

Employment initiatives supporting 25+ NEETs

COUNTRY REPORT – HUNGARY

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MILLENNIALS – TRANSNATIONAL RESEARCH
NETWORK FOR THE EVALUATION OF INITIATIVES
TARGETING 25+ NEETS’

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Project summary:

The project 'Lost Millennials' focuses on a regularly neglected group of the generation of Millennials: young people aged 25-29 neither in employment or education and training (25+ NEETs). This generation started their working life shortly after the economic crisis of 2008, perceiving uncertainty and lack of security for work and well-being, they are more likely to be inactive or in precarious jobs. The main objective of the project is to contribute to the successful integration of 25+ NEETs to the labour market through increasing knowledge on the effects of employment initiatives on 25+ NEETs, building capacity of stakeholders to perform impact studies and thus improving the quality of labour market interventions. This objective will be achieved through the creation of the transnational research network which will share know-how and good practices, the evaluations of governmental and community-based initiatives targeting 25+ NEETs, as well as the engagement of stakeholders to increase the policy-relevance of project results.

For more information, please visit our [website](#), contact us on lm.leadpartner@hetfa.hu and follow our social media ([Facebook](#), [LinkedIn](#)).

The Lost Millennials project is funded by Iceland, Liechtenstein and Norway through the EEA and Norway Grants Fund for Youth Employment.

Implemented by:



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1. Introduction

Hungary is among the countries with the lowest spending on (active) labour market programmes among the Member States: based on Eurostat data, in 2020, Hungary spent less than 1% (0.96) of its GDP on labour market policies¹, with only Romania and Latvia spending less. Additionally, most of the budget allocated for ALMPs are spent on direct job creation (public works schemes), which, evidenced by numerous research findings both in Hungary and in other countries (see the O4.4 ‘Policy country report’ for references), are the least effective tools for improving the employability of participants, especially in the case of youth. Increasing ALMP expenditure and focusing more on training and services in preference of public works schemes are regularly suggested in the country-specific recommendations made by the European Commission.

NEET rates among 25-29-year-olds are not outstandingly high in Hungary, and this cohort is rarely (if ever) the focus of policies, as our previous research (O4.4 ‘Policy country report’) has shown. Until late 2022, 25+ NEETs had been excluded from the Youth Guarantee Programme in Hungary, as the upper age limit for participation was 25. However, this age group can still face several obstacles in the labour market, including limited work experience, low level of educational attainment, care obligations (regarding young children or another family member), health issues or other barriers to employment. Consequently, it is justifiable to take stock of the programmes and initiatives that have the potential to improve the labour market situation of 25+ NEETs.

For the mapping of relevant programmes and initiatives in Hungary, we carried out extensive desktop research and relied on various Internet sources, including:

- the webpages of the National Employment Service and the OFA Nonprofit Ltd: <https://nfsz.munka.hu/> and <https://ofa.hu/>, respectively;
- the governmental webpage <https://www.palyazat.gov.hu/>, which includes all publicly announced calls for proposals regarding development programmes; and
- Google search using relevant keywords (e.g., ‘youth employment programmes’).

In our final list of initiatives, we included all programmes which

- were implemented between 2007 and 2020 (including ongoing programmes in 2020), and
- indicated that improving the labour market situation of participants was one of its goals, and
- targeted persons who were out of job, and

¹ This includes passive labour market policies (income support) as well.

- did not specifically exclude persons in the 25-29 age category (e.g., by setting an upper age limit for participation at 25 years, or a lower age limit of, say, 50 years).

2. Institutional context of initiatives and programmes

During our research, we have identified a total of 33² programmes and initiatives that could potentially affect 25+ NEETs. The title of the programmes and the entities responsible for implementation are listed in Table 1. Out of the 33, only 4 were identified as ‘initiatives’ (cells highlighted in light green in Table 1): the majority of the interventions can be considered ‘programmes’ as most of them are large-scale, extensive and complex interventions, geographically covering the whole or most of the country. The 4 interventions considered as ‘initiatives’ have been implemented by NGOs (three by Autonomia Foundation plus one by a consortium of others), had a much lesser scope and budget, and focused only on certain settlements.

As described previously in the O4.4 ‘Policy country report’, most active labour market programmes in Hungary are financed through EU grants and are implemented through the operational programmes designed for the 7-year planning periods of the EU cohesion policy framework. In the 2014-2020 programming period, three major operational programmes have been relevant:

1. The **Economic Development and Innovation Operational Programme (EDIOP;** in Hungarian: Gazdaságfejlesztési Operatív Program, **GINOP**) includes programmes funded by the European Social Fund (ESF) and the European Regional Development Fund (ERDF). Among others, the main priorities are increasing the competitiveness and productivity of SMEs, promoting research, technological development and innovation, and also to enhance the employability of the labour force in Hungary. Active labour market programmes belong under priority axes 5 (‘Employment’) and 6 (‘Competitive workforce’).

EDIOP/GINOP programmes are implemented in the convergence/less developed regions only (i.e., in 6 out of the 7 NUTS-2 regions). In Central Hungary (the only region in Hungary that is a developed region), most EDIOP/GINOP programmes have a counterpart with basically the same content but are funded within the framework of the **Competitive Central Hungary**

² The total number of programmes depends on how one defines a ‘programme’. For example, the EFOP 1.1.2 and 1.1.3 are considered as different programmes (they have separate independent budgets), but both can be viewed as the continuation of the TÁMOP 5.3.1-B programme. All three of these programmes are labelled as ‘Nő az esély’ or ‘Growing / Women’s Chances’. Also, many GINOP programmes have a counterpart for the Central Hungary region (financed by the VEKOP) with basically the same content; it is up to the researcher whether they consider these as separate programmes. For the sake of simplicity, we have taken them for separate programmes.

Operational Programme (Versenyképes Közép-Magyarország Operatív Program; CCHOP/VEKOP).

2. The **EFOP** or **HRDOP** (Emberi Erőforrás Fejlesztési Operatív Program / **Human Resource Development Operational Programme**) includes programmes that aim to enhance human capital and to increase (quality) employment. Most programmes in the field of education policy belong under the EFOP/HRDOP, as well as programmes targeting disadvantaged groups (e.g., programmes against the segregation of Roma), and there are also some employment programmes that are not implemented by the National Employment Service. The EFOP/HRDOP is financed by ESF and ERDF.
3. **The Territorial and Settlement Development Operational Programme** (Terület- és Településfejlesztési Operatív Program; **TOP / TSDOP**) aims to support regional, decentralised economic development and an increase in employment based on local resources. Like the previous operational programmes, this one is also financed by ESF and ERDF.

During the 2007-2013 planning period, the most relevant operational programme was the **Social Infrastructure Operational Programme** (Társadalmi Megújulás Operatív Program; **TÁMOP/SIOP**). TÁMOP programmes aimed at increasing labour market participation by developing the education infrastructure, employment services, health care system and the social services. Most active labour market programmes were also implemented in the framework of the TÁMOP operational programme.

1. Table: Programmes and initiatives identified

Title in Hungarian / English	Implemented by	Webpage
GINOP / EDIOP programmes, 2014-2020		
GINOP 5.1.1-15 / VEKOP 8.1.1-15 Út a Munkaerőpiacra EDIOP 5.1.1-15 / CCHOP 8.1.1-15 Road to Work	National Employment Service	https://nfsz.munka.hu/cikk/38/Ut_a_munkaeropiacra_GINOP_51115201500001_munkaeropiaci_program_ismertetes_e
GINOP 6.1.1-15 – Alacsony képzettségűek és közfoglalkoztatottak képzése EDIOP 6.1.1-15 – Training for jobseekers with a low level of educational attainment and public works participants	National Institute of Vocational and Adult Education (NIVE)	http://ginop611.hu/
GINOP 5.1.5-16 / VEKOP 8.1.2-16 – Nem állami szervezetek munkaerő-piaci szolgáltatásainak támogatása	National Employment Service	

EDIOP 5.1.5-16 /CCHOP 8.1.2-16 – Supporting Labour Market Service Delivery by Non-governmental Organisations		
GINOP 5.3.13-20 – Kisgyermeket nevelő szülők képzésének elősegítése, ösztöndíja és elhelyezkedésük támogatása EDIOP 5.3.-13-20 – Trainings, scholarships and re-employment support of parents raising young children	Hungarian State Treasury + OFA Nonprofit Ltd. + Kincsinfó	https://ofa.hu/hu/kisgyermek-et-nevelo-szulok-kepzesenek-elosegitese-osztondija-es-elhelyezkedesuk-tamogatasa-program-ginop-5313-20-2020-00001-
GINOP 5.3.10-VEKOP-17 Strukturális változásokhoz való alkalmazkodás segítése EDIOP 5.3.10-CCHOP-17 Supporting Adaptation to Structural Changes	National Employment Service	https://nfsz.munka.hu/cikk/100/A-Strukturalis-valtozasokhoz-valo-alkalmazkodas-segitese-GINOP5310VEKOP17201700001-munkaeropiaci-program
GINOP 5.1.9-17 Álláskereső és fiatalok vállalkozóvá válásának ösztönzése - képzés és mentorálás EDIOP 5.1.9-17 Supporting entrepreneurship among youth and jobseekers – training and mentoring	Hungarian State Treasury	https://www.ginop519.hu/
GINOP 5.2.7-18 Fiatalok vállalkozóvá válása (convergence regions) + Vállalkozó Start (Central Hungary) EDIOP 5.2.7-18 Supporting youth entrepreneurship + Entrepreneurship Start	Hungarian State Treasury (less developed regions) OFA Nonprofit Ltd. (Central Hungary)	convergence regions: https://www.ginop519.hu/ginop-5-2-7-18-fiatalok Central Hungary: https://www.ginop519.hu/vallalkozo-start-program
GINOP 1.1.2-VEKOP-17 KKV szektor hatékonyságának növelése pénzügyi ismeretek fejlesztése, vállalkozói mentorálás biztosítása révén / Országos Mentorprogram EDIOP 1.1.2-CCHOP-17 Increasing efficiency in the SME sector through financial skills development and mentoring entrepreneurs / National Mentorship Programme	Hungarian Chamber of Commerce and Industry, Ministry for Innovation and Technology, SEED Foundation	https://www.vallalkozztudatosan.hu/
GINOP 5.1.3-16 & 5.1.7-17 Társadalmi célú vállalkozások ösztönzése EDIOP 5.1.3-16 & 5.1.7-17 Promoting social entrepreneurship	OFA Nonprofit Ltd. & IFKA Public Benefit Non-profit Limited Company for the Development of the Industry	https://piactars.hu/
GINOP 5.1.4-17 Transzítfoglalkoztatási programok támogatása EDIOP 5.1.4-17 Supporting transition to employment	OFA Nonprofit Ltd.	https://ofa.hu/hu/transzit-monitor-program
TOP/TSDOP programmes, 2014-2020		
TOP 5.1.1-15 & 5.1.1-16 Megyei szintű foglalkoztatási megállapodások,	County-level Local Governments	

foglalkoztatási-gazdaságfejlesztési együttműködések TSDOP 5.1.1-15 & 5.1.1-16 County-level employment pacts, cooperation for employment and economic development		
TOP 5.1.2-15 & 5.1.2-16 Helyi foglalkoztatási együttműködések TSDOP 5.1.2-15 & 5.1.2-16 Local-level cooperation for employment	local governments	
TOP 6.8.2-15 & 6.8.2-16 Helyi foglalkoztatási együttműködések a megyei jogú város területén és várostérségében TSDOP 6.8.2-15 & 6.8.2-16 Local-level cooperation for employment in cities with county rights and their agglomeration	local governments (cities with county rights)	
EFOP/HRDOP programmes, 2014-2020		
EFOP 1.1.2-16 & EFOP 1.1.3-17 Nő az esély HRDOP 1.1.2-16 & HRDOP 1.1.3-17 Growing / Women's Opportunities	Directorate-General for Social Affairs and Child Protection (SZGYF)	
EFOP 1.1.1-15 Megváltozott munkaképességű emberek támogatása HRDOP 1.1.1-15 Supporting disabled persons	Hungarian State Treasury & Margit Slachta National Institute for Social Policy	https://nszi.hu/efop-111-15-2015-00001
EFOP 1.1.6-17 Megváltozott munkaképességű személyek csoportos és egyéni foglalkoztatásának elősegítése HRDOP 1.1.6-17 Supporting disabled persons in employment		
EFOP 1.11.1-17 Kísérleti programok a szociális gazdaság erősítése és a leghátrányosabb helyzetű csoportok elhelyezkedése érdekében non-profit szervezetek és vállalkozások együttműködése révén HRDOP 1.11.1-17 Experimental programmes for strengthening the social economy and the employment of the most disadvantaged groups through cooperation among NGOs and enterprises		
Other 2014-2020		
Közfoglalkoztatás Public works programme	National Employment Service	https://kozfoglalkoztatatas.kormany.hu/information-on-the-current-status-of-public-work-scheme-pws-in-hungary
Fókusz program Focus programme	OFA Nonprofit Ltd.	https://ofa.hu/hu/fokusz

Integrom	Autonomia Foundation	http://autonomia.hu/en/programok/integrom-program/ http://integrom.hu/media/
HRom / Bridge to Business	Autonomia Foundation	http://autonomia.hu/en/programok/hrom/
Startvonal / Startline	Autonomia Foundation	http://autonomia.hu/en/programok/kompetenciafejleszt-es-munkaeropiaci-integracio-szakkepzo-intezmenyek-munkaadok-es-fiatalok-egyuttmukodeseben/
Incorpora	five NGOs (Maltese Care Foundation, Diversity Foundation, Centre for Single Parents, Impact Hub Budapest, Shelter Foundation)	https://www.incorpora-halozat.com/
TÁMOP / SIOP programmes, 2007-2013		
TÁMOP 1.1.1-08 Megváltozott munkaképességű emberek rehabilitációjának és foglalkoztatásának segítése SIOP 1.1.1-08 Supporting rehabilitation and employment of disabled persons	National Employment Service	
TÁMOP 1.1.2-07/1 & 1.1.2-11/1 & 1.1.4-11/1/KMR A hátrányos helyzetűek foglalkoztathatóságának javítása SROP 1.1.2-07/1 & 1.1.2-11/1 & 1.1.4-11/1/KMR Improving the employability of disadvantaged persons	National Employment Service	
TÁMOP 1.1.3 – Út a munka világába SROP 1.1.3 Road to Work	National Employment Service	
TÁMOP 2.1.1 Lépj Egyet Előre! SROP 2.1.1 One Step Ahead!	National Employment Service	
TÁMOP 2.4.3 Atipikus foglalkoztatási formák támogatása SIOP 2.4.3 Supporting atypical employment / Development of the social economy	OFA Nonprofit Ltd.	
TÁMOP 1.4.3-12 Innovatív kísérleti, foglalkoztatási programok SIOP 1.4.3-12 Innovative experimental employment programmes	National Employment Service	
TÁMOP 5.3.1/B Nő az esély - Roma emberek képzésbe ágyazott foglalkoztatása a szociális és gyermekjóléti ellátórendszerben SIOP 5.3.1-B Growing/Women's Opportunities – Training and Employment for Roma Persons in the Social and Child Welfare Sectors	National Roma Self-Government & Türr István Training and Research Centre	

Source:

3. Focus of initiatives/programmes

3.1 Typology of initiatives/programmes and their supported activities

Based on the supported activities, the programmes/initiatives can be classified into 5 types:

- **‘Complex programmes’**: these programmes typically cover several active measures, including trainings, wage subsidies, start-up subsidies, the reimbursement of commuting costs, mentoring and labour market services (including job search assistance and various counselling sessions). The target group is usually disadvantaged jobseekers and/or those outside the labour market (inactive persons).
 - An example would be the GINOP 5.1.1 (which is the largest-scale programme within the 2014-2020 planning period), the three TOP/TSDOP programmes, or the TÁMOP/SIOP programmes 1.1.1, 1.1.2, 1.1.3 and 1.1.4 in the 2007-2013 period.
- **Entrepreneurship programmes for youth**: these target specifically youth (up to 30 or 35) and offer start-up subsidies (non-refundable grants for capital investment and self-employment for a limited period), mentoring, and sometimes further measures or services as well (counselling, trainings etc.).
 - For example, the GINOP 5.1.9, 5.2.7 or 1.1.2 are youth entrepreneurship programmes.
 - Note that start-up subsidies are usually also available within the ‘complex programmes’ category.
- **Programmes focusing on training**: these programmes usually focus on trainings aiming at acquiring a vocational qualification. They are often targeted at disadvantaged/lowly educated unemployed persons, or those without a vocational degree. Usually, mentoring is provided along with the trainings.
 - Examples are the GINOP 6.1.1, 5.3.13 (targeting young mothers), 5.1.4, or TÁMOP 2.1.1.
 - Note that trainings are also available within the ‘complex programmes’ category.
- **Programmes for social entrepreneurship**: these programmes aim to support the social economy by offering grants for social enterprises and social cooperatives. The subsidies must be spent on direct job creation (and, optionally, on trainings or various services) for vulnerable workers. Most of the supported social enterprises and cooperatives operate in rural areas in disadvantaged regions.
 - The GINOP 5.1.3, 5.1.7, EFOP 1.11.1, the Focus Programme, or the TÁMOP 2.4.3 and 1.4.3 belong to this category.
 - *Public works schemes* financed from the central budget and run by municipalities and other public bodies are also direct job creation programmes; however, they lack the personalised approach of social entrepreneurship programmes as they are large-scale,

and no personalised trainings or services are available for participants. Public works participants also receive lower wages than the minimum wage, and their work contract has to be renewed annually.

- **Other:** other programmes that cannot be classified into either of the above categories.
 - For example, the small-scale programmes run by Autonomia and other NGOs, or the Growing / Women's Chances programme.

3.2 Geographic coverage of NEETs support

As the rules for EU-funding is different in developed and less developed regions (for example, only less developed regions can receive support from the Cohesion Fund), some EU-financed programmes only cover the less developed regions; it is the case with most GINOP/EDIOP and EFOP/HRDOP programmes. In Hungary, six out of the seven NUTS-2 regions count as less developed regions, and only Central Hungary (consisting of Budapest and its surrounding area) is considered a developed region. There is a separate operational programme for the development of Central Hungary called 'Competitive Central Hungary Operational Programme' (VEKOP/CCHOP); many (albeit not all) GINOP/EDIOP programmes have a VEKOP/CCHOP counterpart with the same content, the only differences being the name of the programme and the source of funding. Considering this, almost all relevant programmes cover the whole country. However, there are some initiatives/programmes (namely, the 'Growing / Women's Chances' programme or the three initiatives run by Autonomia Foundation) that limit their focus specifically on disadvantaged, peripheral settlements.

4. Financial aspects of initiatives and programmes

As described previously in Section 3.1, most programmes in Hungary are financed through EU-grants and are part of an operational programme (OP). All of these OPs are co-funded by the ESF, the ERDF and, to a lesser extent, the Hungarian national budget. Most of the programmes relevant from our study's point of view are funded by ESF.

Table 2 lists the interventions by total budget, in decreasing order. The budget allocated for public works schemes is set annually by the government; it was 293,700,132.17 EUR for the year 2021 and had been set in a similar order of magnitude (although there has been a continuous decrease in funding since 2016) in the last few years. As all the other programmes presented in Table 2 have budgets spread for several years, this makes public works schemes as the most expansive ALMP in Hungary affecting 25+ NEETs.

The programme with the second largest budget was the GINOP 5.1.1, a large-scale complex ALMP offering various active measures and services and targeting disadvantaged jobseekers. Next, the TÁMOP

1.1.2 – implemented during the 2007-2013 planning period – had a very similar content to the GINOP 5.1.1. Most EFOP programmes had a relatively tighter budget, and there have been some smaller-scope GINOP programmes as well.

2. Table: Programmes by total budget and source of funding

Title of the programme	Financial allocation of the initiative/programme in total (EUR) ³	Major funding source
public works schemes	293,700,132.17 (budget set only for the year 2021)	national budget
GINOP 5.1.1	598,316,119.24	ESF
TÁMOP 1.1.2	402,446,185.18	ESF
TÁMOP 1.4.3	109,403,299.23	ESF
GINOP 6.1.1	86,701,062.22	ESF
TOP 5.1.2	84,273,968.56	ESF+ERDF
GINOP 5.2.7	76,557,834.45	ESF
GINOP 5.3.10	72,563,494.64	ESF
TOP 6.8.2	72,369,500.56	ESF+ERDF
TOP 5.1.1	67,204,776.79	ESF+ERDF
EFOP 1.1.1	41,522,577.83	ESF
TÁMOP 1.1.1	39,778,990.65	ESF
TÁMOP 2.4.3	29,528,019.48	ESF
TÁMOP 2.1.1	26,102,599.25	ESF
EFOP 1.1.2	21,102,412.75	ESF
TÁMOP 1.1.3	18,356,258.26	ESF
GINOP 5.1.7	17,878,905.23	ESF
GINOP 5.1.3	17,787,963.92	ESF
TÁMOP 1.1.4	17,132,507.71	ESF
GINOP 5.1.9	14,617,448.97	ESF
GINOP 5.1.5	13,526,397.51	ESF
GINOP 1.1.2	8,933,379.02	ESF
GINOP 5.3.13	7,342,503.30	ESF
GINOP 5.1.4	6,149,224.30	ESF
EFOP 1.1.3	3,987,822.70	ESF
TÁMOP 5.3.1-B	3,250,273.75	ESF
EFOP 1.1.6	2,722,888.57	ESF
EFOP 1.11.1	1,904,533.90	ESF
Hrom / Bridge to Business	353,908.00	DG EMPL

³ Official expenditure data was given in Hungarian Forint. For calculating the amount spent/planned on the initiatives in Euro, we applied a HUF/EUR exchange rate of 408.58, valid on 14 July 2022.

Startvonal / Startline	no data	EEA and Norway Grants Fund for Youth Employment & Velux Foundation
Integrom	no data	Open Society Foundation, Hungarian Telekom, Boston Consulting Group
Incorpora	no data	ERSTE Foundation, La Caixa Foundation
Focus Programme	no data	national budget

Source: https://www.palyazat.gov.hu/tamogatott_projektkereso

Unfortunately, we were not able to determine to what extent the budget was allocated for 25+ NEETs. Neither of the programmes focused on 25+ NEETs only, and there were no separate budget set for them, either.

5. Implementation of initiatives and programmes

5.1 Project implementers

The majority of the programmes/initiatives were implemented by public bodies. During the 2007-2013 period, it was the National Employment Service who implemented most ALMPs (generally within the framework of the TÁMOP operational programme).

The first (and largest in scope) ALMPs within the 2014-2020 planning period – namely, the GINOP 5.1.1, 6.1.1 and the three TOP programmes – started in 2015. In the second half of the planning period (2018-2020), the programmes that had been launched usually were of lesser scope in terms of funding and/or number of participants – the exception being the GINOP 5.3.10, which was a larger programme: it was initially launched in 2018 as a smaller-scale programme for the purpose of tackling mass lay-offs with the help of trainings and labour market services, but was later extended to incorporate measures for those affected by the COVID-19 crisis by offering wage subsidies (a variation of the German Kurzarbeit or short-time work scheme).

These major programmes have been implemented by the National Employment Service. Public works schemes are implemented by municipalities and other public bodies (e.g., national parks, water management authorities etc.), with the Ministry of Interior being responsible for coordination, and recruitment and registration are done by the National Employment Service (as only registered jobseekers can be public works participants). Some of the programmes were (co-)implemented by the Hungarian State Treasury: these are mainly programmes that included cash transfers for participants (reimbursement for training costs, start-up grants, wage subsidies), and the administration of payments was done by the Treasury. Other programmes – the social entrepreneurship programmes and a few others – belonged to the responsibility of the OFA Nonprofit Ltd., which is a publicly owned public benefit organisation for promoting employment. The Growing / Women’s Chances programmes have been

implemented by the Directorate-General for Social Affairs and Child Protection and its predecessor, the Túrr István Training and Research Centre; recruitment into the programme was the responsibility of the National Roma Self-government in first phase of the programme.

Finally, we included four initiatives that have been implemented by NGOs – the Autonomia Foundation was responsible for three of them, and the fourth one, Incorpora, was implemented by a consortium of NGOs. We have to note here that it is possible that there have been other small-scale, local initiatives that we have failed to detect during our search. These uncovered initiatives might be projects funded by local governments (there are more than 3,000 settlements in Hungary, each with an own local government), or by various NGOs or foundations, and are usually present only locally (focusing on 1-2 settlements).

3. Table: Programmes by implementer and time period

Name/Code	Name in English	Time period	Implemented by
public works schemes	public works schemes	every year	municipalities, other public bodies (recruitment: National Employment Service)
TÁMOP 2.1.1	One Step Ahead	September 2007 – November 2009	National Employment Service
TÁMOP 1.1.2	Improving the employability of disadvantaged persons I	January 2008 – December 2013	National Employment Service
TÁMOP 1.1.4	Improving the employability of disadvantaged persons II	January 2008 – December 2013	National Employment Service
TÁMOP 1.1.1	Supporting rehabilitation and employment of disabled persons	March 2008 – February 2013	National Employment Service
TÁMOP 1.1.3	Road to Work	November 2009 – October 2011	National Employment Service
TÁMOP 2.4.3	Supporting atypical employment / Development of the social economy	2010-2015	social enterprises/cooperatives
TÁMOP 5.3.1-B	Growing / Women's Opportunities I	July 2012 – November 2015	National Roma Self-Government & Túrr István Training and Research Centre
TÁMOP 1.4.3	Innovative experimental employment programmes	August 2012 - ?	social enterprises/cooperatives
Integrom	Integrom	January 2014 – December 2016	Autonomia Foundation
TOP 5.1.1	County-level employment pacts, cooperation for employment and economic development	2015-2020	National Employment Service

TOP 5.1.2	Local-level cooperation for employment	2015-2020	National Employment Service
TOP 6.8.2	Local-level cooperation for employment in cities with county rights and their agglomeration	2015-2020	National Employment Service
GINOP 6.1.1	Training for jobseekers with a low level of educational attainment and public works participants	January 2015 – October 2021	National Institute of Vocational and Adult Education (NIVE)
GINOP 5.1.1	Road to Work	September 2015 – October 2021	National Employment Service
EFOP 1.1.1	Supporting disabled persons	December 2015 – June 2022	Hungarian State Treasury & Margit Slachta National Institute for Social Policy
Focus Programme	Focus Programme	June 2016-?	OFA Nonprofit Ltd.
HRom / Bridge to Business	HRom / Bridge to Business	October 2016-September 2019	Autonomia Foundation
Incorpora	Incorpora	2016 - ongoing	NGOs
GINOP 5.1.5	Supporting Labour Market Service Delivery by Non-governmental Organisations	2017 – August 2021	NGOs (service providers)
GINOP 5.1.3	Promoting social entrepreneurships I.	2017-2019	OFA Nonprofit Ltd. & IFKA Public Benefit Non-profit Limited Company for the Development of the Industry
EFOP 1.1.2	Growing / Women's Opportunities II	2017-2020	Directorate-General for Social Affairs and Child Protection (SZGYF)
EFOP 1.1.3	Growing / Women's Opportunities III	2017-2020	Directorate-General for Social Affairs and Child Protection (SZGYF)
GINOP 5.1.4	Supporting transition to employment	2017-2022	OFA Nonprofit Ltd.
GINOP 5.1.9	Supporting entrepreneurship among youth and jobseekers – training and mentoring	2017-2022	Hungarian State Treasury
EFOP 1.1.6	Supporting disabled persons in employment	December 2017 – January 2019	NGOs and firms as employers
GINOP 5.1.7	Promoting social entrepreneurships II.	2018-2021	OFA Nonprofit Ltd. & IFKA Public Benefit Non-profit Limited Company for the Development of the Industry
GINOP 5.2.7	Supporting youth entrepreneurship	2018-2022	Hungarian State Treasury & OFA Nonprofit Ltd.

GINOP 5.3.10	Supporting Adaptation to Structural Changes	January 2018- October 2022	National Employment Service
GINOP 1.1.2	National Mentorship Programme	April 2018 – October 2020	Hungarian Chamber of Commerce and Industry, Ministry for Innovation and Technology, SEED Foundation
Startvonal / Startline	Startvonal / Startline	December 2019 – 2023 (expected)	Autonomia Foundation
GINOP 5.3.13	Trainings, scholarships and re-employment support for parents raising young children	October 2020 - December 2022	Hungarian State Treasury & OFA Nonprofit Ltd.
EFOP 1.11.1	Experimental programmes for strengthening the social economy and the employment of the most disadvantaged groups through cooperation among NGOs and enterprises	2020-2021	social enterprises/cooperatives

Source: calls for proposals and webpages of the institutions responsible for implementation.

5.2 Target groups of NEETs

Examining the relevant programmes/initiatives, it becomes clear that neither of the programmes/initiatives explicitly target (25+) NEETs.⁴ However, there are some programmes that **specifically targeted young (wish-to-be) entrepreneurs** – for example, the GINOP 1.1.2 (National Mentorship Programme) aimed to support young entrepreneurs below 35 (and female entrepreneurs without an age limit), as well as the GINOP 5.1.9 and 5.2.7 (also offering start-up subsidies and support for entrepreneurship) that set their target group as ‘youth below 30’. It was not a prerequisite to be a NEET for participation in these programmes.

The three selected programmes implemented by Autonomia – HRom, Integrom and Startline –targeted **young (Romani) people who had difficulties in the labour market** – may it be joblessness, workplace discrimination, precarious jobs or a job not suited to their qualifications/needs. The Integrom set the upper age limit for participation at 35; the other two initiatives did not specify an age limit and targeted ‘youth’ or ‘young Roma’ in general.

The majority of the programmes implemented under the framework of the GINOP, TOP, EFOP and TÁMOP operational programmes, as well as the Incorpora initiative, targeted **‘disadvantaged**

⁴ The GINOP/EDIOP 2.1.1 – the Youth Guarantee Programme – and other related programmes (e.g., the GINOP 5.2.4 or 5.2.5 internship programmes) were not included in our list of initiatives since they targeted young jobseekers and NEETs under 25 years of age.

jobseekers' or those outside the labour force. According to the Employment Act (Act IV of 1991 on Employment Promotion and Jobseekers' Allowances) and the 100/2021. (II. 27.) Government Decree, a disadvantaged jobseeker is defined as a registered jobseeker who satisfies at least one of the following conditions:

- having *at most primary level of educational attainment* (completed 8 grades of schooling or less);
- below 25 years old or above 50 years old;
- registered jobseekers for at least 6 months;
- *single parents* with dependant(s);
- *parents of young children* (those who received parental benefits in the previous 12 months);
- *new entrants to the labour market* (those who finished their education in the previous 2 years and do not have previous employment records; this applies to those below 30 years of age in case of tertiary education and to those below 25 in case of secondary education or below); or
- have been incarcerated in the previous 12 months.

Based on this, 25+ NEETs are considered as disadvantaged jobseekers (and thus are one of the priority target groups of these programmes) if they have recently acquired their university degree and have not worked since (new entrants to the labour market). There is also a considerable overlap between parents of young children and 25+ NEETs: based on our previous research (see the 'O3.4 Report on the situation of 25+ NEETs'), a significant share of 25+ NEETs are mothers with preschool-aged children. Also, having a low level of educational attainment increases the chance of joblessness among 25-29-year-olds as well. Based on Eurostat data for 2020 and considering the 25-29 cohort, among those with the lowest level of education, the NEET rate was almost 3 times higher (49%) than among those with an upper secondary degree (17.0%) and almost 4.5 times higher than among those with tertiary education (11.1%). Conclusively, even if 25+ NEETs are not explicitly declared as a target group, targeting an ALMP at disadvantaged jobseekers and inactive persons might be a good way of reaching 25+NEETs as well.

Table 4 lists the programmes by target group. Unfortunately, we have no data on the share of 25+ NEETs among the participants. We can see that about half of the programmes concentrated on disadvantaged jobseekers (and inactive persons) in general. The programmes GINOP 6.1.1 and 5.3.10 (as well as the TÁMOP 2.1.1) had a somewhat narrower target group, as they only targeted **those with a low level of education**, and GINOP 5.3.13 targeted **young parents** (usually mothers) returning from parental leave and having a low level of educational attainment (no vocational degree). These programmes – especially the 5.3.13 – must have included a significant proportion of 25+ NEETs.

4. Table: Programmes by target group and expected number of participants

Name	Name in English	Target group	NEETs/young people	No. of participants
EFOP 1.1.1	Supporting disabled persons	disabled people	no priority	no data
EFOP 1.1.6	Supporting disabled persons in employment	disabled people	no priority	no data
TÁMOP 1.1.1	Supporting rehabilitation and employment of disabled persons	disabled people	no priority	10,911
EFOP 1.11.1	Experimental programmes for strengthening the social economy and the employment of the most disadvantaged groups through cooperation among NGOs and enterprises	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	no data
Incorpora	Incorpora	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	>700
Focus Programme	Focus Programme	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	no data
GINOP 5.1.1	Road to Work	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	204,000
GINOP 5.1.3	Promoting social entrepreneurship I.	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	1,403
GINOP 5.1.4	Supporting the transition to employment	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	no data
GINOP 5.1.7	Promoting social entrepreneurship II.	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	2,337
public works schemes	public works schemes	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	depends on year (cca. 90,000/year)
TÁMOP 1.1.2	Improving the employability of disadvantaged persons I	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	57,894

TÁMOP 1.1.3	Road to Work	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	no data
TÁMOP 1.1.4	Improving the employability of disadvantaged persons II	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	no data
TÁMOP 1.4.3	Innovative experimental employment programmes	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	no data
TÁMOP 2.4.3	Supporting atypical employment / Development of the social economy	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	3,465
TOP 5.1.1	County-level employment pacts, cooperation for employment and economic development	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	17,117
TOP 5.1.2	Local-level cooperation for employment	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	22,610
TOP 6.8.2	Local-level cooperation for employment in cities with county rights and their agglomeration	disadvantaged jobseekers/inactive persons	can be one of the priority target groups	16,637
EFOP 1.1.2	Growing / Women's Opportunities II	disadvantaged Roma women	no priority	1,011
EFOP 1.1.3	Growing / Women's Opportunities III	disadvantaged Roma women	no priority	no data
TÁMOP 5.3.1-B	Growing / Women's Opportunities I	disadvantaged Roma women	no priority	1,107
Startvonal / Startline	Startvonal / Startline	disadvantaged youth	targeted at them	no data
GINOP 5.1.5	Supporting Labour Market Service Delivery by Non-governmental Organisations	jobseekers/inactive persons	no priority	76,783
GINOP 6.1.1	Training for jobseekers with a low level of educational attainment and public works participants	lowly educated + public works participants	no priority	100,100

TÁMOP 2.1.1	One Step Ahead	lowly educated jobseekers	no priority	no data
GINOP 5.3.13	Trainings, scholarships and re-employment support of parents raising young children	unskilled mothers returning from parental leave	a significant overlap is expected	2,500
GINOP 5.3.10	Supporting Adaptation to Structural Changes	various, incl. disadvantaged jobseekers	can be one of the priority target groups	190,000
GINOP 1.1.2	National Mentorship Programme	young entrepreneurs below 35	targeted at them	500
GINOP 5.2.7	Supporting youth entrepreneurship	young jobseekers aged 18-30	targeted at them	5,764
HRom / Bridge to Business	HRom / Bridge to Business	young Roma	targeted at them	150
Integrom	Integrom	young Roma aged 18-35	targeted at them	57
GINOP 5.1.9	Supporting entrepreneurship among youth and jobseekers – training and mentoring	youth below 30 (priority) & other jobseekers	targeted at them	12,000

Source: programme calls for proposal

The three programmes labelled as ‘Growing / Women’s Opportunities’ targeted **women from the Romani minority**, who face several barriers in the labour market⁵. The programmes did not have an age limit. However, it can be assumed that the share of Roma women (young mothers) among 25+ NEETs is relatively high; therefore, ‘Growing / Women’s Opportunities’ was a programme that was particularly relevant for them.

The GINOP 5.1.5 did not limit participation to disadvantaged jobseekers. This programme offered labour market services for any jobseekers who needed them; as one of the services was career guidance, this programme was likely to be useful for young jobseekers. Finally, some of the programmes targeted the **disabled**: the EFOP 1.1.1, 1.1.6 and the older TÁMOP 1.1.1. As disability is more prevalent among older cohorts, these programmes might be more relevant for older persons; nevertheless, we included these programmes as young disabled unemployed could also participate in them.

⁵ In general, Romani people have a higher risk of poverty and social exclusion; their employment rate is lower (especially among women), participation in public works is more common, they complete fewer grades of school on average and are more likely to live in disadvantaged regions. Romani people often meet serious discrimination in the labour market in Hungary.

As for the (expected) number of participants, the largest-scope programme was, again, public works schemes (with 87,976 participants in 2021; the number of participants peaked in 2015 at 224.9 thousand), followed by the GINOP 5.1.1 (planned number of participants for the 6-year programme: 204,000), the GINOP 5.3.10 (190,000), GINOP 6.1.1 (100,100) and GINOP 5.1.5 (76,783). Programmes/initiatives with the fewest participants were the three initiatives by Autonomia, the National Mentorship programme (GINOP 1.1.2), the Incorpora initiative, and the first and second phase of the Growing/Women's Chances, each having around 1,000 or fewer participants. Note that we were not always be able to find the actual number of participants, and most numbers in Table 4 refer to the expected number of participants, specified in the calls for proposals.

6. Conclusions

Similarly to policies, 25+ NEETs are rarely the focus of labour market programmes in Hungary. Until 2022, the Hungarian Youth Guarantee programme did not include 25+ NEETs, as the upper age limit for participation was 25. Most employment programmes for those above 25 years of age are targeted at disadvantaged jobseekers or inactive persons, and a considerable share of 25+ NEETs can fall into this category. They are considered as disadvantaged if they are new entrants to the labour market, have a low level of educational attainment, or have young children and have recently returned from parental leave, and also if they are single parents, ex-offenders or long-term unemployed. There have also been programmes available for disabled jobseekers (regardless of age), which can be beneficiary for youth with health impairments. Most programmes have been complex labour market programmes and included a variety of measures (trainings, wage subsidies, start-up subsidies and various services), and there have been some entrepreneurship programmes that explicitly targeted youth under 30 or 35.

The majority of the programmes and initiatives identified have been financed by the ESF through one of the operational programmes in Hungary (namely, the GINOP/EDIOP, EFOP/HRDOP and TOP/TSDOP during the 2013-2020 planning period and the TÁMOP/SIOP during the 2007-2013 period). Most of them have been implemented by a governmental body (for example, the National Employment Service or the OFA Nonprofit Ltd.), although some of them (for example, social entrepreneurship programmes) have been realised by NGOs and/or social cooperatives. We have only identified a handful of initiatives that have been carried out outside the frameworks of operational programmes: these small-scale initiatives have been implemented by NGOs (the Autonomia Foundation and some others) and have been financed through various sources.