

# **SUMMARIZING STUDY ON THE PROJECT**

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**NONPROFIT HUMÁN SZOLGÁLTATÓK ORSZÁGOS SZÖVETSÉGE  
(ASSOCIATION OF NONPROFIT HUMAN SERVICES OF HUNGARY)**

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# **CZECH REPUBLIC**

## **BY KAREL SCHWARTZ**

### **I. CORE SOCIAL-ECONOMIC TENDENCIES IN CZECH REPUBLIC AFTER THE TRANSITION**

#### **1. Demography**

There was 10,251 million people living in the Czech Republic at the end of 2005, with 80 thousands less, than in 1993. Despite the natural decrease a moderate increase has seen since 2002. The age structure seems to be advantageous the percent of the economically active population (age of 15-64) reached its record in the last 20 years (71 %), due to the “birth boom” generation of the 1970s who has reached the active age. The generation born after the Second World War is also in its active period. Although it is a positive fact up to now, social policy system (health and social care, social security) will have to be prepared to accept them later. Demographic predictions show further decrease of fertility for the future.

#### **2. Economy, employment, unemployment**

The crises of the economy had caused by the transition turned into a slow increase at the end of the 1990s. While the GDP per capita was only 59 % of the EU-15, it rose up to 65 % till 2004 and reached 73 % of the EU-25 in 2005.

The employment rate has been decreasing until 2004, although there is a moderate rising since 2005. However, the number of enterprise reduced. The employment rate of men (56,6 %) was more advantageous than of women (43,3 %). The employment rate shows strong differences by regions, too. The prolonged time spent within the (higher) education system by the youth seems to influence negatively the employment rate.

Although the unemployment rate was high here, too, we can say that it was one of the smallest within the region. It moved between 3-4 % at the period of structural changes and privatisation (1993-1997), and it has raised since 1999, up to 2005 when it reached 9,5 %. The unemployment rate was higher in case of the women (9,8 %), while it was 6,5 % in case of men. Due to the low information and the poor regulation about atypical labour hampers the employment of women.

The slow increase of free jobs has been seen in the Czech economy since 2003, the number of free jobs was about 40 thousands which reached 52 thousands till 2005. This means that there were 8,2 employees for one free job, despite the 10,6 in 2004.

#### **3. Social problems, vulnerable groups**

The most vulnerable groups included the permanent unemployed, the handicapped people, children, the Roma population, the immigrant, the homeless, the young who left the community homes and those who are out of the prisons.

##### *The permanent unemployed*

Those who are without a job more than one year are handled as permanent unemployed by the recent regulation in the Czech Republic. Loosing a job leads to the loss of working routine, a weaker competitiveness and to worse prospect to get a job. Handicapped people, people with low education or below the age of 50 were mostly endangered to become a permanent unemployed.

### *The handicapped people*

Handicapped people gave about the 10 5 of the whole population. Although latent labour market discrimination and social exclusion means a great problem, handicapped people living in a social institution were the most deprived.

### *Children, the youth*

The decreasing situation of the families has been a core problem in the Czech Republic for years. Families with more than 3 children and single parent families gave the majority of the group of the lowest income. Within this group the Roma were the most deprived and children of these families. We can claim that the recent regulation of welfare services provision (housing, social affairs etc.) hasn't been prepared for these problems yet. The rising percent of divorces makes families more vulnerable. 1,5 million people lived in single parent families in 2004 (14 % of the whole population), and 488 thousands of children were growing up within these families (27 % of children).

### *The elderly*

The problems of the elderly are not homogeneous. On one hand, a lot of elder people had a low income or pension. On the other hand, the number of elder people who are not entitled to get a pension has been growing. They are seriously endangered by poverty and deprivation.

### *The Roma*

The number of the Roma population is a question now, some experts estimate it about 150-200 thousands, other talk about 300 thousands. Their chances are reduced by their housing and health conditions, and influenced by their low education. The unemployment rate of the Roma population was estimated about to 70-90 %.

### *The immigrants*

The core problem of the immigrants was the inclusion, which was hampered by the administrative constraints, the cultural differences and the bourocracy of getting a job. They seem to groping and segregating by their nationalities in the last few years. Those who stay illegally in the country often get into the black economy or became a victim of trafficking of human beings. Their inclusion has to take a long time, since in a lot of cases the second and third generations of the immigrants have problems with integration (i.e. mental illnesses).

### *The homeless*

The number of the homeless was growing spectacularly in the last few years (about 45 000 in 2001). The structural changes of the economy were one of the main reasons of being a homeless, however a major part of those who are leaving prisons or community houses became a homeless.

## II. THE SITUATION OF THE THIRD SECTOR IN THE CZECH REPUBLIC

The third sector in the Czech Republic is fairly heterogeneous with regard its operational forms and activity. However, the legal regulation is rather frittered. The most important acts including references to nonprofit issues are:

- the act of the associations (83/1990),
- the act of public utility status (248/1995),
- the act of foundations (227/1997),
- the act of churches (3/2002).

The birth of the act of volunteering (198/2002) also had a great influence on the third sector, as the forthcoming modification of the Civic Code.

The nonprofit organizations can be based on the membership or the public utility, although these aspects can be hardly separated within the organizations in the practice. The definition and conditions of public utility status hasn't been cleared yet, some regulations point out the activities, others stresses the aims of the organizations as the most important elements of public utility.

The development of the third sector can be divided into more parts after the transition. The first years (1990-1992) was accompanied by euphoric expectations and followed by quite liberal regulation. The Investment Fund of Associations was launched then as an advisory body of the Government. However, the number of foundations was extremely growing in that period due to the liberal regulation. A lot of foreign donor settled down in the country in order to promote the democratisation and support third sector organizations as part of civil society.

The relation between the state and the third sector was burdened by more conflicts and doubts between 1993 and 1996. Although the volume of state support didn't decreased, nonprofit related issues were obviously out of the attention of the political discourses.

The birth of the new act of foundations and the revision and modification of some other important acts improved the situation. The join to the European Union had core effects on third sector organizations, although these effects haven't penetrated the whole sector. The most institutionalised and professionalized organizations benefited more by having new financial resources and some others have weakened by the difficulties of implementation (contracting, financing etc.).

There were mere 3.800 nonprofit organizations in 1990, but as a result of a "boom" it raised to 21.700 till 1993. The modification of the act of foundations reduced the number of foundations a few years later. There are about 80 thousands registered nonprofit organizations, the majority of them organizations operating as an association (92 %). They have a considerable volunteer support, since two-third of the population were volunteering in 2004.

The financial situation of the third sector was negatively influenced by the withdrawal of the foreign donors during the 1990s. Although some central state funds are available, local authorities are not expected to support the NPOs.

The channel of the formal communication between the state and the third sector is the Committee of the Government since 1998, which can formulate recommendations related to the sector. The head of the Committee is a member of the government, which provides a direct contact to the Central Government. The committee has three subcommittees, one is responsible for the regional issues, the second is for the EU related questions and the third one is to develop the financing and legal regulation.

### **III. NATIONAL ACTION PLANS**

The European Committee in Lisbon declared the principles of the competitiveness and cohesion policy of the European Union and the method of “Open Co-ordination” in 2000. The struggling against the poverty and social exclusion was stressed on the following meeting in Nice, in December at the same year. These were the most important expectations to the member states to base their national level planning in 2001-2006.

#### **1. National Actions Plans for the period 2004-2006 and 2008-2010**

The first National Action Plan was submitted to the European Union on 31, July 2004. Ministry of Social Affairs and Employment was responsible for the implementation of the Action Plan. It forced a wide transparency for the preparation period by inviting – among others – the Development of the Civil Society Foundation (Nadace Rozvoje Obcanske Spolecnosti) from the civil side.

The implementation process of the Action Plan was followed an evaluation (National Report), which includes the experiences, the difficulties and recommendations for the future. The document also stressed that the development of the economy cannot be reduced for employment questions, social dimensions also have to be taken into account and an integrated concept is needed. This way the concept for the following (2008-2010) period were completed by the aims as below:

- To provide general access to the social supports and services and struggling against all the shapes of discrimination.
- To improve the conditions of joining the labour market, especially in case of vulnerable social groups.
- To promote the participation of social partners – including the recipients of services – in both the preparation and implementation.

The share of remits and roles is very important during the implementation of the action Plan. That is why the participation of third sector organizations is essential, likewise the involvement of the local level stakeholders.

#### **2. Social provision system as a key part of implementation**

Social provision system includes three subsystems in the Czech Republic, social security, social supports and social services. Local authorities are responsible for service delivery, and due to their different economic backgrounds the quality of the services are rather heterogeneous. The quality is usually higher in the urban areas and lower in the rural, smaller communities and settlements. The quality is also influenced by the insufficient legal regulation, the lack of an appropriate control mechanisms and the low level of the human resources of the services.

*The situation of the social services can be summarized as the following:*

- The lack of standards and control of social services.
- The lack of trainings for those who are working in the social sector.

- The development of social services is usually concentrating for some particular services in different periods. It should be unified and conceptualised in order to make it acceptable and understandable for social workers.
- There are only a few incentives for social workers and the prestige of their profession is rather low within the society.

The social act has been modified a lot of times, as it surely will have been needed for the future, too. This means a continuous challenge for the social workers whose coaching can be essential. The opinions and experiences of recipients also can be very important when we intend to improve social services.

### **3. A community based planning method for the improvement of social services**

To improve the quality of social services needs the communication and co-operation of local stakeholders (service provider, experts, social workers, recipients). A pilot project was implemented between 2002 and 2003 to modelling the community based planning and it resulted in rather different experiences. Most of the local authorities have started the medium term planning process, however because of the lack of a central guideline they followed different practices and methods. It was seen that the cities and towns had more resources to prepare the strategic documents, while the villages had a lot of difficulties with them.

### **4. Social economy in the Czech Republic**

Although the term and concept of social economy is not generally known in the Czech Republic and hasn't been integrated into any Government level strategies, we can see its realization in the practice. Third sector organizations' initiatives are usually based on foreign practices. These models focus on the market labour integration and re-integration of vulnerable groups by the co-operation of state, for-profit and non-profit organizations operating on local level. Although they force the employment they are also built on volunteering.

Although there is poor information about social economy within the society, the EQUAL projects had an essential role in modelling and enriching the experiences. The wider participation in the implementation of social economy projects has hampered by the financial situation of third sector organizations, the lack of capital and professionalization yet.

### **5. The main elements of the employment policy**

The core principle of the employment policy has been the "activity" in the last years. The development process is co-ordinated by the Ministry of Social Affairs and Employment. The most frequent methods have been the re-training, support investments, public employment, support of saved jobs and transferring, and the incentives to run an enterprise.

### **5. Concluding**

- Vulnerable social groups have different access to social supports and services (inequalities of access).
- The low quality of social services.

- The lack of a re-train system of social workers.
- The lack of the co-operation of sectors both on central and local levels.
- The lack of appropriate and reliable statistics and researches.
- The insufficient technical infrastructure of social services.
- The lack of standards to measure the quality.
- The insufficient control mechanisms.
- The lack of the integration of social and employment affairs both on conceptual and institutional levels.

**Useful links:**

[www.mpsv.cz](http://www.mpsv.cz)

[www.esfcr.cz](http://www.esfcr.cz)

[www.vlada.cz](http://www.vlada.cz)

## HUNGARY

ANDRÁSNÉ BÉNYEI – MARGIT KINYIK

### 1. MAJOR SOCIAL-DEMOGRAPHICAL-ECONOMICAL TENDENCIES OF THE PERIOD FOLLOWING THE POLITICAL TRANSITION

#### 1. General Demographical Survey, Settlement Structure, Urbanization

The settlement structure of the country changed as regard the number of towns in the years following the political transition. While in 1990 (together with the capital city) there were 9 towns of county rank, 157 towns and 2,904 villages, by 2006 the number of towns of county rank had increased to 23, the number of towns had increased to 266, and the number of villages had decreased to 2,856 (CSOa, 2006).

In the distribution of the settlements in accordance with the size of population the high rate of the settlements with a small population is characteristic. More than two thirds of the settlements have a population with less than 2,000 persons. 67% of the population lives in towns in 2006.

10.076 million inhabitants lived in Hungary in 2006. The typical tendency of the 1990s is the *decrease of population* (in 1990 the country had 10.375 million inhabitants). The natural reproduction turned to a negative direction at the beginning of the 1980s, its value in 1990 was 1.9, in 2005 it was 3.79 calculated for a thousand inhabitants (CSOa, 2006).

In the *age structure of the population* the essential changed took place in the number of the 0-14 age group, as well as those over 65. While 5.1% decrease took place in the rate of those in the childhood compared to 1990 (from 20.5% to 15.4%), 2,6% increase occurred in the age group over 65% (from 13.2% to 15.8%), which refers to *aging* of the population. The youth dependency ratio was 22.4% in 2006, the old-age dependency ratio was 22.9%. The total dependency ratio showed 45.4% in 2006, and the aging index was 102.4%.

#### 2. Economic Situation, Employment, Unemployment

By considering 1990 as a basic year the GDP value had increased with 18.5% by 2002, for the last 4-5 years the increase compared to the previous year has moved around 4-5% every year. The value of the GDP per capita was 8,803 EUR in 2005. From among the regions Central-Hungary and West-Transdanubia were in the first places in accordance with the GDP per capita, while the last place was taken by the North-Plain region in 2005.

The structure of the economy transformed significantly after the political transition. The building down of the public mammoth companies, legalization of the private ownership associated with a significant increase in the number of organization of market type. By 2005 the number of corporate enterprises had reached 497 thousands, while the number of the private enterprises had almost doubled, their number exceeded 710 thousands in the subject year. With regard to the number of employees the small enterprises are dominant, just one third of the enterprises had a registered employee, less than two third worked with 1-9 persons. The rate of enterprises employing more workers can be said extremely low.

By reviewing the changes in the last 10 years it can be said that *the economic activity* of the population decreased significantly compared to the early 1990s. At the same time the rate of the *economically inactive* population (within the age-group of 15-74) increased. The *activity rate* was 58.3% in 1992, while it was 54.5% in 2005.

The *unemployment rate* had been 9.9% projected to a national level in 1992, and had changed to 7.2% by 2005. The unemployment affected rather the men in a more powerful

way in Hungary which was basically arising from their employment structure deviating from that of the women (mainly they worked in those sectors, which built down significantly in the years after the political transition). In 2005 the unemployment rate was 7.0% among the men in 2005, while it was 7.5% in case of women. In case of the unemployment rates the regional differences were significant, its value was the highest in the South-West and North-Hungarian regions (CSO – A, 2006).

### 3. Typical Social Problems, Main Endangered Social Groups

The processes of the political transition significantly restructured the structure of the Hungarian society. As a consequence of the transition to the market economy the *income disparities* become stronger, the rate between the income per capita of 10% of the population with the highest and lowest income was shown *eight times* as much by the millennium<sup>1</sup>. The unemployment associated with the termination of the total employment emerged as a new social problem in the market economy combined with economic recession. During the period between 1989-1992 almost 1.1 million jobs were terminated, the rate of the employed decreased with 21.4%. The long-term unemployment – which basically affected those not having a set of skills suitable for the market demands, the unqualified layers not having specialized knowledge, the Gypsy population) led to *impoverishment*.

Besides the new forms of poverty – for example, that arising from the long-term unemployment – the traditional poverty also took significant sizes. In accordance with the calculations of the Hungarian minimum subsistence figure the rate of the poor reached 30% on the eve of the new millennium, and although the rate of the poor does not increase, *deepening* of the poverty can be observed. Besides the income poverty consideration of the individuals, households, social groups endangered from the point of view of *social segregation* get a greater and greater emphasis. By applying the European Union indexes of the social segregation in Hungary the risk of poverty of the unemployed is four times as much, in case of those bringing up three or more dependent children it is three times as much, in case of one-parent families and those living in tenement flats it is twice as much.<sup>2</sup>

In Hungary the *outstanding charges* are a problem of significant size, which basically relates to the difficulties of maintenance of a flat. Between 1990 and 2001 the consumer's prices increased nearly seven times as much, the prices of the household energy, heating increased fourteen times as much. The decrease or occasionally relative increase of the real income of the families in an unfavourable situation could not follow the increase of the occupying expenditures. 16.3% of the Hungarian households can be considered as "overhead poor" and would need for subsidies. In accordance with specialist's opinions about half a million households have a debt arising from a housing loan or a public utility debt.

The *unequal opportunities* prevail in several dimensions in Hungary, from among which the *regional backwards* are mentioned at the first place. In Hungary the regional differences of the social-demographical-economic features are very significant both at a regional and small regional level. The regional differentiation is in close relationship with the regional development. In the dynamically developing small regions the number of children is lower, the migration of the population is more powerful than in the stagnant regions falling behind.

The differences of the chances appear powerfully with regard to the *sexes* as well. Although women are in a slightly better position in the field of employment (the unemployment afflicted them to a lesser extent), as a consequence of the labour market mechanism they are exposed to negative discrimination in several cases. In accordance with

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<sup>1</sup> CSO Income surveys and TÁRKI Panel, as well as Monitor surveys

<sup>2</sup> Joint Inclusion Memorandum

the surveys made in the last years (Nagy-Pongrácz-Tóth, 2001) the situation of *two groups* became endangered among the women: *women bringing up a minor*, and the *women becoming unemployed over 40*, whose return to the labour market is extremely difficult. Women suffer from backwards in other fields of life as well, often become victims of violence within the family, their ability to enforce their interests is weaker.

The unequal opportunities strongly appear in the *ethnic dimension* as well, basically as regard the *Gypsies*. Upon the population census in 2001 198,984 persons admitted themselves Gypsy, however, in accordance with the experts' estimates this number is much higher, can be placed between 450,000 – 650,000. In accordance with the demographical processes their rate within the population increases. The average life quality of the Gypsy population (housing circumstances, health state, schooling, employment) is significantly worse than that of the whole society. The level of employment of the Gypsy is approximately half, their unemployment rate is three-five times as much as that of the non-Gypsy inhabitants. In respect of the employment the deviations by regional and settlement types are significant. The work incomes amount to less than a half of the total income of the Gypsy households on average, and the allowances related to children constitute about a quarter thereof on average. The discrimination and prejudices noticeable in the society also affect the life quality, impoverishment of the Gypsy.

The segregation prevails in several dimensions in case of those living with a disability. In accordance with the population census in 2001 the number of the disabled persons was 577,006 in Hungary, which constitutes 5.7% within the whole population (CSO, 2003). (In the population census in 1990 this rate was 3.5%.) Among the persons living with a disability the *school qualification* falls short of that experienced in the non-disabled population. 31.6% of the disabled population had a qualification lower than an 8 years' primary school qualification (19.3% in the non-disabled population), the rate of those having a secondary school-leaving exam was 14.3% (23.3% in the non-disabled population), while it is exactly a half of the rate typical of the non-disabled population in case of those having a degree (5%). These rates strengthen further on in the dimension of the town-village at the expense of those living in the villages. Its reasons are probably to be searched for in the deficiencies of the educational system. From among the inland *national ethnic minorities* the occurrence of the disability is higher among the Gypsies than in the Hungarian population (6.5%, in the Hungarian population 5.7%). The mentally retarded are particularly overrepresented among the Gypsy persons living with a disability, their rate is 29.4% (in the whole disabled population the rate of those living with a mental deficiency is 9.9%). The construction is also different, since the children are present among them in a very high rate (rate of those between 0-14 years is 17.2%).

A definitive majority of the people living with a disability have an *income coming from mainly pension*, from this point of view the mentally retarded are in the worst situation. At the same time the labour market ensures employment possibilities mostly for the visually handicapped and those being hard of hearing. The rate of economic activity of the studied population varies strongly by regions, it is of much higher-level in the eastern regions. In accordance with the settlement types the basic differences can be perceived in respect of the town-village (11,5% of those living with a disability in the towns of county rank, 8.9% of those living in towns, while only 6.7% of those living in villages had a workplace). More than two-thirds of the employees work in a weekly 36-40 hours' working order, the conditions of the part-time employment having spread in Western Europe –which adopt themselves better to life conditions of the studied group - have been built out only within narrow limits (6% of those questioned work for a time less than 36 hours a week).

Finally, it is important to make mention of the *physical-mental health state* of the Hungarian population. In Hungary 56% of the deaths are caused by diseases of the circulatory

system, in this area the death rate exceeds the average of the European Union much. It is followed by the malignant tumours (often traceable back to the lifestyle). For the indication of the mental state only the high suicidal indexes are mentioned as an example (in 2001 2,979 cases, in 1990 4,133 cases), which had decreased as regards its number by the end of the decade, however, it is still outstanding on a world scale.

#### 4. Regulation of Social Political Supply System in Hungary

The political, economic, social transformation taking place in the early 1990s affected the majority of the population fundamentally, and resulted in the appearance of new social problems. In this period the Hungarian social policy, supply system and the social management went through significant development. Until the issue of the *Act of III/1993 on the social management and social supplies* (hereinafter referred to the *Social Act*) regulating the social supply system chaotic states ruled in the field of the social supplies. The Municipal Act contained general wordings in respect of the social tasks, which were interpreted by the settlement in a different way.

By the decentralization of the public administration system (*Act of LXV/1990 on the local municipalities*) the public undertaking of tasks decreased in the field of the public duties, several tasks were transferred to the local (settlement and county) municipalities endowed with autonomy.

In the formation of the social political supply system, beyond the Social Act, the related laws of social nature, primarily the *Act on the Family Allowances*, *Act on Child Protection*, *Act on Equal Opportunities*<sup>3</sup> and the *Act on Employment*<sup>4</sup> played an important role.

In accordance with the guidelines of the Social Act and the supplementary laws relevant to the implementation building out of the different supply forms started in the first half of the 1990s.

The Act determines three types of the social supply forms: *cash benefits*, *basic provisions providing personal care* and *specialized care* ensuring institutional accommodation. The local (settlement and county) municipalities bear the basic responsibility for the fulfilment of the social duties. The management of the *cash benefits* is considered as an official duty. The provision of the *services* can be resolved in an independent institute, in the form of partnership or in a contractual form by the municipalities.

Although the building out of the social supply system started in the 1990s, the experience show that the development of the system came to a sudden stop in the second half of the decade. The typical reasons for the *deficiencies*, *disfunctions* shown in the system can be summarized in the following:

- **Problems related to the calculability of the law.** Since passing the Social Act it has gone through a great number of changes, which implied the changes of the laws pertaining to the enforcement. Follow-up of the regulation and ensuring the more and more strict conditions cause significant trouble for the settlements.
- **Underfinanced provisions.** The Social Act imposed obligations on the municipalities by decentralization of the fulfilment of duties, but at the same time it does not ensure the resources needed for the fulfilment of duties to a suitable extent. The smaller municipalities being in a difficult situation are not able to compensate these shortages.
- **Counter-interests against some forms of provisions.** Due to the features of the financing the municipalities prefer the cash benefits to the services. From among the

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<sup>3</sup> Act of XXVI/1998 on ensuring the rights of the disabled persons and their equal opportunities

<sup>4</sup> Act of IV/1991 on the promotion of the employment and provisions of the unemployed

services they endeavour for building out the specialized cares ensuring the higher normative at the expense of the fundamental provisions. So the resource constraints often neglect the professional arguments and real requirements.

- **Conflict of the local independence and legal security.** The legislation autonomy provided in giving benefits sometimes “leads to the overpower” of the legislation, which also means that more than 3,000 local welfare systems work in Hungary in accordance with the differences of the local decrees. (Tausz, 2002). The more eligibility criteria are specified in the local decree, the more difficult the access is (exclusion of the “unworthy” persons having needs).
- **Weakness of the control functions.** The violation of law by negligence (lack of ensuring the compulsory provisions) is not sanctioned at present. The system of the professional control is divided.

## II. THE STATE OF THE HUNGARIAN NON-PROFIT SECTOR IN THE YEARS FOLLOWING THE POLITICAL TRANSITION

After the legalization of the foundations and formation of the Act on the right of association powerful *extensive development* started in the non-profit sector at the end of the 1980s. Between 1987 and 1993 the number of the incorporated non-profit organizations quadruplicated, and the numerical growth kept on entirely until the middle of the 1990s. After 1996 the signs of *intensive development* took form from the statistical data, the numerical ratio of the new organizations does not increase significantly, much rather the surviving efforts of the existing organizations can be perceived. From 2000 – probably as an attractive effect of the accession to the European Union – slow growth characterized the sector again, in 2004 52,391 operating non-profit organizations were in Hungary (CSO - B, 2006).

From among the organizational forms the *forms of association and foundation* are the most popular, four-fifth of the organizations work within these frames.

The non-profit sector went through a significant change of structure in the 1990s. In respect of the activity structure the dominance of the sport, culture and leisure time activities is characteristic further on, the rate of organizations performing social activities was 8.8% in 2004 (CSO-B, 2006). The democratic social conditions gradually opened space in other fields of activity as well during the decade, so an extremely colourful and heterogeneous non-profit sector formed.

In respect of the human resources the Hungarian non-profit sector strongly relies on the work of voluntary workers. Only 16% of the organizations were able to work with paid employees, the number of employees can be made about 80,000 altogether (CSO -B, 2006). At the same time the rate of voluntary workers is very high on an inland scale, in the last years 400,000 persons perform regular voluntary activities.

### 1. General Financing Features of the Non-profit Sector

After the political transition in the scope of issues of sustainability the uncertainties arising from the *project financing* means the largest problem for the non-profit organizations. The programs for a definite time do not allow the long-term planning, may result in fluctuation in the employment, and may lead to the implementation of forced programs (not requirement-oriented, but aiming at the ability to operate the organization). The resources supporting exclusively the *operational costs* moved within extremely tight limits until the establishment of the above-mentioned National Civil Basic Program.

In the 1990s the financing structure of the non-profit sector of large size compared to the dependency capacity of the country was extremely heterogeneous and uneven. The financing channels are listed into *five main categories* by the Central Statistical Office examining the state of the sector annually since 1992: *state subsidies, private grants, returns of the basic activity, economic and finally other returns*. The distribution of the returns by main resources went through significant changes in the years from the political transition, which are shown by the data in the comparative Table 1.

Table 1

**Distribution of the returns of the non-profit sector 1993, 2001**

| Types of returns                | Rate of returns (%) |            |
|---------------------------------|---------------------|------------|
|                                 | 1993                | 2004       |
| State subsidies                 | 16                  | 36.4       |
| Private grants                  | 23                  | 12         |
| Returns from the basic activity | 18                  | 35.2       |
| Economic returns                | 32                  | 14         |
| Other returns                   | 11                  | 2.4        |
| <b>Altogether:</b>              | <b>100</b>          | <b>100</b> |

Source: Central Statistical Office., 2002, 2006 -B

However, the general data cover the differences of the ability of resource allocation of the organization, the internal inequality of access to the resources, which have to be mentioned in some words by all means. In the last years a tendency can be observed that nearly 80% of the returns of annual level of the non-profit sector is acquired and used by only 4% of the organizations; these organizations mostly have an annual income over HUF 50 million. If this narrow organizational circle is investigated, mostly non-profit companies and public foundation established by municipalities can be found. Thus, the financing inequities are of extreme size within the non-profit sector.

The researchers concluded that the non-profit organizations of state and market proximity appearing in 1994 (public foundations, public bodies and non-profit companies) drew away significant – mainly state – resources from the non-profit organizations organized really in a civil way (from below, by citizen’s initiation) (Kuti, 2005).

Further important experience of the researches that a significant part of the civil organizations (about three-fourths) depend on a typical financing channel, is not able to move more possibilities of resources. However, “standing on one foot” significantly endangers the long-term sustainability of the organizations.

## **2. Enforcement of Interests within the Non-profit Sector**

The social role of the non-profit organizations is extensive, beyond the services provided for the different social groups interest pluralisation as a part of the civil society, representation of the less visible social groups or those wanted to be seen to a less extent for the state decision-makers, formation of the decisions along the social interests are also important tasks of the sector. In Hungary positive processes can be observed after the political transition, which became stronger mainly in the last few years.

An important feature of the processes of interest enforcement from where, by what initiation they are started. In accordance with it three types can be distinguished: the civil corporate systems organized **from below, from above and from outside**. In Hungary examples can be found for all the three ones in the 1990s.

The different civil shield organizations – mainly of sectorial principle – appeared even in the early 1990s, reacting to the demands coming from below, by the initiation of civil

organizations. The interest-enforcing and power control function of the shield organizations is extensive, examples can be found for interesting innovative experiments<sup>5</sup>.

In the 1990s the resource-allocating civil organizations committed to the development of the system of institutions of the democracy set the network development as an objective in several programs, it is the model of the interest representation organized from above.

After the creation of the first Governmental Civil Strategy the specialized ministries announced similar programs. The frames of cooperation are being formed, the cooperation seems to extend to the legislation (requesting for opinion on the draft laws, releasing them for social debate), the establishment of the forms of cooperation (for example, at local levels). These processes mean external intervention, the specialized ministries support the organization of the civil organizations with resources at this time.

The local representation of interests is of more occasional nature. Although civil forms established from below work in several large cities (they are mainly organized in *regional principle*), they often struggle with legitimacy problems, duration of their operation can be questioned occasionally, their scope for action greatly depends on the openness, receptiveness of the local governments.

The formation of cooperation is weakened by the strong competition between the organizations and underdevelopment of the awareness of sectors, the primary reason for which is the shortage of resources, and that extremely few subsidies can be acquired for the activity of interest representation in Hungary.

### **III. STRUCTURE AND DUTY OF THE INSTITUTIONAL SYSTEM RESPONSIBLE FOR THE IMPLEMENTATION OF THE NEW HUNGARY DEVELOPMENT PLAN**

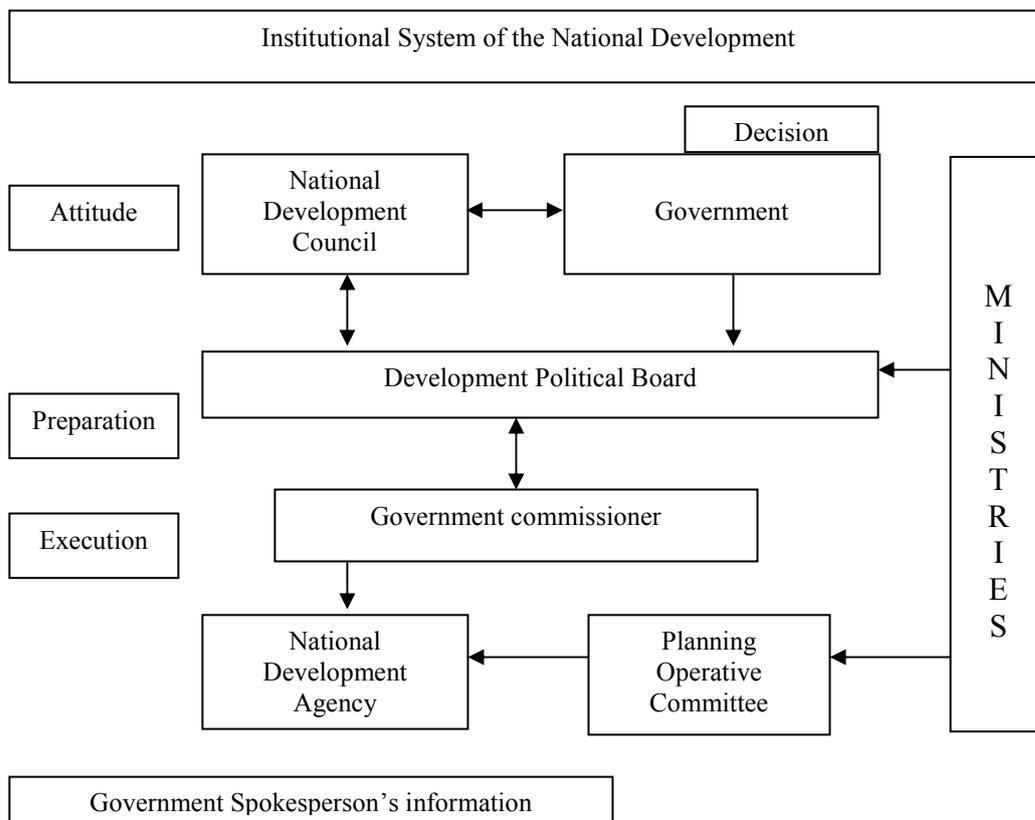
#### **1. Institutional System of the National Development**

For each member state a law of community level specifies the responsibilities of the member states in the elaboration of the governing, control systems and their operating principles. The member states themselves form the institutional system of implementation and its procedural order along them, but they shall act in accordance with the obligations stated in the decree of 1083/2006/EC of the Council of the European Union. Actually, thereby the national sovereignty is subordinated to the communal interests of the Union.

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<sup>5</sup> A remarkable experiment is the „watchdog” program launched by the National Association of Non-profit Human Service Providers, in which the attention is called for the infringements occurring in connection with the application of the social law and non-profit organizations, and the gaps of laws are tried to be detected. Sociologist and legal students participate in the program.

Figure 1



Source: <http://pik.gov.hu/>

In Hungary the following institutes take part in the implementation of the National Development Plan :

- **National Development Council**
- **Development Political Governing Body (FIT)**
- **National Development Agency (NFÜ)**
- **Governing Authorities (IH)**
- **Contributing Organizations (KSZ)**
- **Monitoring Committees (MB)**

## 2. National Documents Used as a Basis of the New Hungary Development Plan and the Operative Programs<sup>6</sup>

In Hungary the basic documents of development are the following:

- National Development Political Conception (2005 – 2020)
- National Regional Development Conception (2005 – 2020)
- National Action Program (2005 – 2008)
- National Agricultural and Regional Development Plan (2007 – 20013)

<sup>6</sup> Source: <http://pik.gov.hu>

- Strategy of Sustainable Development (Time distance: until 2050)
- National Environmental Program (2003 – 2008)

It means a large advantage that there is more national independence in the planning, but at the same time there are more responsibilities as well (there will not be a program supplementing document, the role of the national administration is stronger, thereby so is the responsibility thereof). In the New Hungary Development Plan new priorities were determined, such as *employment* and *growth* (*these jointly can be interpreted in a coherent way*).

### **3. Civil Participation Possibilities in the Planning, Publicity of the Planning of National Level**

The National Development Political Conception and the 2<sup>nd</sup> National Development Plan of 2007-2013 determine the development possibilities of the country in medium-term (until 2020) by deciding on the frames of use of the Union resources, thus decisively influence the future of the country.

Therefore it is inevitable that during their formation the planners know the demands, opinion of the society, and it can be achieved only in such a way if the government provides space for the social reconciliation.

However, by spring of 2005 it had become evident that the planning process was late, and the National Development Authority had not finished the plan substantiating the social reconciliation.

The structured social reconciliation related to the planning processes is a basic social demand and a primary right, but from conceptual point of view it is an elementary interest of the government as well, since it allows that the plan has great social acceptance.

The lack of the social reconciliation started some civil organizations to establish an informal working group<sup>7</sup> (not incorporated along the law pertaining to the social organizations, but fast and capable of action), which monitors the process of the social reconciliation of NFT. The working group aims at elaboration of the proposals pertaining to the concrete implementation for the institutional system and compilation of a report quarterly beyond monitoring the social reconciliation. The report as a method proved to be significant forcing means – in accordance with our experience.

The following typical statements can be made for this period of planning the NFT II (2005 – spring of 2006):

- The schedule, methods of opinion-making about the documents have been formed by the offices individually, no reconciliation plan covering the whole process was available. The opinion-making procedures related to each material were not uniform, one can get information on starting the process only in delay. All these did not provide time and possibilities for the preparation. It is remarked that the lack of coordination of reconciliation also established similar circumstances for other participants (municipal interest federations, churches, enterprising sector).
- The information flow was not continuous and pro-active.
- The complete planning was characterized by the permanent temporal delay. Due to the many – inland and “Brussels” – participants it partially can be understood, but due to the hard final deadlines the last phases are characterized by tensioned schedule and rush. However, the civil “frustration” arising from this could have been reduced

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<sup>7</sup> The Civil for the Publicity of the National Development Plan (CNNy), the members of which are 18 civil organizations

significantly by improvement of the communication, reasons for the delay, etc., publishing it in due time. (If and in so far as it did not proceed in a pre-decided curve).

- The National Development Political Conception was released for social reconciliation only after the Government had accepted it. It is in contradiction with the principle of early involvement and participation, when the documents could be formed in effect. The possibility of actual civil participation was not ensured in the planning groups.

Furthermore, it is added that the name of the basic documents changed continuously, in a difficultly identifiable way for the laity and experts many times.

In its meeting on 25<sup>th</sup> October 2006 the government accepted the development political document (with its final name the New Hungary Development Plan), which determines the operative programs put in a frame for what fields, in what distribution it wants to use the about eight thousand billion Hungarian forint, primarily EU development resource available for the country between 2007 and 2013. It does not include the agricultural subsidies that can be called down in a normative way, along automatisms.

The opinions related to the **14 operative programs** released for social reconciliation (**previously only 5 operative programs were denominated**) were received by the National Development Agency until 8<sup>th</sup> November 2006. Altogether almost 1,350 organizations forwarded their opinions by means of electronic questionnaires and in the form of essay. These can be downloaded from the homepage of the National Development Agency, thus they are public. Most opinions, nearly 350, were received on the Social Renewal Operative Program (the non-profit organizations are primarily affected by the Social Renewal OP) and 150 were received on the Transport Development Operative Program.

#### **4. Experience, Statistics Pertaining to the Human Operative Programs in the Period of 2004-2006**

Hungary signed the accession document of the European Union even in 1992, the actual becoming a member was on 1<sup>st</sup> May 2004. It seems that the preparation did not succeed properly either for the contributing organizations responsible of for the implementation, arrangement or the applicant non-profit organizations.

600 projects were supported (from 2.015) by the HEFOP between 2004-2006 half of them (308) were implemented by some NGO. NGOs got more than 50 % of the whole support (13,322 million HUF).

EQUAL and HEFOP projects had almost the same experiences summarized as the following:

*In case of the contributing organizations the following main problems could be observed:*

1. A main point of the problems of the system established for receiving the Structural Funds is that the workers were not exactly aware of the ultimate aim of the system operated by them. Therefore, the indirect target experienced during their everyday work the most commonly, the *regularity* is interpreted as an ultimate aim. They were motivated for it by their bosses' fear from the well-known bureaucratic attitude of the European Union and the public administrative embedding (the twisting effect of the ill-famed Hungarian bureaucratic attitude). It led to the formation of a "regularity spasm" and classical bureaucracy: and observation of the rules became the main target. Well visibly a "regulating hierarchy" formed: the participants of the system (communal legal source, Hungarian legal source, operating document, followed

- practice) made the specifications made by the previous level stricter (they made it, in their fear that they should commit any irregularity).
2. The disarrangement of the division of labour, the lack of the delegation system so that the contributing organizations performed several parallel activities during the working process, the same documents are interpreted in different ways. The *functional division of labour* (thus when each part-task of the applying process is performed by different organizations, or a task is performed jointly by more organizations) is the death of the system. This solution is *extremely difficult* until it is managed to be regulated in a satisfactory way, the programming period ends. The coordination demand is enormous, the organizations point to each other and wait for each other.
  3. A basic fault of the system was that the principle of performance was completely missing from it both at organizational and individual levels. In case of the contributing organizations the performance was not qualified regularly. However, it would have been needed, since if the performance of the contributing organizations falls behind those stated in the contract (e.g. the contributing organization does not keep the fixed deadlines), sanctions may be enforced, either the possibility of termination of the contract may exist. The lack thereof made them too easy-going. There was virtually no possibility to terminate the contracts of the contributing organizations.
  4. As a consequence of keeping on the contracting it became visible well in advance that it was impossible to implement the programs in the originally planned way. Due to the delays of contracting the liquidity problems of the non-profit organizations increased to such an extent that it endangered the implementation itself. Although a detailed operating manual was made for the Contributing Organizations, but strong deficiencies can be shown in relation to the deadlines in it. If there is still a deadline, no sanction is linked to its infringement. So it could occur that 140 days passed from the receipt of the applications to the decision on average, and again 110 until contracting.
  5. Finally, it is necessary to mention that there were parliamentary elections in Hungary in the middle of the planning period, and the new Government have carried out significant personal and structural changes (have regionalized the regional administrative bodies), time is needed for these persons and structures to acquire their own legitimacy, confidential capital, authenticity.

*In case of the applying non-profit organizations the following main problems can be observed:*

1. As a consequence of the extremely instable financial situation of the non-profit organizations it was not sure at all that they would be able to implement projects larger with magnitudes. Although no own contribution was needed for the receipt of the Structural Funds or it was required only to a low extent, it also causes a problem for them to ensure it, since usually they do not have suitable cash flow, as well as the reserve resources. They are not able to surmount the delay in the possible payments.
2. It occurred that the organizations “could not resist” to the calls for applications and the acquirable resources, and therefore they applied for such an application, the special line of which was unfamiliar for them. At that time they usually commissioned an application-writing company to make the application, who performed the order efficiently, but the implementation meant a serious difficulty for the unprepared organizations.

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## Useful links

- <http://www.szmm.gov.hu> (Szociális és Munkaügyi Minisztérium)
- <http://www.nfu.gov.hu> (Nemzeti Fejlesztési Ügynökség)
- <http://www.eszakht.hu> (Európai Szociális Alap Nemzeti Programirányító Iroda Társadalmi Szolgáltató Kht.)
- <http://www.equalhungary.hu> (Szociális és Munkaügyi Minisztérium Equal program)
- <http://www.civil.info.hu> (Esélyegyenlőségi Kormányhivatal Civil Kapcsolatok Igazgatósága honlapja)
- <http://www.parlament.hu> (Magyar Parlament)
- <http://www.ncsszi.hu> (Nemzeti Család-és Szociálpolitikai Intézet)
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- <http://www.civilegyuttmukodes.hu>
- <http://www.eucivil.hu>
- <http://www.oka.hu> és [www.onkentes.hu](http://www.onkentes.hu)

## **SLOVAKIA**

HELENA WOLEKOVÁ – MARCELA VOLÁROVÁ – ADRIANA KOMORNIKOVÁ

### **I. SOCIETY AND ECONOMY AFTER THE TRANSITION IN SLOVAKIA**

#### **1. Demography**

Two main tendencies are determining the demography in Slovakia as the decrease of fertility and the aging of the population. The number of children (under 14) declined with 298 thousand between 1991 and 2001 by the National Census. On the other, the number of the economically active population increased with 303 thousands within the same period. The average age of the population was 0,3 years higher in 2005 than in the previous year.

#### **2. Economy, employment, unemployment**

Although the Slovakian economy is on the way of development and the GDP is increasing there are problems with the volume of employment. Employment rate has been growing however regional and gender inequalities were significant. The value of the employment rate was 57,7 % in 2005, it was 64,6 % in case of men and 50,9 % in case of women. The most impressive tendency was the improvement of the situation of the elder employments, due to the reform of the retirement provision system.

The unemployment rate was 16,2 % in 2005, which was less with 1,9 % than one year earlier. 68 % of the unemployed was permanently out of the labour market (more than one year).

#### **3. Social problems, vulnerable groups**

The first overall and integrated research on the living standards and incomes in Slovakia was realized in 2005 (EU SILK). The risk of poverty was 13,3 % within the whole population, which was lower than the EU mean (16 %). The value of the index was 31,7 % with regard to the single parent families, and 24 % in case of families with more children. The poverty risk was higher at the children and the youth (18,7 % under 17 years and 16,3 % for the 18-24 year old generation), than at the elderly (7,1 % above 65 years). The poverty risk has been mainly influenced by the unemployed status. The risk of poverty of those children who were living in families with two unemployed parents was 75 %.

The most vulnerable groups were the handicapped, the Roma, the homeless, those who are leaving a penal institution and the drug addicts.

There were 349.305 handicapped people in Slovakia in 2005. Their labour market integration seem to improve in the last years, the proportion of the employees were 16 % more than earlier.

The situation of the Roma is burdened by their strong geographical segregation which was obviously supported by data in case of 149 settlements.

The number of the homeless can be hardly estimated, some data are available for the bigger cities (like Bratislava, with 2000 homeless people).

The number of those who are leaving prisons has been growing, it was 977 in 2005. 2.315 people were treated as a drug addict.

#### **4. The regulation of social services**

Central state monopoly of social service provision was broken after the transition in Slovakia, as it happened in the other transition countries, too. The decentralization of public administration resulted in a quite different provision system of social services than earlier. The delivery of some services was delegated to the local state units by the Act of local authorities however the role of the central state remained significant. The act of social services was codified in 1998 however its realization increases more questions and doubts.

New reform endeavours were started in 2003 to cut the employment costs, to promote the activeness of employees and to build more flexible and effective social and employment services. The integration and harmonization of social and employment services was also stressed. The old services went through some changes and new, integrative institutions were launched. Active methods of employment became more important like as the employment of the handicapped. The process was highly supported by European Social Fund and the EQUAL Community Initiative.

However the implementation of reforms is hampered by the political situation and the instability of governments. The critiques can be summarized as below:

- The competencies of service provision haven't been cleared yet (mainly between the counties and settlements).
- The insufficient financing of social services.
- The unequal chances of the accession to social services.
- The low effectiveness of the integrated institutions.
- The low co-operation ability of the actors on local levels.

## **II. THE NONPROFIT SECTOR IN SLOVAKIA**

After the Velvet Revolution the act on the rights of association was enacted which started the improvement of the membership based associations. Although the nonprofit sector has been growing and became more heterogeneous it is dominated by sport and recreation organizations. There were 26.770 registered nonprofit organizations in Slovakia in 2002, 31,8 % worked on the field of sport and recreation, other 24,6 % on settlement and economy development, 11,4 % on environment protection. The proportion of those organizations which worked in the welfare services was rather low. 2,2 % operated on the social field, 1,4 % in health care and mere 3,1 % on the education field.

The majority of the organizations worked as an association, the number of the foundations was only 319 in 2005.

The legislation of the sector is rather under regulated and fragmented. The legal institution of public utility companies does exist in Slovakia and it had a particular role in the transformation of cultural institutions after the transition. The legislation of foundations was realized just in the middle of 1990s, as it happened with the public utility status, too.

The euphoria of the transition period with regard to the third sector has disappeared with the Meciar Government which had a conflict with the sector and it hampered the institutionalization, too. Third sector was protested by the campaign called "Third Sector SOS" which had poor results but it proved the co-operation ability of the sector.

The revision and modification of the act of foundations and other nonprofit related regulations has changed the situation of the third sector. However the need of a unified Civil Code is strong.

The financial situation of nonprofit organizations is fragile, since state funding is quite poor, a strategic document by the Government hasn't been declared yet. The idea of support NGOs from the revenues of privatization has failed due to the strong political resistance. Nonprofit issues seem to be out of the actual political discourse.

The situation of the 2 % of the personal income tax was also full of conflicts. As a result of a dynamic economic growth revenues coming from the "2 %" have been increasing. Although the Government wanted to withdraw, it was failed due to the third sector protest.

### **III. THE IMPACTS OF STRUCTURAL FUNDS ON SLOVAKIA**

The National Action Plan between 2004-2006 based on the four priorities by the European Commission (the situation of the Roma, equal opportunities, sustainable development, environment protection) declared four operative programmes (Human Resources, Industry and services, Agriculture and rural development and Basic infrastructure), and was completed with one programme for the development of the capital (Bratislava).

The first version of the National Strategic Reference Frame (NSRF) was accepted by the Dzurinda Government in October, 2005 however it has been finalized – with some modifications – by the Fico Government in May, 2006. Both the structure and content was modified. The first version included the following operative programmes:

- transport,
- environment protection,
- regional operative programmes,
- knowledge based economy,
- culture,
- education,
- employment and social inclusion,
- health care,
- the development of Bratislava,
- technical assistance.

After the modification the knowledge based economy has been defined in more elements (i.e. information technology development, research and development, competitiveness) and culture was integrated into other operative programmes.

Co-ordination and technical assistance was settled to the Ministry of Regional Development.

#### **1. The principle of partnership**

A professional workshop headed by the Minister of the responsible Ministry was launched in order to realize the principle of partnership. A co-ordinator position was also placed to build and keep contact with the key actors and to organize meetings, forums, conferences. The co-ordinator's responsibility is to involve ministries, local authorities, non-governmental organizations and to provide a wide transparency for the programming process.

## **2. The role of third sector organizations in programming and implementation**

The need for the co-operation on NGO side was born in already 2001 in order to follow and monitor the planning process and promote its transparency for the NGOs. The activity was co-ordinated by the organization called “Friends of the Earth” (CEPA). The members of the informal group are volunteer experts.

One of the most elementary recommendations of the working group was taken in 2004. It was about the transparency of the EU resources and avoiding abuses. Minister Lipsic delegated the regulation and implementation of the recommendation to the Anti-Corruption Department of the Government Office. As a result an overall report was made with statements and suggestions, then they were declared by a government decree. The decree obliged all EU-related institutions to follow strictly the regulations. The question of incompatibility has also been cleared this way. This process and its results are usually mentioned as a “good practice” on international level.

The working group focuses to two fields at present: to provide information about the decree and to monitor its implementation.

It has been accompanying the planning process for the period 2007-2013, too by formulating essential suggestions with regard to the NSRK however these recommendations were ignored by the decision makers. It led to a protest of NGOs in 2005, NGO representatives boycotted the participation in Monitoring Committees. Protesting lasted for three months and resulted in particular acceptance of their earlier recommendations. These were:

- The extension of environmental aspects. The working group convinced the decision makers about the importance of the National Strategy of Sustainable Development when using Structural Funds (originally this document was a bases for the implementation).
- A disposal was born about the investements from EU funds, since all the investments have to take into account the accessability rules for the handicapped people.
- NGOs have to be involved into the negotiations.

Finally, the working group’s evaluation was critical on the implementation of partnership. While the civil actors belived that partnership means an interactive, proactive and common process, they had to evaluate the documents after they were more or less ready. On the other hand, negotiations usually were particular and were realized by actors so the different interests couldn’t be integrated.

## **3. Financial resources for NGOs provided by the Structural Funds**

Most of the financial resources available for the NGO sector were integrated into the Employment and Social Inclusion Operative Programme by the concept of the Dzurinda Government. The main aim of this subcategory (1.6.) was the capacity building of the NGOs. The acceptable activities were the infrastructural development, investment, development of inrormation technology, improvement of human resources, ineterst representation, networking and building local partnerships. By the first version these projects could be co-ordinated by a nonprofit organization on central level however this concept has failed and co-ordination went to the public administration.

There were a lot of difficulties with project implementation, i.e. the problems of the informatic system, administrative burdens, the low human capacities of the co-ordinator organizations, problems with contracting and financing.

#### 4. The experiences of the EQUAL Community Initiative

The total budget of the EQUAL programme was 22,266 million EUR between 2004-2006. There were 161 successful projects with a strong participation of the third sector organizations.

Figure 1

**The number of EQUAL projects by the type of the applicants**

| <b>Type of the applicant</b> | <b>Number of projects</b> |
|------------------------------|---------------------------|
| Central state organization   | 13                        |
| Local authority              | 9                         |
| Enterprise                   | 5                         |
| Nonprofit organization       | 71                        |
| <b>Total:</b>                | <b>98</b>                 |

*Resource: Report on the implementation of the EQUAL Community Initiative in 2005*

#### 5. The experiences of the national Action Plan in 2004-2006 and in 2007-2013

The experiences of programming processes show that NGO sector also need to be better prepared, to have more competencies, special knowledge and co-operation. This is needed for the more effective pressure on the decision makers and transparency of the process. However this also needs EU funds like state and public administration also used them for similar aims.

A new, consensus based selection mechanism is needed for the selection of the members of the Monitoring Committees. The way of communication with the governmental bodies has to be declared, too.

The transparency of project implementation by the NGOs has to be a strong expectation (i.e. on their websites).

NGOs has to represent and support those solutions, which are adequate for them (i.e. in financing mechanisms), they have to force advance payment in order to help smaller NGOs' participation. Moreover, they have to promote those projects, which need innovativeness while solving social problems and to promote international co-operation.

Finally, they have to force the common participation of the different actors during the programming process in order to reach consensus.

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## Useful links

[www.employment.gov.sk](http://www.employment.gov.sk)

[www.build.gov.sk](http://www.build.gov.sk)

[www.minedu.sk](http://www.minedu.sk)

[www.esf.gov.sk](http://www.esf.gov.sk)

[www.fsr.sk](http://www.fsr.sk)

[www.upsvar.sk](http://www.upsvar.sk)

[www.nrsr.sk](http://www.nrsr.sk)

[www.statistics.sk](http://www.statistics.sk)

[www.eufondy.org](http://www.eufondy.org)

[www.socioforum.sk](http://www.socioforum.sk)

[www.cvno.sk](http://www.cvno.sk)

[www.oad.sk](http://www.oad.sk)

## **POLAND**

KAMILA PŁOWIEC - MAGDALENA PLEWOWSKA - ARTUR GLUZIŃSKI

### **I. DEMOGRAPHY, SOCIETY, ECONOMY**

#### **1. Demography, public administration and urbanization**

38 518 241 inhabitants lived in Poland in 2005. The number of population has been decreasing for ten years. The natural decrease was -0,01 % in 1997 and -0,08 % in 2006. The number of live birth declined till 2007 and number of death was slowly growing. Despite these facts there is a natural increase within the population. The economically active population (15-64 years) gave 71,1 % of the population, the proportion of children (under 15) was 15,5 %, while it was 13,3 % in case of the elderly (above 64). The average age was 37,3 years.

There has been a three-level public administration system in Poland since January, 1999. There are 16 regions, 379 districts and 2.478 settlements in Poland. 61,3 % of people live in cities and towns.

#### **2. The situation of the economy, employment, unemployment**

The Polish economy is in its intensive development period at present with a stable inflation and international trade. The value of GDP has increased with 6,2 % in 2006 and it continued in 2007, too.

The employment situation was also improved, its value was 4,6 % higher in the for-profit sector than in the previous year. The number of the unemployed also decreased with 23 %, the unemployed rate was 11,6 % in 2007 (while it was 14,8 % in December, 2006).

The employment is influenced by some important structural factors, as:

- Withdrawal from the labour market because of fears of losing jobs and being an unemployed (disability pension, pre-pension).
- The insufficient level of human capital especially in case of people above 35 years.
- High expenses of employment.
- The disharmony of supply and demand on labour market (low education of the employment).
- Low professional and geographical mobility of people.

#### **3. Social problems, vulnerable groups**

Despite the growing level of incomes more and more are endangered by both absolute and relative poverty in Poland. 11,8 % of people lived under the poverty line in 2006 and other 20,3 % in relative poverty.

The financial situation of families is strongly determined by the labour market situation of adult members of families. The poverty rate was the highest among those who was unemployed in 2004. Poverty rate was 26 % in those households where there was at least one unemployed adult member. However it was only 8 % within households without an unemployed person.

Two-fifth part of families with four or more children had an income under the subsistence level in 2004 (55,9 % of them was under the poverty line, too). The situation of single parent families was also hard, 15,2 % of them lived in poverty in 2004.

Families with a handicapped member – especially if he or she is the head of the family – were also risked with poverty.

#### 4. Social service provision in Poland

The act of social provision was enacted in 1991 and has been modified a lot of times. The basic principle of it is the activity and to promote the activeness of people and solidarity. However a new act was codified in 2004 which focuses for the following vulnerable social groups:

- the orphans,
- the homeless,
- the unemployd,
- the handicapped,
- people with permanent disease,
- violence within the family,
- protection of maternity and families with more children,
- single parent families,
- the integration of young people leaving community hoses,
- the integration of immigrants,
- the integration of people leaving penal institutions,
- alcohol and drog addicts,
- crises situations,
- natural or ecological disasters.

The number of beneficieries of different social transfers was 2,5 million, most of them was benefitted by local authorities.

Figure 1

#### The number of recipients by the type of social transfer in 2005

| The bases of means test                      | Number of recipients |
|--|----------------------|
| Poverty                                      | 950 382              |
| Unemploment                                  | 853 039              |
| Handicap                                     | 384 360              |
| Permanent disease                            | 384 360              |
| Unability for work                           | 346 502              |
| Alhoholism                                   | 110 995              |
| Protection of maternity                      | 72 776               |
| Homelessness                                 | 27 315               |
| Violence within the family                   | 17 545               |
| Integration after leaving penal institutions | 13 598               |
| Crises situations                            | 10 674               |
| Orphanage                                    | 7 659                |
| Drog addiction                               | 3 922                |
| Integration after leaving community houses   | 3 046                |
| Naural disasters                             | 1 481                |
| Integration of immigrants                    | 197                  |

Resource: MPS 03 Report

## **II. THE SITUATION OF THE NONPROFIT SECTOR IN POLAND**

There were 55 016 registered associations and 8 212 foundations in Poland in 2006. However these data don't give a full picture on third sector, since there are other types of nonprofit organizations, too, as:

- churches and church institutions (14 832),
- trade unions (15 704),
- political parties (397),
- volunteer fire brigades (12 468),
- membership based organizations (i.e. of parents) (6655),
- trade unions of employers (196), valamint
- professional and economic unions of local authorities (4 260).

The growth of nonprofit sector seem to be constant, there are about 4 thousand new established associations and 500 foundations in every year. 39,2 % of organizations operated as sport and recreation organizations, 12,8 % was operating on cultural and other 10,3 % on the education field. The proportion of social organizations was 9,9 %, 8 % worked in health care.

Third sector had about 120 thousand employees in 2006.

The most frequent revenues of the organizations were: membership fee (59,5 %), funds from local authorities (43,3 %), central state funds (19,3 %), private donation (35,5 %) and corporate donation (34,5 %).

9 % of nonprofit rganizations applied to the Structural Funds in the last few years however we can claim that the role of these resources for third sector was not essential. Mere 3 % of NPOs was supported by the Structural Funds in 2004-2006. One of the most significant problems for the NPOs was o provide own resources and financial guarancies.

## **III. STRUCTURAL FUNDS AND THEIR EFFECTS IN POLAND**

### **1. The experiences of the period 2004-2006**

There were fve operative programmes in 2004-2006 in Poland:

- to improve the competitiveness of enterprises (VVJ OP),
- to develop human resources (HEF OP),
- agricultural and rural development (AGR OP),
- fishery (Halak OP),
- transport (Szállítás OP).

There were two additional operative programmes as the Integrated Development of Region (IROP) and the Technical Assistance Operative Programme.

The Communitiy Initiatives were the following:

- INTERREG III,
- EQUAL,
- URBAN and
- LEADER.

## 2. Available resources for the third sector organizations by the Structural Funds

12,5 mrd EUR was available by the Structural Funds in 2004-2006, from which 8,3 mrd came from the EU and the remaining part was provided by the Polish Government.

4,6 mrd EUR was provided for the NGO sector, in the following structure (Figure 2):

Figure 2

### Division of EU resources available for NGOs by operative programmes, 2004-2006

| Operative Programme                               | Available resources<br>(million EUR) |
|---|--------------------------------------|
| Integrated Development of Regions                 | 2 112,75                             |
| Development of Human Resources                    | 586,2                                |
| Improvement of the Competitiveness of Enterprises | 330,55                               |
| Agricultural and Rural Development                | 92,75                                |
| Fishery   | 0,67                                 |
| EQUAL   | 166,08                               |
| <b>Total:</b>                                     | <b>3 289,0</b>                       |

There were 850 projects under contracting at the end of 2006. One-third of the applicants was local authorities, other one-fifths (21,6 %) local employment offices. The proportion of enterprises was 17,5 % and they were followed by the NGOs (11 %). The latter applied mainly for the Integrated Development of Regions OP.

The participation of the actors was a little bit different with the Development of Human Resources OP. Here the 55 % of projects was implemented by local employment offices, other 19 % by enterprises. The proportion of NGOs was almost the same (11,3 %).

## 3. EQUAL Community Initiative

EQUAL Community Initiative was based on five priorities in Poland:

- labor market integration and re-integration,
- development of social economy by the involvement of NGOs,
- the adoption of employers and employees to the changing structure of the economy,
- the harmonization of family and labour,
- the integration of the immigrants.

The budget for the EQUAL programme were divided into two parts, 133,99 million EUR came from the European Social Fund, 44,64 million EUR from the Polish central budget. 751 partnerships were applied, 107 of them were successful. The partnerships included 632 co-operating actors. The average size of the partnerships was 6-7. 36 % of the participating organizations was NGOs, 20 % training companies, 15 % higher education institutions and research institutions, 10 % state institutions and finally 5 % trade unions.

## 4. The planning process for the period 2007-2013

The development process for the 2007-2013 was determined by the National Cohesion Strategy in Poland.

The basic principles of the document was the knowledge based society and the competitive economy.

The related horizontal aims were:

- To improve the quality of public services and to promote their co-operation ability.
- To improve the level of human capital and to develop social cohesion.
- Modernization of those human and technical infrastructures which are the conditions of the competitive economy.
- To improve the the competitiveness and innovation capacity of enterprises.
- To develop the competitiveness of regions, to decrease regional inequalities.
- To promote the structural changes of the rural areas.

The structure of the operative programmes has also changed:

- Infrastructure and Environment.
- Innovation of the Economy.
- Development of Human Resources.
- Regional Development Operative Programmes (16).
- Development of East-Poland.
- Technical Assistance.
- European level co-operation.

The whole budget was 67,3 mrd EUR in the following structure (Figure 3):

Figure 3

**The division of the EU resources by the operative programmes, 2007-2013**

| <b>Operative Programmes</b>        | <b>Resources<br/>(millin EUR)</b> |
|------------------------------------|-----------------------------------|
| Regional Operative Programmes (16) | 15 900                            |
| Infrastructure and Environment     | 27 800                            |
| Development of Human Resources     | 9 700                             |
| Innovation of the Economy          | 8 300                             |
| Development of East-Poland         | 2 300                             |
| European level co-operation        | 578                               |
| Technical Assistance               | 500                               |

### **5. Regional and transnational co-operation**

Interantional co-operation of regions was especially important, too. This can be seen by the increasing resources ordered to this area (7,75 mrd EUR).

The INTERREG III turned into the European Territorial Co-operation European Neighbourhood and Partnership Instrument programmes in the period of 2007-2013.

### **6. The process of the national consultation and its experiences**

NGO sector was involved mainly into the negotiations and planning process of the Development of Human Resources Operative Programme. The process was co-ordinated by the Ministry of Regional Development. Negotiations were organized electronically and through meetings, forums and conferences. More than 30 meetings were organized throughout Poland with the involvement and participation of sectoral actors.

More than 3 thousand actors participated in the process from the following areas:

- higher education and research institutions,
- local authorities,
- NGOs and enterprises;
- project implementor organizations.

*The most frequent topics of the debates can be summarized as following:*

- the relation between the priorities and evaluation,
- the problems of rather general terms,
- the role of the NGOs,
- the division of resources between regions,
- the measurement of quality and its methodology,
- the regrouping of resources on regional levels,
- informatic system (SIMIK),
- the integration the priority of how to avoid the migration of young people.

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National Cohesion Strategy

National Development Strategy 2007-2015

Strategy for Social Policy 2007-2013

National Strategy for Social Inclusion

## **Useful links**

[www.mrr.gov.pl](http://www.mrr.gov.pl)

[www.mps.gov.pl](http://www.mps.gov.pl)

[www.fundusze-strukturalne.gov.pl](http://www.fundusze-strukturalne.gov.pl)

[www.efs.gov.pl](http://www.efs.gov.pl)

[www.equal.org.pl](http://www.equal.org.pl)

[www.ngo.pl](http://www.ngo.pl)

[www.ofop.engo.pl](http://www.ofop.engo.pl)

## **APPENDIX: GOOD PRACTICES**

## CZECH REPUBLIC

### GOOD PRACTICE I.

|                              |   |
|------------------------------|---|
| <b>Category</b>              | JPD 3 - 7.2.1. Labour market re-integration of vulnerable social groups.  |
| <b>Project title</b>         | Labour market integration of people with mental illnesses.  |
| <b>Reference number</b>      | CZ.04.03.07/2.1.01.1/0063   |
| <b>Lead partner</b>          | ESET-HELP o.s., Vejvanovského 1610, Praha 4, 149 00   |
| <b>Budget</b>                | 2 485 660 CZK   |
| <b>Short description</b>     | To promote jobs and training possibilities for people with mental illnesses.  |
| <b>Implementation period</b> | 1 September, 2005 – 31 October, 2007  |
| <b>Contact person</b>        | Radka Havlikova, project leader<br><a href="http://www.esethelp.cz">www.esethelp.cz</a><br>E-mail: <a href="mailto:galerie.vazka@esethelp.cz">galerie.vazka@esethelp.cz</a><br>Tel.: 267 914 61 |

### GOOD PRACTICE II.

|                              |   |
|------------------------------|---|
| <b>Category</b>              | OP RLZ - 1.1.   |
| <b>Project title</b>         | An active way in looking for a job.   |
| <b>Reference number</b>      | CZ.04.1.03/1.1.14.3/0021  |
| <b>Lead partner</b>          | Association for Chances in the Region   |
| <b>Budget</b>                | 4.678.780 CZK   |
| <b>Short description</b>     | To improve the employment possibilities in Morva-Silezia, creating new jobs for handicapped people, mothers with a small children, permanent unemployed.                                    |
| <b>Implementation period</b> | 1 January, 2007 – 30 June, 2008   |
| <b>Contact person</b>        | <a href="http://www.dakol-karvina.cz">www.dakol-karvina.cz</a><br>E-mail: <a href="mailto:witoszova.drahomira@dakolkarvina.cz">witoszova.drahomira@dakolkarvina.cz</a><br>Tel.: 595 391 036 |

## HUNGARY

### GOOD PRACTICE I.

|                              |   |
|------------------------------|---|
| <b>Category</b>              | HEFOP-2.3.1   |
| <b>Project title</b>         | Alternative trainings for permanent unemployed in Jászszentlászló.  |
| <b>Reference number</b>      | HEFOP-2.3.1-1-1-2004-08-0005/2.0  |
| <b>Lead partner</b>          | Jóléti Szolgálat Jászszentlászló és Móricgát Foundation   |
| <b>Budget</b>                | 109 743 000 HUF   |
| <b>Short description</b>     | 36 permanent unemployed were trained and employed during the project in one of the most disadvantaged region.   |
| <b>Implementation period</b> | 9 March, 2005 – 9 January, 2007   |
| <b>Contact person</b>        | Endre Markolt<br>6133 Jászszentlászló Kossuth u. 7.<br>Telefon: 06 77 492 091<br>E-mail: <a href="mailto:joletiszolg@emitelnet.hu">joletiszolg@emitelnet.hu</a><br><a href="http://www.joletiszolg.hu">www.joletiszolg.hu</a> |

### GOOD PRACTICE II.

|                              |   |
|------------------------------|---|
| <b>Category</b>              | EQUAL   |
| <b>Project title</b>         | IT-mentors: the informatic sector as a possibility for employment   |
| <b>Reference number</b>      | EQUAL-2.1.1.2005-10-0001/1.0. A/016 (HU-207.)   |
| <b>Lead partner</b>          | Union of Informatic Companies   |
| <b>Budget</b>                | 309 000 000 HUF   |
| <b>Short description</b>     | 39 permanent unemployed (above 45 years) were trained and employed as an IT mentor within the frame of the project.   |
| <b>Implementation period</b> | 1 May, 2005 – 30 June, 2007   |
| <b>Contact person</b>        | József Mlinarics Dr.<br>1012 Budapest Kuny Domokos u. 13.<br>Tel.: 06 1 213 50 89<br>E-mail: <a href="mailto:jmlinarics@matisz.hu">jmlinarics@matisz.hu</a><br><a href="http://www.matisz.hu">www.matisz.hu</a> |

## SLOVAKIA

### GOOD PRACTICE I.

|                              |   |
|------------------------------|---|
| <b>Category</b>              | CIP EQUAL 2. priority: Development of social economy  |
| <b>Project title</b>         | To improve the labour market situation of most vulnerable groups by the co.operation of NGOs and local authorities.                                     |
| <b>Reference number</b>      | -   |
| <b>Lead partner</b>          | SOCIA Foundation  |
| <b>Budget</b>                | 30 000 000 SKK  |
| <b>Short description</b>     | The motivation of permanent unemployed and to improve their labour market situation by trainings (social worker).                                       |
| <b>Implementation period</b> | 1 March 2005 – 31 July 2007   |
| <b>Contact person</b>        | Ing. Marcela Volárová<br>Legionarska 13, 831 04 Bratislava<br>E-mail: <a href="mailto:volrova@socia.sk">volrova@socia.sk</a><br>Tel.: 00421 2 5564 5214 |

### GOOD PRACTICE II.

|                          |  |
|--------------------------|--|
| <b>Project title</b>     | To promote the anti-corruption endeavours and transparency of EU resources.  |
| <b>Reference number</b>  | CEPA (civil working group)   |
| <b>Lead partner</b>      | The civil working group was accompanied the planning and implementation process of EU resources. Their recommendations were essential with regard the process and often handled as a good practice on international level. |
| <b>Budget</b>            | 2004-2008  |
| <b>Short description</b> | CEPA   |