



FEANTSA

# **“Multiple barriers, multiple solutions: Inclusion into and through employment for people who are homeless in Europe”**

## **National Report Hungary – Annual Theme 2007**

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Compiled for FEANTSA on the basis of FEANTSA’s annual questionnaire answered by homeless service providers

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## Questionnaire Annual Theme 2007

"Multiple barriers, multiple solutions:

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### *Introduction*

Employment and occupational activities are an important element of social integration. The lack or loss of employment is often one of the trigger factors that lead to homelessness. At the same time, the (re-)integration into employment or occupational activities can play a key role in bringing a person who is homeless on a pathway out of poverty and social exclusion. It helps establishing a social network, gaining experience, improving skills, developing self esteem and moving towards financial independence. This has a positive effect on other areas of life as well, such as the mental well being of the person.

People who are homeless very often belong to the people furthest away from the labour market. They face multiple barriers in accessing employment. These obstacles are personal such as lack of work experience, mental ill health or a history of substance abuse. In addition, there are many structural barriers such as lack of affordable housing, lack of public transport, lack of training possibilities etc. Finally, people who are homeless are confronted with societal barriers such as stigmatisation, prejudices and racism.

Quality services are needed that address their multiple barriers to work in a holistic way and help people who are homeless to move towards employment or related activities. Services working in the area of employment for people who are homeless have to closely cooperate with housing, training and health services in order to provide for effective solutions.

Although many people who are homeless want to work, not everybody is ready to be integrated into regular employment on the mainstream labour market or in the social economy. Some people who are homeless need extra time and training, more flexible working hours or other forms of support also after a job has been taken up. Some, such as people who have a history of substance abuse or suffer from mental ill health, might not - even not in the long-term - be able to take up a job without personal support.

Employment for people who are homeless therefore goes beyond the (re-)integration of an individual into the mainstream labour market or into the social economy. Employment is closely linked to the active involvement of people who are homeless in all kinds of occupational activities that will develop the employability of the individual. Improving employability is the development of skills and competencies that allow a person to connect with the labour market. It includes employment schemes such as supported employment or meaningful occupation.

Focusing on employability allows measuring the positive outcomes of employment schemes for people who are homeless not only in quantitative but also qualitative terms. This has proved to be more suitable for the people that are furthest away from the labour market.

**FEANTSA members have gained a breadth of expertise in the area of employment for people who are homeless over the past years. To pool this expertise and further develop effective approaches to help people who are homeless moving towards employment, FEANTSA decided to dedicate the annual theme in 2007 to the topic "Multiple barriers, multiple solutions: Inclusion into and through employment for people who are homeless in Europe".**

FEANTSA's special focus on employment and homelessness during the course of the year 2007 is in line with the clear commitment made at EU level to bring more marginalised people into employment and to treat the phenomenon of homelessness as priority on the European anti-poverty agenda.

The following questionnaire aims to collect the necessary information from all FEANTSA members that are working in the area of employment in all Member States. This information will be the basis for the national reports and the European report on this topic.



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**Reference to ETHOS:** Over the last years, FEANTSA has developed the European Typology on Homelessness and Housing Exclusion. ETHOS classifies people experiencing homelessness into four categories: roofless, houseless, people living in inadequate housing, people living in insecure housing. When answering the questions of this questionnaire, it may be useful to refer to these categories in order to ensure clarity and comprehensiveness. For more information, see [FEANTSA Ethos Leaflet](#).

### 1. Employment profiles of people who are homeless

**What are the most common employment profiles of people who are homeless in your country?**

ETHOS: Do these profiles differ according to the ETHOS categories and/or within these categories? If available, please provide any figures on this. (See also 9.)

Gender dimension: Do profiles differ between men and women who are homeless? If yes, what is different?

- Economically inactive🔔
- Unemployed🔔
- Student/attending educational institutions
- Participation in life skills training🔔 or meaningful occupation🔔
- Participation in vocational training🔔
- Supported employment🔔
- Work in the social economy🔔
- Work on the alternative labour market🔔
- Part time employment
- Full time employment
- Temporarily employed
- Long-term job contract
- Other, please specify:



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1.1 Approximately, of the homeless people who are economically inactive, unemployed or are involved in non-paid activities, how many are actively seeking regular work on the mainstream labour market or in the social economy?

Generally the chance of being employed in the primary labour market decrease inversely proportional with the time spent in the situation of homelessness. The impairment of health condition, the obsolescence of vocational skills and work experience and the shrinking social network significantly worsen the chance of homeless people to find employment in the mainstream labour market.

In Budapest, Shelter Foundation and BMSZKI in cooperation with the Labour Centre run two Job Centres. According to the Job Centres' figures on client turnovers, approximately 30% of homeless people look for a job – more or less regularly - in the mainstream labour market. BMSZKI has been collecting data on the employment status of its service users since 2004. On the basis of the data collected in 2007 it is known that 20% of those living in the hostels of BMSZKI have a permanent and declared job. 15-20% of those having a job were employed with a job contract, 13,5% of the service users were found to have a job contract of indeterminate duration. Service users excluded from the primary labour market had to look for a job in the alternative labour market without contracts and in complete insecurity. According to the most recent data collection, 30% of the service users have worked in the alternative labour market in the recent two years. Knowing these facts it is not surprising that a considerable proportion of homeless people have to do with low income. 70% of the questioned service users live on minimum wage (~250 EUR) or even less income. Only one third of the service users managed to achieve an income level higher than the above mentioned, which is still far too little to achieve independent living.

There are no exact data available on the roofless, however it is commonly known that the majority of them live one day to another on benefits, begging and rubbish hunting.

According to the data of BMSZKI only 5-6% of service users get job search allowance as well as regular social benefit of the active aged. Due to the low rate of contracted jobs, marginalisation experienced in the labour market results in further exclusion from the social allowance system.

1.2. How easy is it for people who are homeless to gain paid employment on the mainstream labour market or in the social economy? Please include any figures/national statistics that may help to describe the situation (e.g. unemployment rate, rate of long-term unemployment etc.).

In order to study the chances for homeless people to find a job in the primary labour market it is necessary to know the labour market environment and the essential data regarding employment. According to the most recent report of the National Statistics Office regarding the period of February-April 2007 the number of the employed was 3 million and 902 thousand, while that of the unemployed was 314 thousand, which means 7,5% unemployment rate. In the observed period the employment rate of the age group 15-64 - used in international comparisons - was 56,9%, which rate actually corresponds with that of the previous year. 49,1% of the unemployed had been looking for a job for at least a year. The average duration of unemployment amounted to 17,8 months.<sup>1</sup> (Compared to the 6,1% unemployment rate in 2004 the present 7,5% rate means a significant increase.)

The large number of job seekers results a seller's market in the labour market, thus the generally low educated homeless population have even less chance to find employment in the primary labour market. In the recent years the number of the young graduates has increased, hence it often occurs that young graduates occupy positions that could be held with GCSE exam as well, high-pressuring those having GCSE to occupy positions of lower prestige.

Increasing the number of people in employment appeared in the National Action Plan for Employment (2004) as the highest priority of the national employment strategy, although there has been no progress worth mentioning according to the most recent data.



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In terms of employment the government set the following numerical targets in 2004: <sup>2</sup>

Employment rate	EU average		EU Objectives		Hungary	National Objectives	
	Actual (2003)		2005	2010	Baseline (2003)	2006	2010
	EU-15	EU-25	EU-25	EU-25			
Total	64.3	62.9	67	70	57.0	59	63
Women	56.0	55.0	57	60	50.9	53	57
Men	72.5	70.8	-	-	63.4	64	69
55+	41.7	40.2	-	50	29.0	33	37

The most important challenge is the high ratio of the inactive persons among the working-age population. As against the EU average, the employment rates of older age groups and men are particularly low. The employment of women is also lower than the EU average but in this respect the gap is smaller. <sup>3</sup>

There are significant disparities both between and within regions in terms of employment and unemployment. 2004 figures show that in the most developed regions (Central-Hungary and Western-Transdanubia), the employment rate was about 62% with an unemployment rate below 5% (in some areas there is even a shortage of skilled labour. Meanwhile, in the less developed, Eastern and Southern regions employment was hardly above 50% and the rate of unemployment was above 7% on average (in the least developed Northern-Hungary region, the unemployment rate was almost 10%). However, regional data do not properly reflect the real disparities in the labour market, which have even increased further at the level of micro-regions.<sup>4</sup>

This is the labour market environment where homeless job seekers should find a job, while their chances might be hindered by several other factors such as the disadvantages of the given settlement, their age, qualification, contingent disability or Roma origin.

## 2. Barriers to employment for people who are homeless

### What barriers to employment do people who are homeless in your country face?

ETHOS: Do these barriers differ according to the ETHOS categories (roofless, houseless, inadequate housing, insecure housing)?

Concerning certain barriers there are significant differences between the populations belonging to each conceptual category while other barriers result similar disadvantage for all the four conceptual categories. (In certain cases even for the members of the general population not covered by the ETHOS categories.)

Gender dimension: Do barriers to employment differ between men and women? If yes, what is different?

Answers given to questions 2.2-2.10 varied a lot and do not represent the majority of homeless service providers. Furthermore each conceptual category can be divided into too variegated sub-categories (e.g. there is considerable difference between the young adults temporarily living with their parents and squatters belonging to the same category). Therefore due to the little number of respondents and the wide interpretability only those answers were highlighted which were univocal or coincided with a significant majority. Some of them are mentioned below regarding barriers to employment.

**2.1 Health related barriers** to employment mainly affect the roofless and the houseless. Drug related problems in the case of the roofless and the houseless were only marked by a respondent working in the capital.

The respondents considered the health condition of people classified under ETHOS 3-4 conceptual categories much better. Drug abuse may occur among those whose come-down has started right because of drugs while alcohol addiction was considered a typical barrier of all the four conceptual categories. Misuse of various substances (such as organic solvents) is less expensive and these are mainly used by young new clients leaving state care. (Naturally each sub-category would provide the opportunity for a more accurate analysis”. For instance the young adults living temporarily with parents unable to buy affordable housing are unlikely to be characteristically hindered by the listed barriers.)

In BMSZKI nearly half of the questioned service users mentioned to have such disease that prevents them from finding employment. 12% of all the 899 respondents have already received medical treatment because of alcohol addiction, 2% due to drug addiction, while 1,2% because of drug dependence. 10% of the service users consider that their becoming homeless directly relates with their alcohol addiction.

There are detailed figures available on the health condition and the most frequent diseases of homeless people. The Medical Crisis Service of BMSZKI reported on the following major diseases in their Annual Report 2004. <sup>5</sup>

**Num.                      Diagnosis of patients visited consulting-hours of the GP**

Total number of patients: 850 persons (more diagnosis belong to each patient!)

1.	Hypertonia	466
2.	Depression	323
3.	Viral infection	239
4.	Tonsillitis	217
5.	Pain	209
6.	Lumboischialgia	207
7.	Acute bronchitis	162
8.	Flu	157
9.	Anxious personality	145
10.	Lumbago	143
11.	Epilepsy	134
12.	Pyrosis	122
13.	Influenza infection	105
14.	Ischemic heartdisease	100
15.	Chronic crural ulcer	98
16.	Cystitis acuta	96
17.	Asthma	96
18.	Alcohol related dependency	96
19.	Headache	84
20.	Gastroduodenitis	81
21.	Diabetes	81
22.	Chr. bronch. acut exacerbatio	76
23.	Diabetes mellitus with comorbidity	69
24.	Spondylosis	63
25.	GERD - Gastro Esophageal Reflux Disease	59
26.	Cardiac insufficiency	59
27.	Cardiac insufficiency (with stasis)	58
28.	COPD - chronic obstructive pulmonary disease	57
29.	Arthralgia	56

Note: Only diseases diagnosed in more than 50 cases were collected!



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Secondary diseases:

Prominently frequent organic diseases owing to the toxicity of alcohol abuse: chronic hepar disease, cirrhosis, polyneuropathy, cardiomyopathy, alcohol withdrawal syndrome, delirium, encephalopathy, organic psycho syndrome.

The incidence rate of cardiovascular diseases was reported over 80% in the sick-list of BMSZKI. The most frequent of them are hypertonia, ischemic heart disease, ASO (arteriosclerosis obliterans) atherosclerosis, infarct, aortic stenosis as well as post stroke status.

Respiratory diseases such as asthma, COPD (chronic obstructive pulmonary disease) and bbronchitis are present with different severity among those visiting the GP's consulting-hours.

Due to bad hygienic conditions infectious wounds, crural ulcer and skin diseases associated with parasites such as louse and psora are frequently diagnosed among the roofless (ETHOS 1.1., 2.1.). Frequent skin-diseases are itch and dermatopythosis, which are often exacerbated by sluttishness, ectoparasitosis, head- louse and body louse.

The consequences of falls and violence are fractures, ecchymosis, cerebral concussion, burn and freeze injuries as a result of sleeping rough in winter.

Malignant tumorous diseases:

Malignant growths such as larynx cancer, tumours of the oral cavity, bronchus cancer and lung cancer mean causes of death increasingly in the homeless population. The most probable trigger causes are the use of alcohol with precarious origin as well as smoking cigarette stubs. Among women gynaecological tumours are also frequently diagnosed.

However homeless people are not more often diagnosed with diabetes and hypertonia - which are considered as an endemic disease - than the general population.

**2.2.** Among **housing** related barriers to employment, the shortage of affordable housing as well as the retentiveness of the circumstances can be found in all ETHOS categories. Inflexible opening hours of homeless hostels, living in an economically deprived area and over crowdedness were considered as problems of somewhat less extent but yet a barrier among people under ETHOS 1 -2 categories. Lack of housing and tenant support while undertaking training or during the initial stages of employment were marked as a barrier in each ETHOS category according to all the respondents, while the lack of possibility to open a bank account was rather a barrier for the roofless and the houseless than affecting people under ETHOS categories 3-4.

**2.3.** Among barriers related to **transport**, access to public transport for the roofless was not marked as problem of financial nature, since fines can not be collected from them and they do not really have anything to lose. Affordability of transport affects worst the less vulnerable (ETHOS 3-4) who do not want to steal a ride, but can less and less afford to buy a ticket. Travelling from one settlement to another the long headway equally affects the whole population of the given settlement. Lack of driving licence and vehicle are considerable barrier to employment in each ETHOS category. Thus getting to work can cause a problem moreover, without a driving licence certain positions can not be applied for at all.

**2.4.** As for **education**, according to the majority of the respondents, the lack of basic qualifications is not considered as barriers to employment in none of the ETHOS conceptual category. According to the data of the Hungarian Red Cross in Miskolc, 95% of their service users can read and write, 50-60% of them have some secondary education (vocational training, grammar school GCSE exam).

According to a survey conducted among the service users of BMSZKI 37% of the questioned had completed their primary education, 4% hadn't completed primary education, 30% had a certificate of vocational training, while 9% of them had received a technical school certificate. Concerning gender inequalities an



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analysis of BMSZKI dated back to 2005 revealed that their women service users had considerably low education than men service users.

Concerning the education status of homeless people Shelter Foundation’s annual survey conducted on 3 February 2007 had similar findings. 6% of the respondent (3653 persons in Budapest) had uncompleted primary education, 40% completed primary education, 29% had some qualifications with completed vocational trainings, 20% had secondary education, while 3% was higher educated. There wasn’t significant difference in terms of education between people living in hostels and those living in public places.

What is rather a barrier is that the majority of those homeless people having vocational education are not able to find a job any more, because they haven’t practiced their skills for a long time and their knowledge is out of date, perhaps there is no call at all for the given expertise. (The latter may be particularly relevant for the settlements in Northern Hungary.)

The efficiency of both life skills and employment trainings are jeopardised however, if participants have to attend them by leaving from the streets or night shelters to participate. In Hungary only few homeless service providers organize complex life skills trainings. However, linking together housing, employment and training will be more and more required due to the launch of the supported housing program. Getting long-term unemployed homeless people back to work could be facilitated by the provision of skills development, motivational as well as vocational trainings.

**2.5.** As for **information** the possibility of access, reliability of the source as well as quickness are important factors. In this regard, lack of access to telephone and Internet are the most remarkable for every category of ETHOS. The only exception is the houseless, in which conceptual category people living in institutions represent a significant majority, and they can have bigger chance to access these tools via the given institution for example with the purpose of job search. It is important to remark however that Internet access and proper as well as conscious Internet usage is not at all a general phenomenon in institutions for homeless people.

Homeless people often exchange information on job opportunities among each other; nevertheless it mainly means low-paid occasional work.

Users of homeless services are usually aware of information on rights and benefits. Furthermore their access to job-centres is not hindered either. (Mainly the local offices of the state run Labour Centres are meant here.)

**2.6.** According to the majority of the respondents the fact of **stigmatization and discrimination** represents serious barriers to employment among the roofless and the houseless. The experiences of homeless service providers show that a considerable number of employers have negative prejudice against people who are homeless. Employers very often refuse to employ homeless people by merely hearing the address of a hostel, even if homeless job seekers have already met other criteria. The elderly homeless have to face even more serious discrimination and can count only on low prestige occasional work due to their age and qualification.

The above mentioned are reinforced by a survey conducted in Budapest, in which 2500 homeless people were questioned whether they had experienced negative discrimination (discharge, refusal of employment, less salary) in the labour market particularly because they had been homeless. One third of the respondents confirmed this preconception.<sup>6</sup>

Presumably the clothing and appearance of those living in insecure housing generate less prejudice and antipathy among the general population. If those living in inadequate housings belong to the Roma ethnic group, then this fact significantly reduces their chance to get certain kinds of jobs.

**2.7.** Concerning **personal barriers** the answers coincided in many issues. Transient and chaotic life-style, lack of core life skills, debts, poor financial skills, lack of communication skills, lack of social and work networks, lack of work experience, behaviour and hygiene issues as well as disempowerment are typical in all ETHOS categories.



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2.8. In relation to **services** the majority of the respondents marked poor cooperation between necessary support services, unstable/short-term services due to funding regimes, lack of an individualised approach as well as poor transitional and exit support as barriers to employment. Attitude and low expectations of some hostel/support staff were not marked as barriers to employment of service users.

2.9. **Bureaucratic and financial barriers** (e.g. poorly structured welfare benefits that make it financially unattractive to work) can be considered as barriers to employment in each ETHOS category according to the majority of the respondents.

2.10. In many countries, a significant number of people who are homeless have a paid job but are still homeless. What are the main **barriers to housing** for people experiencing homelessness that have temporary or full time employment in your country?

The proportion of social rented housings in the Hungarian housing stock is much lower in comparison with that of the Eastern-European countries. According to data recorded in 2000 92% of the housings are owner-occupied, social rented housings represent 5% while the proportion of private rented housings amount to 3%. To this structure a sub-financed housing benefit system is attached as well. While in the EU-15 countries 1% of the GDP is expended for this purpose, this rate is only 2-3 ‰ in Hungary. Further difference is that in the EU-15 countries 18% of the households receive housing benefit on a regular basis, while in Hungary only 5% of the households receive mainly occasional as well a in kind support.<sup>7</sup>

Further problem is that households often can not have access to housing benefit due to lack of information and discriminative measures. Even homeless people with work income have little chance to enter this close (social) rented housing market. On a yearly basis only 2-3% of homeless hostel users can move to rented housings, however by their income 20-25% of the service users would be able to enter the rented housing market supported by appropriate trainings.

„While in the EU-15 countries housing benefit is one of a guaranteed pillar of social policy, in Hungary this pillar is missing. In such circumstances a high proportion of households in arrears is not surprising. Secure housing maintenance can not be guaranteed either, the financial and legislative provision of which would be of key importance in order to prevent homelessness.”<sup>8</sup>

It may be interesting to remark that in the National Action Plan on Social Inclusion (2004) a significant increase of the proportion of rental housings was set as a target under the objectives of secure housing:

**HOUSING TARGET:** To increase rental housing to 15% of available housing in 15 years.<sup>9</sup> The reason why this objective was not divided into sub-objectives might have been cautiousness and the avoidance of accountability.

In order to prevent housing exclusion, homeless people able to live independently on regular work income should receive priority when allocating social rented housings. They should receive appropriate pre-tenancy trainings and help to be able maintain their dwelling in the long run. Besides the most vulnerable population of homeless people (ETHOS 1. ETHOS 2.) more households in need should be involved in housing support schemes in order to prevent their further debts and come-down.

### 3. Policy and legal context

**What is being done in your country to overcome the barriers to employment for people experiencing homelessness?**

#### 3.1. Right to work

Does a ‘right to work’ exist in your country? Is there any form of legal obligation to help people finding a job, changing jobs, accessing vocational training schemes etc.? If yes, please describe in more detail.



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The right to work is declared by the Hungarian Constitutions. Unfortunately this in itself is still not enough for the rights below to come true.

Article 70/B<sup>10</sup>

- (1) In the Republic of Hungary everyone has the right to work, to the free choice of employment and occupation.
- (2) Everyone without any discrimination has the right to equal pay for equal work.
- (3) Everyone who works has the right to emolument that corresponds to the amount and quality of the work performed.
- (4) Everyone has the right to rest and free time for recreation, and regular paid holidays.

### 3.2. Mutual support between employment, homelessness and prevention policies

#### 3.2.1. Integration of employment dimension into homelessness strategies

Do homelessness strategies in your country have integrated an employment dimension?

Does a specific employment policy for people experiencing homelessness or marginalised/disadvantaged groups exist in your country? If yes, do you think it is useful and implemented correctly and explain why? (See also 3.3.)

Specific employment policy for people experiencing homelessness is mentioned neither in the National Action Plan for Employment nor in the National reform programme for growth and employment 2005-2008.

Generally homeless people can benefit from certain favourable measures via employment policies targeting disadvantaged groups such as the long term unemployed. An example of such a favourable initiative is the establishment of the legal framework of occasional employment: „2005 saw the establishment of the legal conditions of occasional employment by private individuals: those employed with the so-called *occasional employment book* (so-called 'blue employment') pay a reduced rate tax and contribution, while earning eligibility to social security benefits. In 2005 close to 270 thousand individuals used this possibility, among them 70 thousand people had not been employed before (see NRP).”<sup>11</sup> Since a considerable proportion of homeless people (~50%) having work income are occasionally employed, thus they have also become beneficiaries of this measure besides other marginalised groups.

Main advantages of employment by the so-called *occasional employment book*:

- legal labour relations as well as an acknowledged job contract come into existence,
- due to occasional employment the employee can gain entitlement to unemployment benefit,
- in the case of employing a registered unemployed person the employer can receive allowances,
- it can minimize the employers' administrative obligations (by purchasing “public contribution ticket” and sticking it in the occasional employment book the employer can get over all the obligatory tax and contribution payment)

The employer can be employed by the same employer uninterruptedly

- for 5 consecutive calendar days,
- for 15 calendar days within one calendar month,
- for 90 calendar days at the maximum within one calendar year.

When employed by several employer it is allowed for the employee to work 120 days in a calendar year in the framework of occasional employment.

#### 3.2.2. Prevention of housing exclusion and exclusion from the labour market

Since different types of homelessness often appear together with the exclusion from the labour market, does a policy exist that combines both, the prevention of housing exclusion and the prevention of exclusion from the labour market? If yes, do you think it is useful and implemented correctly? What can be improved?

Although the objectives outlined in the National Strategy Report on Social Protection and Social Inclusion submitted in September 2006 do not directly link the prevention of housing exclusion with the prevention of exclusion from the labour market, it can occur at the level of the individual that one can benefit from the



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measures of both objectives. In the framework of reducing regional and housing disadvantages the following objectives were set:

### *„Reducing of housing disadvantages:*

- by fighting over-indebtedness,
- by measures helping to gain access to housing,
- by the social integration of those living in slums, slum-like environments, and city ghettos,
- by measures aimed at preventing and reducing homelessness.”<sup>12</sup>

### *„Promotion of labour market inclusion and reduction of inactivity*

Certain groups, especially low skilled people, Roma people, people living in disadvantaged areas, people with reduced working capabilities and certain demographic groups mainly in association to certain life cycles (among them mothers with small children, youth and elderly employees) are even more exposed in Hungary to risks of exclusion from the labour market. For this reason, among the tools of social inclusion, a key role should belong to

- active labour market policy measures and targeted support promoting the employment of groups at a disadvantage in the labour market (e.g. discounts from the contributions payable),
- elements that encourage work in the system of social benefits,
- measures that aim at raising the retirement age centre,
- training and education programs promoting employability of the lower skilled population,
- cutting back on labour market discrimination,
- improvement of employees’ health,
- measures aimed at geographic mobility.”<sup>13</sup>

Generally a typical characteristic of the objectives of EU documents is that they declare the importance of cooperation between bordering areas, as it is mentioned among the new common objectives. This also appears in documents submitted by the member states, but the coherence between measures is still missing. Occasionally initiatives presenting valuable and good practices do appear at project level, which should produce results in the same unfavourable circumstances. In the meantime further measures resulting exclusion and come-down are taken, which affects the whole “ETHOS population”. Effective integration of marginalised and disadvantaged groups can not be solved in the long run merely at project level until structural barriers massively exist on and measures are not pre-screened in terms of their impact on exclusion.

Special attention and tailor-made help should be devoted to the employability and training of families and individuals threatened by becoming homeless as well as the training and job keeping of those leaving homeless institutions by a supported housing program or self-effort. The pilot project in which somewhat more than 1000 homeless people could start an independent life chiefly in private rented housings between December 2005 and June 2007 soon comes to an end. At present it is not known in what proportion the participants will be able to maintain their tenancy after the supported period has determined. Most of them are in a rather insecure situation, therefore local governments should take part in supporting the tenancy of those in need to prevent their backslide.

### **3.3. Employment schemes for people who are homeless**

Are there any employment schemes or programmes in your country that specifically target people who are homeless? If yes, please describe in more detail.

If not, are there any employment schemes or programmes that generally target socially disadvantaged groups? Can people who are homeless participate in these schemes? How effective are these schemes?

A national pilot project targeting the employment of people who are homeless will be attached to the supported housing program. Since this affects only 120 persons throughout the country it can be considered as a typical pilot project. Although experiences of the initiative will be available only later on, basically it seems to be a positive initiative.



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A 26-month pilot program of the National Employment Public Foundation (OFA) to be launched on 1 October 2007 also facilitates the employment of homeless people.

The aim of the program:

To facilitate the employment and labour market integration of homeless job seekers by getting them employed by NGOs operating in Budapest as well as cities of county rank.

The program specifies further 12 months of obligatory further employment (besides 14 months of supported employment)

Generally homeless people also appear in programs targeting the employment of disadvantaged groups, such as the disabled and the long-term unemployed. The program entitled START Extra starts in 2007, in the framework of which the employment of unemployed persons over 50 years of age or, independently from their age, of those living in disadvantaged areas will be subsidised by the Labour Market Fund. From 2007 all the contributions in the first year and a part of the contributions in the second year will be taken over by the Labour Market Fund. Although about 20% of the beneficiaries expected to be Roma it is possible that the program will also contribute to the employment of people experiencing homelessness.<sup>14</sup>

### 3.4. Definition of employment

Does an official definition of “employment” exist in your country? If yes, what is the definition?

Are all employment schemes targeting people who are homeless included in this definition?

The National Statistics Office employs the definition of the employed in line with of the ILO guidelines:

**Employed:** those persons, aged 15-74 who did any work for payment or were temporarily away from a job (because of illness, holiday, maternity leave, military service, etc.) during the reference week.

If a scheme is not recognised as employment (e.g. meaningful occupation), are there any negative consequences for the person participating in this scheme (e.g. person does not acquire right to pension etc.)? What is the legal and funding context of organisations providing these activities that are not officially recognised as employment? Are there any negative consequences for the organisation providing these services (e.g. less funding available for these schemes)?

### 3.5. Social benefits

What social benefits are people who are homeless entitled to in your country? Please indicate in how far entitlements vary according to the status of the person (national, EU national, third-country national, refugee) and evaluate their effectiveness in helping people who are homeless to move towards employment.

#### Unemployment related benefits

- Job-search allowance: Those job-seekers are entitled to this allowance who had been employed for at least 365 days within 4 years before their becoming unemployed, however they are not entitled to disability pension, they are not on sick leave, willing to work but they fail in job search and the local labour centre can not offer them a proper job either. The maximum duration of receiving this allowance is 270 days.
- Job-search benefit: Job-search benefit has three types. Job seekers entitled to the type one are those who had been entitled to job-search allowance for at least 180 days, but its duration expired. Job seekers entitled to type two are those who are not entitled to job-search allowance, but had been employed for at least 200 days within four years before their becoming unemployed. Job-seekers entitled to type three are those who have maximum 5 years left before reaching retirement-age relevant in their case at the time of submitting their application.
- Intensive job search benefit: This benefit can be granted to those who have been registered unemployed for at least three months (including unemployed young graduates), search for a job under a cooperation agreement developed together with the local labour centre and receive services promoting job-search.



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- Training support: Supporting labour market trainings are such active instruments promoting employment, that can increase the chances of employment or job keeping by providing trainings for the unemployed or those employed but threatened by unemployment. The following can be granted as training support: income supplement or income substitute benefit, as well as training related reimbursement.
- Reimbursement of travel expenses (from one city to another) related to job seeking: Reimbursement of travel expenses for the unemployed related to the determination of unemployment services and travelling from one settlement to another with the purpose of job seeking.
- Unemployment benefit prior to retirement: It can be granted on the basis of the application of the unemployed person if he has the maximum of 5 years left to reach the retirement age relevant in his case, has appropriate length of labour relations to be entitled to old age pension, and there is no chance to offer him a proper job, as well as meets some further criteria.

The restructured unemployed benefit system, introduced in 2005, in line with the restructured social benefit system might somewhat increase the incentives of employment:

"As of November 1, 2005 the earlier "unemployment benefit" will be replaced by a "job-search benefit". The new two phase benefit system will encourage job seeking: in the first phase the amount of the benefit paid to an individual will be determined on the basis of his/her earlier income level, while in the second phase it will be decreased to a lower, flat-rate benefit." <sup>15</sup>

### Disability or sickness related benefits

- Disability pension: Entitled are those who lost 67% of their employability because of poor health, as well as physical or mental disability and their health status is not expected to improve within a year, have the appropriate length of labour relations and do not work on a regular basis or their income is significantly less than it was prior to their disablement.
- Disability allowance: Entitled are those who have become completely unemployable before the age of 25 according to the advisement of an appointed body of medical experts and neither pension nor accident pension was granted for them.
- Accident disability pension: Entitled are those who lost 67% of their employability mainly because of accident in working, do not work on a regular basis, or their income is significantly less than it was prior to their disablement.
- Accident allowance: Entitled are those whose employability reduced with an extent exceeding 15% due to accident in working or occupation related illness, but not eligible to accident disability pension.

### Housing benefits

- Housing benefit: Entitled are those who live in a flat not exceeding the minimum flat-size and quality acknowledged by the local government of the given settlement, and have no income by utilizing the flat. A household is entitled to the benefit if the monthly expenditure of the flat exceeds 20% of the total monthly income of those living in the flat besides having a flat of the acknowledged size.
- Social rent support: Support of tenants in need because of their social, income and financial situation to be able to pay the rent of local government owned flats.
- Debt management service: local governments can provide debt-management service for those families or individuals
  - Whose arrears exceeds 50.000 HUF (~200 EUR)
  - Who has at least 6 month of arrears belonging under housing expenditures such as public utilities, rent, rent arrears, housing related bank loan arrears, and if the debt accumulated within 18 months prior to the submission of the application.



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Criteria: compulsory participation in debt counselling.

The amount can not exceed 75% of the debt and can be 200.000 HUF (800 EUR) at the maximum

The support can be granted either in one amount or monthly payment depending on the debtor's wish

Home establishment support: Entitled are those young adults, who had been in state care for at least 2 years uninterruptedly before becoming of full age and at that time the value of their cash or real estate means do not exceed 50 fold of the least amount of old-age pension.

### Minimum Income benefits

- Regular social benefit: on expiring the income substitute benefit and unemployment benefit those unemployed who couldn't find a job during the period of unemployment services with the cooperation of the labour market organisation, can apply to the local government for regular social benefit. (This is the most frequent financial support among homeless people. Since this amount is extremely low (~95 EUR) they supplement it by taking occasional jobs.)
- Temporary benefit: Support for those in an extreme life situation threatening their subsistence, or those permanently struggling with subsistence problem.
- Old-age allowance: Subsistence allowance granted to the elderly having no income.

In order to encourage employment, if employment is found, a part of the benefit is continued to be paid: 50% in the first three months and 25% in additional three months. If employment is temporary, the provision of the full amount of the benefit can continue.<sup>16</sup>

### 3.6. Compulsory participation

Are social benefits payments linked to compulsory participation in activation schemes? If yes, what kinds of obligations exist for which benefits? Do obligations differ according to the different ETHOS categories? Are the obligations effective for homeless people or are there any negative spin-offs in relation to this?

In the case of social assistance provided for those of active aged from 1 September 2005 the obligation of those *granted regular social assistance* to cooperate with the local government has been strengthened. It means that an organisation appointed by the local government (typically the family support centre) as well as the individual granted benefit jointly prepare an *integration plan*, in which they lay down their mutual obligations with respect to, e.g., participation in consulting, in a preparatory program for employment, in various forms of training and education, as well as the conditions of employment in public work or community work, and cooperation with the labour centre.<sup>17</sup> These obligations are the same in all ETHOS categories.

### 3.7. General context and trend

Do you think the political, economic and social context for people who are homeless in gaining employment has become more difficult/easier recently? If yes, what has changed and why?

In Hungary economic growth has slightly slowed down, according to the most recent figures it is a bit less than 3%. The state deficit in 2006 was around 10% which the government can only reduce by considerable restrictions and the introduction of new taxes. Several measures are expected to result the increase of indebtedness of the population as well as further come-down and exclusion for those belonging to ETHOS 3-4 conceptual categories.

The present trends definitely show that as a consequence of sequential lay-offs the number of the unemployed will further increase, which will create an unfavourable labour market environment for people who are homeless. Employment related costs are still high, thus there is still little incentives for businesses to hire their employers legally. According to estimations in Hungary the proportion of undeclared employment is 15-20%.<sup>18</sup>

## 4. Employment schemes/tools for people who are homeless



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**Which employment/activation tools or services are available to people experiencing homelessness in your country?** Please describe and evaluate their effectiveness for people who are homeless. Are they mainstream schemes or are they tailored for people experiencing homelessness? Can you give a “good practice” example?

4.1.1. Support schemes that help homeless people to find a job (internet access, job ads etc.):  
Please provide a brief description of what this entails:

In Budapest Shelter Foundation and BMSZKI in cooperation with the Labour Centre established two Job Centres in two different locations of the city, which particularly promote the employment of homeless people. With this initiative they have created such a professionally operating pilot program, which can serve as a good practice for other homeless service providers to improve their employment services. The staff of the Job Centres who were social workers formerly, has the qualities of social workers and andragogists at the same time. Knowing and taking into account the barriers to employment for homeless people as well, they can provide more than ordinary labour market services do.

Job-search model of the Job Centres:

- Job-search – by structured processing of advertisements, job offers of Labour Centres, Internet search
- Counselling
- Link with staff network in the field of addiction, employment, housing and residential homes
- Job seeking training – individual and group support
- Job discovery- making contacts with employers
- Contact with the personal social worker

According to the Job Centres’ data on client turnovers by the end of 2006 BMSZKI’s Job Centre was attended by 1400 service users during nearly more than 13 months of operation period. Job Centres would need some feedback from service users after they have been employed so that the staff can do follow-up and thus measure the outcome. However this doesn’t happen in every case. Recently they have received feedback on the employment of 230 service users, 154 of them works without a job contract, 76 persons were reported to have a declared permanent job, but, only 22 of them sent back their job contract to the office.

In the framework of the so called „Back to work” program of the Labour Centre, the Hungarian Red Cross in Miskolc started a labour market reintegration program in their institutions in November 2006. The organisation supplemented the program with computer courses.

4.1.2. Support after job placement (counselling, helping to set up a bank account etc.)  
Please provide a brief description of what this entails:

BMSZKI’s mentor network provides and provided job keeping support for 158 persons. All the above mentioned service users participated in supported trainings. After they had finished trainings, job seeking and then found employment they still received support from their mentor for three months in line with a protocol developed by BMSZKI.

4.1.3. Supported employment   
Please provide a brief description of what this entails:

At present a pilot project (“Sure work”) is in the phase of development which aims at encouraging employment, job change, changing occasional jobs to 8-hour declared jobs of those already living in supported housing by taking over the payment of the amount of contributions that originally should be paid by the employer (social insurance, health contribution, etc.) throughout six months, as well as provide some cash support for the participants (the maximum of ~240 EUR). In the framework of the program the employment of 120 homeless people will be supported.



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In Shelter Foundation’s annual survey in which 12 major cities were involved, homeless people were asked whether public work schemes would be useful instruments to get homeless people into employment. Approximately 75% of the respondent agreed with this idea.

In the same survey homeless people were asked whether it would be useful to support employers in case of employing homeless people. More than 80% of the respondents considered it as a useful idea.

### 4.1.4. Social economy or social enterprise

Please provide a brief description of what this entails:

Only few homeless service providers operating in the country employ homeless people in this type of employment. Such kind of employment exists in Szombathely, Pécs, Győr and Budapest.

In 2005, due to the amendments of the Act 1993. III., two new types of employment help the employment of disadvantaged groups excluded from the labour market. According to preliminary estimations work rehabilitation employment and developing-preparing employment will create the opportunity of employment for 9000 people living in nearly 400 institutions and those receiving services provided by institutions.

### 4.1.5. Vocational training:

Please provide a brief description of what this entails:

According to Shelter Foundation’s recent survey findings related to the usefulness of retraining for homeless people around 70% of homeless service users considered retraining for homeless people would be a useful idea.

Supporting OKJ (National Training Register) courses for homeless people with primary education and those having an out-of-date qualification had a key role among the services of the EQUAL project entitled “United force” and lead by BMSZK. During the project period BMSZKI could promote their service users to participate in 19 vocational courses, while previously they had been able to offer only 3-4 options. Prior to the courses pre-course trainings had been held which helped the participants to adapt themselves to the hard requirements of school system trainings. Participation in trainings had activated even those service users who eventually weren’t selected to take part in the courses.

There was a considerable need for the advertised courses: During the project period (2005 January 2007) 507 persons used the training services of BMSZKI. 226 persons participated in information group meetings out of whom 139 persons were selected to take part in one of the seven pre-course trainings. Most of the participants considered the courses as a big chance to make a new start. After individual and group preparations 158 persons could start their studies in OKJ courses supported by the Labour Centre of the capital.

*Model of training services :*

- Coordination and preparation of OKJ courses
- Frame agreement with the Labour Centre on the support of retraining courses
- Recruitment among service users having primary education or out-of-date qualification
- Registration of applicants, development of training forms and plans, collating subjective ambitions with reality
- Sharing information with the group – Psychological and motivational status analysis among applicants for the courses
- Pre-course group training
- Support by the mentors during the initial period of training, job seeking and employment
- Help those who dropped out as well as those with uncompleted primary education in moving forward
- Job-seeking training

### 4.1.6. Life skills training and meaningful occupation

Please provide a brief description of what this entails:



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Life skills trainings do not belong to reputable training services in Hungary, but this element is expected to receive more attention soon, since the launch of supported housing schemes have created and will create a real chance for many service users to leave homeless institutions.

As for meaningful occupation the most frequent examples are about IT trainings and Internet usage.

BMSZKI opened IT centres in seven locations, where more than 1000 service users can have access to Internet. Steps towards the information society can have considerable role in easing exclusion. This is a kind of knowledge that can open several other doors towards the general population. Service users not only use the Internet, but also become skilled in using various software. This is particularly important for the age-group of 40-50, the majority of whom haven't used a computer yet, therefore they might face disadvantages in the labour market. Training courses taking place at BMSZKI are based on this need, in the framework of which participants are also taught how to exploit the opportunities of the Internet (sending e-mails, surfing on the net for jobs, digs and partners) besides gaining basic IT skills. The training consists of nine modules altogether, which can be chosen depending on the participants' ability and motivation level. Teachers were selected from social workers, thus they can tackle the weaknesses of the participants with the necessary empathy. During the trainings participants prepare their own CV as well that can be used for job seeking.

4.1.7. Other, please specify

Please provide a brief description of what this entails:

### 4.2. Participation of service users

Do service users participate in the design of services that aim to promote the employability of people who are homeless? If yes, how do service users participate and is this participation effective? Is this participation compulsory in order to benefit from a service? If there is no participation of service users, how does this affect homeless individuals' employment success?

In the form of needs assessment the opinions and needs of service users appears at project level, however it is not typical at all that a group of service users actively take part in the development of services. Such involvement of service users does depend on the leadership attitude of the given homeless service provider.

### 4.3. Geographical distribution of services

Is there an adequate geographical distribution of employment services for people who are homeless in your country? Are there any areas which are insufficiently covered by employment services that target people who are homeless?

Sheltered or protected employment for homeless people is only provided in the above mentioned few major cities (Budapest, Szombathely, Győr, Pécs). At present the Eastern part of the country falls behind the regions of Central Hungary and Western Hungary in this respect as well. Day Centres built by EU support in the Eastern part of the county are expected to balance this situation. Employment and training services are planned in the Day Centres in both Szolnok and Nyíregyháza.

Other organisations seek to get their service users employed in the primary labour market via their social workers. Such service is provided by ReFoMix as well, which had to wind up sheltered employment some years ago. During the past one and a half years an employment coach managed to solve the employment of more than 100 persons by exploiting his personal relationship capital. Approximately 70% of the jobs are seasonal, occasional jobs, while the proportion of 8-hour jobs with contract is around 30%.

## 5. Training for employers or public administration



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5.1. Are you aware of any training schemes or projects in your country that target employers or public administrators to raise awareness about the situation of people who are homeless and their specific needs in relation to employment? Could you describe and evaluate them shortly?

There aren't any training schemes targeting employers and public administrators in relation to the employment of homeless people. Probably they do not count on people experiencing homelessness; since besides they are excluded from the world of work they have several other and complex problems as well. As a considerable proportion of homeless people are not registered as unemployed, thus they do not get as much attention as the Roma population or people with reduced working capabilities do. Homeless people usually don't attach many hopes to getting registered by the Labour Centre and even if they have themselves registered, many of them are not willing to cooperate and as a consequence they lose their registered status.

5.2. Do you know of any projects to offer training for employers so in the future? If no, do you think that this would be a useful initiative?

Rather little segment of the employers would be open to trainings of this kind. If they were made interested by financial incentives to employ people experiencing homelessness (e.g. contribution and tax allowances) this might somewhat increase the employers' need for such trainings.

### 6. Cooperation between different stakeholders

#### Do you work together with stakeholders in the field of employment, skills or training?

If yes, please state which ones, and provide a description and evaluation of the type of cooperation you have with them.

Gender dimension: Does cooperation differ between organisations working with men and organisations working with women? If yes, please describe in more detail.

- Private companies
- Trade Unions
- Job-Centres
- Local or regional government departments or agencies
- National government departments or agencies
- Social enterprises
- Other NGOs
- Schools and universities
- Other, please specify.

Homeless service providers in the country cooperate with some of the above mentioned, such as some private companies, other NGOs, local headquarters of Labour Centres, local governments and in some cases schools and universities. The grade of cooperation mainly depends on the given service provider and the kind of services provided. Cooperation with training organisations and the Labour Centre gathers momentum in case of an ongoing project.

BMSZKI created a mentor network and a particular position in order to support the candidates and participants of the courses during the training period. This facilitated the development of both institutional and formal relationship between the staff of training organizations and the mentors of BMSZKI. During the training period the mentors of homeless service users have daily contact with the operative co-workers of the training organizations and intermediate between the parties.

In Debrecen due to the personal relationship capital of an employment organiser at ReFoMix, a well operating informal relationship evolved with the higher leadership of the Labour Centre. Informal relationships of this kind work better at homeless service providers which offers employment services lead by a staff member assigned particularly to this responsibility.



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### 7. Funding of employment services for people who are homeless

#### How are employment services for people experiencing homelessness funded in your country?

7.1. What is the relation of the respective funding source to the overall budget? Please indicate to which service you refer to.

- State funding (other than Structural Funds/ESF)
- European Social Fund
- Community Initiative EQUAL
- Other EU funds/projects (please specify)
- Income through work force/products that were sold
- Fundraising
- Charitable Foundations
- Membership fees
- Other, please specify

Employment services provided for homeless people are mainly financed by ESF and EQUAL sources. A limited amount of state funding also appears. It is difficult to estimate the relation of the sources above to the overall budget. Approximately it can amount to 5% of the overall budget of a homeless service provider offering also employment services.

7.2. How secure is the majority of your funding for employment related activities?

- Less than 1 year
- Secured for 1-3 years
- Secured for more than 3 years

Funding of employment related activities are mostly project or program funding, the duration of which is about 1-3 years.

7.3. Are services financed in a way that they can actually deliver the necessary support for people who are homeless? If not, what problems exist in relation to the funding of the services? Please describe in more detail.

On the one hand the incidental nature of employment related call for proposals is quite a problem. On the other hand it is also a problem when further employment is made compulsory in the call for proposal. The duration of further employment often corresponds with the length of the supported period, which can not be taken up by several potential applicants.

### 8. Indicators and success factors

#### Have employment services for people who are homeless been successful in bringing people experiencing homelessness back into employment?

8.1. Are you aware of any indicators that exist in your country to measure the positive outcomes of employment schemes for people experiencing homelessness and could you describe them?

Generally there are very few organisations delivering employment services at a professional level. Data and indicators relate mainly to the number of people employed and participants of training courses.

8.2. What are they key factors for the success of employment projects? What are the main challenges that remain? **Are success factors:**



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- **Project/scheme related** (holistic approach, personalised approach, assessment of needs and aspirations of service user, financial resources available, length of a project/scheme, cooperation with other actors...)? Please describe in more detail.

The objective of BMSZKI's project is the labour market integration of disadvantaged homeless people. The model developed by BMSZKI can provide more intensive help due to the harmonization of responsibilities of employment organizations and social service providers. At the same time due to its complex nature it eliminates the main barriers to employment and seek to tackle all dimensions of exclusion (e.g. provides help in arranging long term housing, provides supportive background for the creation of mental and psychic balance essential to take a job, provides the opportunity to treat addiction and dependency).

In addition to this the annual representative data collection on service users dating back to 1999 served as an important source of information for setting the objectives. Thus a data base of their „own“ was available on the employment features of service users. According to research findings 50% of homeless people of active age, living in hostels and public places have only occasional rather than regular work income – they are assisted by the above mentioned two special Job Centres. On the basis of BMSZKI's own surveys, 45% of hostel users have only primary education. The network aims at supporting trainings was established for them as well as those having out-of-date qualifications.

The project funded by EQUAL provides wholly innovative and complex services for homeless people via four networks (employment, housing, addiction treatment and social residential home placement). This fully new and complex network of services developed and introduced by the project means complete reformation of the Hungarian homeless service provision. These comprehensive services seek to treat the multiple problems of homeless people with a holistic approach in one place.

One of the aims of the innovative initiatives is to provide methodological support for the reinforcement of the employment situation of homeless people at a national level. The above mentioned network of services establishes the channels of communication towards service users, facilitates and encourages the flow of information among social workers and the involvement of partner organisations. The networks also promote bottom-up approach so that experiences coming from the ground and institutions be heard and built into the services besides top down information flow.

- **Service user related** (motivation and skills of service user, health situation of service user...)? Please describe in more detail.

The project, “United Force” devoted special attention to mapping the causes in the background of the loss of subsistence of service users. On the basis of this a new documentation system was introduced in line with real needs, which assesses the needs of service users in several dimensions, giving the opportunity to both the supported person and the supporter for more effective mapping and troubleshooting.

Needs assessment takes place in four areas: problems related to employment, housing, addiction as well as social residential home placement.

- **Context related** (institutional context, political context, socio-economic context, funding context...)? Please describe in more detail.



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### 9. Data collection and research

9.1. Is data on the employment situation of people who are homeless collected in your country? If yes, who collects this information?

These data are collected on a regular basis only by some homeless service providers delivering employment services as well, but these data are not totalized at a national level, except for Shelter Foundation’s annual survey in which some of the major cities have also been involved recently. As part of the annual data collection conducted on 3 February, Shelter Foundation’s questionnaire also asks some employment related questions. On 3 February 2007 there were 3653 homeless people surveyed in Budapest both in homeless hostels and public places. Some of the relevant findings of the survey were cited above.

In 2004 a new documentation system was introduced in BMSZKI, as a part of which the employment status of service users was also surveyed. Responses given to the test questions help identify those external and internal resorts that might help to find job opportunities most fits to the qualities and skills of the individual. The results of the tests are electronically processed and sent monthly to BMSZKI’s Social Information Centre.

9.2. Do you know of any research undertaken on employment for people experiencing homelessness by academic or other bodies in your country? If yes, please describe in more detail.

In 2000 the Ministry of Social and Family Affairs and the Labour Market Fund launched a pilot project with the involvement of 14 homeless service providers from four regions. The aim of the project was to identify, develop and operate those active and passive labour market instruments that could create the chances of employment of homeless people. The establishment of close cooperation between homeless service providers, labour organisations, as well as companies and training organisations was set as further targets of the project. During the project period – which unfortunately covered a very short term from December 2000 to May 2001 – the following had to be developed:

- - measurement methods of motivation level concerning the employability of homeless people,
- - methods that reinforce employability, alter life style, increase personal and vocational efficiency

The conditions supporting pathways back to employment, job maintenance and long-term employment had to be established.

There were 1200 people screened in the pilot project, 74% of which were men while 26% women. Their average age was 43-44. 25% of the participants had some grade of reduced work capabilities. On studying education it was found that the homeless population is less uneducated than the average population. 34% of homeless people were registered as unemployed, while the remaining 66% had no contact with the Labour Centre. After screening the applicants 317 persons were selected for the employment and training part of the project.

On the basis of the experience of homeless service providers and the pilot project, people experiencing homelessness were classified according to their labour market chances as follows:

- „Those with reduced work capabilities, unable to work in the mainstream labour market, who can be employed only under protected circumstances of therapeutic nature. This group is very unlikely to be integrated in the mainstream labour market.
- Those homeless people belonging to the elderly age group above 45-50, who have work experience but their expertise and occupation is not convertible in the primary labour market. Most of them are highly motivated for employment, but they have failed continuously so far. On the basis of their abilities and motivation they could be integrated in the primary labour market, but the labour market won’t accept them without „support”.



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- Those belonging to the younger age group, even if they are employed in the primary labour market, can not maintain their job for long. They would require special support.
- Those young homeless people who have no occupation, many of whom used to be in state care, with low motivation level for employment. In many cases they don't even attend labour organizations or employers."<sup>19</sup>

### 10. *The right to work of people who are homeless*

10.1. Do you know of any examples where a rights-based approach has been adopted in relation to the right to work for people who are homeless or other vulnerable groups, whether in the form of court cases or campaigns?

Judicial proceedings can be heard mainly in relation to the Roma who experienced discrimination in the labour market. If it is evidenced that the admission of an employee was rejected just because of his/her Roma origin, then the employer must count on the consequences. However, many of those experiencing discrimination don't dare to take up the long legal process, hence they don't take the advantage of settling their prejudice by going to law.

10.2. Is the work situation of people who are homeless a political issue in your country? Could it be a useful campaigning point? Why? Why not?

None of the political parties have made a promise in their campaigns so far in relation to solving the employment situation of homeless people. Obviously none of the important political parties counts on this segment of the electors. At the same time the "Why don't they work?" question is among the most frequent questions asked by the general population in relation to people who are homeless. Therefore involving homeless people into employment with an increased proportion would presumably obtain the support of the general population.



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### **Annex: Working definitions – only for guidance!**

For most of the following concepts, there is **no common definition at European or international level**. Concepts vary from country to country; there is no clear-cut distinction between the concepts and the list is not exhaustive. The **aim of this guidance note** therefore is only to give you **an idea about what different terms used in the questionnaire may refer to in order to help especially non-native speakers translating and responding to the questionnaire**. On the basis of your input, FEANTSA will further develop these concepts.

#### *In alphabetical order*

**Alternative labour market (“informal economy”):** economic activities are not regulated under national labour law. Employment on the alternative labour market may involve illegal dealings, such as direct cash payments or the lack of a legal job contracts. A person working on the alternative labour market usually does not benefit from the same rights and benefits as a person employed in the mainstream labour market (e.g. does not acquire pension rights etc.)

**Economically inactive (national definitions may vary considerably from this definition – see also “unemployed”):** Persons between 16-65 who are without work or without paid work and who are not actively seeking work.

**Employability:** development of skills and competencies that allow a person to connect with the labour market

**Life skills training:** Aim of the training activity is to allow a person to live independently and to develop essential life skills that people need to function in the community, such as budgeting, personal hygiene, assertion not aggression etc.

**Mainstream labour market:** labour market where workers are employed on the basis of their skills and compete with other workers without discrimination. The labour market is regulated under the national labour law.

(Social criteria may apply if an employer chooses to do so, e.g. in the context of its Corporate Social Responsibility scheme.)

**Meaningful occupation:** helps the person moving away from a homeless lifestyle and to rejoin the wider community through finding something purposeful to do. The main aims are to build the persons self confidence and self esteem. Meaningful occupation is often organised within a shelter. The activity is usually unpaid. Meaningful occupation may make a social or economic contribution. Possible examples of meaningful occupations are: photography, art, crafts, furniture making, computing.

**Occupational activity:** Activities that will develop the employability of the individual

**Seeking work:** take specific steps to seek paid employment or self-employment. The specific steps may include registration at a public or private employment exchange; application to employers; checking at worksites, farms, factory gates, market or other assembly places; placing or answering newspaper advertisements; seeking assistance of friends or relatives; looking for land, building, machinery or equipment to establish own enterprise; arranging for financial resources; applying for permits and licences, etc.

**Social economy:** businesses that are “not –for - personal-profit” but offer employment which is regulated under the national labour law; Principles such as solidarity, participation are more important than a personal financial benefit. However, social enterprises may be competing with conventional businesses on the same market. Social enterprises may include: community owned businesses; local self help organisations engaged in trading activities with social, economic or environmental benefit. Social



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enterprises may have the status of cooperatives and mutual benefit societies. They may be linked to associations and foundations.

**Supported employment:** the person is placed (most often temporarily) in a work setting on the mainstream labour market (in the private or public sector) or in the social economy but receives ongoing support. This support may be **financial**. For example, the salary may be paid by a third party (e.g. public funding) or there is a guaranteed replacement for the employer in case of no-show of the employee. There may also be **personal support** in the form of counselling, ongoing evaluation of job performance etc. Ongoing **vocational training** may also be a form of supported employment.

### **Unemployed (ILO definition – national definitions may vary considerably from this definition)**

All persons above a certain age (usually between 16-65 or similar) who are:

- without work (i.e. are not in paid employment or self employment)
- currently available for work (i.e. are available for paid employment or self-employment)
- seeking work  (i.e. have taken specific steps to seek paid employment or self-employment)

**Vocational Training:** the person participates in training courses in order to develop essential job skills that will help the person to find a paid job on the mainstream labour market or in the social economy. Possible examples: CV writing, computer trainings, mechanical trainings etc.