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| **European Semester 2016/2017 country fiche on disability** |
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| With comparative data provided by the ANED core team |

The [Academic Network of European Disability experts](http://disability-europe.net/) (ANED) was established by the European Commission in 2008 to provide scientific support and advice for its disability policy Unit. In particular, the activities of the Network support the development of the European Disability Strategy 2010-2020 and practical implementation of the United Nations Convention on the Rights of Disabled People in the EU.

This country report has been prepared as input for the European Semester from a disability perspective.

*Note:*

*The statistics provided in October 2016 are based on the EU-SILC 2014. This is the most recent microdata available to researchers for analysis from Eurostat. This report may be updated as new data becomes available.*

 

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# Summary of the overall situation and challenges

The government’s central aim is to *increase the employment rate,* but they have used only public work programs to achieve higher employment figures instead of active labour market measures. The employment status of public workers is regulated by a special law:[[1]](#footnote-2) public work may be organised by public and private entities, and the pay is far below the minimum wage (below 200 euros/month). Unfortunately, very few, and increasingly fewer and fewer public workers are finding a job in the open labour market. There is no available data on the number of disabled public workers and their transition to real jobs.

However, the number of public workers is decreasing and there is a lack of workers in several sectors in 2016. This positive economic trend may increase the employment rate of disabled persons, which have been promoted by a few special active labour market programs (see below). This policy should be strengthened.

In addition the government has reduced the level of disability benefits and *reassessed the entitlements to disability pensions.* The main aim was to incentivise and also to force more disabled persons to seek a job by reassessing their entitlement to disability pensions and radically cutting their access to social benefits. However, there are 262.000 persons receive disability allowance (instead of pension), and their number has been decreased by 68.000 since 2012. Therefore, this measure will not result in dramatic changes in the employment of disabled persons.

As a consequence of the labour market and social benefit measures, the income of disabled people deriving from the social budget has decreased, but their employment rate has inly slightly increased recently. Furthermore, public work is very low paid. These trends lead to a remarkably *increasing poverty risk.*

*Deinstitutionalisation and support for community living* has been started with EU funding in accordance with a 30 year strategy (2011-2041). At the moment, about 100 institutions are providing services for 11,000 persons, and the process should be accelerated (plans are too moderate and slow).

Several measures have been aimed at the two main EU 2020 targets in education – decreasing early school-leaving and increasing tertiary attainment. Neither of the targets has been met by Hungary and the situation is even worse for disadvantaged groups. Targeting of social disadvantages and disadvantages stemming from ethnicity is often combined with disability disadvantages in the national programmes, including the measures taken against early school drop-out. Nevertheless, due to a conflation of disadvantaged categories, resources aimed at disabled students (students with special educational needs) are hard to disentangle in the education system.

# Assessment of the situation of disabled people with respect to the Europe 2020 headline targets

## Strategic targets

Table 1: Europe 2020 and agreed national targets for the general population

|  |  |  |
| --- | --- | --- |
|  | Europe 2020 targets | National targets**[[2]](#footnote-3)** |
| Employment | 75% of the 20-64 year-olds to be employed | 75% |
| Education | Reducing the rates of early school leaving below 10% | 10% |
| At least 40% of 30-34–year-olds completing third level education | 30.3% |
| Fighting poverty and social exclusion | At least 20 million fewer people in or at risk of poverty and social exclusion | 450,000 |

Relevant disability targets from national strategies or sources:

The Parliament passed the National Disability Program (2015-2025) on 31 March 2015 (Decision of Parliament No. 15/2015)[[3]](#footnote-4) and an Action Plan for its implementation (Government Decision No. 1653/2015).[[4]](#footnote-5) However, neither of these two documents contain any quantifiable targets relevant to EU2020.

### A note on the use of EU data

Unless specified, the summary statistics presented in this report are drawn from 2013 EU-SILC micro data.[[5]](#footnote-6) The EU-SILC sample includes people living in private households and does not include people living in institutions. The proxy used to identify people with disabilities (impairments) is whether ‘for at least the past 6 months’ the respondent reports that they have been ‘limited because of a health problem in activities people usually do’.[[6]](#footnote-7) Responses to this question vary between countries and national data sources are added for comparison, where available.

Table : Self-reported ‘activity limitations’ as a proxy for impairment/disability (EU-SILC 2013) Unless specified, the summary statistics presented in this report are drawn from 2014 EU-SILC micro data.[[7]](#footnote-8) The EU-SILC sample includes people living in private households and does not include people living in institutions. The proxy used to identify people with disabilities (impairments) is whether ‘for at least the past 6 months’ the respondent reports that they have been ‘limited because of a health problem in activities people usually do’.[[8]](#footnote-9) Responses to this question vary between countries and national data sources are added for comparison, where available.

Table 2: Self-reported ‘activity limitations’ as a proxy for impairment/disability (EU-SILC 2014)

Source: EUSILC UDB 2014 – version 2 of August 2016

It is relevant to observe that Hungarian estimates of impairment prevalence are slightly below the EU average for people of working age but above average for older people. This may affect estimations of equality gaps.

In subsequent tables, these data are used as a proxy to estimate ‘disability’ equality in the main target areas for EU2020 – employment, education and poverty risk.[[9]](#footnote-10) The tables are presented by disaggregating the estimated proportion of people who report and do not report limitations for each indicator (e.g. among those who are employed, unemployed, at risk of poverty, etc.).

## Employment data

Table 3: Most recent employment data, aged 20-64

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 4: Employment rate data, by age group

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 5: Trends in employment by gender and disability (aged 20-64)

Source: EUSILC UDB 2014 – version 2 of August 2016 (and preceding UDBs)

The table above shows a comparison of national employment trends for disabled and non-disabled women and men, and compares this with the EU2020 headline indicator for the EU as a whole.

Alternative data on disability and employment provided by the national expert:

There is not any alternative data on the employment rates of disabled people. The general employment level is increasing, partly due to the high level of public work, increasing numbers of working abroad and also an increasing level of employment in the public sector. However, the effect of these trends on employment of disabled persons is not analysed by research paper or elucidated by recent specific statistics.

### Unemployment

National administrative rules and definitions of ‘unemployment’ vary, and these may affect the way in which disabled people are categorised in different countries. The following tables compare national data with the EU2020 headline indicator for the EU

Table 6: Most recent unemployment data, aged 20-64

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 7: Unemployment rate data, by age group

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 8: Trends in unemployment by gender and disability (aged 20-64)

Source: EUSILC UDB 2014 – version 2 of August 2016 (and preceding UDBs)

*Fluctuations in gendered trends of unemployment for people with impairments at national level should be treated with some caution. A trend line is added for disabled women purely for illustration but should be treated with caution.*

Alternative data on disability and unemployment from national sources:

There is no data on the employment rates of disabled people (according to gender, age etc.). The unemployment level has decreased in the last two years, mostly as a result of public work programs. However, there is no specific data or research on participation of disabled persons in public work, or on unemployment of disabled persons.

### Economic activity

Table 9: Most recent economic activity data, aged 20-64

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 10: Activity rate data, by age group

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 11: Trends in activity rates by gender and disability (aged 20-64)

Source: EUSILC UDB 2014 – version 2 of August 2016 (and preceding UDBs)

Alternative data on disability and economic activity provided by the national expert:

There is no data on activity rates of disabled people (according to gender, age etc.).

## Education data

EU statistical comparisons are more limited concerning the education of young disabled women and men in the EU2020 target age groups. Data is available from EU-SILC (annually) as well as the Eurostat Labour Force Survey ad-hoc disability module (for 2011), but with low reliability for several countries on the key measures.[[10]](#footnote-11) Using a wider age range can improve reliability but estimations by gender remain indicative. EU trends are evident but administrative data may offer more reliable alternatives to identify national trends, where available.

### Early school leavers

The EU-SILC sample for the target age group (aged 18-24) includes the following number of people reporting activity ‘limitation’ (as a proxy for impairment/disability).

Table 12: EU-SILC sample size in the target age group 18-24 versus 18-29

|  |  |  |
| --- | --- | --- |
|  | Age 18-24 | Age 18-29 |
|  | No activity ‘limitation’ | Activity ‘limitation’ | No activity ‘limitation’ | Activity ‘limitation’ |
| EU sample | 33,905 | 2,608 | 56,110 | 4,738 |
| National sample | 1,975 | 96 | 3,151 | 165 |

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 13: Early school leavers aged 18-24 (indicative based on above sample size)

Source: EUSILC UDB 2014 – version 2 of August 2016

*\* in Hungary there are fewer than 50 observations in the sample of people aged 18-24 who declare impairment/limitation. These data should be treated with caution.*

Alternative data on disability and early school leavers provided by the national expert:

Table 14: Ratio of students with special needs (SEN) in public education



*Source: Varga et al (2015), A2.7 indicator[[11]](#footnote-12)*

*Grey – all years in school.*

*Blue broken line – 1-8 years in school*

*Grey broken line – 9-13 years in school*

This data indicates that the overall proportion of students with SEN (including disabled students) has increased in the upper years of schooling in recent years but remains well below the proportion in the earlier years.

Table 15: Number of students with special needs (SEN) in primary and lower secondary education, school year 2015/16

|  |
| --- |
| Primary and lower secondary school |
| 2015/2016 | Sum | Primary school | Lower secondary school | Girls |
| Sum SEN students | **53591** | **23538** | **30053** | **18263** |
| From this | Mild intellectual disability | 26% | 24% | 27% | 31% |
| Moderate intellectual disability | 6% | 5% | 6% | 7% |
| Locomotor disabilities | 2% | 2% | 1% | 2% |
| Autism spectrum disorder | 4% | 6% | 4% | 2% |
| Severe learning disability | 40% | 35% | 44% | 41% |

*Source: Statistical Data of Institutions of Public Education, table a04t28, school year 2015/2016*

There are 53.6 thousand SEN students – 7.2% of all students - in primary and lower-secondary education. 5.1% of girl students and 9.2% of boy students are SEN students.

**Table 16: Number of students with special needs (SEN) in upper secondary education, school year 2015/16**

|  |
| --- |
| **Upper secondary school** |
| **2015/16** | Sum | Special vocational school[[12]](#footnote-13) | Girls | Vocational school | Girls | Vocational secondary school | Girls | General secondary school | Girls |
| **Sum SEN students** | **22311** | **7149** | **2904** | **7094** | **2093** | **5563** | **1940** | **2505** | **1006** |
| **From this** | Mild Intellectual Disability | 27% | 62% | 63% | 20% | 28% | 3% | 3% | 2% | 2% |
| Moderate intellectual Disability | 9% | 26% | 27% | 1% | 1% | 0% | 0% | 0% | 0% |
| Locomotor disabilities | 2% | 1% | 1% | 0% | 0% | 3% | 3% | 7% | 9% |
| Autism spectrum disorder | 2% | 2% | 1% | 1% | 0% | 2% | 1% | 6% | 2% |
| Severe Learning Disability | 49% | 2% | 2% | 68% | 61% | 78% | 81% | 66% | 69% |

*Source: Statistical Data of Institutions of Public Education, table a04t28, school year 2015/2016*

Most of SNI students in secondary education are studying in some type of vocational education institution, only 11% of them are general secondary school students.

Table 17 Year to year growth of the number of SEN students, and the number of SEN students integrated in mainstream classes in primary education

*Source: Central Statistical Office, data from 2012-2016[[13]](#footnote-14)*

36,9 thousand students, 69% of all SEN students started primary school in mainstream classes in 2015/16 school year, 3.6% more than in school year 2014/2015.

Table 18: Ratio of students repeating at least one year, normal programs and programs for SEN students, grades 1-8, 2013

**Normal programs**



*1-8 grades with the colours indicated on the right.*

**Programs for students with special needs (SEN)**



*Source: Varga et al (2015), C2.1 indicator*

*1-8 grades with the colours indicated on the right.*

### Tertiary education

The EU-SILC sample for the target age group (aged 30-34) includes the following number of people reporting activity ‘limitation’ (a proxy for impairment/disability) although the number of missing observations is larger than the number of observations for activity limitation.

Table 19: EU-SILC sample size for the target age group 30-34 versus 30-39

|  |  |  |
| --- | --- | --- |
|  | Age 30-34 | Age 30-39 |
|  | No activity ‘limitation’ | Activity ‘limitation’ | No activity ‘limitation’ | Activity ‘limitation’ |
| EU sample | 23,740 | 2,744 | 50,243 | 6,572 |
| National sample | 1,212 | 96 | 2,583 | 267 |

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 20: Completion of tertiary or equivalent education (indicative based on above sample)

Source: EUSILC UDB 2014 – version 2 of August 2016

The survey sample is not sufficient to provide robust trend data disaggregated by gender in the narrow EU2020 target age group. In only 12 out of 28 Member States are there more than 50 observations in the sample for both women and for men in aged 30-34 who also declare impairment/limitation. In 5 there are fewer than 20 observations for women or for men, which cannot be reported.

The following table is indicative at the EU level but gender trends at the national level should be treated with caution. In all Member States except Austria the achievement of tertiary education was higher for women than for men in both groups.

Table 21: Trends in tertiary education by disability (aged 30-34)

Source: EUSILC UDB 2014 – version 2 of August 2016 (and preceding UDBs)

*Fluctuations in the trend for people with impairments at national level should be treated with some caution. A trend line is added purely for illustration but should be regarded with caution.*

Alternative data on disability and tertiary education provided by the national expert:

There is no specific data on the number of disabled persons in tertiary education, only on the rate of disabled persons in the total population by level of education and the distribution of disabled persons by level of education.

Table 22: Ratio of disabled people in the total population by level of education

*Source: Census 2001 and 2011, Central Statistical Office database,* [*http://www.ksh.hu*](http://www.ksh.hu)

Table 23: Distribution of disabled people by level of education

*Source: Census 2001 and 2011, Central Statistical Office database*

## Poverty and social exclusion data

EU SILC data provides indicators of the key risks for people with disabilities. In addition to household risks of low work intensity, there are risks of low income (after social transfers), and material deprivation. These three measures are combined in the overall estimate of risk. The risks for older people do not include work intensity (Eurostat refers to the age group 0-59 for this measure). The survey does not distinguish ‘activity limitation’ (the proxy for impairment/disability) for children under the age of 16. Relevant data provided by the national expert is added where available.

Table 24: People living in household poverty and exclusion by disability and risk (aged 16-59)

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 25: People living in household poverty and exclusion by disability and gender (aged 16+)

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 26: Overall risk of household poverty or exclusion by disability and age (aged 16+)

Source: EUSILC UDB 2014 – version 2 of August 2016

Table 27: Trends in household risk of poverty and exclusion by disability and age (EU-SILC 2014)

Source: EUSILC UDB 2014 – version 2 of August 2016 (and previous UDB)

Alternative data on disability and risk of poverty or social exclusion provided by the national expert:

There is no additional data available in Hungary on poverty risk and disabled people beyond that reported in the household survey used for EU-SILC.

# Description of the situation and trends in relation to each target area

## Employment

The constantly and traditionally low employment rate (one of the lowest in the EU) presents the most important challenge in the Hungarian labour market. Similarly, the employment rate of disabled persons has remained extremely low, even compared to the non-disabled population and especially compared to the EU average. In general, the difference between the employment situation of disabled persons in Hungary and the EU average is larger than the difference between the employment situation of non-disabled persons in Hungary and the EU average. Therefore, there should be specific measures to address the disadvantages of persons with disability in this area.

At the same time, the unemployment rate was rather low both for the whole population and for disabled persons since 1990 (before the crisis). Yet, the unemployment rate of persons with disability has been traditionally and remarkably higher than that of non-disabled persons. Unemployment rates were low because unemployed persons were registered as pensioners and received other kinds of pensions and social benefits. This measure kept the official unemployment rate low. As a result of several measures, including cutting social benefits and pensions, such persons are now registered as unemployed; therefore, the unemployment rate increased rapidly and remarkably over the last decade.

In the last two years, against this baseline, there have been the following new trends:

* the employment rate has radically increased;
* the unemployment rate has radically dropped;
* the activity rate has radically increased.

There are no official statistics on the effect of the above described trends on persons with disability. However, the data presented in Section 2 of this report suggests a recent upturn in the employment rate of disabled women and men.

The reasons behind the above mentioned positive employment trends are:

* The development of large scale public work programs, especially after 2013, reaching about 200,000 persons per year in 2016;
* An increasing number of Hungarians working abroad (they are included in the employment statistics, but there are only estimations of their number);[[14]](#footnote-15)
* An increasing number of new employees in the private sector: around 200,000 more employees compared with the beginning of the crisis in 2008 and 112.000 increase in one year (2015-2016);
* Lack of workers in many sectors in 2016.

In 2016 only 6% of the Labour Market Fund will be spent on active labour market measures. The public fund (formerly 50-60 billion HUF/year) for rehabilitation programs was terminated after 2011, therefore public work is more or less the only public measure for disabled persons.[[15]](#footnote-16)

Disabled persons are fairly underrepresented (if represented at all) in public work programs (due to the lack of special measures) and foreign work. Unfortunately there is no available data on the number of disabled persons in public work.[[16]](#footnote-17)

## Education

The 2011 Census[[17]](#footnote-18) points out that the average ratio of students with SEN (5.5%) in public education is around the national average ratio of disabled people in the population. However, it is also apparent that there are 2.4 times more SEN students at the primary and lower secondary level than in the upper secondary. Almost half of the students with SEN in upper secondary education have severe learning disability, and 27% of them have mild intellectual disability, their share in primary and lower secondary education is 40% and 26%. Also, the ratio of SEN students repeating a year is much higher at the primary and lower secondary than in the upper secondary level.

This suggests that dropping out of education is a serious issue among the disabled. While in normal programs the average ratio of students repeating a year is between 1-3%, programs for SEN students all have an above 5% probability of repetition, with over 20% of students in their first year repeating the year.

The number of SEN students integrated in mainstream classes has grown with an average of 3.2% in the last four years, while the number of SEN students in public education has grown with 1.2% from year to year in the same period. This suggest a positive trend, although it doesn’t say anything about the quality of integration.

EU SILC data above in this report shows participation in tertiary education. The EU 2020 target for 30-34–year-olds completing third level education is at least 40%. The Hungarian target is 30.3%. While this target number cannot be tested for the disabled population with the available data, it is indicative to compare the ratio of disabled people with tertiary level education with the total population. Around 17% of people had at least one tertiary degree in 2011, while the corresponding figure for the disabled population is 9%. While this is a major improvement from the 5.2% level in 2001, there is still a substantial gap in the level of education between the disabled and the non-disabled.

## Poverty and social inclusion

Disabled people’s poverty rate, for both national and international comparisons, has been worsened by the cuts in disability cash benefits and pensions after 2011. Consequently the overall household poverty risk is significantly higher than the EU average. In addition the increase in poverty risk is rising much faster than for the general Hungarian population.

As for household poverty risk: low work intensity and material deprivation are much more serious causes of household poverty than for the EU average. In contrast, low income (after social transfers) is less serious, than for the EU average.

There is no real difference between the various risk factors of poverty, since the difference between the Hungarian data and EU average is the same (the Hungarian figure is circa 8-9% higher) in all dimensions (men and women, disabled and non-disabled people etc.).

As for household poverty risk, the Hungarian figure is not lower than the EU average for people over 65 years, however, the Hungarian poverty rate is much higher between 16-64 years, especially amongst persons with disability.

Living in large institutions:

Around 100,000 persons live in institutions, and there are also 13,000 transitional living places. 65% of all these places are for elderly persons and 21% are for disabled persons. Furthermore, there are also places for persons with mental disability and homeless persons. These institutions are rather different, however, and only 2.6% of them are small community living type homes. The government strategy[[18]](#footnote-19) (for the next 30 years) resulted in applications for 7 billion forints to replace 600 persons.[[19]](#footnote-20)

There were 98 large institutions for disabled persons (with 11,000 persons) at the time of passing the strategy in 2011, and the closure of only 6[[20]](#footnote-21) of them has been started.[[21]](#footnote-22)

Reassessment of disability pensions:

In 2012 (the latest available data) 4,700 persons were excluded from disability entitlement out of 44,000 investigations. In the same period, 29,000 new applicants received such an entitlement. Therefore, more people are entering the system of disability entitlement (allowances) than the number of persons that are being excluded.[[22]](#footnote-23)

By 2015, altogether 9% of reassessed disabled persons were excluded from disability entitlement (allowances).[[23]](#footnote-24)

# Assessment of policies in place to meet the relevant headline targets

## Employment

The government’s employment policy is still based on the following two main measures, both regarding the entire population and disabled persons:

1. To cut social benefits to motivate (non-disabled and especially disabled) persons to find a job;
2. To finance very low paid public worker positions (in 2015 213.000 persons and in 2016 253.000 persons).

The 2016 National Reform Program shows a shift of resources and policies towards active labour market measures. Important tools for the creation of a supportive environment include the strengthening of active labour market policies promoting employment in the open labour market and promoting a transition from public work to the private sector by strengthening activation elements. However, the budget of active labour market measures is not yet available, and the National Reform Program does not contain efficient measures to achieve these aims.

The activation of disabled persons is served by a new measure in the NRP. The NRP includes the following point as evidence of follow-up on the 2015 CSRs (p. 26). It is the only reference to disability in the NRP: *‘The tenders of EDIOP and CCHOP, with a budget of HUF 406 billion (The Road to the Labour Market and Youth Guarantee programmes), and the tender of HDOP with a budget of HUF 10 billion aimed at labour market integration and employment rehabilitation of the disabled contribute to the Europe 2020 employment target’.* There is no available information on the implementation of this measure.

According to the 2016 NRP (p. 21): **“***The public work scheme does not replace welfare policy or active labour market tools*, it aims to be a transition from benefits to the open labour market”. In our opinion, t*he public work scheme does replace welfare policy or active labour market tools presently.*

Moreover, there is also a special public work program (see also above) for those persons, who could not participate in public work or find a job in the labour market due to their health condition, mental or physical disability. Employers will get 100% state support to cover wages, contributions and work conditions. These public employees will be employed in 6 hours per day for a maximum of 5 months and they will get only 41.000 HUF/month (circa 135 euros).[[24]](#footnote-25)

Finance for active labour market measures funded through the Labour Market Fund has decreased from 19% in 2011 to 7% in 2015 and 6.2% in 2016.[[25]](#footnote-26)

Financial incentives for employing people with disabilities include personal income tax allowances for companies. In Hungary a 5 percent rehabilitation quota system is in place.[[26]](#footnote-27) If a company has more than 20 employees (25 from 1st Jan 2012) then 5 percent of the workforce should be disabled people. If not, the company has to pay a levy called 'rehabilitációs hozzájárulás' (allowance for rehabilitation). From 2010 this amount is 964,500 HUF per employee (e.g. if they have 21 employees, and no disabled persons, they pay 5 x 964,500 HUF). If a larger company’s employees are more than 5 % disabled persons, they may be eligible to receive special certification for tax allowances.

Although the new Labour Code[[27]](#footnote-28) contains an obligation on providing reasonable accommodation, this obligation has not however had any effect on practice.[[28]](#footnote-29) Moreover, there has not been funding for the provision of reasonable accommodation at workplaces.

## Education

Neither of the two headline targets in Hungary has been met. The 10% dropout rate (rate of school leavers) was 10.5% in 2010 according to the EU official statistics, and the rate increased to 11.6%[[29]](#footnote-30) in 2015, 11.2% among women and 12% among men.[[30]](#footnote-31)

This trend is likely to continue, as the government lowered the compulsory age of schooling from age 18 to 16 in 2013. The EU-SILC data presented in Section 2 indicates that the rate for disabled people may be more than twice this rate, it is somewhere around 26%.

“”At present it is too early to evaluate the effect of major changes in education like the new Act on Public Education,[[31]](#footnote-32) the new Act on Higher Education[[32]](#footnote-33) and the ongoing overall reform of the vocational training.[[33]](#footnote-34) While the main aims of these reforms were said to be “the improvement of the quality and realisation of public education, including the decrease of early school-leaving, the improvement of its overall level, the increase of competitive labour market opportunities through the introduction of the dual vocational training and the increase of the share of those who have completed tertiary education,”[[34]](#footnote-35) the results of the actions are far from obvious. Some education economists have been arguing that the changes may well have the opposite result; namely decreasing rate of participation, increasing school dropout and lower quality of education.[[35]](#footnote-36)

It is unclear at the moment how these changes will affect participation (the drop-out rate) and other educational outcomes (e.g. level of educational attainment) of disabled people.

There is no specific measure concerning students with special education needs in vocational training in the 2016 National Reform Programme of Hungary, despite the fact that 88% of SEN students in secondary education are studying in some kind of vocational education institution. The general aim to “prevent early school leaving and to improve basic competencies in vocational training” can effect SEN students (NRP, 2016, 12.o.).

The Mid-term strategy[[36]](#footnote-37) for preventing early school leaving is explicitly aimed at disabled people, but highlights that disability as well as other personal factors (e.g. low family status or ethnicity) makes students disadvantaged compared to others and thus should be compensated for. Note that the strategy is relatively new and thus results are unlikely to show.

The Mid-term strategy for preventing early school leaving lists four priorities for preventive intervention, four counter measures and two interventions for compensating those who have already dropped out.

The four preventive measures are:

1. Making high-quality early childhood education accessible for all;
2. Development, promotion and support for new learning content, tools and methods fostering individual differentiation;
3. Ensuring a flexible, interoperable learning routes, especially in secondary education;
4. Teacher training and professional development of teachers.

The four counter measures:

1. Early-warning systems in schools;
2. Individual needs-driven “whole school” approach, and adequate professional support capacity;
3. Complex support programs (back to school programs);
4. Extracurricular activities throughout the school day.

And the two compensating measures are:

1. Second Chance program offers development and capacity-building;
2. Youth Guarantee initiative.

Within the implementation framework of the strategy against students dropping out of school early without a qualification, support for institutions endangered by students dropping out of school early and an increase in public education institutions’ capacity to compensate for disadvantages are a focus in 2016.

The 2016 National Reform Program states that “The proposal for the detailed rules of the dropout warning and pedagogical support scheme operation has been drafted; it is expected to come into effect – depending on the consultations – in 2016. The regulation of the dropout warning and pedagogical support scheme operation covers the definition of the characteristics leading to risk of students dropping out of school early (e.g. grade repetition, skipping classes, deterioration in school marks, learners meriting special attention, etc.)” (NRP Hungary 2016, p.26.).

In April 2015, 15 Pedagogical and Educational Centers were established operating as the organisational units of the Educational Authority, 14 centers were organized on a regional basis and one focusing on nationality issues.[[37]](#footnote-38) From the spring of 2016 their tasks includes the operation of the dropout warning and pedagogical support scheme.[[38]](#footnote-39) Statistical data collected by educational institutions will create the basis of the system.[[39]](#footnote-40)

Tertiary education

The other main European headline target in education - at least 40% of 30-34–year-olds completing third level education – is also far from being achieved. However, Hungary has reached the 30.3% target it set out for 2020, the share of tertiary educated among the 30-34 years old were 34.3%[[40]](#footnote-41) in 2015. The rate is especially low for the disabled, even though they are entitled an additional 40 point (about 10% of the total available) at the tertiary entrance exams, only 7.1% of the 30-34 years old have a tertiary degree. (Note that this additional 40 points is also available for the socially disadvantaged (under 25) and for people caring their own child.)

In the National Disability Program 2015-2025[[41]](#footnote-42) increasing the share of disabled people in tertiary education is a priority, but it is far from implementation yet. It is the task of the Ministry of Human Capacities to develop measures until May 2017, including the establishment of a national network of coordinators of disability issues.[[42]](#footnote-43)

## Poverty and social inclusion

There are no specific measures on persons with disability in the 2016 NRP.

As a general strategy, Hungary intends to decrease the total number of people living in income poverty, severe material deprivation or in households with low work intensity by 20-20% by 2020. There do not appear to be any measures which would contribute to achieving such an aim in respect of persons with disability.

The process of deinstitutionalisation has been very slow since the adoption of the governmental strategy. The government strategy (for the next 30 years) has resulted in applications for only 7 billion forints to relocate 600 persons.[[43]](#footnote-44) There are 98 large institutions for disabled persons with 11,000 places, and the closure of only 6[[44]](#footnote-45) of them has been started.[[45]](#footnote-46)

Reassessment of disability pensions has been the other relevant government policy in the last few years. By 2015 altogether 9% of reassessed disabled persons were excluded from disability entitlement (allowances).[[46]](#footnote-47) In addition, public expenditure on disability allowances has been severely cut.

## Synergies between developments in the different areas

The severe tightening transformations in the system of disability pensions and benefits over the past few years has considerably decreased the social income of disabled persons. However, the employment rate of disabled persons has not increased. The increased household poverty was the direct consequence of these parallel processes.

Since the number of early school leavers is likely to increase (or to not decrease significantly) and the number of disabled students is still very low at universities (and also unlikely to increase in the short run), the education system will not contribute to increase the employment rate of disabled persons in the short term.

# Review of the European Semester from a disability perspective

## Progress on disability-specific Country Specific Recommendations (CSRs)

There are no disability-specific CSRs for Hungary.

## Progress on other CSRs from a disability perspective

1. ***Labour market integration***

*CSR No. 3:*

*“Facilitate the transition from the public works scheme to the primary labour market*

*and reinforce other active labour market policies.”*

Preamble (10)

Recent labour market developments are favourable in Hungary, with unemployment

having fallen to pre-crisis levels. Employment creation in the private sector is picking up, but the public works scheme has also contributed to reducing unemployment. The scheme is the main active labour market policy in Hungary. Its budgetary cost more than quadrupled over the last five years. However, the scheme does not seem sufficiently to improve the reintegration of participants into the open labour market. In the first half of 2015, the rate of successful exit from the scheme to regular employment was 13.1 %, but around 60 % of the participants who left it in that period returned to the scheme within 180 days. This significantly risks locking participants into the scheme, particularly low-skilled workers and people in disadvantaged regions. Although the scheme targets the long-term unemployed, the low-skilled and unemployed people living in disadvantaged areas, 47 % of participants in 2015 had secondary or tertiary education. The proportion of unemployed people involved in public works is also significant in counties with well-performing labour markets.

The recent reform of the public employment service is likely to make it less effective. The administrative complexity of the management arrangements – currently the responsibility over the public employment service is spread between four ministries –may significantly compromise effective steering and an increased result orientation.

The maximum duration of unemployment benefits (three months) is the lowest in the EU and is significantly shorter than the average time necessary to find a job.

The proportion of active labour market measures of the labour market funding – beyond public work – is falling year by year, reaching only 6% in 2016.[[47]](#footnote-48) At the same time, research papers underline,[[48]](#footnote-49) that the proportion of public workers finding a job at the open labour market is falling.

Unfortunately, there is not any data on the number of disabled persons amongst public workers, or on the number/rate of disabled persons finding a job after public work. At the very least the impact of these measures on disabled persons should be measured and analysed.

There is a new initiative in the form of a special public work program for those persons, who could not participate in public work or find a job in the labour market due to their health condition, mental or physical disability. Employers will get 100% state support to cover wages, contributions and work conditions. These public employees will be employed in 6 hours per day for a maximum of 5 months and they will get only 41,000 HUF/month (circa 135 euros).[[49]](#footnote-50) The overall budget of this program is 209 million HUF (less than 1 million euro). The very existence of this program is the recognition of the fact, that people with disability are normally excluded from public work programs due to a non regulated „health assessment” made by the employer.

1. ***Education***

*CSR No. 3:*

*„*Take measures to improve educational outcomes and to increase the participation of disadvantaged groups, in particular Roma, in inclusive mainstream education.*”*

Preamble (11)

Hungary has introduced a number of measures that aim to address low-achievement more effectively. However, important details on the implementation of these measures are not available, making it difficult to assess their potential impact. A systemic approach to promoting inclusive mainstream education has yet to be developed. The announced implementation plan for the early school leaving strategy has yet to be published. The transition between different forms and stages of education remains difficult and recent reforms in vocational education might further hinder transitions.

As discussed above the “Mid-term strategy for preventing early school leaving” aims at counteracting the declining trends in early school leaving. While the strategy itself is not focused on disability it is open to the interpretation that special education needs are a form of disadvantage and thus should be compensated for.

Disability is not a major focus in the implementation document.

1. ***Poverty and inclusion***

CSR No. 3.

*„Improve the adequacy and coverage of social assistance and unemployment benefits.”*

There has not been any change regarding unemployment benefits in the last few years. The maximum duration of unemployment benefits (three months) is still the lowest in the EU and is significantly shorter than the average time necessary to find a job.

## Assessment of disability issues in the Country Report (CR)

*Page 42.*

*„The public works scheme does not sufficiently support the reintegration of participants into the open labour market. This risks locking participants into the scheme.”*

Comment:

Although there is not any data concerning the involvement of disabled persons in these trends, we argue that these statements are especially true for disabled persons (who may lack a degree, have low mobility, lack of work experience etc.). In addition it is hard for persons with disability even to get public work, which may result in the lack of income. However, this problem has never been mentioned in any policy document.

*Page 49.*

*„The announced implementation plan for the early school leaving strategy was approved in 2015.”*

Comment:

The Hungarian translation of this sentence is very different, since it reveals, that the implementation plan has not been published yet. There is not yet any available information on the implementation plan and it should be considered as a proposal at this stage.

# Assessment of the structural funds ESIF 2014-2020 or other relevant funds in relation to disability challenges

**Experience of the 2007-2013 period**

Accessibility has been the main field of disability specific projects between 2007 and 2013. This period has been successful in terms of complex accessibility measures.[[50]](#footnote-51) EU Funds provided 18 billion forints for physical and information and communication accessibility projects (public services, public buildings and public transport). The projects made accessible 910 public institutions, 159 local governmental institutions and a total of 3,350 public services. Between 2007 and 2011 there were 1,729 applications and 682 organisations received financial support (altogether 16.6 billion forints).

Local governments were rather successful in the application process, however, state institutions had more problems, except the courts. The main reason for this difference is that public institutions, financed by the central budget, have difficulties in the application process due to their special legal positions and legal processes. Furthermore, most of the successful applicants used the services of specialists in writing applications. Therefore in the period of 2014–2020 accessibility should be supported by global grants in case of public institutions. Moreover, accessibility projects should be supplemented by new elements, which would provide training (raising awareness) for employees and also support for employing disabled persons.

**Consultation**

Although the Partnership Agreement mentions the involvement of the National Disability Council (and a few NGOs), however, I did not find any evidence, that there has been consultation with the Council on this issue. In my judgement, organisations representing disabled people were not actively and adequately involved in the process of setting up the operational programmes.[[51]](#footnote-52)

The Ministry for National Economy organised several workshops in February 2016.

In the education workshop the most important issues were the keeping of innovation capital in Hungary, the shortage of IT specialists, teacher training, opportunities for

dual training and the development of digital skills.

**Evaluation of the Partnership Agreement for the new ESIF period 2014-2020**

*Deinstitutionalisation and support for community living* is promoted by the document (p. 55, 58). However, it is happening according to a 30 year strategy. As there are about 100 institutions providing services for 11,000 persons, the process should be accelerated (plans are too moderate and slow). Specific targets and an action plan would be most helpful to speed up this process and make it more planed and transparent (which institution and when it will be affected).

*Sheltered employment* is promoted by the document (p. 55) – I would rather suggest the support of active labour market measures promoting the integration in the open labour market.

*Raising awareness* against discrimination (p. 59) – It is unclear what measures are to be taken and at what scale.

*Missing issues*: Active labour market measures to integrate disabled persons in the open labour market.

In education, disability is often combined with social or ethnic disadvantages. In most of the National Operational programmes aiming at inclusive education SEN is combined with Roma, ethnicity and disadvantaged social status. Thus numerous projects will be funded by the ESIF through the Human Resources Development Operational Programmes that address disability indirectly. The two EU 2020 headline targets will be a major focus in these programmes.

# Recommendations

* Financial resources should be shifted from public work to active labour market programs;
* Special active labour market measures should be financed for persons with disability;
* Reliable statistics would be useful on the number of disabled public workers and their transition to real jobs;
* EU Funds should not be spent on any project promoting public work or large institutions;
* EU Funds should be focused on:
	+ active labour market measures;
	+ deinstitutionalisation (community living);
	+ providing reasonable accommodation in private and public workplaces.
* Accessibility should be supported by global grants in case of public institutions;
* National dialogue should be strengthened between disability organisations and government;
* Social and physical disadvantages should be separately addressed in education:
	+ decreasing early school leaving; and
	+ increasing tertiary attainment should be the aim for disabled people as well - additional focussed measures are needed on implementation.
1. Act 16 of 2011. [↑](#footnote-ref-2)
2. <http://ec.europa.eu/europe2020/pdf/targets_en.pdf>. [↑](#footnote-ref-3)
3. The document is available only in Hungarian: <http://tamogatoweb.hu/index.php/jogtar/87-jogszabalyfigyelo-2015/561-orszagos-fogyatekossagugyi-program-2015-2025>. [↑](#footnote-ref-4)
4. The document is available only in Hungarian: <http://tamogatoweb.hu/index.php/jogtar/87-jogszabalyfigyelo-2015/582-1653-2015-ix-14-korm-hatarozat>. [↑](#footnote-ref-5)
5. EUSILC UDB 2013 – version 2 of August 2015. [↑](#footnote-ref-6)
6. The SILC survey questions are contained in the Minimum European Health Module (MEHM) [http://epp.eurostat.ec.europa.eu/statistics\_explained/index.php/Glossary:Minimum\_European\_Health\_Module\_(MEHM)](http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Glossary%3AMinimum_European_Health_Module_%28MEHM%29). [↑](#footnote-ref-7)
7. EUSILC UDB 2014 – version 2 of August 2016. [↑](#footnote-ref-8)
8. The SILC survey questions are contained in the Minimum European Health Module (MEHM) [http://epp.eurostat.ec.europa.eu/statistics\_explained/index.php/Glossary:Minimum\_European\_Health\_Module\_(MEHM)](http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Glossary%3AMinimum_European_Health_Module_%28MEHM%29). [↑](#footnote-ref-9)
9. The methodology is further explained in the annual statistical reports of ANED, available at <http://www.disability-europe.net/theme/statistical-indicators>. [↑](#footnote-ref-10)
10. For the LFS AHM data see, Early school leavers <http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=hlth_de010&lang=en> and tertiary educational attainment <http://appsso.eurostat.ec.europa.eu/nui/show.do?dataset=hlth_de020&lang=en>. [↑](#footnote-ref-11)
11. Varga, Júlia; Tamás Hajdu, Zoltán Hermann and Dániel Horn (2015) A közoktatás indikátorrendszere 2015 [Public Education Indicators 2015], Budapest: MTA KRTK <http://econ.core.hu/file/download/kozoktatasi/indikatorrendszer.pdf>. [↑](#footnote-ref-12)
12. Special vocational school for SEN students:

functions as a special vocational school when it prepares for vocational exams or provides knowledge required for engaging in work and starting life to those who cannot keep pace with the other students due to their special educational needs; the number of grades is defined according to the special framework curriculum;

functions as a special vocational school for skills development when it prepares mentally retarded students for starting their life and mastering simple work processes allowing them to take up work; the number of grades is defined according to the special framework curriculum.

*(Erdős-Juhász-Garai (2013): Vocational Education and Training in Hungary, National Labour Office, pp.16-17).* [↑](#footnote-ref-13)
13. In Hungarian:

<https://www.ksh.hu/docs/hun/xftp/idoszaki/oktat/oktatas1213.pdf>.

<https://www.ksh.hu/docs/hun/xftp/idoszaki/oktat/oktatas1314.pdf>.

<https://www.ksh.hu/docs/hun/xftp/idoszaki/oktat/oktatas1415.pdf>.

<https://www.ksh.hu/docs/hun/xftp/idoszaki/oktat/oktatas1516.pdf>. [↑](#footnote-ref-14)
14. <http://www.politics.hu/20150408/more-hungarians-moving-abroad/>; <http://www.ksh.hu/statszemle_archive/2015/2015_02/2015_02_093.pdf>. [↑](#footnote-ref-15)
15. <http://feleloskoltsegvetes.com/media/2015/06/foglalkoztataspolitika.pdf>. [↑](#footnote-ref-16)
16. Cseres-Gergely Zsombor – Molnár György: *Közmunka, segélyezés, elsődleges és másodlagos munkaerőpiac* <http://www.tarki.hu/adatbank-h/kutjel/pdf/b331.pdf>; Koltai Luca: *A közfoglalkoztatottak jellemzői.* Esély Labor Egyesület, 2013, <http://www.pillangokutatas.bffd.hu/kutatas_pdf/kozfoglalkoztatottak-jellemzoi.pdf>. [↑](#footnote-ref-17)
17. <http://www.ksh.hu/nepszamlalas/fogyatekossag_sb>. [↑](#footnote-ref-18)
18. In Hungarian: [http://www.szocialisportal.hu/documents/10504/36116/Szoci%C3%A1lis+f%C3%BCzet+-+Kiv%C3%A1lt%C3%A1s.pdf](http://www.szocialisportal.hu/documents/10504/36116/Szoci%C3%A1lis%2Bf%C3%BCzet%2B-%2BKiv%C3%A1lt%C3%A1s.pdf). [↑](#footnote-ref-19)
19. <http://habitat.blog.hu/2014/08/08/intezeti_halotermet_lakasra_cserelnek>. [↑](#footnote-ref-20)
20. These places: Bélapátfalva, Berzence, Kalocsa, Mérk, Szakoly and Szentes (<http://abcug.hu/evtizedeket-kell-varniuk-fogyatekosoknak-jobb-eletre/>). [↑](#footnote-ref-21)
21. <http://abcug.hu/evtizedeket-kell-varniuk-fogyatekosoknak-jobb-eletre/>. [↑](#footnote-ref-22)
22. <http://hirkozpont.eu/index.php/nyugdij/292-rokkantnyugdij-feluelvizsgalat-feltetelei-2014-2015-valtozasok-a-rokkantnyugdijazasban-2014-utan>. [↑](#footnote-ref-23)
23. <http://hvg.hu/gazdasag/20150716_Felgyorsitana_a_kormany_a_rokkantnyugdija>. [↑](#footnote-ref-24)
24. Government Decree No. 125/2016, available in Hungarian at: <http://net.jogtar.hu/jr/gen/hjegy_doc.cgi?docid=A1600125.KOR&timeshift=fffffff4&txtreferer=00000001.TXT>. See also articles in Hungarian, for instance: <http://magyaridok.hu/gazdasag/lehetoseg-megvaltozott-munkakepeesegueknek-734653/>. [↑](#footnote-ref-25)
25. [http://kfib.hu/uploads/Civilek\_koltsegvetesrol/MSZEH\_EselyLabor\_
Kozfoglalkoztatas\_vs\_aktiv\_munkaeropiaci\_politikak.pdf](http://kfib.hu/uploads/Civilek_koltsegvetesrol/MSZEH_EselyLabor_Kozfoglalkoztatas_vs_aktiv_munkaeropiaci_politikak.pdf), p. 3. [↑](#footnote-ref-26)
26. <http://feek.pte.hu/data/2013/1230/646/ZAROTANULMANY_REHABKUT_vegso.pdf>. [↑](#footnote-ref-27)
27. <http://www.ilo.org/dyn/travail/docs/2557/Labour%20Code.pdf>. [↑](#footnote-ref-28)
28. Halmos, Szilvia: *Requirement of reasonable accommodation under Hungarian employment law.* (in English) Hungarian Labour Law E-Journal, hllj.hu 1/2014: 15-38. [↑](#footnote-ref-29)
29. Definition of early school leavers: People aged 18-24 who have only lower secondary education or less and are no longer in education or training. [↑](#footnote-ref-30)
30. Central Statistical Office, 2016 [https://www.ksh.hu/docs/hun/xftp/idoszaki/oktat/oktatas1516.pdf](https://www.ksh.hu/docs/hun/xftp/idoszaki/oktat/oktatas1516.pdf%20). [↑](#footnote-ref-31)
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32. In Hungarian: <http://net.jogtar.hu/jr/gen/hjegy_doc.cgi?docid=A1100204.TV>. [↑](#footnote-ref-33)
33. Act LXVI of 2015. [↑](#footnote-ref-34)
34. NRP Hungary, 2015 p27. [↑](#footnote-ref-35)
35. Hajdu, Tamás, Zoltán Hermann, Dániel Horn,Gábor Kertesi, Gábor Kézdi, János Köllő and Júlia Varga (2015) Az érettségi védelmében [In defense of the maturity exam], Budapest Working Papers Series, MTA KRTK <http://www.econ.core.hu/file/download/bwp/bwp1501.pdf>. [↑](#footnote-ref-36)
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38. Act CXC. of 2011. 19. § (2). [↑](#footnote-ref-39)
39. Act CXC. of 2011. 41. § (1). [↑](#footnote-ref-40)
40. Eurostat: <http://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>. [↑](#footnote-ref-41)
41. P.R. 15/2015. (IV. 7.): <http://mkogy.jogtar.hu/?page=show&docid=a15h0015.OGY>. [↑](#footnote-ref-42)
42. Government Decision 1653/2015. (IX. 14.) 3.10 <http://aosz.hu/wp-content/uploads/2015/10/OFP-IT.pdf>. [↑](#footnote-ref-43)
43. <http://habitat.blog.hu/2014/08/08/intezeti_halotermet_lakasra_cserelnek>. [↑](#footnote-ref-44)
44. These places: Bélapátfalva, Berzence, Kalocsa, Mérk, Szakoly and Szentes (<http://abcug.hu/evtizedeket-kell-varniuk-fogyatekosoknak-jobb-eletre/>). [↑](#footnote-ref-45)
45. <http://abcug.hu/evtizedeket-kell-varniuk-fogyatekosoknak-jobb-eletre/>. [↑](#footnote-ref-46)
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47. [http://kfib.hu/uploads/Civilek\_koltsegvetesrol/
MSZEH\_EselyLabor\_Kozfoglalkoztatas\_vs\_aktiv\_munkaeropiaci\_politikak.pdf](http://kfib.hu/uploads/Civilek_koltsegvetesrol/MSZEH_EselyLabor_Kozfoglalkoztatas_vs_aktiv_munkaeropiaci_politikak.pdf), p. 3. [↑](#footnote-ref-48)
48. [http://www.parlament.hu/documents/126660/133966/
MTA+KRTK+KTI+A+munkaer%C5%91piac+perem%C3%A9n+l%C3%A9v%C5%91k+%C3%A9s+a+k%C3%B6lts%C3%A9gvet%C3%A9s+jav%C3%ADtott.pdf/ba01c982-873e-416c-8b7f-c6684fe55db8](http://www.parlament.hu/documents/126660/133966/MTA%2BKRTK%2BKTI%2BA%2Bmunkaer%C5%91piac%2Bperem%C3%A9n%2Bl%C3%A9v%C5%91k%2B%C3%A9s%2Ba%2Bk%C3%B6lts%C3%A9gvet%C3%A9s%2Bjav%C3%ADtott.pdf/ba01c982-873e-416c-8b7f-c6684fe55db8); <http://www.tarki.hu/adatbank-h/kutjel/pdf/b331.pdf>; <http://www.regscience.hu:8080/jspui/handle/11155/730>. [↑](#footnote-ref-49)
49. Government Decree No. 125/2016, available in Hungarian at: <http://net.jogtar.hu/jr/gen/hjegy_doc.cgi?docid=A1600125.KOR&timeshift=fffffff4&txtreferer=00000001.TXT>. See also articles in Hungarian, for instance: <http://magyaridok.hu/gazdasag/lehetoseg-megvaltozott-munkakepeesegueknek-734653/>. [↑](#footnote-ref-50)
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51. <http://palyazat.gov.hu/2014_2020_as_operativ_programok_tarsadalmi_egyeztetese>. [↑](#footnote-ref-52)