunities for their widest possible social inclusion.

II.1. Kindergarten education

In the interest of providing comprehensive education and care in early childhood, it is necessary to develop kindergarten services; the **integrated kindergarten education of children with multiple disadvantages**, in particular, Roma children, **is a key issue**. The necessary conditions and incentives to this end must be provided. As part of this, we must **increase the available kindergarten capacity** and must improve the **accessibility of services**. Upon the extension of the available kindergarten capacity, it is important that dedicated funding should be available for this purpose within the developments of public education and that developments should concentrate on the localities of the most-disadvantaged micro-regions (totally 47 most disadvantaged micro-region and 33 out of them covered by a comprehensive closing-up programme) where there are a high number of children with multiple disadvantages.

The development of children aged between 0 and 6 represents a complex, multi-player system of tasks.

Parents must be helped via **mother and parent clubs** in the interest of providing for the home background of development and the enhancement of the prestige of the female role.

Institutions hit by local segregation must be linked to the Integrative Pedagogical System and system-level cooperation schemes between the institutions concerned must be encouraged. For the purpose of ensuring the effectiveness of the new method, **we must involve parents**.

By involving health visitors and the staff members of the family support and child welfare services, we must encourage the parents of children with multiple disadvantages to start enrolling their children in kindergarten at the age of 3 years. Parents must be helped to ensure that the shortage of money (appropriate clothing, travel cost, etc.) should not be an obstacle to kindergarten attendance.

The basic and on-the-job training of kindergarten teachers must include modules concerning interaction with disadvantaged children struggling with socialisation deficits and the involvement of parents. Curricula must also contain activities designed to address socialisation deficiencies.

As part of the cooperation scheme with the National Roma Self-Government, the Government is committed to ensuring that **kindergarten services should be available to all localities which enable the enrolment in kindergarten education at the earliest possible age.**

II.2. Providing an inclusive school environment, reinforcing the ability of education to compensate for social disadvantages

The development of an **inclusive school environment** that supports integrated education and provides education that breaks the inheritance of segregation and disadvantages as well as the **development of services assisting inclusion** play a primary role in the reduction of the educational failures of disadvantaged children, including Roma children.

As emphasised in the national strategy „Making Things Better for our Children” (2007), „in an educational system creating opportunities, **children**, regardless of whether they come from poor, under-educated families, live in segregated living conditions, are disabled, migrants or blessed with outstanding talent, **must receive education suited to their abilities and talents throughout their lifetime, without their education being influenced or affected by prejudices, stereotypes, biased expectations or discrimination.** Therefore, this must be the most important priority of Hungary’s educational policy.”

In the interest of reducing the extent of educational exclusion, we must reduce the selectivity of the educational system. Institutions must have effective tools against discrimination and need major methodological support for promoting the integration of pupils encumbered with socio-cultural disadvantages; this is also the way to reduce the out-migration of non-Roma pupils from certain schools. The development and application of an inclusive school model is a fundamental criterion concerning the regulation, management and coordination of public education that is also key in methodological developments as well as in the renewal of teacher training and the determination of the content of cooperation between institutions.

In the interest of reducing educational exclusion, providing access to quality education and social inclusion, the quality of education in schools must be raised, with special regard to institutions and classes exposed to the threat of exclusion. Access to education in a higher number of lessons and to targeted pedagogical services and extra-curricular workshops must be improved.

It is important to develop the methodological toolkit of teachers, inter alia, by introducing to them **alternative methods of conflict management.** The application of **new methods** may promote child-centred approaches in the work of teachers (e.g. **discussing cases**). Opportunities must be created for teacher candidates to complete their **practice time** in institutions where there is a high ratio of disadvantaged and Roma children.

Methods enabling teachers to acquaint themselves with the family background of pupils and to stay in contact with the parents must be built into the curriculum of training so that teachers may learn to know children better and may cooperate with their families more effectively.

Teacher candidates **must acquire the skills of effective cooperation with other institutions fulfilling signalling tasks** as regards disadvantaged children, the institutions attached to the school and local communities **already during their basic training**.

Initiatives must be put into place to induce **a rise in the proportion of Roma amongst educational specialists**, teachers, in particular.

We must follow the principle of a **multi-faceted school**: we must reinforce **practical training, empirical learning** and must support the preparation of **adequate local curricula**. The school should provide **extra-curricular development programmes and sports facilities**, too.

An essential condition of raising standards is the **reinforcement of teacher training and the enhancement of the prestige and financial and moral recognition of the teacher profession**.

There are major **territorial differences** in access to quality education in the current, very decentralised educational system. The inequalities observed in this field may be remedied through the coordination of educational institutions and services with a view to equal access and the **central coordination of education policy**. We need both administrative measures and measures designed to improve the infrastructure. A condition of the implementation of these measures is, however, that the stakeholders, the maintaining institutions, parents and teachers alike identify with the objective. In this respect, the development of the most disadvantaged micro-regions should be treated as a particular priority.

In the interest of improving the efficiency of the public education system, **national professional supervision** involves the establishment of a system for the external supervision of institutions, the launch of expert training and the identification of a system of requirements (in vocational training, with regard to the EQAVET recommendations³⁶). Pedagogical development activities, identified on the basis of the processing, evaluation and analysis of institutional measuring results established as part of **a nation-wide assessment evaluating basic skills and competencies**, the evaluation of institutions and monitoring, too, serve to create quality public education.

It is a fundamental issue from the viewpoint of the entire educational system that all teachers should be prepared for the application of modern, differentiated methods adjusted to the individual development pace of learners both in the course of their **basic training and also with the aid of on-the-job training**. Competence-based education and the application of personalised pedagogical methods are equally essential for effective education.

We must also reinforce **support services within and outside school** that are designed to address socialisation and learning disadvantages (day-long school, afternoon day-care, school home facility, extra-curricular learning facility, etc.) and offer appropriate conditions for preparation for lessons instead of the less suitable family environment and, where possible, even access to sports and leisure time activities. It is important that, in conjunction with these services, the programmes should also provide **meals** for pupils in need. It is likewise important to create opportunities for **weekend programmes** as these are often „dead” periods in rural surroundings; aimless wandering and being left without supervision is particularly dangerous for young people. We need to involve institutions

³⁶ In response to the recommendation of the Commission, the European Parliament and the Council approved a new European legal rule on 18 June 2009, Recommendation 2009/C 155/01 on the establishment of a European Quality Assurance Reference Framework, EQAVET.

which are accessible for the population also during these periods, such as, for instance, the eHungary network.³⁷

Other solutions may also be employed in the *senior grades* of elementary school. For instance, *boarding facility or long-term boarding care*. Not only for those whose place of residence is not in the same locality as the school they attend but also for those who are unable to study at home due to their family circumstances. It is more beneficial for the integration and personality development of these children if they do not live at home during the week. At the same time, these children need not be removed from their families and placed in custody with foster parents or in a children's home which would be a much less humane, much more expensive and, overall, unnecessary solution.

Complex pedagogical programmes countering early drop-out which are designed to prevent early school-leaving and serve re-integration purposes are particularly important. Inter-sectoral cooperation is essential in this field. We need the concentration and coordination of the programmes and interventions of the sectors of education, child protection, social services, culture and sports. We must create an **institutional framework for the cooperation of institutions of education and social and child welfare services**. State institutions with a nation-wide network that fulfil duties related to social inclusion may play a role in this. As part of this, we must create the institutional and service framework of **school social work and socio-pedagogy** as a basic condition. By reducing the number of children compelled to repeat a year of their studies and by providing flexible, personalised support for pupils, we may reduce drop-out rates.

We must pay particular attention to the **successful school career of Roma women**, the full and comprehensive completion of compulsory school attendance and the raising of their educational level. As the 2011 Council recommendation related to prevention of early school leaving points out³⁸, by creating flexible paths in education and allowing transfers between paths, and consequently, through the development of pedagogical processes better adjusted to the learner's needs, we may reduce drop-out rates, including early school-leaving arising from gender roles. The management of this problem is a priority task, with regard to the particularly unequal opportunities of Roma women.

It is essential that health protection should form an integral part of the educational process already in elementary school in order to prevent disadvantaged Roma children most exposed to risks from becoming the victims of harmful phenomena with an impact on their physical and mental health, prostitution or human trafficking. To this end, we must also launch prevention and information programmes; it is important that children should be aware of victim protection services, the rights of young girls in marriage, etc.

The promotion of a conscious career selection may reduce early school leaving from institutions of secondary education. We must organise „**second chance**” **grades and programmes** for the completion of elementary studies, the promotion of successful vocational school studies, the continuation of prematurely abandoned studies and the broadening of the stratum of qualified individuals. From this respect, programmes explicitly concentrating on Roma youths, too, may play

³⁷ The purpose of the **eHungary programme** is to extend access to the Internet to the entire territory of the country, by focusing primarily on the regions less or not at all covered by services (disadvantaged localities). For those who have no broadband Internet access in their homes for technical, motivational or financial reasons, the establishment and maintenance of Internet service points may be a solution. The objective is to make the use of e.g. e-public services and access to the specialists working there, the so-called eConsultants, available to the widest possible groups of society. At present, there are 1,791 registered eHungary points in the country.

³⁸ 7951/11

an important part. We must support and develop **alternative school models** that are able to handle school drop-out even in extreme cases. In the interest of the participation of young adults in adult education (evening or correspondence secondary courses), a comprehensive campaign must be launched and educational methods outside the school system (e.g. production school) must be encouraged. Competence measuring on the basis of standard methods, supporting individual learning paths and the promotion of the acquisition of marketable qualifications are particularly important. As part of the programmes, participants must also be given a chance to try out work in practice and must be socialised towards work.

In the interest of the enforcement of equal opportunities, **declaring a student a private student should not be used as a measure against „difficult children” or as a selective means of educational exclusion.** To this end, we need methodological development, inter-professional cooperation and enhanced efficiency in the monitoring of the process of inclusion.

In the interest of ensuring that, likewise, children should not be unnecessarily declared disabled, we must provide for the enforcement of procedures determined in the relevant rule of law and professional criteria concerning the examinations serving as the basis for the subsequent expert opinion by providing professional assistance on an ongoing basis and with independent and effective inspections. In the spirit of prevention and in the interest of ensuring the timely and professional development of children, we must create standard procedures, professional contents and requirements also in the areas of early childhood development, educational consulting and speech therapy. The range of tests, examination methods and means used in the course of the testing and examination of children must be continuously extended. We must pay particular attention to avoiding declaring children disabled unnecessarily in the case of disadvantaged children transferred into long-term foster care and the Roma and must ensure that the tests, methods and procedures employed for the determination of the child's actual abilities should be able to separate any deficiencies that may arise from environmental disadvantages.

By creating the appropriate atmosphere, employing the right educational methods and offering a wide range of activities that induce a constructive lifestyle, schools must play a part **in the reduction of deviance with a destructive impact on the chances of children in later life. In order to avoid the subsequent involvement of endangered children in criminal activities,** conflicts arising in school and minor offences should be managed, in an optimal scenario, with modern pedagogical methods, within the walls of the school and should only be channelled to the authorities when this is truly necessary. In addition to school conflicts, institutions of education and child protection should also respond to child and juvenile crime and violence in the family with the routine application of effective methods.

In the interest of equalising learning opportunities, in addition to the reduction of educational exclusion, it is also important **to liaise with the parents and local communities, to generate interaction** and to inform and help parents; **to develop positive communication between the school and parents;** and through these efforts, **to develop the inter-cultural competencies of teachers and to induce a parent mentality that places the learning of their children in the focus.** This does not only promote a successful educational process but also contributes to a positive change in relationships between communities. In addition to the active participation of parents, **school/cultural mediators,** Roma mentors, the state institutions responsible for social inclusion, local churches, church and civil organisations and communities, too, play an important role in this process. We need to increase the number of **active Roma teachers** and to encourage career retention on every level of education in the interest of shaping the mentality of both the majority society and the Roma in a positive direction and achieving a successful inter-cultural dialogue. To this end, we must increase the number of Roma students in higher education, in the institutions responsible for

teacher and kindergarten teacher training. We must create the financial and organisational conditions which permit their employment during their training as assistants.

We need extended access to the opportunities afforded by info-communication technology in public education and vocational and adult training. The promotion of the IT developments of schools and alternative learning facilities in disadvantaged localities is essential. At the level of vocational and adult training, we must provide access for the disadvantaged/Roma to IT training.

II.3. Helping disadvantaged young people, including Roma youths, enter and complete secondary and higher education

We must make every effort to help disadvantaged young people, including Roma youths, to reach secondary and higher education. We must increase the proportion of disadvantaged, including Roma, children in vocational training offering marketable occupations that permit economic integration as well as in secondary education providing final examinations and in higher education. Entry into secondary schools providing final examinations must be offered in the highest possible proportions both after vocational training without final examinations and directly after elementary school. **Programmes facilitating school transitions and turning points**, the launch of an extra year of education in preparation for vocational training and participation in **educational integration** programmes by those who failed to complete their elementary studies may all help young people enter and complete secondary education. In order to ensure that the largest possible number of disadvantaged children successfully complete their studies in secondary and higher education, we also need further improvement in the availability of boarding facilities.

Scholarship programmes supporting studies at school and the acquisition of vocational practice continue to play an important role in social inclusion and equal opportunities. It is extremely important to reinforce the framework of coordinated interventions. Incentive systems must be developed in a way that ensures that, in addition to monetary benefits, they should also be tied to personal **assistance programmes**. Accordingly, as of 2011, a new integrated scholarship system is being developed ('Útravaló (On the Road) - MACIKA' Scholarship Programme) by virtue of which we may avoid anomalies hindering efficiency and as part of which the most disadvantaged pupils may receive scholarships. A basic requirement of all programmes is that **expected performance** should emerge in them as an emphatic principle. A scholarship should indeed be an incentive. Programmes should operate under conditions which enable the **effective promotion of the improvement of pupils' study results** which in turn **encourage children themselves to improve their individual performance** and support them in the accomplishment of their longer-term school career objectives.

In line with the Széll Kálmán Plan, the Government and the National Roma Self-Government will improve the quality and extend the opportunities of education, vocational training, higher education and adult training as part of their cooperation scheme. The Government will launch a new Roma scholarship programme.

II.4. Culture, development of cultural and sports services

In conjunction with education, **cultural institutions**, museums and libraries operate a number of programmes relevant to social inclusion which serve to reduce cultural disadvantages and school drop-out rates. Libraries, cultural institutions and eHungary points in disadvantaged regions and living environments function as effective „**access points**”; we need to enhance their role, support the programmes already in progress and encourage cooperation between cultural and educational institutions in the interest of the development of the abilities and competencies of disadvantaged

children and young people. They should acquire and develop their digital literacy in a sophisticated IT environment in libraries and should acquaint themselves with the use of electronic data bases in an informal learning environment. Libraries aim to provide equal access to information and knowledge with their services and programmes.

Non-formal and informal learning opportunities and extra-curricular leisure time programmes offered by cultural and sports institutions will have a beneficial effect in the encouragement of non-formal and informal learning as well as in the reinforcement of social inclusion and active participation. They may promote the personality development of children and students, the development of their creative skills, may compensate for their disadvantages and may simultaneously effectively develop various competencies and may improve physical conditions. These objectives are served by the launch of a sports programme for young Roma in active cooperation with the National Roma Self-Government. It is an important mission of this programme to enhance the opportunities of integrated sports activities that simultaneously induce communal cohesion and have a beneficial effect on personality development. The Hungarian Student Sports Association and the National Student and Leisure Time Sports Association of the Disabled must play an active role in the organisation and subsequent verification of integrated events. We must use special methods to enable Roma children and youths to join the junior training schemes of sports clubs.

The involvement of Roma minority self-governments in the development and review of local sports development concepts would induce further positive effects locally.

On a micro-regional level, the objective is to create **community centres, social workshops and training centres** which help the Roma enter the realm of learning and work. The activities of community centres must extend to the responsibility of individuals as citizens, household management studies, gardening, personal and environmental hygiene, healthy lifestyle, responsible family planning, the importance of regular physical exercise, healthy eating, the prevention of smoking and extreme alcohol consumption, the importance of learning and training and the knowledge and adoption of cultural values. We must encourage the training of Roma family support social workers, community developers, employment organisers and health care mediators and help them with the acquisition of the necessary practical skills in cooperation with the National Roma Self-Government.

Priorities

In accordance with the agreement of the Government and the National Roma Self-Government, top priorities are:

- *20 000 young Roma may obtain marketable vocational qualifications in 50 vocational schools participating in the social inclusion institutional framework,*
- *10 000 young Roma may attend courses offering final examinations,*
- *5 000 talented Roma individuals may prepare for successful participation in higher education.*

We must create the infrastructural conditions of mandatory kindergarten education as of the age of three years.

In the interest of preventing early school leaving and the re-integration of dropouts into the education system, we must reinforce support services inside and outside the school system and must provide for the effective territorial coordination of these services (extra-curricular learning facilities and second chance-type programmes).

We must operate scholarship programmes that promote the educational achievement of disadvantaged young people, including Roma youths.

We must create a network of special colleges for Roma in the interest of talent fostering and the promotion of the educational success of young Roma studying in higher education.

Modules must be integrated into the training and on-the-job training of teachers dealing with disadvantaged children and students which are useful for and relevant to the education and personality development of disadvantaged children and youths and the involvement of parents.

We must support pedagogical programmes assisting inclusion, the development and operation of day-long schools and elementary school boarding facilities and the employment of specialists providing assistance.

Measures must be implemented for the promotion of the acquisition of vocational qualifications by children leaving the school system at the age of 16 without qualifications after having completed the upper age limit of mandatory attendance.

Community centres, social workshops and training centres must be established on a micro-regional level.

III. Employment

The most important goal of the Strategy in the area of employment is to increase the employment rate and promote the labour market integration of the Roma and individuals with multiple disadvantages from a labour market viewpoint.

Hungary's low employment rate is related to the employment of certain **disadvantaged groups** substantially below the European average. These groups include individuals with **low educational qualifications, women with young children, individuals with modified working capabilities, older employees about to retire and young people**. At the same time, the low employment rate of these employee groups cannot be explained merely from the angle of demand for work force; **the work force supply of the groups concerned is also low. Social benefits and services are likewise important factors and play a major role in the high level of their inactivity.**

III.1. Entry of individuals at a disadvantage on the labour market into the labour market

The primary objective continues to remain to create as many jobs in the competitive sector as possible and to enable companies, via or without subsidies, to offer job opportunities to the highest possible number of employees. At the same time, it is obvious that **the primary labour market is at present unable to provide appropriate jobs for those excluded from the realm of employment on a long-term basis**. Partly because they live in regions where the primary labour market is weak; partly because they also need social work, mentoring, a kind of „incubation”, for their employment as work force, in addition to the encouragement of employment. This function may be offered by the system of **temporary employment** as a means of transition to the open labour market, within the boundaries of the **social economy**. Additionally, the State itself wishes to make a contribution by offering employment, rather than benefits, to the largest possible number of people also in the short term, in the form of **public employment**.

A system of employment-related subsidies relying on **three pillars** will come into being:

- The first and most important pillar is the motivation of ***finding employment on the open labour market***, inter alia, through targeted wage- and contribution-related subsidies, with special regard to micro-businesses, small and medium-sized enterprises.
- The second pillar is the ***social economy*** which organises the employment of the unemployed by relying on local opportunities partly from state funding and partly from local revenues. This is a temporary form of employment which has the long-term benefit of providing a transition to employment on the open labour market.
- The third pillar is ***public employment*** which is closely related to the reform of the system of social benefits with a view to motivation towards work, as part of which the State itself organises the temporary employment of individuals to whom the first two pillars do not realistically offer job opportunities at this point in time.

The system of employment-related subsidies must be designed in such a way that the individual sub-systems should be separable but should permit flexible transfers in order to enable the individuals concerned to obtain benefits from the system most suited to their abilities and opportunities, with regard to the labour market opportunities of the given region. The system of public employment should function as a complementary component that serves to complement the other two pillars in

order to ensure that it should not become a dead-end street for those engaged in public employment. To achieve this, it is necessary to ensure, on the one hand, that public employment should not restrict individuals in their efforts to find a job and, on the other hand, that public employment should not unnecessarily withdraw resources (potential demand for labour and potential work force) from businesses.

The most important tools for promoting the entry into the open labour market are the **active labour market policies** which represent the services, incentives and subsidies which the State provides for the unemployed for the purpose of helping and encouraging their re-employment, improving their employability and reducing the periods during which they are eligible for monetary benefits. These tools play an important role in the maintenance of activity, the preservation of ties with the labour market and the management of transitions on the labour market. Additionally, active labour market tools also play an important role in the enhancement of competitiveness, contribute to the preservation and improvement of the performance and capacity of work force, help businesses satisfy their needs for labour and enable, through targeted subsidies provided in conjunction with wage costs, the reduction of the employment costs of newly-hired employees.

The most important message of active labour market policies is that it is the unemployed individual's responsibility to actively seek employment which is supported by the State in the form of services and benefits. The tools of active labour market policies include the following:

- labour market training (vocational training, further training and skills development for the unemployed),
- work placement (vis-à-vis both job-seekers and employers),
- assessment of individual abilities, customised and personalised labour market services, counselling for job-seekers,
- mandatory cooperation with the employment service is an expectation vis-à-vis those receiving unemployment benefits, while the employment service is required to keep track of the individual's attempts to find a job,
- subsidies encouraging employment (preferential contribution rates, wage subsidy),
- gathering and processing of national and regional labour market information.

In the course employment programmes implemented to date and financed from EU and national resources, employment centres have paid particular attention to the involvement of Roma individuals in the programmes in accordance with the ratio of the Roma to the entire population. The goal in the next few years is to involve 12,000 unemployed Roma in the labour market programmes to be implemented by labour centres throughout the country.

In addition to the programmes implemented by the institutions of the Public Employment Service and the public adult education institution, the Türr István Training and Research Institute for the purpose of preparing disadvantaged individuals for re-entering the labour market, employment programmes implemented by non-governmental organisations play an equally important role. Innovative, experimental employment programmes play a key role in the labour market integration of Roma individuals. We shall continue to support some of the successful projects implemented as part of the EQUAL Community Incentive in the form of mainstream programmes, in addition to which we must explore further good practices (Human Resources Operational Programme sub-measure 2.2.2, Social Renewal Operational Programme sub-measure 5.3.1, Social Renewal Operational Programme sub-measure 1.4.1, etc.) in the interest of the widest possible use and dissemination of results.

Roma women must be assisted with targeted equalisation programmes. The employment rate of Roma women is extremely low and their employability is limited by specific factors (resting inter

alia on cultural foundations). By maintaining and further developing the already operational programmes offering preferential employer contribution possibilities, we must promote the employment of women returning to work from maternity leave, Roma women in particular. The planned so-called ‘inclusion support’, designed to substitute for living, which is provided by the state adult education institution for those participating in labour market training courses is key to labour market re-integration.

According to the new public employment concept, it is of **particular significance**, with a view to the principle of social inclusion, **that the involvement in public employment of those disadvantaged and most disadvantaged from an employment point of view should be a top priority in public employment**. A solution must be offered to people with low educational qualifications which provides a living for them in the long run and helps their re-integration into the primary labour market.

The employment of mentors may contribute to the successful implementation of the ‘Start work’ public employment programmes. In addition to traditional mentoring activities, mentors may also assist those in public employment with other consulting services in their efforts to re-enter the primary labour market.

In the course of the organisation of public employment, we must ensure that it should not generate unemployment; in other words, it should not restrict individuals in their search for employment and should not withdraw valuable human resources from businesses. One of the ways to achieve this is by ensuring that the income obtainable in *public employment* should not reach the level of the minimum wage but should exceed the rate of social benefits.

One of the main conditions of a successful return from public employment to the labour market is that those engaged in public employment should receive basic and further training for the purposes of their public employment as well as in line with the needs of the market.

Public employment is offered in three areas and is divided between agricultural work, public employment organised by local municipalities and public employment in the state sector.

According to the evaluation of experiences, value creating public employment programmes and model programmes should be extended to the following areas:

- plant cultivation and animal husbandry, conventional conservation,
- maintenance of dirt roads,
- biomass production,
- elimination of illegal waste disposal grounds,
- public employment programmes in conjunction with large construction industry projects or
- ‘Start work’ programmes as per the agreements between the Government and municipalities (e.g. construction of bicycle paths, flood and inland water protection, etc.).

An important element of every activity is that individuals engaged in public employment should also receive training and education during their public employment.

We must launch micro-regional public employment model programmes in support of the implementation and further development of national public employment programmes.

As part of the Start work programmes, we must reinforce the role of the National Roma Self-Government in the interest of the participation of Roma job-seekers.

III.2. Development of the vocational and adult training system

Employees constitute the most important resource of the Hungarian economy. The State, businesses and employees themselves must all take part in the development of the competitiveness of work

force. By creating the conditions necessary for vocational and adult training, it is the duty of the State above all to create or motivate a choice of training courses that is flexibly adjusted to the needs of the economy, to motivate businesses to look upon the training of their employees as a valuable investment and to motivate employees to take part in training in order to acquire the ability to adjust to social and economic changes.

In the interest of creating vocational training providing competitive skills adjusted to the needs of the economy, the Government concluded a cooperation agreement with the Hungarian Chamber of Commerce and Industry. Based on this agreement, the Chamber as an important player of the economy itself fulfils some of the duties related to vocational training. However, further measures are also required for the renewal of the system of vocational training. We must restore the prestige of vocational training and of the skills obtainable in vocational education and must alter the structure, funding and regulation of vocational training in the school system in a way which serves the needs of the economy and society much more effectively than at present. To achieve this, we need a comprehensive reform extending to every element of vocational training, also with regard to the reform of public education and higher education currently under way. Vocational training must also contribute to social inclusion by keeping disadvantaged young people in training and education, thereby enabling them to enter the labour market as qualified employees.

In addition to vocational training, adult training, too, must be placed on new foundations in order to enable adult training to create an appropriate framework for life-long learning. The objective of the Government is to create a system, by changing the regulation of adult training, which

- is simpler, more transparent, may be monitored more effectively and is less bureaucratic;
- ensures that participants leave adult training subsidised by the state with quality skills and that the qualifications and certificates obtained in adult training should be equivalent to those obtained in the school system;
- is better adjusted to the structural and content expectations of the labour market;
- is able to increase the labour market profitability of subsidised training and the employment ratio of those having acquired vocational qualifications in adult training;
- is able to increase the number of individuals participating in adult training to approximate to the European average;
- makes access to adult training fairer, inter alia, through the introduction of 'inclusion support', thereby ensuring that primarily those who need training for effective subsequent participation in the labour market should have access to state-funded training;
- where access to services with equal opportunities may be provided through the reinforcement of the coordination, methodological, development and organisational role of the state adult training institutions, the quality of services can be improved, tools designed to support social inclusion can be used to the optimal degree and state-funded adult training needs related to the disadvantaged target groups can be satisfied.

In the interest of the attainment of these objectives, we need a new system in the regulation of adult training.

The purpose of adult training programmes is to encourage learning in adulthood, to make up for any school deficits, to adjust tarnished competencies to the requirements of the present, to enhance the competitiveness of businesses and to contribute to social cohesion.

In adult training, increased resources create demand: the revenues of the central budget, businesses and individuals appear on the adult training market collectively. These are supplemented by significant EU funding. A basic principle of the utilisation of funding is that, by virtue of the subsidy disbursed, there should be an increase in demand for adult training, in access with equal opportunities and in the participants of adult training; in other words, subsidies should be channelled to places where the shortage of funds prevents participation in adult training. Therefore, the basic principle of funding policy is the minimisation of the so-called exclusion effect.

In providing training in **occupations where there is a shortage**, we must pay attention to the involvement of disadvantaged individuals, including Roma (e.g. shortage of nursing staff in health care), while it is particularly important that **targeted training courses should verifiably meet the needs of the labour market**. We must use county-level, continuously updated data bases for the projection of needs. In identifying shortage occupations, we must pay attention to the designation of **occupations that are also obtainable by Roma women**.

By means of **training embedded in employment** and other alternative methods, we may increase the number of Roma working in the public sector. Market players may be involved in training schemes combined with employment via incentive systems. By re-launching **evening schools** and extending **non-traditional training forms** (e.g. distance learning, e-learning, production school) to disadvantaged groups, we may increase labour market activity.

III.3. Development of the economy and businesses in the interest of the employment of disadvantaged people with low educational qualifications, primarily in highly live-labour intensive sectors and through the application of atypical forms of employment

Both the Government Programme and the New Széchenyi Plan relied on the premise that businesses are able to create a significant number of new jobs that are also sustainable in the long run. It is therefore the duty of the State to create favourable conditions for businesses that enable them to create new jobs. To this end, it is necessary to ease the operating conditions of businesses, to alter the regulatory environment and taxation and the funding of the New Széchenyi Plan is also needed. In order to simultaneously achieve an expansion in employment and growth, we need an economic policy that supports and encourages legal employment. One of the tools, but by far not the only one, is the direct subsidisation of the creation of jobs, both from local and EU funding.

We must launch projects and programmes for the development of the economy and businesses which expressly **support the self-employment of disadvantaged individuals, including Roma, and the entrepreneurial status amongst them**.

As regards micro-credit programmes, we must process, further improve and extend the experiences of the *Way Out Programme* that targeted Roma communities in Hungary and provided micro-credits, and must supplement them with **sub-programmes specifically targeting Roma women**. By drawing from multiple financial resources, subsidies combined with micro-credits enhance the sustainability of results.

We must require that in some economy development programmes, the disbursement of business development subsidies should be conditional on the **training and employment of the long-term unemployed and individuals with low educational qualifications, in particular, members of the Roma population**.

In addition to the popularisation of a sustainable and competitive rural lifestyle, eco-innovation programmes may significantly contribute to the enhancement of rural employment. In the course of **green economy**-type projects and incentive programmes related to renewable energy sources, job

opportunities must be provided for the members of disadvantaged groups, the Roma in particular, in sectors involving semi-skilled and unskilled labour.

We must reinforce the protection of the **local market** and **local production** (as well as local utilisation and consumption) through the restoration of the formerly existing subsidies and the introduction of new subventions. A fixed proportion of these subventions must be used in the local production of disadvantaged communities and localities, for complex programmes serving to encourage activities involving no expertise.³⁹

The State must set a good example and must consistently **enforce rules in the area of central public procurements with a preference for businesses employing disadvantaged individuals, including Roma**. Against the background of information gathering and regional coordination, based on an assessment of the labour requirement of state and municipality projects and the disadvantaged inactive, job-seeking population of active age, in public procurements related to state projects we must on a mandatory basis favour the employment of inactive individuals of working age primarily from the region of the given project and must help prepare them for re-entering employment, whilst not endangering the employment of active earners working in the region.⁴⁰

III.4. Making employment attractive, making work pay

We must improve the effectiveness of benefits and services in motivating individuals towards work by reconsidering the current social assistance and unemployment benefit systems, altering the dysfunctional elements of the current systems and introducing a **new, needs-based assistance system that favours activity**. At the same time, we must preserve the social insurance-type features of the unemployment benefit. The system of social benefits and the tools of employment policy must be sharply separated both in terms of conditions and organisation and with a view to funding. The system of monetary benefits provided for individuals of active working age must be transformed in a way so that it encourages active employment and work.

Transformation of conditions attached to monetary benefits to encourage active employment and work

- Alteration of the unemployment benefit

Instead of the present **270 days**, **the unemployed will on average be eligible for unemployment benefit for 90 days**. Compared with the current system, the principle of social insurance will be enforced more emphatically: **10 working days will be necessary for the acquisition of 1 benefit day** and, instead of the four-year reference period at present, a five-year reference period will have to be taken into consideration upon the assessment of eligibility for unemployment benefit.

³⁹ Connecting local production, local consumption and local public meals together involves the population of disadvantaged areas not only in employment but, due to the mandatory hygienic requirements, also in the national health care system, whilst we may also achieve an improvement in their nutrition.

⁴⁰ For the purposes of developments funded by the EU, the employment of unemployed or long-term unemployed individuals may be determined as a part-criterion of the assessment under Section 57 Paragraph (4) Point f) of Act 2003 of CXXIX on Public Procurements primarily in public procurement proceedings to be conducted as part of the New Széchenyi Plan, the Environment and Energy Operational Programme, the Transportation Operational Programme, the Social Infrastructure Operational Programme and the Regional Operational Programmes, conditional to consultations with the European Commission.

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- Alteration of social benefits

The system of social benefits and the tools of employment policy must be sharply separated both in terms of conditions and organisation and with a view to funding. The system of monetary benefits provided for individuals of active working age must be transformed in a way so that it encourages active employment and work.

III.5. Enhancement of adaptability of the Roma and individuals with multiple disadvantages on the labour market through the enhancement of the flexibility of employment

The goal of the Government is to achieve the highest possible flexibility on the Hungarian labour market among the European countries as this provides an important competitive edge for businesses and may result in the significant expansion of employment opportunities for employees. To this end, the Labour Code will be amended and the relevant labour law regulations will be updated and modernised. However, the alteration of the rules in itself is far from sufficient for the attainment of flexibility; we need **unemployment benefits encouraging individuals to actively seek jobs, active labour market measures** effectively supporting re-employment and the availability of **life-long learning** opportunities. These together may create an environment in which employers are interested in the legal employment of more people, while employees receive sufficient support in adapting to the economic environment. An advantage of the flexible forms of employment is, on the one hand, that they flexibly adapt to the supply of the atypical forms of employment arising from the individual situation of employees and, on the other hand, they reduce the risks arising from the employment of employees falling into the supply of atypical employment and thereby reduce counter-incentives to choose them for a given job. In other words, flexible forms of employment help employees disadvantaged from a labour market point of view to find jobs by enhancing the general flexibility of the labour market.

The wider spread of atypical and flexible forms of employment must contribute to the improved **compatibility of work and family** which may play a major role in the reduction of the poverty risk arising from the prospect of having children and in the enhancement of the labour market activity of the disadvantaged.

We wish to promote the return of parents with small children to the labour market through the **development of day-care facilities for young children** aged between 0 and 3 years. As part of this, we wish to support the establishment of **”crèches” at the work place, local child care institutions** providing care for small numbers of children (including family day-care facilities) and services related to the day-care and supervision of children.

We additionally support the introduction of **„flexible jobs”** by businesses and other employers. We wish to promote this by introducing solutions related to the working hours and schedule of work which facilitate the reconciliation of the obligations of employees at work and in their private lives, with regard to the lifestyle-specific needs of the given employees or employee groups arising from their individual situation or other needs.

In addition, there may be scope for **supporting local innovative initiatives** which may likewise facilitate the reconciliation of work and private life.

Priorities

The integration of the most disadvantaged employees living in households with low work intensity into the labour market is key to the attainment of the EU2020 employment and poverty targets. To this end, employment measures must target these most disadvantaged groups, individuals with low

educational qualifications, the Roma in particular; and people living in the most disadvantaged micro-regions.

Pursuant to the agreement of the Government and the National Roma Self-Government, by 2015, 100,000 unemployed Roma individuals must be involved in employment, and marketable vocational qualifications must be provided in adult training for some 50,000 Roma adults with a maximum qualification of trade school.

We must promote the participation of 80,000 Roma adults in elementary skills development programmes (reading, writing, computation, IT) and must enable 2,000 Roma women to obtain training and practical experience as family support social worker, community developer, employment organiser and health care mediator.

Public employment programmes combined with vocational training must be launched in the interest of the labour market integration of the long-term unemployed, including the Roma.

In the course of programmes aimed at the development of the economy and businesses, disadvantaged individuals with low educational qualifications should be targeted emphatically, primarily in sectors with high live-labour intensity on the open labour market, in the social economy and through the introduction of atypical forms of employment.

IV. Health care

IV.1. Health promotion, health protection

The health protection of disadvantaged social groups, **prevention programmes and targeted information campaigns** are key to both the restoration and maintenance of skills and abilities with an impact on employment and to the performance of children at school.

Prevention effectively begins **in kindergarten with hygiene education, in cooperation with the parents as partners**. In compassionate, human-centred prevention campaigns, the **target group must be informed directly and must be motivated through the involvement of civil organisations** (by setting a personal example or introducing positive examples or through motivation). The reinforcement of **health awareness and motivation to adopt a healthy lifestyle** may also form an important part of prevention.

Programmes must be launched **to encourage participation in public health screenings**; the use of mobile screening stations may be a useful means of boosting participation. We need campaigns related to the **improvement of the quality of life and health development**, with special regard to children and individuals living in segregated living conditions and in the most disadvantaged micro-regions, including the Roma population. Roma women constitute a particular target group; they should be targeted primarily with campaigns concerned with conscious family planning, teenage pregnancy and preparation for a healthy pregnancy. Additionally, we must ensure that all families with children have access to health care services and have adequate information with respect to the care systems and services. The age group between 0 and 3 years must be regarded as a priority target group.

In the interest of the successful implementation of programmes, it is important to involve local civil organisations in implementation; at the same time, we must involve health care specialists in sensitivity training.

IV.2. Reduction of inequalities in access to health care services

The enhancement of equal opportunities in and the efficiency of access equally require that the **territorial and professional inequalities** should be remedied through the gradual reform and renewal of the health care system in accordance with local needs. The system is based, on the one hand, on the routine statistical data gathering systems and, on the other hand, on the individual assessment of needs in basic health care. In developing the relevant data bases and capacity plans, we must pay attention to the criteria and target groups of the inclusion policy.

Everyone must have access to **equal treatment and to equal services in health care**. Services **must be brought within an accessible distance**.

We must encourage the enhancement of local, regional and **service provider cooperation**, the establishment of **joint practices and micro-regional basic health care centres** and the closer integration of the work of the network of health visitors and the municipality, civil and church organisations providing home nursing care, hospice and social care.

In the interest of reducing the higher-than-average number of abortions observed amongst disadvantaged families/women, we must devise a plan for providing **personalised** access to various contraceptive devices on a needs basis, free of charge or at a discount price. For the purpose of increasing the effectiveness of these devices, the individuals concerned should in every instance be given advice on family planning and contraception.

A national programme must be launched to provide access for families in need, primarily children, to fundamental illness prevention products (e.g. vaccines, vitamins, etc.), which may be a good investment with a short-term recovery rate for both the families concerned and the health care budget.

We must respond to the specific problems of those **living on segregated estates** (mainly Roma) with a **complex approach** which includes targeted prevention programmes, raising awareness on individual responsibility, access to and the preservation of healthy living and a healthy environment, the improvement of employability and access to services.

We must continue the drafting and implementation of **local health plans**, with special regard to the most disadvantaged micro-regions and localities with multiple disadvantages.

It is important to **involve qualified Roma** in the planning and implementation of health care programmes targeting the Roma. Pursuant to the framework agreement between the Government and the National Roma Self-Government, the Government will provide funding for the training and acquisition of work practice of mentored health mediators selected by the involvement of the National Roma Self-Government. **Increasing the number of Roma participating in vocational and higher education in health care and encouraging the employment of Roma specialists (health visitors, nurses, physicians, social workers, etc.) in institutions of health care** are essential for promoting the improvement of their access to health care services and reducing discrimination. Anti-discriminatory measures must be introduced or reinforced in the institutions training physicians and providing other health care training.

The characteristics of the Roma population's state of health and the targeting of interventions necessitate the development of a **health care policy that responds to problems** and target group-oriented, evidence-based planning, implementation, monitoring and evaluation.

IV.3. Development of infant, child and youth health care

We need the large-scale development of basic paediatric services, with special regard to disadvantaged regions. Today, the **number of infant and paediatric specialists** is critically low compared with the task in hand. This situation affects the most disadvantaged micro-regions more emphatically. In the course of the development of human resources programmes for infant and paediatric specialists and the planning of services, we must pay particular attention to equalizing the shortages in capacity.

The **reinforcement** of the **network of health visitors** duly integrated into the whole of basic health care is extremely important. The availability and advice of health visitors play a key role in the state of health of disadvantaged families and children living in extreme poverty. Health visitors in the disadvantaged micro-regions have to cope with a particularly large burden as, in most cases in these places, they work on densely populated, segregated estates. In determining the specific details of the health visitor career model, we must pay attention to the financial incentives and financial and social recognition of health visitors working in difficult conditions. The urgent filling of the vacant health visitor positions is essential for the efficiency of paediatric health care.

We need to **formulate standard and up-to-date materials and methods and must share these** with specialists working in basic paediatric health care (health visitor, general practitioner, paediatrician) in the interest of improving the efficiency of their work and enhancing the awareness and competencies of parents related to the development, care and education of their children.

In the early stages of life, primarily basic health care services are in contact with families, and therefore those working in basic care have an enormous opportunity and great responsibility in **laying the very foundations of early childhood development**. Early detection, screening and early

development play a major role in the reduction of the high figures of infant mortality and the number of prematurely-born babies (low-weight births). Wherever possible, disadvantaged children must be identified already before birth and targeted health care services must be made available in the earliest possible phase of life, thereby reducing risk factors.

We must further improve the relationship between basic and specialist paediatric health care, social services and basic health care.

We must create targeted services covering the entire territory of the country for the management of the mental problems of children and adolescents. Further, in the interest of alleviating the major service deficiencies observed in the field of **paediatric and youth psychiatry**, we must create **paediatric psychiatric centres**, must develop a **network of school psychologists** and must organise the **mental care of children in state care**.

Priorities

In the interest of improving access to health care, we must reduce the number of districts with long-term unfilled general practitioner, local paediatrician and health visitor positions with appropriate incentive programmes, in particular, in disadvantaged regions and localities.

In the interest of the health protection of disadvantaged social groups, we must organise targeted prevention and screening programmes and information campaigns.

We must ensure the participation of 150,000 Roma in organised screening tests and their access to ongoing consulting necessary for the attainment of a healthy lifestyle.

We must improve the conditions of the education of disadvantaged children, including Roma, with a view to healthy living, regular physical exercise and healthy eating, including prevention related to smoking and extreme alcohol consumption and drug prevention, with special regard to disadvantaged regions and localities.

Sport programmes must be launched for Roma youths by relying on the active involvement of the National Roma Self-Government, as part of which we wish to involve some 30,000 young Roma in sports activities with an impact on community and personality development.

V. Housing

V.1. Housing support, debt management

The management of **housing problems** is typically an inter-sectoral task, and the institutions coordinating the tools of social inclusion play a key role in this. Social services and the programmes targeting housing problems may be effective if we are able to **provide a coordinated management approach in response to complex problems by virtue of their nature leading to an uncertain state of housing.**

In providing assistance for household maintenance purposes, **benefits provided in kind must be favoured more**; we must eliminate the practice that assistance of this kind should function as a supplementary aid. To this end, municipalities need methodological help (e.g. drafting of sample contracts) and must disclose their own interests to service providers as they may thereby reduce their outstanding receivables. It is not sufficient to operate a system of benefits; tangible results can only be achieved through the **reinforcement of personal services**. Targeted programmes cannot be successful without the **involvement of the regional and local authorities**.

An important tool in debt management is the wider use of **prepaid meters**. As the regulations in force have failed to yield a satisfactory result to date, we must in the future encourage the wider use of these devices by launching new programmes and must find an effective and simple solution for refilling the devices with prepaid credit.

In addition to the further improvement of debt management, **we must prevent the accumulation of further debts by the population with information campaigns**. We must prepare targeted information materials for the most endangered groups of the population (young people, pensioners, unemployed) which, in addition to introducing the consequences of an overly high debt rate, also offer advice for household management. Debt management services must also be made available to those living in small rural localities.

The contemplated governmental measures which aim to **freeze the most important household overhead expenses** via **official pricing** and the reduction of extra profits are likewise fundamentally important. In addition to these measures, housing support provides a continuous contribution to household overheads which is potentially able to prevent the accumulation of debts.

The foreign currency **debt management measures** under development serve the preservation of housing and the prevention of social exclusion. The homes concerned may constitute the basis of a new system of rented accommodation. (While municipalities have no funds for resolving the problem of social housing, EU funds have been made available for the purposes of interventions targeting the integrated social housing of marginalised groups.)

We must **reform the system of social-policy benefits serving housing purposes in a flexible manner**, primarily in the interest of creating opportunities of mobility and gaining access to employment opportunities. Additionally, it is also essential to reinforce the monitoring mechanisms which address the problem of the utilisation of support of this nature in areas exposed to the threat of inland water, flood or other environmental or health-related risks.

V.2. Slum programmes, urban social rehabilitation, social housing

We must continue the **complex programmes of segregated slums concerning the Roma** primarily. Wherever possible, we must eliminate segregated neighbourhoods, and wherever not, **we must aim to create elementary housing and hygienic conditions and must identify the options of moving on and making progress**. To this end, we must, as the first step, identify the segregated

neighbourhoods, which cannot be eliminated and must therefore be rehabilitated. We must manage and reduce the effects of segregation factors in the latter case as well. We must improve access to public services and the possibility of integration also through settlement-type elements. It is additionally a crucial criterion that the elimination of segregated neighbourhoods and the rehabilitation of segregates can be an effective means of integration if they form part of a long-term complex programme and are combined with long-term social and employment components. The opportunity of trying out jobs, subsidised employment opportunities and, as a minimum requirement, integration into the social economy (including employment in social employment centres and farms) play a key role in this. Those participating in the programme must contribute to the refurbishment of local community facilities as well as to the modernisation of their own residential buildings with work and practice training. Complex development programmes aimed at the integration of those living in segregated neighbourhoods and in segregate-like living conditions must be integrated into the local development plans of municipalities.

In determining the direction and technical and professional content of programmes concerning segregated estates, we must support elimination or rehabilitation interventions and interventions designed to provide social housing which are based on the agreement of local decision-makers and respond to the needs of the target group, or the combined application of these interventions.

In this field, new opportunities have opened up by virtue of a **change in the regulation of EU Structural Funds**, on the basis of which funding is now available for the housing of marginalised social groups. As part of this, we must reinforce and review the earlier programmes and must implement them more effectively. For many of the most disadvantaged, including Roma, the **chance of gaining access to sustainable, healthy housing with modern conveniences and public services is only attainable through social housing**. In providing social housing, we must favour properties on rehabilitated segregated estates. Without providing minimum access to housing as applicable under the present conditions, we can hardly expect the effective labour market and educational integration of families. However, by providing access to housing, we may enhance not only their employment mobility but, parallel with the improvement of the quality of life, we may improve their state of health and may break the cycle of inheritance of poverty on to the next generation as we are thereby able to provide the necessary basic conditions for the attainment of these goals. Additionally, the development of a social housing policy that is also able to respond to the challenges of the economic crisis is a direct interest that serves the benefit of wide strata of society. We should increase the **portfolio of rented social accommodation** primarily via **refurbishment and construction** and, in the event of the availability of adequate funds, through the **purchase of homes**, for instance, as part of the package of measures designed to manage the problem of overindebtedness in housing debts. **Through the long-term lease of properties by municipalities**, further existing homes may be involved in the programme. Social housing programmes may also be extended to **the developments of housing properties owned by church and civil organisations**. **Municipalities must make the management of municipality rented accommodation more effective** in the interest of the extension of social housing, the re-allocation of vacant rented homes must be accelerated and municipality housing must be integrated into the complex integration and desegregation programmes of socially marginalised groups, including Roma. As part of the further development of the **State-Subsidised Rented Accommodation Programme**, subsidy provided for renting on social grounds must be tied to the implementation of **complex solutions enhancing the ability of small localities to retain their population** which also include the improvement of employability and elements of desegregation. Similar to the programmes segregated neighbourhoods, **complex urban social rehabilitation developments** also promote the integration of the disadvantaged population, in addition to the physical regeneration of the living environment and the incidental extension of functions.

In the interest of the consistent implementation of integration measures, it is essential to clarify **the legal status of segregated neighbourhoods**, the proprietary status of properties and rental agreements.

In eliminating the derogatory living conditions, it is important to **raise awareness of the personal opportunities** of those concerned and to rely on their physical work. It is desirable to **combine** these programmes, based on local features, **with initiatives that reinforce the local economy and support sustainable lifestyles and consumption.**

We must pay particular attention to the criteria of integration upon the drafting and reviewing of **local development plans** and **must involve the Roma minority self-governments concerned** in the process. We must **provide assistance** for minority self-governments operating in disadvantaged settlements to ensure that **relevant tender opportunities are brought to their attention** and so that they may successfully participate in them.

By virtue of the enforcement of a territorial approach as a comprehensive principle, the Strategy sets out to eliminate not only segregation within communities and localities but also regional segregation. Upon the planning of public services, we must identify the territories where the level of basic public services is extremely low and must also identify the **public services essential for those living in the region.** Providing equal access to fundamental basic services for those living in the most disadvantaged territories is essential for the management of the entire complex problem.

Innovative solutions should play a great role in implementation, including **best practices** and good examples. It is reasonable and desirable to connect together the tasks of other policy areas in the interest of a successful housing policy (in training, favouring occupations useful in the refurbishment of homes, which may also alleviate the problems of employment).

Those living on the segregated neighbourhoods themselves are responsible for the sustainability of the system. The **reinforcement of a proprietary mentality, the motivation of health- and environment-conscious practices, local services taken to the community, positive models and the active partnership of the authorities** all play a part in raising awareness on responsibility on a voluntary basis.

The **dissemination of environment-conscious practices** (construction using natural materials, alternative heating, selective waste disposal, water purification, etc.) may have a useful and beneficial effect enhancing community building and sustainability.

Priorities

We must ensure the management of complex problems leading to uncertain housing. We must extend debt management services to small localities. We must create an alternative to usury with the aid of micro-credit programmes by relying on the experiences gained to date.

In the interest of promoting the access of families to housing, improving housing conditions and reducing the risk of the loss of home and the housing maintenance burdens of families, we must review the system of state-funded housing subsidies. With the aid of social segregate rehabilitation programmes and the transformation of the system of social housing and housing benefits, we must promote healthy, safe and segregation-free housing.

Programmes must be launched for the rehabilitation of homes in and the living environment of segregated urban housing estates and locality parts with a low level of infrastructure and for the promotion of the employment and social integration of those living there.

In the interest of the social integration of individuals living in segregates and in segregate-like living environments, we must launch complex programmes designed to improve their social, communal, educational, health care, employment and housing conditions.

VI. Involvement, awareness raising, fight against discrimination

VI.1. *Involvement of civil organisations and other stakeholders*

The process of social inclusion, by virtue of the meaning of the concept, may only be based on a **dialogue with the communities affected by inclusion**, including the Roma, and their **active participation**. This is not just mere consultation but the **empowerment** of those living in poverty and **the Roma community and its members** in order to enable them to shape society through the active exercise of equal opportunities. The Council Conclusions on a European framework for National Roma Integration Strategies⁴¹ also highlight, in addition to the tasks above, the **promotion of the commitment of the Roma community**. The promotion of the active participation, empowerment and commitment of the Roma involves fundamental tasks which must also be fulfilled at national, regional and local levels (as well as at EU level) **in the course of decision-making, implementation and monitoring**. It is desirable to carefully consider in the case of each measure how these fundamental goals may be achieved most effectively. As part of the process, it is particularly important to **enhance the role of the Roma civil society and to encourage the civil and political involvement of the Roma** through the capacity building of civil organisations, the national, regional and local reinforcement of public administration capacity, the involvement of the Roma in every area of political life and the enhancement of their representation in institutions as well as in the local, national and EU-level elected bodies.⁴² An **institutionalised dialogue with the representatives of the Roma**, too, is a tool which, in addition to reinforcing civil society, also promotes their involvement in and responsibility for policy-making.

In order for the Roma community to be represented by even more competent leaders and to be led by experts, we need higher education programmes promoting the successful involvement of Roma youths and programmes (even international) providing professional experience, in respect of which there are a number of examples and precedents in the non-state sector (Romaversitas Foundation's programme, Christian Network of Special Colleges for the Roma, the Central European University's Roma Access Programme, the HBLF Romaster Programme).

Involvement in decision-making is guaranteed, in addition to the factors above, by the Framework Agreement between the Government and the National Roma Self-Government. In the interest of promoting civil activity, the following tools target the promotion of the effective operation of Roma and non-Roma organisations operating in the field of inclusion, whilst favouring Roma civil organisations for the reasons mentioned. At the same time, we should not give up on the efforts of non-Roma civil organisations effectively operating in this area. The Council Conclusions⁴³ encourage **the active involvement of all stakeholders, from the EU level all the way to the local levels**, in the interest of the promotion of Roma integration. In every instance, **we must involve the local population, spontaneous organisations, civil organisations, churches and professional organisations in the planning and implementation of projects**.

The promotion of partnership and cooperation, including **the dissemination of best practices and an exchange of experiences among programmes**, and the joint reviewing of evidence-based policies and successful methods may, against the background of a relatively minor expenditure, multiply the success rate of the individual players. We must create a mechanism for the

⁴¹ Council Conclusions st10658/11

⁴² COM (2011) 173

⁴³ Council Conclusions st10658/11

dissemination of best practices in which we should involve organisations which may help reach the target groups. We need national and international **network building and the extension and development of already existing initiatives**.⁴⁴ The European Roma Platform may, for instance, be an important forum for an international exchange of experiences between the governmental and non-governmental sectors and may even offer the opportunity to identify the answers to be given in response to problems in the light of the conclusions of the dialogue conducted with respect to the approaches of international organisations with extensive experience in the promotion of Roma integration. **We must organise meetings for the local participants who actively work for social inclusion in different sectors.**

The Commission's Communication on a European framework for National Roma Integration Strategies⁴⁵, too, encourages **inter-sectoral cooperation** and the reasonable utilisation of resources and capacity. In order to make up for the lack of information on the part of project hosts in some instances and the shortage of capacity of the managing authorities as well as in the interest of the promotion of integrated projects, the Commission recommends that Member States should **entrust the management and implementation of certain parts of their programmes to mediation agencies which provably have extensive experience in the field of Roma inclusion** and know the local players⁴⁶. In this respect, the network of the European Economic and Social Committee may prove to be a useful tool.⁴⁷

It would be beneficial for the effective targeting of funds, the reduction of administrative burdens and the prevention of the financial collapse of positive initiatives if **civil organisations, in particular, Roma civil organisations and minority self-governments, were involved not only in the implementation of measures and tenders but also in their planning and monitoring as well as in the preparatory phases.**

VI.2. Two-directional awareness raising

Inclusion is not possible without the desire to include on the part of the majority society. Therefore, **it is essential to raise the awareness and shape the public opinion of the majority as regards inclusion and the excluded strata of society** (naturally, beyond the application of the legal guarantees against discrimination). Mentality shaping is a complex and lengthy process which is most effective in childhood, that is, in the field of education. Regardless of this, it is likewise essential to shape the mentality of adult society towards a supportive attitude in the interest of the attainment of the targets of social inclusion.

Naturally, the most fundamental cure to the problem is the attainment of inclusion itself, desegregation according to the possibilities, as well as the reduction of institutional discrimination in the areas of education, employment, housing and health care.

Campaigns targeting public opinion and training courses organised for those working in social services, health care, public administration, the judicial system and law enforcement may serve as

⁴⁴ Council Conclusions 9029/11

⁴⁵ COM (2011) 173

⁴⁶ In accordance with Articles 42 and 43 relating to global grants of Council Regulation No. 1083/2006/EC (HL L 210., 31.7.2006).

⁴⁷ The European Economic and Social Committee has a network of national contact points in organised civil society, via the national economic and social committees and similar organisations. COM (2011) 173

important direct means of shaping public opinion and raising awareness **in the interest of the application of discrimination-free practices**. The most effective method of doing away with stereotypes is, however, **the establishment of more frequent interaction** with the subject of the given stereotype, which consequently allows us to acquaint ourselves with the subject in roles in departure from the stereotype. The **fostering and popularisation of Roma culture** may play an essential role in taking the first step, however, it is important that it should not result in an effect contrary to the desired goal by overly emphasising the cultural „differentness” and disregarding the diversity and dynamism of the Roma community and many features that, regardless of ethnic and cultural labels, tie together men and women, parents and young people, etc., the members of society who may be classified on the basis of a variety of criteria. As part of the information campaign, it may be important to raise awareness of the consequences of prejudices and **to keep the public continuously informed** of successful programmes as well as of the problems and difficulties and **the benefits of the measures for the whole of society** as information of this nature may shape the opinions of the public, which may in turn induce their support.

The preservation of Roma cultural values and traditions, the development of their institutions and organisations and the promotion of the use of minority languages may continue to remain important tasks to which minority self-governments may contribute significantly with their activities. As the fostering of Roma culture contributes to the positive shaping of the social image of the Roma, in addition to supporting the cultivation of Roma culture, we must create the conditions that also enable the majority society to acquaint themselves with the values of Roma traditions and culture in Hungary and abroad alike. To this end, in addition to the already operational national minority cultural organisations, the National Roma Self-Government and the Government will jointly create a **Roma Cultural Centre** to the highest European standards. We must also support the operation and development of already operational Roma cultural institutions, the establishment of a Roma theatre, museum, gallery, library, an independent radio and television studio, and must provide the conditions necessary for their ongoing operation. We must offer scholarships and targeted opportunities to Roma artists as well as for the promotion of the regular appearance of Roma artists and the custodians of Roma traditions in the media.

In the interest of the moral and professional renewal of Roma public life, we must establish a **Roma Public Life Academy** which is also able to support the development of Roma public figures.

In addition to the dissemination of information and the varied and positive imaging of disadvantaged communities, a much more fundamental change may be achieved if we target the **structure of institutions operating in areas particularly involved in the creation of equal opportunities** which are highly influential in the shaping of public opinion or are concerned with the problems of exclusion for sociological reasons, and if we **employ Roma** in the given areas. These areas are, for instance, education, health care, the defence forces, the police, public administration, social services and the media. The programme of Roma civil servants should be extended to a wider spectrum of areas (e.g. National Development Agency, intermediary bodies). This could make the funding systems more sensitive to social inequalities. Individuals forming part of the minority are able to represent new criteria in the institutions and organisations concerned and are, by virtue of their presence, able to influence the attitudes of those surrounding them, be those Roma or not.

The Roma image represented in the **media** is frequently one-sided and negatively influences both the attitudes of the public towards the Roma and the self-image of the Roma themselves. The media should convey an objective and problem-sensitive image of the Roma people. The State should encourage the players of the national media to actively establish a set of non-legal norms (code of ethics) **with respect to the media representation of issues concerning disadvantaged individuals and the Roma** which reinforces the objectives of the national social inclusion policy and the observance of which may also be enforced via the tools of professional self-regulation. In the interest

of the representation of an authentic Roma image, we must encourage public and commercial media **to employ Roma journalists and media experts in larger numbers in the generation of media contents/publications**. The reinforcement of relations between the Roma community, social experts and the media and the promotion of media sensitivity training courses may represent further means for shaping mentality. It is necessary to support minority media programmes and broadcasts further on. Roma participation must be further intensified in every possible area of mentality shaping.

It is essential to initiate and to maintain a **permanent social dialogue between Roma and non-Roma communities** and certain **institutions and agencies** (e.g. local authorities, courts, the police), with the aid of which we may contribute to the development of relations based on mutual respect and recognition and the desire to resolve the relevant problems. Communication and the ensuing changes may stem from primarily local levels, and this is where they may first yield tangible results. However, genuine mutual acceptance may only evolve if these interactions are not confined to **the official scenes of life** and the resolution of specific problems **but are also extended to leisure time activities and other community programmes** which may provide an opportunity for the individuals to get to know one another. Efforts must be made to enhance the number and quality of relations between Roma and non-Roma communities.

The enhancement of the **active role of the Roma as citizens** is a key priority, as part of which they should be involved in every area of political life and their representation in the various institutions as well as in the local, national and EU-level elected bodies should be reinforced. It is particularly important that Roma in the largest possible numbers should join programmes that particularly concern the Roma.

The **right to judicial service** means, on the one hand, **access to the courts and, on the other hand, access to the mechanisms outside the courts**, the various institutions such as, for instance, the ombudsman or the Equal Treatment Authority. Additionally, access to the judicial system does not merely mean access to court or out-of-court proceedings but also includes **easier access to information on the services that provide support for the exercise of rights and the settlement of disputes. We need the operation of support systems** which help marginalised and vulnerable individuals gain access to the various court and non-court institutions (e.g. legal aid network, etc.) and **offer alternatives with respect to the payment of procedural costs** (e.g. avoidance of preliminary costs, cost reduction on social grounds or aid for repayment, etc.).

VI.3. Communication

The frame of communication tasks rests on the hypothesis that, as of the very beginning of the implementation of the Strategy, today's Hungarian society, and indirectly European society, across the widest possible strata must be made aware of the importance and inevitability of action within the shortest possible time as the supportive participation of the entire population of the country is necessary for successful implementation. A condition of participation is full and wide-ranging social inclusion.

In spite of their admittedly difficult situation, Roma communities themselves may be expected to demonstrate a desire for change and to actively and successfully participate in the process of inclusion.

Members of society must understand and support that the local Roma community should emerge in the future in the Hungarian economic, culture and public life and for the entire nation as a resource that will permit joint advancement and joint growth; in other words, the attainment of social competitiveness is a pre-condition of economic competitiveness.

The Strategy covers all important sub-segments in which essential action is required in the interest of individuals living in extreme poverty, the vast majority of them Roma individuals. This is based on the recognition and national and strategic responsibility that the inclusion and integration of the country's Roma communities cannot be deferred any further in Hungary, similar to most Member States of the European Union and the Council of Europe, and we need urgent action now.

The Strategy itself is able to lay the foundations and to maintain these actions. However, these plans can only be effective if the whole of society understands and accepts as a fact that it will be hard to reach a consensus without joint action and a joint approach to the issues concerned, and without a consensus, it will be even more difficult to take effective action in the years and decades to come, which time frame, we shall no doubt, need for the attainment of the first results. It is important how the whole of society will embrace this common and similar approach and more importantly, to what extent society will accept it and will be prepared to join not only the objectives of the Strategy but also the local initiatives, local measures and local tasks.

It is important to repeat the latter continuously during the course of communication because the majority society must be given a chance to play a supportive and active role in the tasks to be fulfilled and must have the opportunity to experience the greatest challenges of the inclusion processes of the local Roma population, directly, to assess the magnitude of the resources necessary for the attainment of results and to realise how, through this, they may overcome their prejudices and negative feelings.

If one of the contemplated measures of the Strategy is successfully completed in a given locality, its effects may be multiplied if the local majority community, too, offers its support and participation. This, on the one hand, confirms the theory that local cohesion is achievable regardless of ethnicity and, on the other hand, creates a genuine opportunity in that a good example, a successful model, may set an example for other local communities, other localities. Therefore, the Government believes it is a top priority to restore local trust between the Roma and non-Roma, to which end the Government will seek and support those on both sides who are willing to play a part in this. Local elected and appointed officials will have major responsibility, while events, local campaigns and forums which will provide an opportunity to discuss local interests by local people under the local conditions and which may subsequently be incorporated into the Strategy (proposed measures) will be of particular significance.

In addition to and in harmony with the National Strategy, it is important that local municipalities/micro-regional associations approve equal opportunity plans for the reduction of inequalities. As a result, 3,200 localities in Hungary will have their own development concepts including the improvement of the situation of the Roma. Many localities have not had such concepts in the past at all. Consequently, they do not even have approximate figures (indicators) or action plans that would determine the future of the given locality or town in the short- and medium-term. It is important for a given locality to understand that a number of elements of the Strategy contribute to the identification and implementation of local Roma development and inclusion concepts. As a result, far more local and EU funding will be available and projects may be taken to the given localities; this will in turn motivate local leaders, minority self-governments, local institutions and civil organisations playing an active role in civil life to actively participate in the implementation of the Strategy. All equal opportunity plans must reflect the interests, goals, responsibilities and undertakings of the local Roma and non-Roma people in connection with the inclusion of the local Roma communities. These can only be determined if the members of local communities discuss and decide what they need to do and how, in the interest of bettering the situation of the local Roma community and, indirectly, the entire local community.

It is therefore key that, in addition to creating the framework of discussion, communication should also be capable of motivating and helping localities which regard the formulation of their own local

development concepts on the basis of the goals and measures identified in the Strategy as a genuine priority. Tracking down already implemented local best practices and successful local cooperation schemes and the wider dissemination of these in society will be an essential and highly effective tool in this process.

VI.4. Community conflicts – problems of public security

The planning, fulfilment and monitoring of tasks related to the Strategy can only be implemented successfully if, in a certain sense, the need for and possibility of (and a mandatory duty for some players) the preservation and maintenance of order also form part of the goals and tasks to be implemented. We must create a complex crime prevention and public security system in conjunction with the Strategy which was not regarded as important enough in the past two decades. The system and the maintenance of order must create scope for planning, must supply predictable expectations treated with mutual trust and must provoke the genuine feeling that the players of Hungarian society and the economy may rely on one another, even in difficult issues such as the promotion of the inclusion of local Roma communities.

The State must assess the phenomena and processes that may upset or jeopardise law and order. It is important to state that law and order and the system operated must be standard for the whole of society; in other words, it should represent the same in villages and towns, for poor people and the well-off, in Roma communities and in the majority locality parts. To this end, however, we must create and learn to accept minimum moral requirements, must defend and uphold them with a view to the existing priorities, must communicate them and must, last but not least, respect them.

Therefore, the idea of an alliance between the Roma and majority society must be clearly integrated into the framework of national cooperation. Communication and the media play a major role also in crime prevention as the messages relayed in the media have a major impact on the chances of the attainment of national cooperation. Therefore, extreme manifestations must be contrasted with quality arguments and media statements; we need sufficient media presence for the continuous maintenance of the topic on the agenda and the maintenance of an informative and supportive attitude.

When emphasising common and shared responsibility, we must also make mention of the fact that the population with multiple disadvantages, including the Roma, do not only emerge as crime perpetrators but, by virtue of their social situation and specific socio-cultural features, also constitute the most endangered victim group. In addition to repeat offences and multiple crime records, this group is also characterised by the serial and multiple victimisation, both in the narrow sense under criminal law and the extended sense of the term. With a view to both criteria, it may be stated that the fears and concerns related to disadvantaged groups (fear of crime, moral panic) severely undermine the faith of the public in the constitutional state, which frustrates national cooperation.

It is primarily the duty of the State and the Government to create and continuously maintain the basic conditions of crime prevention implemented as an integrated part of a country's public policy. The most important objective is to reduce the causes of crime; we must be aware of the fact that social exclusion and a position on the edge of society mostly stem from circumstances related to poverty. The present situation shows that conflicts related to the Roma have become more serious and, in some cases, tragic. These have shocked and concern the whole of Hungarian society. As a consequence of negative socio-economic conditions, the eastern region of the country has become some kind of a crime emission zone; the proportion of child and juvenile perpetrators in this part of the country is also higher than the national average. This complex phenomenon draws attention to exclusion arising from regional disadvantages which has a marginalising effect also in a moral sense. The members of small communities living in territorial or social exclusion suffer a so-called socio-

cultural disadvantage not only in relation to their access to public services designed for the middle classes. Due to abject poverty, hopelessness and the lack of contact with people in a higher social status, these individuals more frequently reject the goals and means of the middle classes and are therefore unable to take part either in production or in the creation of social values. They follow the specific values and goals of the sub-culture of the poor which the public opinion associates with the sub-culture of criminals due to the more frequent minor crimes against property and other crimes amongst them which often merely stem from a state of helplessness. It is therefore necessary to provide objective information, to present the problems of disadvantaged groups in a more sensitive light, to do away with stereotypes and to exploit the opportunities inherent in the media in the shaping of attitudes.

The State must take firm action to reject simplified answers emphasising ethnic opposition, usually originating from extreme majority, and less frequently minority groups, and to prevent the spread of grave and shocking, racially or ethnically motivated crimes, as we have experienced in the recent past, on both sides. The amendments to the Criminal Code in force as of 7 May 2011⁴⁸ provide adequate statutory grounds for action against such phenomena.

Learning about the life, values and culture of the other community is an effective means of the fight against stereotypes. We must therefore lay particular emphasis on providing information in public education on the culture and history of the Roma as a part of the multi-faceted Hungarian culture as well as on presenting the effects of the Roma culture on the national and Eastern European culture.

In the interest of the public security of the urban and rural population and the conflict-free co-existence of communities, based on the assessment of the situation, we must prepare specific property and public security plans, broken down into communities and, where necessary, into residential, non-residential and homestead areas, also extending to the means of implementation and monitoring, for the purpose of preventing repeated incidents and atrocities endangering the peace of communities and crimes against life. To this end, we must rely on the opportunities inherent in the cooperation of the police, the civil guards, Roma minority self-governments, civil organisations and local initiatives.

In communities gravely encumbered with ethnic conflicts, we must launch conflict management, mediation, community development and community crime prevention programmes in the interest of the long-term restoration of law and order and the conflict-free co-existence of communities, with regard to any specific local features, by involving the local public to the fullest possible degree.

We must take action against usury and in the interest of the effective reduction of human trafficking and forced prostitution with targeted law enforcement measures. We must reduce the demand for

⁴⁸ Promulgated by Act XL of 2011 on the Amendment of Act IV of 1978 on the Criminal Code: „CC Section 174/B. Paragraph (1a) A person who manifests a provocatively anti-communal practice against another person on grounds of his affiliation or presumed affiliation with a national, ethnic, racial or religious group or with certain groups of the population which is capable of creating fear commits a crime and is punishable by imprisonment for up to three years.

„CC Section 217. Paragraph (1) A person who

a) organises an activity aimed at the enforcement and maintenance of security and order which he has no statutory authorisation for, or

b) organises an activity giving the impression of the enforcement and maintenance of security and order, commits a contravention, and is punishable by imprisonment for up to two years.

(2) A person who organises the fulfilment of the duties defined in the Act on the Civil Guards of a member of the local civil guards organisation in a way which fails to honour the local civil guards organisation's obligation of cooperation as defined in the Act on the Civil Guards is also punishable under Paragraph (1).”

illegal lending and must provide legal alternatives for the individuals most in need through the introduction of micro-credit programmes based on the experiences gained, whilst preserving the integrity of mutual relations valuable from the viewpoint of the social capital of the local community. The amendments made to the Criminal Code and the Civil Code in force as of 1 November 2011⁴⁹ provide protection under civil law against usury and also permit more effective action under criminal law against large-scale usury.

In the context of children and minors, we must lay particular emphasis on crime prevention, the prevention of the repeated commission of crimes and the early disruption of harmful institutional re-socialisation and the resulting criminal career. Child welfare and child protection institutions, early institutional integration, the development of a differentiated educational system with flexible methodologies and the coordinated efforts and responsibility of family support personnel, social experts, health visitors, teachers, etc. may play a major role in this.

Hungary is taking part in the international fight against human trafficking. The Council Conclusions on a European framework for National Roma Integration Strategies⁵⁰ invites the European Commission and the Member States, in close cooperation and within their competence, „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”. Accordingly, as the social inclusion of the Roma has become an issue which attracts international attention and has a foreign policy and national security dimension, it is essential that we take the appropriate sector-specific measures. Hungary wishes to make increased efforts in the fields of crime prevention and the prevention of victimisation, inter alia by launching targeted information and awareness raising campaigns, organising conflict management, mediation, community development and community crime prevention programmes in localities encumbered with ethnic conflicts and recruiting young Roma in larger numbers to join the law enforcement agencies and the defence forces. Hungary also wishes to take action against criminal groups that may be linked to human trafficking and the organised forms of emigration emerging in close connection with human trafficking through reinforced cooperation with the foreign agencies and organisations active in this field.

Priorities

We must reinforce the role of Roma civil society, must encourage the Roma to play a part in civil and political life and must create the framework of an institutionalised dialogue with the representatives of Roma communities.

Training must be provided for Roma minority self-governments in the interest of successful and effective participation in the inclusion programmes.

Individuals working in social services, health care, public administration, judicial services and law enforcement must be enabled to participate in programmes and training courses which promote the application of discrimination-free practices.

⁴⁹ Act 2011 of CXXXIV on the Amendment of Certain Laws Related to Usury.

⁵⁰ st10658.EN11

In addition to campaigns, measures must be taken to ensure that the representation of disadvantaged individuals, in particular Roma, in the media should promote the elimination of prejudices and social inclusion.

In addition to the cultivation of Roma culture, the Government will create the conditions for enabling the majority society to acquaint themselves with the values of Roma traditions and culture. To this end, the National Roma Self-Government and the Government will jointly create a Roma Cultural Centre to the highest European standards.

In the interest of the security of both urban and rural communities and the conflict-free co-existence of their populations, programmes must be launched with the cooperation of the police, the Roma minority self-governments and civil organisations in the areas of issues related to the civil guards, community and neighbourhood crime prevention, drug prevention and conflict management, with regard to the specific local features, by involving the local public to the fullest possible extent, in particular, in localities encumbered with conflicts.

8. Organisational and institutional background of social inclusion policy, framework of EU funding

The strategy intends to implement its goals from dual funding:

- by intensively relying on the funding opportunities provided by the European Union,
- while additionally making targeted, more effective use of the scarce resources of the national budget in areas where financing from national resources results in a higher added value both for those implementing the Strategy and its target group.

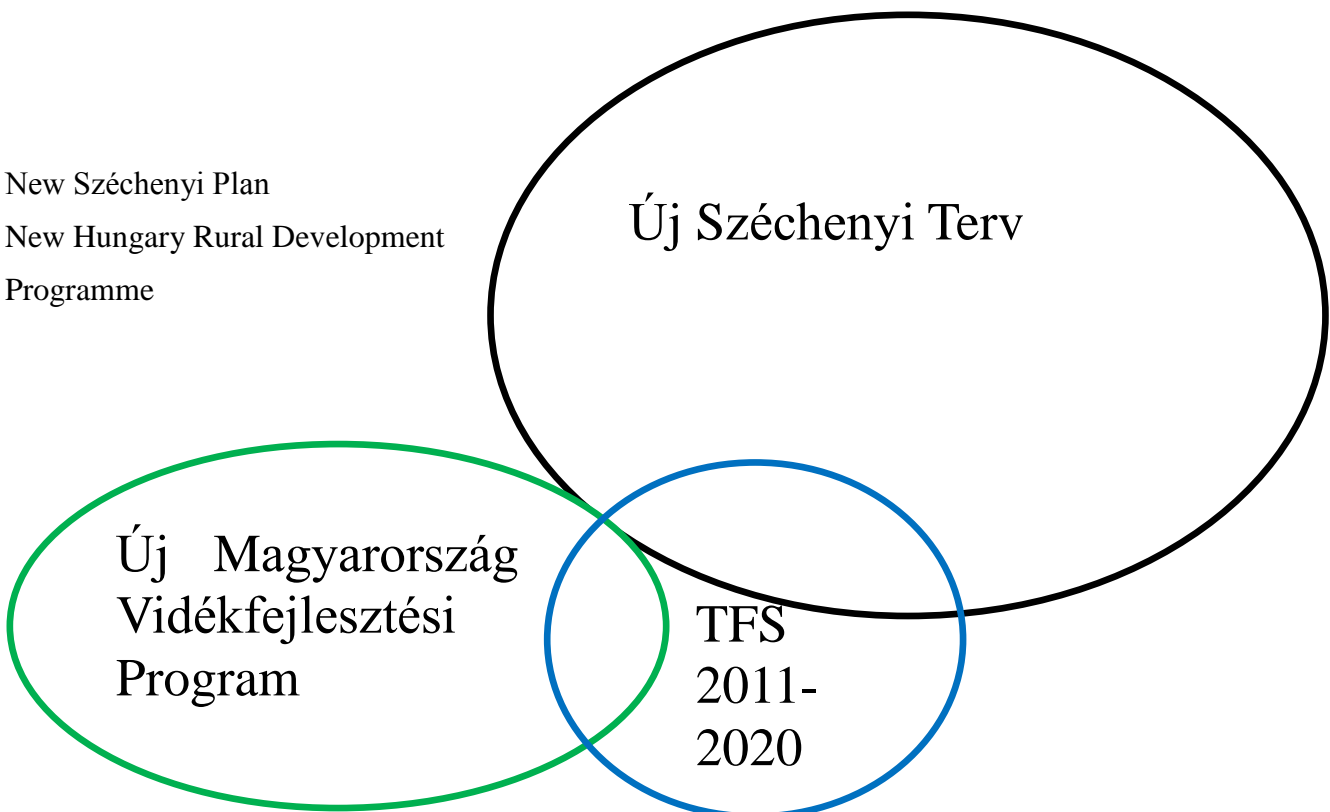
The Strategy has effectively two planning phases. A short-term one, up to 2014, for the implementation of which the adopted relevant governmental action plan designates the tasks and resources. In the medium-term, up to 2020, the implementation of the EU2020 strategy and the EU funding provided for the purpose will constitute the basis of funding.

The medium-term funding plans of the Strategy are based on the European Union's clear commitment to the fight against poverty and the promotion of inclusion as seen in the EU2020 Strategy and the European Commission draft framework regulations regarding the utilisation of funding.

The EU regulations relating to the period between 2014 and 2020 are to prescribe minimum threshold values with respect to the share of the European Social Fund. The rate of this share is at present disputed, however, it may be presumed that the minimum threshold limit will be 20 to 25 per cent in the convergence regions and around 50 per cent in the Central Hungary region.

Additionally, in the programmes supported by the EU, foreseeably minimum one fifth of the allocations financed by the European Social Fund will have to be used for the purposes of social inclusion. This means that Hungary will be able to spend four times amount of money as much on programmes in this field as it does at present.

The Venn diagram below demonstrates the relationship with the short-term EU programmes:



Equal treatment

Hungary's equal opportunities policy is based on the measures that follow from the Constitution and the various international treaties and agreements. The principle of **equal treatment** represents the prohibition of discrimination. The requirement of equal treatment necessitates the adoption of legal rules on prohibition of discrimination and operation of institutions.

The first step towards EU legal harmonisation was taken in 2001, upon the amendment of the Labour Code, which first regulated the principle of equal wages for equal work. The next step in legal harmonisation was the adoption of Act CXXV of 2003 on Equal Treatment and the Promotion of Equal Opportunities („ETA”). This Act identifies disadvantaged groups as the victims of discrimination, determines a mechanism for the imposition of sanctions and clearly lays down that the maintenance of equal opportunities is primarily the duty of the State. Consequently, the State is expected to create the appropriate legal environment and to develop and enforce policies which do not exclude any groups of the society and provide equal opportunities for everyone in their advancement. In the course of the codification of the law, the legislator paid particular attention to compliance with the text of the race and employment equity directive. Additionally, the legislation also conforms to Hungary's other commitments under international law.

Section 13 Paragraph (1) of ETA establishes that „The enforcement of the requirement of equal treatment shall be verified by a public administration authority (hereinafter referred to as „authority”).” The Equal Treatment Authority was established in December 2004 on the basis of Government Decree No. 362/2004 (XII. 26.). The Authority is the only official agency outside the courts which may proceed in cases involving discrimination. The Authority may impose the following sanctions on natural persons and legal entities manifesting discriminatory practices: may order the termination of the unlawful state of affairs; may prohibit the future manifestation of the unlawful practice; may order the publication of its final and absolute decision establishing the breach; may impose a fine; may impose the consequences defined in a separate rule of law.

Parliamentary Commissioners or ombudsmen play a key role in the fulfilment of duties related to equal opportunities in Hungary. From the viewpoint of equal opportunities policy, we should highlight the activities of the ombudsman for civil rights and the ombudsman for minority rights.

In the interest of the effective, standard and comprehensive protection of fundamental rights, the Constitution established a standard system of parliamentary commissioners. As a result of this, Act CXI of 2011 on the Parliamentary Commissioner for Fundamental Rights will enter into force on 1 January 2012. Pursuant to this legislation, the current four ombudsmen (general, data protection, future generations and minority) will in the future be replaced by a single ombudsman for fundamental rights whose work will be assisted by two deputies. Based on the recommendation of the ombudsman for fundamental rights, Parliament will elect a deputy ombudsman for the protection of the interests of future generations and a deputy ombudsman for the protection of the rights of national minorities living in Hungary.

The 2009 amendment of ETA introduced the concept of *equal opportunity funding policy* which requires local municipalities and multi-purpose micro-regional associations to approve five-year local equal opportunity programmes. As of December 2011, municipalities and multi-purpose micro-regional associations may only be supported by national and EU funded tenders if they have a valid equal opportunity programme. Based on an analyses of the situation (using employment, qualification, social, housing, territorial and health indicators), local municipalities/micro-regional associations approve action plans on reduction of discovered inequalities as part of their local equal opportunity programmes. These equal opportunity programmes may have a key importance to ensure that funds at local level also reach people living in extreme poverty and the excluded groups of the society.

State Secretariat for Social Inclusion

By setting up an independent State Secretariat for Social Inclusion, the Government **elevated the targeting of those living in extreme poverty (including the Roma) to one of the priorities of its policy** with special economic and social development programmes. The efforts of this State Secretariat are fundamentally driven by three principles: **complexity, territoriality** and a **horizontal** approach. Its work is characterised by a **comprehensive approach** which intends to promote the country's social and territorial cohesion through **the coordination of sector-specific policies and complex interventions**.

It is the fundamental goal of the State Secretariat to ensure that **disadvantaged groups and individuals should have a proportionate share of the widening opportunities**. It therefore wishes to introduce a **complete change of mentality** in the area of social inclusion; a quality improvement may be achieved in the quality of life of disadvantaged groups if measures simultaneously improve their educational, social, health care and employment conditions. A future-oriented, responsible and conscious approach represents a fundamental attitude in the process of social inclusion.

In addition to the establishment of a **modular, life-long, monitored funding system**, the introduction of programmes in the interest of the inclusion of the Roma that rely on and boost the activity of the Roma themselves, a performance- and value-oriented approach and the maintenance of an integrated system that combines employment with education and training are novel features.

Individuals living in disadvantaged territories have difficulty in joining the realm of employment, if at all, due to their low educational qualifications and poor state of health. The Roma are in a majority in the ethnic composition of these groups, and therefore while the Secretariat does not wish to implement dedicated Roma programmes but projects that provide a chance for real social integration, these programmes do **pay attention to specific features arising from the Roma identity**.

The State Secretariat for Social Inclusion regards actions against ethnic discrimination, in addition to inclusion for the attainment of opportunities, as particularly important in the area of employment. The programmes designed to promote integration which previously operated under the competence and supervision of a variety of ministries are now under the supervision of a single organisation, the State Secretariat for Social Inclusion, which permits a **more transparent and more effective approach in the efforts made in the area of integration**. In order to achieve a perceivable improvement in the long run, the State Secretariat is planning to launch a viable and coordinated integration programme with a standard approach that offers real opportunities to every stakeholder.

The development, the coordination and monitoring of the implementation and the reviewing of the strategy is within the competence and responsibility of the State Secretariat. The State Secretariat for Social Inclusion is the **national contact point** in the EU framework for national Roma integration strategies.

Inter-Ministerial Committee for Social Inclusion and Roma Affairs

The **Government** set up an Inter-Ministerial Committee for Social Inclusion and Roma Affairs for the **coordination of the governmental activities** aimed at the improvement of the living conditions and social situation and the promotion of the social integration of the Roma and people living in extreme poverty.

The purpose of the Committee is to coordinate the governmental measures designed to promote the effective social integration of excluded groups of the society to ensure that the measures of the ministries effectively contribute to social integration and the most effective possible utilisation of the funding granted for the purposes of integration. In the interest of the attainment of inter-ministerial coordination, the Committee will set up task forces in the areas of regional and rural development, employment policy, education policy and social policy which will discuss all proposals that concern the cause of social inclusion. In harmony with the goals of the renewal of public administration, the setting up of the Committee guarantees that equal access to the services of public administration, the improvement of the social situation of those with low educational qualifications living in disadvantaged and deprived territories, in poor housing conditions, and the training and employment of these groups and individuals are amongst the Government's top priorities.

The Committee monitors the implementation of the integration strategy and action plan. In order to fulfil its follow-up responsibilities, the Committee may set up sector-specific task forces for monitoring and reviewing purposes.

The Chair of the Committee is the State Secretary for Social Inclusion of the Ministry of Public Administration and Justice. Representatives of the Ministry for National Economy, the Ministry of National Development, the Ministry of Interior, the Ministry of Public Administration and Justice, the Ministry of National Resources and the Ministry of Rural Development, the President of the Central Statistical Office and the representative of the Prime Minister's Office are members of the Committee.

Roma Coordination Council

The **Government** set up the Roma Coordination Council **for ensuring consultation** related to the development, implementation and results of measures on the integration of Roma. In addition to the representatives of Roma minority self-governments (2 persons on behalf of the National Roma Self-Government, one of them as the co-chair of the Council, and representatives of the Regional Minority Self-Governments of the Roma Minority), the representatives of civil organisations, municipalities, churches, the ombudsman for minority rights and the Government are present in the organisation comprised of 27 members. The Council is chaired by the Minister of Public Administration and Justice.

The **Council is an advisory and consultative body for social inclusion**. As part of its tasks, the Council draws attention to all the problems that make the implementation of the measures designed to promote the integration of Roma more difficult; states its opinion on the proposed measures, local and international reports and information materials; identifies recommendations and participates in the development of professional networks designed to promote integration. The Council further takes part in the evaluation of the effects of tasks related to the improvement of the social situation of Roma and the promotion of their social integration, including the follow-up of the implementation of the Strategy, the annual evaluation of the action plan and the regular review of the Strategy.

Evaluation Committee of the “Making Things Better for Our Children” National Strategy

Based on Parliamentary Resolution No. 47/2007. (V. 31.) on the National Strategy „Making Things Better for Our Children” 2007-2032, the Government set up the Evaluation Committee of the National Strategy „Making Things Better for Our Children” comprised of experts delegated by government agencies, professional, civil and church organisations and churches in order to ensure effective implementation as well as follow-up and evaluation of the implementation of the National Strategy.

The Committee is a **reviewing and advisory body that keeps follow-up of the implementation of the National Strategy, evaluates** its results and promotes its transparency. The Committee is responsible for the methodical and systematic monitoring of the implementation of the Strategy, the further development of the tools and procedures of follow-up, the development of a system of indicators measuring child poverty and the gathering, analysis and publication of data. It thereby contributes to the follow-up, annual review and revision every three years of the Inclusion Strategy.

Minority self-governments

It is the constitutional right of national and ethnic minorities to create local and national self-governments. The election of minority representatives is regulated by Act CXIV of 2005 on the Election of Minority Self-Government Representatives and the Amendment of Certain Laws Relating to National and Ethnic Minorities.

Those Hungarian citizens may elect and are eligible for being elected in the local minority government elections (minority electors) who are registered in the minority electoral register, have the right to vote in the election of local municipality representatives and mayors, belonging to a minority as defined in the Act on the Rights of National and Ethnic Minorities and declare their membership of that minority. According to the data published on the election website, the number of citizens belonging to the Roma minority was 133,492 in 1,545 localities in 2010. Regrettably, during the elections by this time it has more times happened⁵¹ that a large number of citizens were registered in the minority electoral register in municipalities where there is in fact no minority community at all. The rules of law did not offer adequate procedural regulation to ensure that only the members of the community represented may successfully seek their admission to the minority electoral register. According to the parliamentary report on the situation of the national and ethnic minorities living in the territory of the Republic of Hungary and the report of the ombudsman for national and ethnic minority rights, the amendment of certain statutory provisions is insufficient for addressing the abuses and deficiencies experienced during the minority elections; we need carefully considered changes of a conceptual nature that take account of the problems that exist in practice.⁵²

⁵¹ Report of the Parliamentary Commissioner for National and Ethnic Minority Rights on the 2010 Local Minority Government Elections.

⁵² Parliamentary Report on the Situation of the National and Ethnic Minorities Living in the Territory of the Republic of Hungary, Budapest, 2011.

According to the regulations in force, there are local, regional and national minority governments in Hungary.

In the case of local minority governments, the nominating organisation determined by law may nominate candidates. Political parties are excluded from the range of eligible organisations. A number of minority organisations find it objectionable that they are not allowed to take part in the work of returning committees.

Local minority self-governments - considering the rules of law – decide within their own competence on the following issues:

- local holidays of the minority represented by them,
- establishment, takeover and maintenance of institutions, establishment of or participation in business and other organisations, establishment or joining of self-government associations,
- invitation of tenders, establishment of scholarships, use of resources specifically allocated for their purposes within the resources of municipalities, initiation of declaring sites listed or granting of memorial status, participation in the election of the assessors of local courts.

In connection with issues related to the local press, the fostering of local traditions and culture and the collective use of language the body of representatives of the local municipality may only create a local municipality decree concerning a minority population with the agreement of the local minority self-government representing that population.

The heads of minority institutions may only be appointed (exempted, revocation of their mandate), if the right of appointment is not exercised by the local minority self-government, and local municipality decisions also extending to the education of members of a minority may only be adopted with the agreement of the local minority government concerned.

A few exceptions apart, the responsibilities and competence of regional minority governments correspond to those of local minority self-governments.

The national minority self-government represents and safeguards the interests of the minority represented by them nation-wide and, where there is no regional minority government, regionally (county, capital). The national Roma self-government decides on the following, inter alia, within the rules of law:

- principles and methods of utilisation of available radio stations and television channels;
- establishment and operation of educational and cultural institutions; establishment and operation of legal aid services, publication of tenders in issues being their competence; establishment of scholarships; participation in the professional monitoring of minority education;
- states its opinion on the national implementation of international agreements related to the protection of minorities and initiates the adoption of measures necessary for the enforcement thereof.

According to a study⁵³, the Roma minority self-governments are the primary information source of the Roma population. This fact necessitates the distinction and development of local governments in a way which helps them with the fulfilment of their role as information provider and with the recruitment of project participants.

⁵³ Roma population's state of health study, Eduinvest 2009.

The specific problems of Roma minority self-governments are based on the extent and weight of their tasks and the social situation of Roma. Roma self-governments have a higher workload and are required to meet higher expectations than other minority self-governments. In addition to the preservation of the Roma identity, Roma minority self-governments are also encumbered with the solution of far more costly and complex employment and social issues.

Rights of national and ethnic minorities

The amendment of Act LXXVII of 1993 on the **Rights of National and Ethnic Minorities** will enter into force simultaneously with Hungary's new Constitution, on 1 January 2012. The new rule of law systematises the fundamental rights of national minorities and provides a more precise regulatory framework for the election, operation and management of their minority self-governments; rights related to the use of the mother tongue will be reinforced and the fostering and enhancement of historical traditions, language and culture may be viewed as communal national minority rights. By the new regulation, more legitimate national minority self-governments may come into having a real communal background. The legislation defines the concepts of national minority community and individual member of national minority community. The identification being member of a national minority community is an individual national minority right which is the individual's exclusive and unalienable right. Individuals and communities belonging to a national minority have national minority rights and obligations if they declare their identity in the manner determined by law or another legal rule issued for the implementation thereof. The legislation defines the concept of **national minority organisation**, in the context of **national minority cultural autonomy** and **national minority general elections**, which was left undefined in the previous legislation.

The national minority legislation recognises historical traditions, language and culture, the fostering and enhancement thereof, the use of community names and the use of national minority geographical names as **communal national minority rights**. These also include the rights of national minority education, the powers for the establishment and operation of institutions and the right to maintain international relations.

The right of national minorities related to their mother tongue is being reinforced. The law provides for the issues of **national minority cultural autonomy** and lays down the principle of **educational and cultural self-governance**. The law further lays down that the **State supports** the collection of the cultural relics of national minorities, the establishment and augmenting of public collections, the publishing activities of national minorities, including the publication of their periodicals, the publication of laws and communications of public interest in the mother tongues of national minorities, the conducting of church services related to the family events of national minorities in their mother tongue and the religious activities of churches in the mother tongues of national minorities.

The draft clarifies the **rules regarding the handing over of national minority institutions of education and culture** and provides for the details of the maintenance of institutions by national minority governments. The detailed regulation of **media rights** in the draft is a new feature.

Another new feature is that the data taken for statistical purposes in the course of censuses may be used, after processing and publication by the Central Statistical Office, for the determination of the conditions for the exercise of certain national minority rights.

Every national minority may create its own national minority self-government. National minority representatives will in the future be elected on the day of the local municipality

elections. National minority self-government elections are rendered direct and simultaneous on all three levels.

Those citizens may take part in the national minority self-government elections who are registered in the national minority electoral register of their residence. The public and continuously kept national minority electoral register is a new feature in the draft.

The right of establishing nation-wide national minority self-governments is the right of every national minority as an entity. As a consequence of these measures, **more legitimate national minority self-governments with an actual communal background** may come into being.

Türr István Training and Research Institute (“TKKI”) – regional training centres

The territorial approach of the social inclusion policy necessitates the establishment of an **effective network of institutions** which plays a key role **in the planning, implementation and coordination of programmes** initiated for the target groups **in the whole territory of the country, on the basis of standard methodological principles**, in the fight against regional disadvantages and segregated areas as well as for the improvement of the living conditions of those living in the affected territories.

In accordance with the amendment of Act IV of 1991 on the Promotion of Employment and Provisions for the Unemployed that entered into force on 1 January 2011, the new responsibilities of the **regional training centres (rtc)** are determined for the first time in **Decree No. 3/2011. (II.11.) of the Ministry of Public Administration and Justice on the supervision and tasks of regional training centres functioning as regional integration coordination centres and fulfilling adult education duties** which amends the provisions regarding the supervision of rtc's of Decree No. 23/2005. (XII.26) on the tasks and supervision of regional training centres, the utilisation of the training funds allocated as part of the employment sub-segment of the Labour Market Fund and the cooperation of regional training centres and county (capital) labour centres. This Decree was overwritten by the Decree No. 19/2011. (VI. 24.) on the amendment of Decree No. 3/2011. (II.11.) on the supervision and tasks of regional training centres functioning as regional integration coordination centres and fulfilling adult education duties. Pursuant to Section 6 Paragraph (1) of the Decree, effective as of the entry into force of the Decree, that is, 30 June 2011, regional training centres ceased by virtue of their merger with the Budapest Labour Market Intervention Centre as general legal successor. Based on Section 6 Paragraph (2), effective as of the entry into force of the Decree, the name of the Budapest Labour Market Intervention Centre changed to Türr István Training and Research Institute (“TKKI”). In accordance with Section 6 Paragraph (3), following the merger, the Türr István Training and Research Institute fulfils the public duties of the merging centrally financed institutions in the capacity of general and collective legal successor.

Within the micro-regions the primary target groups of the institute are **families living in settlements which are in peripheries and suffered by extreme poverty and whose present and future are determined by the consequences of long-term extreme poverty** (lack of knowledge and skills, lack of contacts, lack of motivation) and who transmit a similar fate to their children.

The Institute, the regional coordination centre of social inclusion, is an independent, centrally financed institution with nation-wide competence which fulfils regional coordination duties related to integration, use of the policy tools of social inclusion and performs tasks related to public employment as a key priority. The institutions concerned **are in contact with municipalities, civil organisations, churches, social institutions, institutions of public education, vocational training and higher education being in their operational area as well as with government agencies with regional competence, the organisations of employers and employees and chambers with**

regional competence, and assess and coordinate the activities related to social integration in their respective areas of operation. They fulfil initiative, coordination and training tasks in connection with public employment.

The Türr István Training and Research Institute performs the following tasks in the area of social inclusion:

1. assessing the competencies of disadvantaged groups, creating the required conditions and tools;
2. training and competence development of disadvantaged people, development and application of necessary tools (curricula);
3. providing the personal and material conditions necessary for mentoring disadvantaged groups, process coordination;
4. participation in the development of methodologies for integration programmes and their implementation, with a view to the wider spread of evidence-based, sector-specific approaches and the tools of result-oriented management;
5. implementation of social integration model programmes as beneficiary and consortium partner in the EU-financed programmes;
6. ongoing coordination and supporting of integration programmes by maintaining daily contact with the participating organisations, institutions and stakeholders;
7. preparing individuals participating in assistance services for their tasks, coordination of their activities and supervision within the framework of a „process mentor” function;
8. wider publication and propagation of the objectives and tasks of the National Social Inclusion Strategy;
9. coordination of collecting ethnic data regarding the Roma population;
10. development of a measuring and evaluation system that assesses the results and effects of interventions in a comprehensive manner;
11. participation in the coordination of monitoring systems through the reinforcement of cooperation between institutions authorised to monitor programmes and measures.

The Training and Research Institute may take part in the implementation of the Strategy on the basis of the following responsibilities:

- 1. Training, competence development and awareness raising for individuals:**
 - a) training for adults aimed at the completion of primary school + acquisition of basic IT skills and key competencies,
 - b) support services: career orientation advice, talent fostering,
 - c) training towards secondary final examinations + orientation towards higher education,
 - d) vocational training courses for adults outside the school system,
 - acquisition of skills in “shortage” occupations,
 - training courses based on employer needs,
 - training in preparation for participation in employment projects, training aimed at the acquisition of skills necessary for fulfilment of given job/position;
 - e) training courses (health protection and preservation, labour market training courses providing mental hygiene integration):
 - health protection and health preservation courses: day-to-day personal hygiene, healthy eating, introduction of factors harmful to health, availability of health care services (advantages of an insured status in the social security system),
 - mental hygiene courses: forms of social co-existence, improvement of adaptation skills, conflict management training,

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- labour market training courses: job-seeking techniques, teaching of fundamental work-place behaviour norms, code of conduct,
 - communication training: instruction in fundamental communication techniques, application of verbal and non-verbal tools;
- 2. Cooperation with other organisations in education and training, trainers' training:**
- on-the-job training of kindergarten teachers,
 - on-the-job training of teachers: competence-based education, methodological training, IPS training,
 - promotion of cooperation between institutions,
 - assistance in the development of alternative school models,
 - training and on-the-job training of school/cultural mediators,
 - preparation for info-communication technology, further training,
 - development of community points at a micro-regional level,
 - assistance with application in tenders for minority self-governments,
 - research and studies,
 - development of integration network;
- 3. Employment-related tasks:**
- training courses providing entrepreneurial skills and promoting self-employment,
 - training courses implemented within the framework of public employment;
 - courses in preparation for employment in social model farms;
 - implementation of training courses for work-related socialisation;
 - establishment and operation of social employment centres;
 - training and employment of Roma women;
- 4. Provision of housing services:**
- instruction in preservation of state of existing housing;
 - providing opportunities to try out occupations, home refurbishment and maintenance education as part of practical training;
- 5. Implementation of complex programmes targeting segregated neighbourhoods:**
- implementation of training and labour market model programmes;
 - coordination of social programmes in segregated neighbourhoods;
 - coordination of extension of programmes in segregated neighbourhoods;
 - providing methodological background support;
- 6. Other services:**
- improvement of accessibility of health care services;
 - promotion of cooperation between institutions, authorities and civil organisations;
- 7. Social and Roma inclusion framework tasks:**
- participation in the development of the methodological background and sector-specific policy tools of social and Roma integration;
 - cooperation with Roma minority self-governments;
 - participation in (Roma) research for the purposes of social-policy decisions.

Role of civil organisations

It is key to the promotion of integration and the long-term success of inclusion that the Roma community itself should actively take part in the development, implementation and monitoring of policies on every level.

According to the EU's Roma Framework, the goals of Roma integration can be implemented on EU, national, regional and local levels if the Member States as well as their national, regional and local authorities clearly commit themselves to the strategy through the involvement of the Roma civil organisations. This issue is important not only because civil organisations are essential for democratic operations but also because they have an enormous potential, are able to flexibly respond to social needs and the reinforcement of civil society may also contribute to the increased self-sufficiency of Roma communities. It is therefore particularly important to reinforce Roma civil organisations and to involve them in decision-making, implementation and monitoring on an EU, national, regional and local level.

In the last decade, a multi-faceted civil society has come into being in Hungary that represents a variety of interests and meets existing needs. Roma activists and specialists appear in increasingly large numbers in the civil and governmental sectors. The beginning of Roma self-organisation dates back to the beginning of the nineties; this is when various Roma organisations were first established, and by the mid-nineties, there were more than a hundred Roma organisations, with a wide variety of profiles. The structure of Hungarian civil society is somewhat different from that usual in Europe. The structural difference is related to the fact that the revenue structure of the sector is different.

In recognition of the fact that the operation of social organisations must be guaranteed by the State, Parliament created the National Civil Fund in order to provide for civil organisations funding free from party-policy considerations. The purpose of the National Civil Fund is to reinforce civil society, to assist the social participation of civil organisations through tender funding and to promote the partnership and a share of tasks between the Government and civil society to guarantee the more effective fulfilment of the public duties of the State and municipalities.

The drafts currently before the Parliament regarding the freedom of association, the non-profit status and the operation and subsidisation of civil organisations will bring positive changes to this area in the future.

Role of churches

As part of their activities, churches and other missionary communities pay particular attention to the integration of people living in need, including Roma communities. This attention arises from the values of faith, however, their efforts form an integral part of the Government's policies assisting integration and religious faith.

Pastoral and missionary activities are the independent initiatives and efforts of the individual churches. A specific feature of these activities is intensive motivation which has a unique effect on the members of communities. Roma communities are particularly responsive to the acceptance of the motivation provided by pastoral and missionary activities.

Churches and other communities reach the members of Roma communities in the course of their missionary activities by revealing the possibility of change, providing spiritual care and guidance and motivating them to take steps towards a better life.

Pastoral activities, including Roma pastoral activities, are the integral continuation of the missionary activities of churches.

In the course of these Roma pastoral activities, churches get to know the communities and their members. They understand their customs and behaviour patterns, and by using these experiences (inculturation), provide them with support in the development and attainment of their specific, personal goals. These goals may be religious or moral goals, goals related to their relationships or every-day objectives.

Churches help maintain motivation, teach communities how to be strong on the basis of religious values and also provide operative support that helps individuals overcome their difficulties in life.

The fruit of the Roma pastoral efforts is, inter alia, the gradual development of a sustainable partnership between the Roma and non-Roma which is based on Christian foundations but equally works in general, human relationships.

In the course of Roma pastoral activities, Roma and non-Roma work together. This creates an opportunity for the members of the majority society to change their attitude, to manifest increased tolerance and to extend their social sensitivity. At the same time, the Roma-non-Roma cooperation reinforces the dual identity of Roma people.

These relationships therefore provide a satisfactory example for the members of society and may, regardless of religious values, also involve others from amongst the members of both the minority community and majority society. The mediatory role of churches in the case of the Roma minority improves integration skills, which results in increased inclusion on the part of the majority society.

The support provided by churches in helping individuals overcome a variety of difficulties also includes a number of specific activities that point beyond religious motivation. They take part in the social and charitable services, in the field of education, the mediation of culture, while they are also involved in employment, the mediation of human resources or the administration of official affairs.

They take part, both local and national level, in the planning and implementation of integration programmes; furthermore, they may also operate independent programmes. As part of these, they may cooperate with local municipalities which may enhance the efficiency of joint efforts.

In addition to motivation, another specific feature of church projects is that they are characterised by bottom-to-top social, educational and employment initiatives responding to real needs of the society.

From amongst the projects implemented by churches, we must mention a few exemplary initiatives. These include, inter alia, the Church Social Pedagogy Network or the initiative of the Esztergom Franciscan grammar school aimed at the reduction of the educational and labour market disadvantages of Roma women, the Christian Roma Network of Specialisation Facilities, the Kazincbarcika Don Bosco Vocational School, the screening test coach targeting the disadvantaged people and operated by the Reformed Church or the church initiative attaining a high degree of integration in child protection, the involvement of Christian Roma families in the network of foster parents. Churches have realised that there is increased demand for attending to small children (aged 2 to 3), in particular, in disadvantaged settlements, thereby promoting their early integration, whilst helping young mothers with their own lives, raising of their children and employment.

Aid organisations with a major church background, a large number of civil volunteers and an entire network of social institutions, such as the Hungarian Maltese Charity Service or the Hungarian Interchurch Aid, may also be active and reliable cooperating partners in the Government's integration policy, both local and national level.

Additionally, churches do not only address Roma people living in extreme poverty; they also address the Roma population less encumbered with financial disadvantages on a preventive basis. They may open up special grammar schools, vocational training schools, specialisation facilities and institutions of higher education to Roma communities, following the completion of which Roma may serve as positive examples for the rest of the members of the community.

The authentic positive Roma models and examples that emerge as a result of the Roma pastoral and Roma missionary activities of churches are able to induce remarkable social processes both within the Roma community and in the majority society.

Market players, social responsibility

In its endeavours, the Strategy also relies on the active, committed participation of social partners and the contribution of businesses and investors engaged in responsible and sustainable business activities to the reinforcement of the process of social inclusion.

Market players take part in shaping of social inclusion primarily via their role played in business, the development of the economy and employment. The motivation of these efforts is the direct task of our economic and employment policy.

An increasingly large number of national and multinational companies find it important to enforce social and environmental criteria on a voluntary basis in their business activities and in relations maintained with their partners. These activities that mostly support important social goals are classified under the concept of corporate social responsibility (CSR).⁵⁴

Naturally, in the context of social inclusion, practices related to corporate social responsibility cannot substitute for public policies but may contribute to the attainment of a number of important social inclusion goals:

- more integrated labour markets and a higher level of *social integration* as companies make active endeavours to employ the members of disadvantaged social groups;

⁵⁴ COM(2001) 366 Green Paper: Promoting a European framework for Corporate Social Responsibility

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- *investment in development of skills*, life-long learning and *employability* which are essential for the preservation of competitiveness in the global, knowledge-based economy as well as for the management of the aging of the European population of working age;
 - *public health care developments* which may come into being on the basis of the voluntary initiatives of businesses in areas such as the marketing and labelling of foodstuffs and non-toxic chemicals;
 - *improved efficiency in innovation*, in particular, in the field of innovations concerning social problems, through more intensive interaction with outside interested parties and creation of working environments better suited to innovation;
 - *more positive image of businesses and entrepreneurs* which may contribute to the wider spread of positive opinions regarding businesses;
 - *protection of human rights and environmental values* and *greater respect for fundamental norms of employment*;
 - *reduction of poverty*;
 - improvement of *reconciliation of work and family life*;
 - reduction of labour market discrimination.

Recognising and promoting corporate social responsibility is therefore also important from a social point of view. In recent years, international and also national recommendations have been made with respect to corporate social responsibility for the Government and for businesses.⁵⁵

It is, however, primarily the role and activity of local players and indirect stakeholders, consumers and investors that may achieve the most in the encouragement of responsible corporate practices and their favouring with a view to social inclusion. In this context, we may rely on the increased awareness of society and local communities and the shaping of attitudes.

There are a number of outstanding examples of corporate social responsibility in Hungary which specifically support the goals of social inclusion; corporate scholarship and mentor programmes, mentored employment of integration target groups, charitable programmes, cooperation with civil organisations and municipalities, voluntary activities of communities, etc. In addition to the valuable direct results, these programmes also have an important effect on attitudes with a view to social inclusion.

Wekerle Sándor Fund Manager

Government Decree No. 259/2010. (XI. 16.) on the central official status of certain budgetary institutions entered into force on 27 November 2010. Pursuant to this, the Fund Management Directorate of the Ministry of Education and Culture that previously operated under the auspices of the Ministry of Education and Culture continues its operation under the name **Wekerle Sándor Fund Manager**. The

⁵⁵ Strategic proposal for the Government of the Republic of Hungary for the motivation of corporate social responsibility, 2008, and recommendation of the Economic and Social Council on social responsibility.

Fund management is a central office coming under the supervision of the Ministry of Public Administration and Justice that operates as an independent, centrally financed office.

The most important task of the Wekerle Sándor Fund Manager is the **operation of an effective tender system** which ensures the value-based, transparent, prompt and effective utilisation of funds from the central budget and the implementation of the best possible projects in accordance with the principles of national cooperation.

The Fund Manager prepares and manages tenders being in the competence of the Ministry of Public Administration and Justice and financed by the national budget in connection with church, national minority, minority, civil and social inclusion. Additionally, certain public education and higher education projects, the management of the National Civil Fund and the fulfilment of the duties taken over from the Foundation for National and Ethnic Minorities also fall within its competence. This institution is further responsible for the performance of tasks related to the Bursa Hungarica Higher Education Municipality Scholarship Scheme. The Fund Manager organises the renewed 'Útravaló (On the Road) – MACIKA' equal opportunity scholarship programme launched as of 1 September 2011, performs the duties related to the 'School-Net' programme and prepares the tenders of the 'On the Road towards science' sub-programme.

9. Monitoring and indicators

The EU framework for national Roma integration strategies, the Decade of Roma Inclusion Programme and the National Strategy “Making Things Better for Our Children”, also mention the measuring of the effectiveness of measures and interventions and the use of indicators as a top priority. While major foundation work has been launched for the development of evaluation systems, it may be stated with respect to both national strategies that neither has a comprehensive and coherent indicator and evaluation system. The Decade of Roma Inclusion Programme’s *Roma Steering and Monitoring Committee* but in particular, the *Evaluation Committee of the National Strategy “Making Things Better for Our Children”* have completed important tasks in this field. Surveys, methodological materials and annual reports have been made in connection with the strategies⁵⁶. Based on these experiences, and taking into consideration the new supervisory environment of the new governmental strategy, we must create a standard and comprehensive system of indicators and follow-up.

The system of goals and indicators of the social inclusion strategy, as far as the main objectives are concerned to the plans identified in the Europe 2020 strategy, and the main indicators likewise reflect the indicators of the EU numerical targets. The additional main indicators ensure the follow-up of interventions and measures in accordance with the priorities of the strategy and the specific features of the problems.

A fundamental condition of generating indicators is that we have the required data from researches, data collections and administrative processes at our disposal. From the nature of the social problems intended to be addressed by this strategy, a number of difficulties emerge in this area. In order to have adequate information on the living situations, income and living conditions of the most disadvantaged groups of the society and the development thereof, we need highly carefully planned data surveys with large sample bases that adequately respond to the specific difficulties of data collection (identification and availability of these social groups for interviews, follow-up of social groups).

Labour force survey (Central Statistical Office)

This survey is the most important source of information on employment and economic activity. This survey enables us to better acquaint ourselves with the characteristics of those in employment and the unemployed.

National EU-SILC survey (Central Statistical Office)

The EU-SILC survey (*Statistics on Income and Living Conditions*) is a reference source of internationally comparable statistics which is published in the annual spring report of the European Commission as the basis for structural indicators related to social exclusion and inclusion.

It results in two types of data:

⁵⁶ See:

Chances of children in Hungary. The 2010 annual report of the Evaluation Committee of the „Making Things Better for our Children” National Strategy. Budapest, 2011

Chances of children in Hungary. The 2009 annual report of the Evaluation Committee of the „ Making Things Better for our Children” National Strategy. Budapest, 2010

<http://www.gyerekmonitor.hu/>

- cross-sectional (relating to a given period or specific date) and
- longitudinal data which measure changes at the level of individuals over a period of four years.

Comparable, current, high-standard, cross-sectional data have priority. The sample base of longitudinal data and, following from this, the amount of information relating to incomes and other factors are much more limited. It primarily examines the occurrence rate of long-term poverty and exclusion and the development thereof in some sub-groups of the population.

As of 2005, the cross-sectional survey is annually supplemented with a module looking into a specific question of social exclusion.

Turning points in the Life-course (Central Statistical Office – Demography Research Institute)

The „Turning points in the Life-course” social and demographic panel survey is the largest data survey programme of the Demography Research Institute and simultaneously the largest questionnaire-based survey in Hungary which gathers data with respect to the development of the national demographic situation and the reasons for changes. This study is conducted under the auspices of the Generations and Gender (GGP) international survey series, and its results are used in both by the national public administration and by Hungarian and international researchers.

As part of the survey, data has been gathered from more than 16,000 adult Hungarian citizens since 2001 every three years. The data base created as a result of the surveys does not only represent a cross-sectional, momentary survey of Hungarian society but, due to its follow-up feature, it is also suitable for surveying the consequences of certain more important events in life (for instance, having children, marriage, retirement).

European population health survey (Central Statistical Office)

The purpose of this survey is to develop a health survey practice which supplies regular and reliable data with respect to the frequency of health problems occurring in the EU population, the factors with an impact thereon and the burdens on the individual, family and society as a consequence of these problems. The survey creates an opportunity for the international comparison of data and also contributes to the adoption of well-founded health-policy decisions.

Hungarian Household Monitor Survey (TÁRKI)

The Household Monitor Survey series began in 1998, after the Hungarian Household Panel (1992-1997) came to an end. The Household Monitor is a longitudinal, cross-sectional household analysis. The topics of labour market and incomes are in the focus of the survey, however, consumption, property, savings, economic expectations, attitudes, relationships, political party preferences and religious affiliation also constituted the subject-matter of investigation. Several governmental and state agencies and a number of private institutions have supported the survey with their research orders.

Tárki–Educatio Career Research

The study of Educatio Nonprofit Kft. entitled Career Research examines the secondary school career of young Hungarians with a focus on the children of parents without school-qualification and Roma youths.

Social Renewal Operational Programme, major project 5.4.1, research pillar – Roma research (National Institute of Family and Social Policy)

One of the main tasks of Research Pillar V. is to coordinate sociological research analysing the situation and exclusion of disadvantaged groups (Roma/Gypsy population and individuals hindered in life/with modified

working capacity/disabled persons) with an impact on future developments and interventions in the field of social policy, to develop a methodology that is in line with EU research and to prepare studies concerning other disadvantaged groups (e.g. the unemployed, large families, individuals with low educational qualifications). Four surveys were made as part of the research, each relying on a sample base of 2,000, for the purpose of investigating the situation (circumstances) of Roma and disabled persons.

National Competence Survey

The Educational Authority has conducted nation-wide competence surveys since 2001. The survey focuses on the reading comprehension skills and mathematical knowledge of children in grades 6, 8 and 10. It aims to determine to what extent pupils are able to use their skills acquired up to the grade they are in for the practical resolution of exercises taken from every-day life. The survey provides important feedback on the effectiveness of pedagogical work in Hungarian public education and the pedagogical performance of institutions. It is a comprehensive, longitudinal, nation-wide survey that reaches every pupil and school. It is useful in the context of the inclusion strategy in that it has a data survey module focusing on family background attached to the base survey on the basis of individual student identifiers. Based on the variables of this sub-survey, it is possible to classify for research purposes disadvantaged groups and groups with multiple disadvantages. At the same time, school and local data surveys allow us to break the data down into regional and institution-level data. The variables of the individual results explain a large proportion of the indicators concerning the chances of the continuation of studies and successful entry into the labour market.

PISA survey (Educational Authority)

PISA (Programme for International Student Assessment) is a survey series that was launched in 2000 by the OECD, the economic organisation operating with the participation of the world's most advanced countries, of which Hungary has been a member since 1996. Surveys are conducted every three years. With this survey, the OECD intends to generate objective, internationally comparable data that serve to describe the educational systems of the individual countries.

PISA assesses applicable skills by examining to what extent fifteen-year-old students are able to use their knowledge and skills for the resolution of tasks emerging in actual life situations, and how this is affected by the background of students and their schools. Main assessment areas are reading comprehension, applied mathematical skills and applied science skills; from among these, one is always more emphatic, while the other two are less in focus. In 2000 and 2009 also text comprehension was the main assessment area. In addition to test booklets, students, parents and directors of the schools also complete background information questionnaires.

These surveys provide the most comprehensive and fundamental information for the ongoing planning and evaluation of the social inclusion strategy. In order to obtain a comprehensive and accurate picture, based on these surveys, on the situation of the most disadvantaged social groups and the changes therein, we must explore how these data surveys can be developed and made more accurate. Two areas where necessary data for the planning and evaluation of interventions in the field of social policy is lacking: researches on the situation of Roma and follow-up surveys which permit an analysis of the intergenerational transmission of social disadvantages on as well as targeting of measures and interventions.

As the EU framework for National Roma Integration Strategies highlights, due to the geographical features of social problems, it is extremely important that we should not only have national, regional or even county-level data at our disposal but should also have data indicating social problems on micro-regional, local and sub-local levels. Studies involving large sample bases usually do not offer valid information on these territorial levels. This is one of the reasons why it is essential to use the data of comprehensive surveys (e.g. census, competence surveys) and data derived from

administrative sources (health care, education, labour, social security, social, child welfare and child protection institutions). It is therefore necessary to ensure the availability of a wide range of data from administrative and official data gathering systems relevant to social inclusion policy. It is an important criterion that the data derived from the various sectors, areas, data gathering and administrative systems should be comparable and connectible.

There have been a number of initiatives worthy of further development in recent years for the identification of social and economic segregation in settlements of Hungary. The Central Statistical Office compiled a map of segregation in settlements with a population in excess of 2,000 and the related data base, and in response to the order of the National Development Agency, „An analysis of the geographical situation and infrastructural state of slums, Roma ghettos and segregated urban estates” was also prepared⁵⁷. It is a priority task that, by developing these and creating an adequate data and IT infrastructure, we should create a system that is capable of follow-up the status of the most extreme territorially and socially segregated areas.

We need ethnic data relating to the Roma population for the evaluation of programmes and interventions designed to improve the situation of the Roma population. The necessity of such data for the purposes of targeting may be disputed on the grounds that the social disadvantages gravely affecting the Roma population, not including ethnic discrimination, are not disadvantages of an ethnic nature but disadvantages arising from their social circumstances. It is, however, hardly disputable that it is necessary to examine the effects of the interventions on the Roma population.

As regards targeted welfare programmes and measures, also on account of the problem of „*creaming*”, it is essential that we have ethnic data for the investigation of distribution effects. „It is typical of Roma living in poverty that they are in the worst situation 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 the other members of the target group, the Roma in the most disadvantaged situation reap less of the actual benefits of these programmes.”⁵⁸

We effectively only have reliable ethnic data from researches, and it is not possible to obtain ethnic data fit for evaluation from the data generated in administration or from the related official/institutional statistical data systems. There are a number of rightful and/or exaggerated concerns related to ethnic data and the collection of such data; misunderstandings and incorrect

⁵⁷ An analysis of the geographical situation and infrastructural state of slums, Roma ghettos and segregated urban estates by Veronika Domokos (2010). Manuscript.

⁵⁸ See:

Possibilities and necessity of taking account of ethnicity by Dr Gyula Pulay. Budapest, March 2009, Hungarian Academy of Sciences, Children Programmes Bureau, http://www.gyerekesely.hu/index.php?option=com_phocadownload&view=category&download=16%3Apulay-gyula-az-etnikai-hovatartozas-szambaveteli-lehetosgei-es-szuksegessge&id=4%3Akapcsolodo-anyagok&lang=hu

Issues of gathering ethnic data by Zsombor Farkas, 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

Eötvös Károly Institute: Possibilities of the individual tracking of Roma aids and eligibility. December 2006. http://ekint.org/ekint_files/File/tanulmanyok/romatamogatas.pdf

Report of Dr Ernő Kállai, Parliamentary Commissioner for National and Ethnic Minority Rights, and Dr András Jóri, Commissioner for Data Protection, on the findings of the investigation regarding the management of ethnic data, 10 November 2009.

information prevent the solution, or at least management, of frequently emerging problems. While in recent years, *a number of important positions and professional recommendations have been made* for the management and use of ethnic data⁵⁹, and these, in many cases, also identified specific proposals with respect to the management of problems debated for years, they have not been followed by practical measures in a single area.

The *European Commission Against Racism and Intolerance (ECRI)* urged in a number of reports the use of ethnic data in the planning and evaluation of programmes aimed at the improvement of the situation of Roma. In its 2008 report, with reference to the fact that the problem in question had remained unresolved since previous reports, the ECRI points out that „ECRI reiterates its recommendation that ways of measuring the situation of minority groups in different fields of life be identified, stressing that such monitoring is crucial in assessing the impact and success of policies put in place to improve the situation.”⁶⁰

In his 2005 report, the minority ombudsman mentioned the arrangement of issues related to collecting and management of ethnic data as a particular priority. In addition to stressing the importance of strict compliance with the rules of data protection, he highlighted that „*effective and adequate minority protection systems and anti-discrimination policies and legal institutions cannot be devised and implemented without the creation of appropriate data bases*”⁶¹

The Research and Development Institute of the State Audit Office urged the collection of ethnic data in its 2008 report primary for the purpose of the follow-up of Roma programmes. The report comes to the conclusion that „the lack of data gathering for ethnic purposes constitutes one of the most significant obstacles to the successful utilisation of funds for Roma integration”.⁶²

In their 2009 report, the Parliamentary Commissioner for the Rights of National and Ethnic Minorities and the Commissioner for Data Protection identified recommendations for the possible methods of collecting ethnic data, whilst establishing that „*the data protection obstacles often referred to as an argument against data management no longer exist in the present legal environment; these are merely presumed obstacles that came into being as a consequence of the erroneous interpretation of the current legal rules*”.⁶³

Roma organisations also expressed their opinion on the matter. The Roma Steering and Monitoring Committee comprised of nine organisations also urged the collection of ethnic data. „As it is now obvious that the utilisation of development funds in the interest of Roma integration cannot be planned and its effect cannot be measured without the management of ethnic data, the enforcement of the criteria of ethnic affiliation, in the interest of the attainment of equal opportunities and the enforcement of Roma integration and national minority rights, is an obligation that exists on every level of governmental and public administration proceedings and measures. This right is also

⁵⁹ Pulay's cited work, p. 10.

⁶⁰ ECRI report on Hungary (fourth monitoring cycle). Adopted on 20 June 2008. Published on 24 February 2009. p. 54. <http://www.coe.int/t/dghl/monitoring/ecri/country-by-country/hungary/HUN-CbC-IV-2009-003-HUN.pdf>

⁶¹ Report on the activities of the Parliamentary Commissioner for National and Ethnic Minority Rights, 2005. pp. 2-3. <http://www.kisebbségiombudsman.hu/data/files/101609446.doc>

⁶² Rate and efficiency of aids used since the change of regime for the improvement of the situation and advancement of the Roma in Hungary. State Audit Office, Institute for Development and Methodology, 2008. p. 57.

⁶³ Report of Dr Ernő Kállai, Parliamentary Commissioner for National and Ethnic Minority Rights, and Dr András Jóri, Commissioner for Data Protection, on the findings of the investigation regarding the management of ethnic data, 10 November 2009.

guaranteed by the Minorities Act and the legislation regarding data management on the basis of the data host's personal instruction.

The Roma Steering and Monitoring Committee calls upon the Government and municipalities to enable the exercise of the legal right relating to the expression of ethnic identity for the above-mentioned equal opportunities, integration and national minority purposes in their administrative, service and development policy systems. They should integrate the data and indicators obtained as part of the management of ethnic data into the state and municipality statistical systems and should publish them. It is as a result possible to monitor and analyse the planning, distribution, utilisation and monitoring of development and other funds used for integration purposes.”⁶⁴

We must ensure the availability of ethnic data derived from official and administrative sources, in addition to data derived from researches. Self-identification is the basic principle of data gathering within the current legal framework. It should additionally be considered what other scope there may be, in addition to self-identification, for the gathering of origin-based ethnic data. This is particularly important with regard to the management of social disadvantages and discriminatory phenomena as these do not represent social problems in connection with identity but in relation to origin.

The obligation to develop *local equal opportunity/integration plans* constitutes the means for the horizontal enforcement of the inclusion policy and equal opportunities. On local level, this means the consistent enforcement by municipalities of the drafting, implementation and accountable monitoring of the local equal opportunity/integration programme with the assistance of independent experts as prescribed in the relevant rules of law. Local equal opportunity/integration programmes create an opportunity for municipalities to manage locally emerging employment, health care, education and housing problems through the professional planning of the available resources, in a complex manner, thereby enhancing the efficiency and sustainability of their developments. In the course of the allocation of resources, the local equal opportunity/integration programme ensures that the most disadvantaged people, in particular, the Roma, disabled persons and women, have equal access to development funds, which is a key task to their social integration.

The institutions of governmental consultation play a highly important role, as set forth in their respective operating procedures, in the follow-up of the implementation of the strategy, its annual review and the revision of the strategy every three years; the **Committee Evaluating the National Strategy “Making Things Better for Our Children”**⁶⁵, the **Inter-Ministerial Committee for Social Integration and Roma Affairs** and the **Roma Coordination Council**⁶⁶.

EU development policy tools

The current programming period of the European Union's cohesion programmes will be closed in 2013. In the course of the development of the cohesion policy for the period after 2013 and the national development strategies and programmes, we must rely on the experiences of development programmes implemented to

⁶⁴ Position of the Roma Controlling and Monitoring Committee. Budapest, 4 March 2009.

⁶⁵ The Evaluation Committee is comprised of 12 representatives delegated by the Government and 12 representatives delegated by civil organisations, churches and professional organisations, including the Children Programmes Bureau of the Hungarian Academy of Sciences responsible for the development of the National Strategy, who are joined by permanently invited consultants. The Chair of the Committee is the State Secretary for Social Inclusion, while the co-chair is a person elected by non-governmental members. See Government Resolution No. 1177/2011. (V. 31.) on the Amendment of Government Resolution No. 1053/2008. (VIII. 4.) on the Establishment of the „Let children have a better life” National Strategy Evaluation Committee.

⁶⁶ Government Resolution No. 1102/2011. (IV. 15.) on the Establishment of the Roma Coordination Council.

date and must enforce the criteria of social inclusion. We must make good use of the fact that the cohesion policy goals will in the future have to concentrate more on the priorities of the Europe 2020 Strategy, including social inclusion. We are fundamentally interested in the improved coordination of the use of development funds and in enabling the implementation of complex interventions. We must create the pre-conditions of an effective and target-oriented funding policy, including result-oriented follow-up and evaluation based on professional criteria. We must explore the opportunities for the use of positive incentives in the interest of the reduction of inequalities. The application of a long-term approach is another important criterion in planning of programmes, as is the simplification of procedures in the interest of the implementation of programmes. In developments financed by EU funds, we must set up firm guarantees for the maintenance of equal opportunities and the reduction of segregation.

Based on the experiences of the developments implemented between 2004 and 2013, we must in the next period endeavour **to simplify the implementation and regulatory environment of complex programmes** and to better coordinate the objectives of the various Structural Funds. In order to **ensure the sustainability of the results achieved**, we must, in cooperation with the European Commission, **review the possibilities of follow-up and other interventions**.

Priorities

A monitoring system must be set up in order to monitor the implementation of the goals set forth in the strategy and of the programmes and measures.

We must conduct targeted sociological studies with large sample bases for keeping follow-up the attainment of the goals set forth in the strategy.

We must continue the work started in the preparation and development of the map of segregation. In this field, we must develop a methodology for the monitoring of the strategy and tools for follow-up.

List of indicators – draft

#	Goals	Primary indicator	Indicator breakdown	Source of indicator	Secondary indicators	Source of indicators
1	Goals	Primary indicator	Indicator breakdown	Source of indicator	Secondary indicators	Source of indicators
1.1	Reduction of individuals living in poverty and social exclusion, with special regard to the Roma population.	Rate of individuals living in poverty and exclusion.	- age groups (0-5; 6-11; 12-17) - Roma, non-Roma population	- HKÉF (EU-SILC) data survey - TÁRKI - Household Monitor survey - SROP sub-measure 541 Roma survey	Income poverty risk (RISK) by age groups, gender and ethnic affiliation	- SILC/VÉKA data survey - TÁRKI - Household Monitor survey
1.1.1	Promotion of labour market integration and improvement of level of employment of Roma and individuals living in extreme poverty.	Number and rate of individuals living in households with low work intensity.	- Roma, non-Roma population	- HKÉF (EU-SILC) data survey - TÁRKI - Household Monitor survey - SROP sub-measure 541 Roma survey	- Difference between employment levels of Roma and non-Roma populations. - Number of long-term unemployed.	- Central Statistical Office Labour Survey - TÁRKI - Household Monitor survey - SROP sub-measure 541 Roma survey

#	Goals	Primary indicator	Indicator breakdown	Source indicator	of	Secondary indicators	Source indicators	of
1.1.2	Development of economy and businesses for the employment of disadvantaged individuals with low educational qualifications (primarily highly labour-intensive sectors on labour market, social economy, atypical forms of employment).	Number and rate of those employed in highly labour-intensive sectors on the primary labour market and in the social economy, in relation to number of individuals employed on the primary labour market.	- Roma, non-Roma population - age groups - gender	- Central Statistical Office Labour Survey - TÁRKI - Household Monitor survey - SROP sub-measure 541 Roma survey				
1.1.3	Development of accessibility, quality and efficiency of labour and social services supporting labour market integration.	Number of job-seekers employed on the primary labour market.	- age groups - gender - regions	National Employment Service				
1.1.4	Development and extension of the system of public employment.	Number of individuals participating in public employment programmes.	- age groups - gender - regions	Ministry of Interior TKKI training programmes				
1.1.5	Development of the social assistance system reinforcing activity and encouraging employment.	Number of benefit recipients employed on the primary labour market.	- regional distribution	National Bureau for Rehabilitation and Social Services				

#	Goals	Primary indicator	Indicator breakdown	Source indicator	of	Secondary indicators	Source indicators	of
1.1.6	Reconciliation of work and family and promotion of atypical forms of employment.	Rate of children aged between 1 and 6 receiving day care to the total population of the given age.	- regional distribution			Rate of atypical forms of employment.	- regional distribution	
1.2	Development of administrative and statistical data sources and information systems serving the planning, monitoring and evaluation of sector-specific policies and interventions targeting child poverty, extreme poverty and the Roma population.	Number of large-sample studies also including Roma data.						
2.	Prevention of re-generation of poverty and social exclusion.	Difference between educational qualifications of parents and children.	- Roma, non-Roma population	“Turning points in the life-course” – Central Statistical Office, Demography Research Institute				
2.1.	Reduction of the poverty rate of children.	Income poverty of households with and without children; Poverty rate of children.	- Roma, non-Roma population			- Rate of children living in jobless.	- HKÉF (EU-SILC) data survey - TÁRKI - Household Monitor survey	

#	Goals	Primary indicator	Indicator breakdown	Source indicator	of	Secondary indicators	Source indicators	of
2.1.1	Maintenance of welfare transfers concerning families.	Poverty rate before and after social transfers.	- age groups - Roma, non-Roma population	- HKÉF (EU-SILC) data survey - TÁRKI - Household Monitor survey - SROP sub-measure 541 Roma survey				
2.1.2	Development of accessibility, quality and efficiency of child welfare and child protection services.	Rate of children receiving day care.	- age groups - regional distribution	Central Statistical Office social and child welfare OSAP (National Statistical Data Collection Programme) surveys		- Number of settlements not operating basic services. - Rate of children attending kindergarten amongst four-year-olds.	Central Statistical Office child welfare OSAP surveys	
2.1.3	Development of early talent fostering, early childhood education and care.	Results of competence assessment.	- age groups - Roma, non-Roma population - disadvantaged children and multiple disadvantaged children	PISA survey (National Competence Assessment)				

#	Goals	Primary indicator	Indicator breakdown	Source indicator	of	Secondary indicators	Source indicators	of
2.1.4	Improvement of access of Roma children and children living in extreme poverty to education.	Number of children not attending kindergarten due to shortage of capacity, including number of those with multiple disadvantages.	- age groups - Roma, non-Roma population - disadvantaged children and multiple disadvantaged children					
2.1.5	Reduction of school drop-out rate.	Number and rate of early school-leavers.	- age groups - Roma, non-Roma population - disadvantaged children and multiple disadvantaged children	Central Statistical Office Labour Force Survey Public education statistical data		- Rate of students in secondary education providing final examinations.	Public education statistical data	
3.	Improvement of equal access to social and economic goods, enhancement of social cohesion.							
3.1	Improvement of housing conditions and housing security, expansion of housing opportunities (rented accommodation).	-Number of individuals with significant debts towards public utility companies.	- regional distribution			- Rate of overcrowded homes. - Number and rate of rented flats, including subsidised rented	Central Statistical Office	

#	Goals	Primary indicator	Indicator breakdown	Source indicator	of	Secondary indicators	Source indicators	of
		- Number of prepaid meters.				flats.		
3.2.	Reduction of local and regional segregation.	- Number of individuals living in segregated neighbourhoods and in segregated-like environments. - Number of segregated neighbourhoods.	- regional distribution	Central Statistical Office				
3.3	Improvement of state of health of Roma, those living in extreme poverty and children, increased life expectancy at birth and improvement of access to health care system.	- Life expectancy at birth. - Number of high-risk pregnancies.	- regional distribution			- Rate of obese children. - Rate of ten-year-olds with intact teeth. - Rate of teen-age pregnancies based on locality size and mother's age. - Number of localities with access to paediatrician and health visitor. - Rate of chronic diseases in population of same age. - Subjective state of health by income		

#	Goals	Primary indicator	Indicator breakdown	Source indicator	of	Secondary indicators	Source indicators	of
						groups.		
3.4	Enhancement of trust as the basis of social co-existence, reduction of discrimination against Roma.	<ul style="list-style-type: none"> - change in number of employment-related and institutional discriminatory experiences. - change in number of cases of discrimination experienced in access to public services and market services. 	<ul style="list-style-type: none"> - Roma – non-Roma population 	<ul style="list-style-type: none"> - Sample-based surveys (e.g. FRA EU-MIDIS) 				
3.5	Involvement of stakeholders in planning, implementation and evaluation of programmes.	<ul style="list-style-type: none"> - change in number of stakeholders in planning, implementation and evaluation of programmes. 	<ul style="list-style-type: none"> - regional distribution - Roma – non-Roma population 	National Development Agency				