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Some Experience of the Complex, National Human Resource Development Programmes in the Hungarian Rural Regions****

Abstract

The key objective of this paper is the structural-regional examination of disadvantaged job seekers' employability in the convergence regions of Hungary. One element of the comparative evaluation of the EU-supported, complex, national employability-enhancing programmes is the exploration of successful and unsuccessful factors and the formulation of recommendations for future projects of this kind. While the evaluation of the previous programme beginning nearly a decade ago was based on document analysis (technical procedures, budget summaries, communications plans, action and progress schedules and reports), in-depth interviews with the employment departments staff provided assistance in the evaluation accomplished five years later. The assessment of interviews was completed by the public, follow-up data about people successfully passing the programme and still being employed half a year after the closing of the programme. This data was the basis for the measurement of regional impact, which necessitated

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the development of two regional reintegration indicators. The group-specific evaluation pointed to the fact that low-skilled people can be involved with much less efficiency into employability-enhancing programmes. The present study also shows that the expected marginal utility of an employability programme is greater, which is realised in an economic environment driven by labour market demand.

Keywords: low-skilled, human resource development, employability, employment, adult education, Eastern-Europe, Hungary, rural regions

Introduction

The human resource base of Hungary can be characterised from structural and spatial aspects by many contradictions. Despite the fact that the educational level has been increasing for decades, and following the regime change, large-scale expansion of middle and higher education has also been made, the formal education does not necessarily provide the capabilities necessary for modern, competitive enterprises. The situation is further tinged by the fact that the aforementioned extensive changes have not reached the poorest social groups so the proportion of those who have difficulty or are not at all significant in our country, in any event, could only be employed through drastic government intervention.

Similar, if not to such extent of problems also plague other Member States of the European Union, to which the employment strategy integrated into the Europe 2020 Strategy, also draws attention. An inclusive growth that is socially spreading the effects of the economic development is needed for several reasons. The unfavourable demographic changes, especially the low employment rates experienced among female and older workers, and deepened by the crisis, is the high rate of job-seeking young people, who are most affected also places particular emphasis on the issue of employability on the European level. The timeliness of this claim is given by the fact that there are an estimated eighty million people with low educational level, in a decade when the ratio of jobs requiring higher educational level is increasing with incredible speed. The problem would partly be addressed by the EU allowing the acquisition of new skills and the more effective adaptation to labour market changes, possibly for a successful career change to an even greater extent (Europe 2020 Strategy 2010).

The joint Employment Report of the European Commission also confirms that in addition to the structural problems, the workers' lack of skills is a serious obstacle to economic growth. Nearly 20 percent of the working-age population (in some Member States, e.g. the even greater ratio of Spain and Italy) has extremely low qualification levels give rise to pessimism; however, we can talk about favourable rates in the case of only a few Member States (Estonia, Finland, the Netherlands and Sweden). The effectiveness of current investments in education and training falls short of expectations that question the medium-term international competitiveness and employability of the labour force (Joint Employment Report 2014).

Among the objectives of the Commission's employment guidelines besides more efficient operation of the labour market, or even the increase of mobility, emphasis is placed on the development of labour market skills, in line with the structural weaknesses of the education and training systems, as well as young people facing and tackling long-term unemployment (Employment Guidelines 2015).

The above objectives naturally also appear in the future vision of the domestic policy strategy and specific goals, where the quantitative and qualitative improvement of the labour supply, namely the activation of labour force and the improvement of employability, is one of the main tasks of employment policy. The most important method of increasing the economic activity and employment levels regarded as socio-economic constraints is the biggest, yet unexploited, is improving the employability of the economically inactive and disadvantaged groups from the aspect of the labour market. A separate section shows the labour market integration of young people, as well as the motivation of lifelong learning. In the case of the latter, the adult education programmes, particularly in the improvement of employability for those with low education and workers employed under supported Public Works programmes, can play an important role (Policy Strategy 2014–2020. 2013). The realization of these goals, are also assisted by the EU programmes aimed at improving the employability of disadvantaged people focusing on convergence regions [Social Renewal Operative Programme, SROP (TÁMOP 1.1.2. 2007)].

The issue of employability has been examined from several aspects by Hungarian literature since 2000. The results of evaluating the connections of employees' skills, abilities, education and employability suggest that – although all educational categories are lagging behind – those with low

educational qualifications as well as employment opportunities and rates in our country are far below the EU average. The knowledge of the under-educated - who are too many and too difficult to employ - does not reach the threshold that a competitive economic operator requires. However, most of the new jobs created can be linked to companies offering capital-intensive, knowledge-intensive work (Kertes and Varga 2005).

Another group of studies originates from the need for the development of vocational education / adult education and its directions, gives suggestions to improve the quality of education and developing the institutional system (Köpeczi Bócz 2000; Groot and Brink 2000). Some of the studies propose for the development of training programmes, for the involvement of the disadvantaged, for catching up and for integration in a way that it also assesses the underlying social causes of backwardness and the specific development needs of the target groups. These group-specific differences already appear in educational motivation as well, because the young secondary graduates, living in the city are the most active, with the increase of age their intention to participate in training is reduced. While the individual development that is taking the opportunities of a specific target groups into account is important, the one-dimensional programmes characterised by the backlog in work opportunities are less effective, the catching up is not successful without job-creating development programmes tailored to the local conditions (Cserné et al. 2006; Ötvös 2013).

One of the main directions of international investigations in recent years in addition to the assessment of the main stations of historical development of employability was to clarify the conceptual issues and also to define the tasks of the employment policy services. These definitions of employability factors, of course, are studied from the perspective of many social science approaches (psychology, sociology, geography and economics) (McGrath 2009; McQuaid, Green and Danson 2005; McQuaid and Lindsay 2005; deGrip, vanLoo and Sanders 2004; Fugate, Kinicki and Ashforth 2004; Gazier 1998; Gore 2005). The economic approach primarily analysed the directions of employment policy and the issues of emphasis, where they saw the direction of development less in the employability-based and more in the client-centred interventions. While labour supply-dominant approach brings the characteristics and responsibilities of individuals to the fore, until then the demand-oriented theories are increasingly proposed to involve the employers in developing skills and gaining experience (Gore

2005). They emphasise, however, that employability is not only dependent on individual factors, but structural and conjunctural processes as well (Peck and Theodore 2000).

The psycho-social impact assessments of employability with the appearance of new career models emphasise the need for elasticity, flexibility and proactive adaptability. In the presence of these, the varied career patterns have been primarily shaped by the workers themselves (Fugate, Kinicki and Ashfort 2004, deGrip, vanLoo and Sanders 2004).

The regional approach, however, understandably does not only appear in the above, since the success of finding a job and its relationship with employability is one key focus of local / regional labour market studies (McQuaid 2006), which deals in emphasis with the regions of industrial restructuring (Bernston, Sverke and Marklund 2006; Danson 2005). In the case of the latter, structural changes in the labour market resulted in the increase of flexibility, and changes in supply and demand conditions, human resources with qualified, developable competencies and skills were appreciated.

Even the articles mentioned above reveal that the international literature of human resource development (HRD) related to employability approaches development from two sides, namely from the external and internal factors. Concerning the external factors, the attitudes of the employers' are emphatically displayed, in particular with attention to the employability of people with disabilities (Hidegh and Csillag 2013). The series of external factor investigation is expanded by the examination of the socio-economic and political side of the human resources development, focusing on the equality of opportunity for workers' and the compatibility of political and employer intentions (Sparkman 2015). A similar approach is used in those studies that assess the human resources development possibilities of a region or country from the side of financial support. These subsidies, whether they are EU, UN, World Bank, NGOs or multinational companies, mainly assume a prominent role in the development of the training market where in all cases quality is of paramount importance (Tomé 2012).

Another markedly outlined ridge of the studies places emphasis on the internal factors, the living conditions, the level of education, which affects the opportunities of human resource development (Torraco and Hamilton 2015; Torraco 2016). The role of cognitive factors (professional knowledge, language proficiency) is found to be equally important by those studies

that explore the training and development opportunities of immigrants; especially in knowledge-intensive sectors (Kvist 2012).

The novelty of the present study also lies in the fact it treats the importance of both internal and external factors in a highly complex manner, as in addition to training, becoming entrepreneurs, wage subsidies and supporting commuting, deals with the employers' willingness to cooperate as well. Moreover, all of this is funded by the EU; therefore, it is examined in line with the EU's strategic human resource development goals.

According to the spatial relationships, the latest models of the identified sub-regional panel data indicate the significant but relatively small impact of job-creation programmes. The employability of the workforce—in addition to the macroeconomic conjuncture—proves to be a more important factor in the order of magnitude (Major and Tétényi 2013). Based on the above literature analysis, a priority objective of this paper is examining the employability of disadvantaged job seekers in convergence regions from a structural-territorial approach. Thus, the first research question for this paper is the comparative evaluation of implemented nationwide, complex employability-enhancing programmes with EU support, exploring its successful and unsuccessful elements, and formulating recommendations for future projects of this kind. This general purpose of the essay is implemented through the empirical analysis ranging from the exploration of preliminaries, the evaluation of the planning and preparation process, the selection of the target groups and external actors and the detailed analysis of the individual programme components to the identification of successful and further developable factors. Thus, another objective of the study is to explore the training, the expansion of employment, the provider, the housing and the conditionality of elements supporting the process of becoming an entrepreneur, the structural-territorial fit and utilisation.

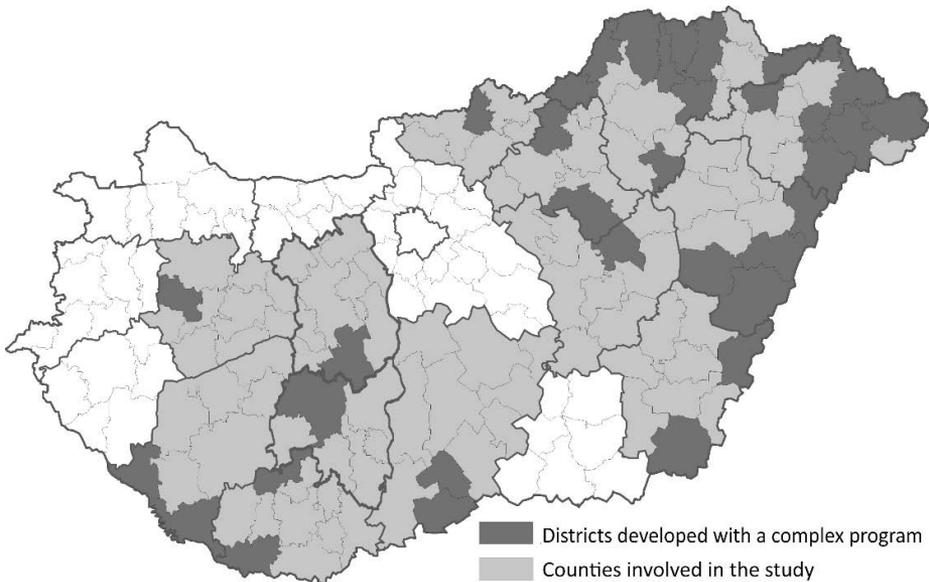
The most important research questions of this paper are as follows: What are the most important regional characteristics in the employability of disadvantaged people? Were there any difficulties in providing equal opportunities for the participants? Which job seeker group was the most difficult to reach? Which job seeker group completed the programme with the lowest efficiency? What were the most important experiences regarding the effectiveness of the certain programme elements? What should be the future directions of the human resource development programmes in disadvantaged regions?

Research Methods

Secondary document analysis

While the two programmes examined covered the whole territory of the country with the exception of the Central Hungarian region, the regional framework of the present work is restricted to the counties incorporating districts developed with a complex programme, because its primary objective is the examination of employability of people living in the most disadvantaged regions (13 counties, Government Decree 106/2015., Figure 1).

Figure 1. Counties involved into the qualitative study



The main beneficiary of the first priority project was the Ministry for Labour and Social Affairs, while that of the second was the Ministry for National Economy. These Ministries handled the Labour Fund and later the renamed National Employment Fund. The programmes were planned and implemented mostly by the regional and county-level units of the National Employment Service. In the first case, the ministry's consortium

partners were the seven regional job centres, while in the second case the 19 county-level Government Offices since the employment departments of these offices are the county level units of the National Employment Service.

While the project running between 2008 and 2011 bears the title TÁMOP-1.1.2-07/1-2008-0001 [SROP] “Decentralised programme for the employment of the disadvantaged”, the latter, carried out between 2011 and 2015 was entitled TÁMOP-1.1.2-11 / 1 [SROP]. “Improving the employability of disadvantaged people (Decentralised programmes in convergence regions)”. The goals to be achieved in both cases were the improvement of employability for disadvantaged unemployed and inactive people, and the promotion of the open labour market (re) integration respectively. The evaluation of the previously implemented programme (2011) was built on document analysis (subsection 3.1) in the initial time of the examination (professional procedures, budget summaries, communication plans, action plans, progress schedules and reports). Comparison of the two cases discussed is not possible by using the same methods, as the whole range of participants in the first programme is unavailable for the examination, so the authors can only rely on document analysis.

Qualitative methods

While the evaluation of the programme implemented at the beginning of the investigation period was based on document analysis (professional procedures, budget summaries, communication plans, action plans, progress schedules and reports), until 19 in-depth interviews with the staff of the employment departments provided support for the evaluation undertaken five years later. The working groups were established in each county with a different number of officers; therefore, we always asked the programme managers (13), and in some cases (6) there was also an opportunity to involve a separate training rapporteur in addition to the manager. The structured interview sketches encompassed six priority themes; beyond the general assessment of the programme, it extended to give opportunity for the detailed assessment of the individual programme components (training, becoming an entrepreneur, increasing employment, housing, labour market service).

Quantitative methods

The evaluation of the interviews was supported by the publicly available data; this was released to involve the planned and those actually involved in the programmes, those who successfully completed and the drop-outs, the follow-up headcount and cost data. The related data was made available by the employment office main departments of the county governments. These sets of data meant the basis for measuring regional impact, which necessitated the development of territorial reintegration (TRHM1–2) indicators. The calculation of the TRHM's happened according to the following formulas used by the authors:

$$TRHM_1 = \frac{a}{b + \sum_{i=1}^n x_i} \quad \text{where}$$

a – The number of people involved in the examined programme and still employed and entrepreneurs after the 180th day

b – The number of registered job seekers at the start of the programme in April 2011

xi – The number of newly registered job seekers entering each month (from April 2011 to October 2015)

The other indicator that we used measured the proportion of those who found a long-term (180th day) job with the help of the programme in the examined period compared to the total amount of job seekers settled in the primary labour market. This resulted in less regional difference than in the above experienced as the absorption capacity of the local labour market appears in the denominator with emphasis. Thus, the regional impact of the employability programmes is relatively more pronounced in the disadvantaged regions, while in the more stable countries from the labour market perspective this will seem obviously less. Behind the lower regional impact, of course, in some cases it may also be the fact that the county has not submitted an aid application for a project element (Figure 2–3).

$$TRHM_2 = \frac{a}{\sum_{i=1}^n x_i + \sum_{i=1}^n y_i} \text{ where}$$

a – The number of people involved in the examined programme and still employed and entrepreneurs after the 180th day

x_i – The monthly number of those who independently found a job in the primary labour market in the examined period (May 2011–October 2015)

y_i – The monthly number of those who found a job with the help of mediation in the primary labour market in the examined period (May 2011–October 2015)

Results

The experience of employability improvement during the financial crisis (2008–2011)

The studies showed that the strengths and results of the programme implemented between 2008 and 2011 provided an excellent foundation for human resource development that concluded in 2016. It contributed to the success of the previous programme to which even back then they paid special attention to certain labour market services, among others individual and group counselling, which had an important role in the early employment of job seekers. The obvious reason for this is that it helps to seek employment, to work, to acquire practice and to create a relationship with employers at the same time. The individualised programme plans, supplemented with mentoring, proved to be essential from the perspective of labour market opportunities and defining directions, because by knowing the individual abilities and ideas of the jobseekers a personalised plan could be developed jointly with the consultant. Therefore, the mentor ensured the continuous personal assistance background. The management of professional and personal development, the joint assessment of the opportunities, the development, building, choosing the training and completion of a new career, the independent settlement, the formation and strengthening of skills necessary to maintain work is also their task.

The multi-dimensional nature reinforcing the effect of each element has contributed to the success of the programme. This has played an important role - in addition to the trainings, which are in line with the labour market

needs, broadly interpreted and even providing the basis for career change already had an emphasised role – in the support being mainly concentrated on those problems and problem groups, which are more difficult to manage with the traditional employment policy tools and methods. This of course has led to a number of personalised services requiring the mobilisation of substantial resources. In the selection of devices and device combinations, it was a primary concern that with the help of implemented supports the people should be willing and able to independently find a job and undertake (long-term) work – where possible – in the open labour market.

However, during the previous programme, drop out was also observed, which is attributable in part to the involved jobseekers' lack of willingness to cooperate and motivation, their disordered or constraint assuming family background, their health problems, their fear of tasks and difficulty of learning, especially in the case of elderly people, who dropped out of the educational system long ago. At best, among the reasons the establishment of a new employment relationship appeared during the programme, in which case the employer did not always contribute to resuming the training.

The examination showed that the success of the training – in terms of the composition of the people involved – is strongly dependent on age and education, as young people and those with obsolete skills were participated in a higher and the older and unskilled in a lower rate. In the latter case, it is worth to separately mention the group of those over 50, who are not always easy to convince that training can facilitate their settlement. Many people were reluctant towards the idea that after a long period of time they have to sit in a school desk once again. For those returning from childbirth, it meant a serious problem as in most cases they had not registered themselves at the employment centres; therefore, visiting them was not easy for the mentors either. It meant a serious challenge during the training in both of the examination periods that the placement of children was not always solvable.

During the programme between 2008 and 2011, a further difficulty was that in the areas particularly affected by the economic crisis, employers in many cases not even with labour cost subsidies were receptive to enrol new employees, so there was a significant number of participants who have already completed the training, but their supported employment did not happen or only happened later. Settlement into supported employment was therefore largely prevented by the resulting economic situation in

the examined regions, everyday redundancies and layoffs were common. Among the causes of dropping out, although not in significant numbers, the lack of co-operation, or even health reasons appeared, because of which the employers have already terminated the employment relationship with the involved individuals during the trial period. At best, they found job opportunities offering them more favourable conditions before the half time of the supported employment, or (again in small numbers) became entrepreneurs.

One of the general lessons learnt during the first programme was that during the employability programmes, it is worth giving priority effort to strengthen their external environment all through contact with the employers as well as through the strengthening of mentoring (motivation, bridging group-specific problems).

The experience of employability improvement during the recovery period (2011–2015)

Planning

At the planning and implementation of the programmes targeting employability improvement, it is definitely worth considering some regional characteristics. Given that the framework of the investigation remained unchanged, it can be stated that a significant part of the districts with comprehensive programme beneficiary is still agrarian often with low endowment areas, where the proportion of job-seekers with low educational qualifications is high. The small villages that surround the district seat are difficult to reach and in many cases the transportation system does not even support commuting. The labour market situation of the district seats characterised by greater processing industry and / or trade and the county seats in 2016 show a better picture, but moving away from the centre – in conjunction with low labour market mobility – the situation gives less and less cause for optimism. However, in the county seats and several large cities the economic crisis resulted in county-wide long-term instability of the labour market. Therefore, specific programmes handling the problems of those who became jobseekers with outdated expertise at that time, were already needed before the SROP. The involvement experiences of these programmes also provided clues to assess the extent to which job seekers

were able to work, be employable, how much they wanted to and were able to work.

The involvement of job seekers, as well as contact was affected by another regional characteristic, namely, if the job seekers have not found work in their profession at their place of residence, moreover in their region, and they become stakeholders in searching for opportunities beyond the county border, in western Hungary, or in the capital. It is no coincidence that in conjunction with this perhaps housing allowance is the one, which has been utilised the least during the implementation of the programme, firstly, because it was linked to the project later, and secondly there were no long-term experiences in connection with this new form of aid. The application of this methodology is not easy, and due to working far from the residential registration, the distance of the administrator discourages the employers as well.

A further territorial aspect that arose during the planning is the administrative change, which puts the focus of the decentralised administration from the regional on to the county level. The redesign of the project became necessary in terms of the costs, the administration as well as the size of the target groups.

The new programme, building on the previous successful elements still considered it important to continue providing professionals capable of qualified, labour market services, mentoring and counselling that the organisations are not always able to solve through their own efforts. However, the personalised occupation, assistance, exploration of problems, thinking together and jointly searching for solutions significantly increases the motivation of the participants, helping the training or job seeking of customers after being in subsidised employment.

The planning and preparation phase of the programme was smooth, the preliminary survey of the target groups, the labour market forecasts based on the Central Statistical Office (CSO) and the internal register data, in addition to the occupation shortages within the statutory, the area-specific occupation shortage lists provided by the chambers, during the “job exploration” personally visiting the employers, offering support options, the concepts taken over from the previous programme(s) supported the launch. Naturally, there was a demand for the programme everywhere, in the absence of which, after completion of the previous project a “service vacuum” would have resulted.

During the planning, special attention was paid to ensuring equal opportunity for the sexes, thus the group of female job seekers became a key point. Compensation was also necessary because training was a special component of the programme, but many of the occupation shortages required male labour force. Besides the principle of equal opportunity, quick reaction was also important, because the longer the time spent away from the labour market, the more difficult it is to integrate the job-seekers. Their involvement, informing and communication between the participants of the programme, coordination through the system of employment main departments and departments, job fairs, job seekers conferences, employer forums, all occurred through the help of the media. The main problem here was addressing those with the lowest educational qualifications; many of them do not use the possibilities provided by the Internet, they rarely read printed media, they do not even follow the news on television, and so virtually the only possible way of providing this information to them is in person at the employment departments.

The creation of equal opportunities, however, has not always been smooth; since childcare has not been met during the training programme; the service is still not properly developed. However, the regional differences have not always prevailed either; for example, the number of Roma involved in the programme were not recorded along the regional differences, which in some cases could be compensated with the involvement of job seekers, who call themselves Roma, but are not relevant in other aspects. The situation is complicated by the fact that many people are not even committed to their identity. However, the most difficult was the issue of developing people with low educational attainment, who have such disadvantages that even with support direct demand cannot be generated in the labour market towards them. The involvement of the employers was not smooth either, although many people announced their claim in hope of getting support, the part of the companies that do not have confidence in the labour market service organisation relies more on market intermediaries, they give up their ad, they prioritise personal relationships and they may even attract workers from other companies. Some of the employers, however, are reluctant to assume additional administration, the liabilities and mandatory employment at their own expense. The many small and medium-sized enterprises that represent the majority of employers do not even have the resources required for administration.

The territorial dimension is another aspect to take into account with the alleviation of unequal job opportunities by mobility support. Although from the end of the year 2012, there is a possibility to requisition housing support, in the event that the employer's place of business is at least 100 km-s away from the employee's place of residence, while taking into account that mobility has not only objective, but subjective factors as well that go beyond ensuring the financial conditions. However, ensuring employment in place is of primary importance, so the aid element is most helpful for the younger job-seekers, with no family commitments and higher education.

The conditions of implementation (plenty of support frameworks, sufficient time) were available; in addition, the costs of pre-financing were provided, which contributed to the success of the programme. Public procurement by its nature, however, is a lengthy process where selecting the best provider with professional references is a serious challenge. Involvement of an outside mentoring organization does not always improve the effectiveness of the programmes; the administrative control (public procurement, as well as the multitude of administrative tasks falls to the mentor) is not always sensitive to the professional requirements either.

Training

Although the training programme element provides opportunity for multiple professional development, (see OKJ trainings), these are complemented with the so-called "B-round", mostly lower-level, semi-skilled vocational trainings. The authority courses are practically intended for the acquisitions of C-, D- and E-type driving license, while the 7–8. grade remedial training emphatically appears on the palette as well. In the case of over-represented districts, counties from the aspect of the proportion of disadvantaged groups, the importance of continuously ensuring trainings for the acquisition of primary education is therefore outstanding. The latter is not only needed for the foundation of further education, but it also implements skill and competence development, in addition to being the condition for obtaining the C-category driving license. Nevertheless, in terms of participation rates the professional trainings are leading high, followed by the catch-up, and finally the trainings for obtaining a driving license. There is a clear effort that the professional trainings are directed

towards the shortage occupations, though their definitions are not sufficiently precise. Most of the funding is directed to areas where the largest proportions of employers indicate their need. It is frequent for larger employers arriving to a given region, to indicate their ideas even before building up the infrastructure. During the programme, the opportunity to acquire practice is also provided, because the training also has a practical part and the supported employment provides another opportunity to gain practice. However, the employers often find the practice time provided by the trainings as too low. The trainings begin with an entrance exam, since in addition to assessing the suitability, general basic skills are required on which we can build. Involvement of the employers is emphatic in both hiring and final exams. Although the curriculum of the OKJ-trainings is bound, the induction trainings have the possibility to incorporate the needs indicated by the employers. The training institution can develop the programme in line with this.

The duration of the courses are aligned with the tabbing options, since some of them are given home by the county seats. The relatively long-term programme provides an opportunity to conduct more than one year long trainings as well. Through the trainings relatively many people were able to find a job.

Naturally, success is also assisted by group dynamics, where there is concordance, people are eager to learn together and progress well in the acquisition of skills, there is a greater chance of success in the exam and finding a job in the profession. Success also depends on the type of the training, it is general experience that those involved in the catching-up programmes are less compared to the greater proportion of course completers in induction training (where participants know what they are and where they are going to work). It is still true, however, that young people preferred to get involved, while a lower proportion of older people participated in the training.

Surprisingly, however, the trainings aiming at the acquisition of language, entrepreneurial and IT skills in more than one case were neglected. In the former case, the failure rate is significant, while the entrepreneurship trainings (because the starting of enterprises is not happening at the same time) have difficulty organizing the necessary number of participants at the same time for the announcement of the training. The basic IT trainings according to experience do not represent real help in finding a job. However,

there is no sufficient demand among the target group for the education of higher level programming skills.

Naturally, in many cases not even the trainings can solve everything immediately, because of the lack of jobs, the lack of practical knowledge, the existence of conditions giving rise to employment discrimination, but the long-term job seeker status can also make finding a job for participants more difficult. This is made more difficult by the behaviour problems of a small part of those involved in the programme, the lack of cooperation, which can also have a negative impact on the rest of the group.

Enterprise and Employment Expansion

The enterprise starting aid element evidently does not offer a solution for all the job seekers. The professional and financial background, the individual characteristics, the willingness to take risks, motivation and aptitude are all prerequisites for success. Those who go ahead think seriously of it, they are confident in achieving success as the amount of money, which corresponds to six months of minimum salary in itself is not motivating. The high number of women among the recipients may somewhat be surprising; concurrently, the rate of those in the programme with low educational attainment was not considerable. It also appears from this that there is a clear correlation between the level of entrepreneurial motivation and qualification. In addition to the structural characteristics, the territorial definiteness of the programme elements is also significant. The mainly service enterprises (primarily commercial, catering, other) are consumer market and infrastructure dependent, which are usually related to large cities, county seats or district seats with larger population. In the smaller settlements agricultural, self-employed primary producer enterprises tend to appear.

Almost all of the participants during the funding period and after half a year nearly 80% of them maintained their enterprises. The training giving entrepreneurial skills, because of the above – in connection with the trainings – mentioned reasons, was not launched everywhere, involvement in the SROP 2.3.6. project (young people becoming entrepreneurs) could be recommended, where those starting an enterprise could receive complex assistance. In the case of all entrepreneurship supporting training, the authors considered those motivational trainings beyond the entrepreneur-

ship training extremely important, which can help the participants to have more belief in the success of their plans implementation. In addition to the screening of the business plans from the quantitative and feasibility aspect, the monitoring of the market and service needs, as well as the identification and promotion of enterprise cooperation opportunities are similarly important. The operation of such services and individual enterprise start supporting consultancy networks, of course, this goes beyond the scope and possibilities of the programme analysed here. However, the interdependence of support programmes could be guaranteed in the future, if they take into account the development and expansion opportunities of start-up enterprises, possibly through subsidies provided for future employment.

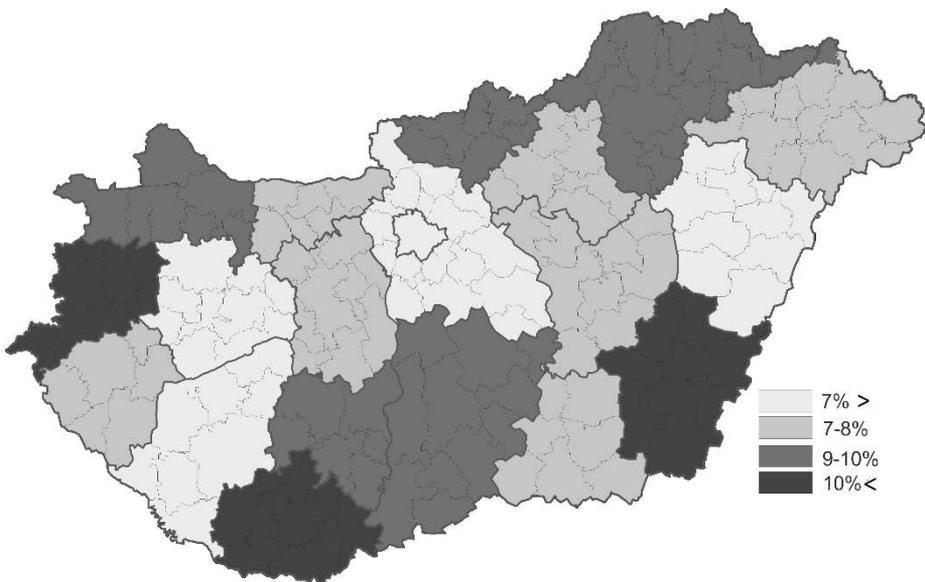
The element helping the finding and retention of a job for qualified job seekers encourages employment in such a way that in addition to the salary, the social contribution tax is fully or partly reimbursed for the employer. The rate of discounts is construction-related, as the short- and long-term support opportunities developed for young people those over the age of 50 meant different further employment obligation (0–6 months) and salary cost supports (75–100%), supplemented with travel reimbursement. The six-month follow-up revealed that a quarter of those hired through salary subsidies are still in work. Based on this, it seems that those who are employed with such aid are more likely to stay employed or are able to find a job in another workplace more easily. The 90-day payment arrangement is an exception to this, where the employee does not take risks, since in addition to the 100% support they can hire anyone, and if they do not work, they can send them away after the expiry without any consequences. Although the programme evaluation reveals that the obligation of continued employment combined with subsidies, as well as the support of becoming entrepreneurs proved effective, the truth is that the involvement and success rate of those threatened with lasting unemployment is outstanding, while the rate of those with the lowest educational attainment is far from optimal here as well.

There are of course many methods for measuring the effectiveness and the territorial impact of the programme, the present document using the help of follow-up compared the number of those included in the programme and on the 180th day still employed with the sum of newly registered unemployed throughout the total period of the programme (from April 2011 to October 2015). Naturally, the image is overshadowed

by the fact that the minimum number of job seekers involved per county was centrally determined, but they were permitted to involve more. During the central allocation calculations, they took such factors into account as the proportion of registered unemployed, those with low educational attainment and those involved in labour market programmes.

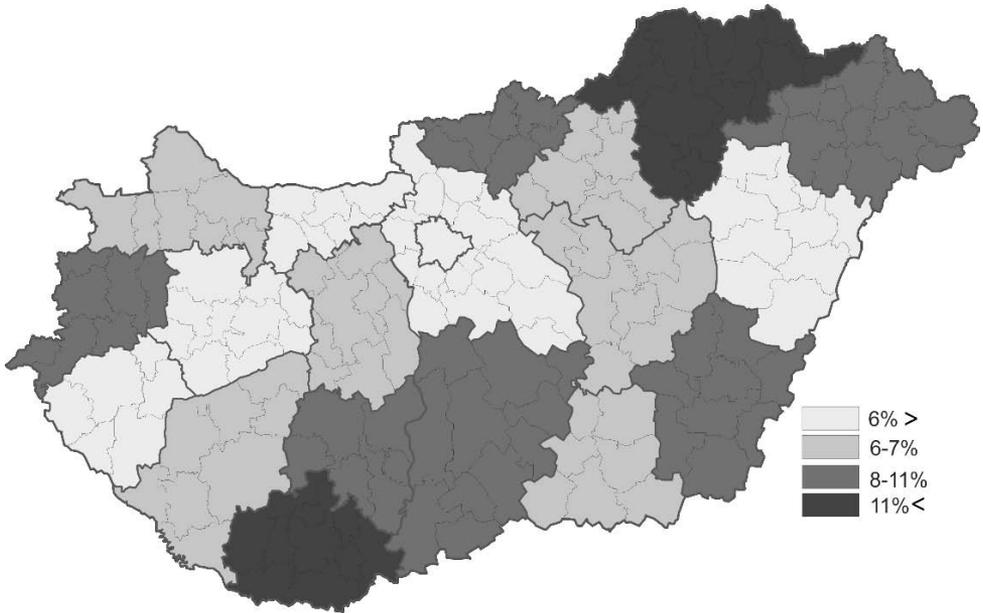
The resulting spatial structure based on follow-up is obviously not only limited to reflecting on the differences in the efforts of the programme (its indicator is the quotient of those successfully completing and those involved in the programme). Instead, it reveals the effect depending on the territorially differentiated local labour market absorption capacity. Thus, the two main differentiating factors of the following territorial inequalities are the number of job seeking groups, who were involved according to their labour market conditions and the intensity of labour force demand. Naturally, this method is the only thing following the local effectiveness of the programme, of which the indicator is rather the rate of those successfully finishing the project compared to the total population involved (Figure 2).

Figure 2. Regional differences in the impact of the programme (TRHM1)



Source of data: Employment Departments of the county-level Government Offices

Figure 3. The impact of the programme in light of the labour market’s “absorption capability” (TRHM2)



Source of data: Employment Departments of the county-level Government Offices

In the case of Figure 3, the “absorption” effect of the labour market prevails even more strongly in the spatial structure, but with a territorial balancing effect. The cartogram - compared to Figure 2 – shows the major effect of the programme; where the “absorption capability” of the primary labour market is already lower (Borsod-Abaúj-Zemplén, Baranya). In many other cases by contrast, the SROP-effect appears to be less pronounced, as here the demand induced by the primary labour market is more significant in the examined (Vas, Győr-Moson-Sopron).

Based on the above, we can only repeat the well-known fact that according to the effectiveness of the significant resource-intensive employability-enhancing programmes multiply in labour markets with good “absorption capability”, so their efficiency in parallel, or built on the economic stimulus programme is more significant. Apart from this, many of the programmes can enhance the linear and horizontal mobility and in the

long-term dynamise the disadvantaged regions as well. It should be noted, however; that the improvement of the objective conditions of mobility is not automatically associated with the increase in the willingness of mobility for C-type job seekers (Tésits and Alpek 2013).

Conclusions

The research showed that a large proportion of the employability enhancement programmes aimed to improve the status of those with low graduation rates, threatened by chronic unemployment (registered for more than three months, lives on disadvantageous settlements, affected by comprehensive workforce rationalisation, gipsy), and that of young jobseekers. The professional foundations of the programme were based on labour market prognoses, the monitoring and summarizing of job offers, combined with constant contact with the employers. The most indispensable elements of success are deliberate planning, providing beneficiaries with information in addition to thorough preparation, public utilities with personalised mentoring, positive relations with both employers and educational institutes, and lastly, long-term advocacy prospects enabling integration.

The assessment showed that the programme has immediate effects in case of the most preferred implements, for example salary-related subsidies connected with the processing industry, commerce and service-providing companies. Indoctrinate and vocational training is brought into light when the lack of well-educated workforce results in explicit educational demands. There was constant communication between the programmes hosts and executioners, and the same openness was present when it came to implementing legal amendments. Though our initial observations suggest considerable success had been reached in the effort to strengthen the outer environment of the implemented projects, we must pay attention to a few aggravating circumstances. One of them is the phenomena of attrition, which is the result of multiple symptoms, such as the lack of willingness for cooperation, unsettled family background, health issues, and the fear of difficulties with learning. In case of the latter, adequate motivation can facilitate a higher rate of participation, especially amid middle-aged or older jobseekers. The other constant issue related to training was that the daily supervision of children could not be solved. In the future, the consideration

of regional differences should weigh much heavier when developing certain programme elements, in particular, the selection processes. Furthermore, the authors deem it necessary to reduce distrust towards labour market organisations in order to be able to draw in a higher proportion of employers into similar programmes. Accentuated effort should be shown to prevent administrative regulation by downgrading the professional requisites.

In case of every entrepreneurship programme (in addition to entrepreneur training), the authors deem those motivation trainings to be important, which aid participants in developing their belief in success. During the training, the participants' business plans go through not only financial but also viability checks, while the monitoring of market needs and exploration of opportunities for cooperation bears similar importance. Coherent subsidy build-ups in each separate programme, aided by employment advocacies should also be considered.

Sadly, all elements of the group-specific assessment indicated that people with the lowest graduation rate can only be integrated into employment advocacy programmes in smaller proportions and with low efficiency. Although all the examined counties have groups of unemployed people with disadvantageous status in abundance, the question of how to identify or include the economically passive population should also be answered. It is possible that there are many who choose to work illegally or do not wish to work at all, but for starters, their labour market integration needs to be based on laying the legislative foundations, starting by issuing them with proper personal ID-s and registering them at the local authorities.

This research showed that employability programmes have an increased profitability if they are based on a labour market demand-oriented economy. Naturally, these programmes can be seen as long-term investments without economy-boosting interventions, because one of their aims beyond employability is to increase the mobility of the labour force. However, this does not necessarily mean changing the subjective factors of mobility, especially in the case of disadvantageous jobseekers.

The international significance of the results can be expressed in that skills, knowledge, mobility, adaptability and flexibility of the workforce are key driving forces of economic growth and social development in any country, and the ability to sustain labour-intensive growth depends on whether a nation can expand the skills and capabilities of both its existing and future labour force. Over the past decade, Hungary has made two

attempts to achieve some of these goals, so there is so much experience that its evaluation analysis can be utilised for countries with similar human resources.

The authors of the present paper wanted to contribute to HRD scholarship by exploring the less-known elements of success and failure in complex employability improving human resource development and analysing efficiency enhancers for future regional remedial programmes.

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