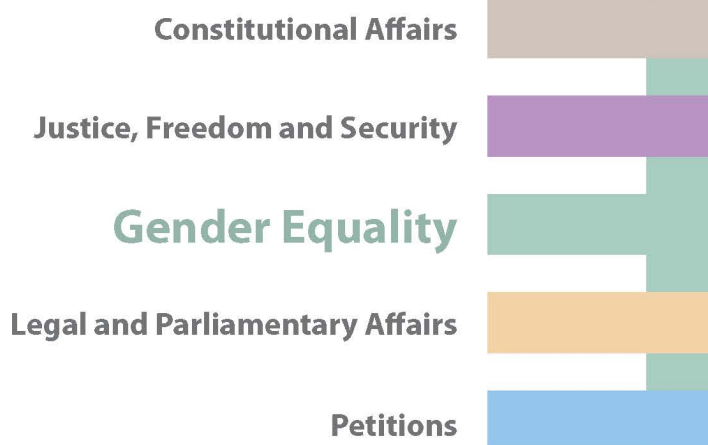


DIRECTORATE-GENERAL FOR INTERNAL POLICIES

# POLICY DEPARTMENT **C**

## CITIZENS' RIGHTS AND CONSTITUTIONAL AFFAIRS



### Country Report on Hungary - Empowerment of Romani Women within the European Framework of National Roma Inclusion Strategies

STUDY







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**DIRECTORATE GENERAL FOR INTERNAL POLICIES**

**POLICY DEPARTMENT C: CITIZENS' RIGHTS AND  
CONSTITUTIONAL AFFAIRS**

**GENDER EQUALITY**

## **Country Report on Hungary**

# **Empowerment of Romani Women within the European Framework of National Roma Inclusion Strategies**

**STUDY**

### **Abstract**

This study focuses on the concept of empowerment of Romani women to analyse the existing living conditions of Romani women, interpret the national Roma inclusion strategy, and to scrutinise good practices. The analysis shows that the present living conditions of Romani women in Hungary call for intervention. The national Roma inclusion strategy may have positive impacts on women's empowerment but its effectiveness is limited by an unfavourable institutional context.

This document was requested by the European Parliament's Committee on Women's Rights and Gender Equality.

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## LIST OF ABBREVIATIONS

<b>CEDAW</b>	Convention on the elimination of all forms of discrimination against women
<b>CSO</b>	Civil Society Organisation
<b>ERRC</b>	European Roma Rights Centre
<b>FIDESZ-KDNP</b>	Fidesz-Christian Democratic People's Party
<b>NGO</b>	Non-Governmental Organisation
<b>NRSG</b>	National Roma Self-Government
<b>NSIS</b>	National Social Inclusion Strategy – Extreme Poverty, Child Poverty, the Roma – (2011–2020)
<b>SWD</b>	European Commission Staff Working Document

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## EXECUTIVE SUMMARY

### Background

This report presents the results of the analysis of **the empowerment of Romani women in Hungary** as it emerges from the examination of the national strategy within the **European Framework of National Roma Inclusion Strategies**. This work is complementary to a study on the empowerment of Romani women within the framework of national Roma inclusion strategies. Additionally, it aims to provide **background information to the Women's Rights and Gender Equality Committee (FEMM) of the European Parliament**, a delegation of which will be visiting Roma settlements in Hungary.

### Aim

The purpose of the study is to **provide detailed knowledge of the conditions of Romani women** in the **country**; to **explore** the focus that the **Hungarian strategy for Roma inclusion** gives to the specific needs of **Romani women** and to measures for their **empowerment**; and to **present selected good practices** concerning the empowerment of Romani women in relation to the four key fields of intervention of the strategy for Roma inclusion identified by the European institutions: **education, employment, health, and housing**.

The study applies an integrated **methodological approach** which includes analysis of secondary data collected through the UNDP/WB/EC survey on Romani women's conditions; a national literature review focused on Romani women's conditions in Hungary; analysis of the National Social Inclusion Strategy – Extreme Poverty, Child Poverty, the Roma – (2011–2020) based on Romani women's conditions and on the policies to empower them; secondary data collected in Hungary thanks to the collaboration of a national expert; and analysis and the evaluation of good practices implemented in the country in relation to the four main areas of interest of the strategy for Roma inclusion: education, employment, health and housing.

### Key Findings

#### A. Main Conclusions

##### Romani women's conditions in Hungary

In Hungary, there are about 700,000 Roma. Their gender distribution is balanced. They make up about 7% of the Hungarian population. 97% of Roma households live in a situation of material deprivation. The conditions of **Romani women** are characterized by **poverty and social exclusion** alongside **discrimination** by **mainstream society** and by members of their **own Roma communities**. Segregation in housing and education significantly limits their access to the labour market. Multiple discrimination puts Romani women in a situation of vulnerability that increases the risk of violence, human trafficking and exploitation. 42% of Romani women report experiences of domestic violence. The discrimination Romani women face in accessing the labour market, the asymmetrical gender power distribution within the family, and the strongly differentiated gender roles in Roma communities push Romani women into early marriage and early motherhood. This forces them to drop out of school and increases the barriers for them to access the labour market and to improve their economic situation.

## Regulatory framework concerning Romani women's rights

European and international institutions as well as CSOs<sup>1</sup> have stressed that in recent years, **political discourse** in Hungary has been characterised by **rising populism** and **prejudice** that have **affected Roma rights**. The **recent reform** process has brought **concern** about the place of **human rights** in a democratic society, in particular for those who are in a condition of vulnerability such as the **Roma** and **Romani women**.

### Romani women in the NSIS

The National Social Inclusion Strategy – Extreme Poverty, Child Poverty, the Roma – (2011–2020) (hereinafter, NSIS) **tackles** the social exclusion of **Roma** in the context of a **broader national social inclusion strategy** dealing with extreme poverty, child poverty and specific Roma conditions. The strategy usefully adopts an **integrated approach** in aiming to improve the conditions of all people living in poverty. It specifically presents and **discusses** the conditions of **Romani women** and sets a **horizontal objective** of key importance: to reduce the **educational** and **labour market** disadvantages for Romani women. Nonetheless, the **integration** of a specific strategy for **Roma inclusion** in a broader **national social inclusion** strategy risks **minimising** the attention to and ad-hoc support for **Roma issues**.

The NSIS discusses in **detail data** on the multiple disadvantages faced by Romani girls and women in **education**, the barriers in accessing employment, the relationship between poor education, low **employment** rates and motherhood, their **health** conditions, and the violence they experience. **Romani women** are indicated as a **priority group** within policies targeting families, because of the multiple discrimination they face and because of their disadvantaged socio-cultural conditions. Nonetheless, **no objectives** and **measures** are **specifically designed** to improve the conditions of **Romani women** with regard to education and housing.

The NSIS pays **attention** to **empowerment** processes for **Roma communities** and promotes the participation of Romani civil organizations in the planning and monitoring phases as well as in the implementation of measures and tenders (p.97). Nonetheless, the NSIS pays **no attention** to gender empowerment or to the participation of **Romani women** in political life or in the policy-making process.

### Education and Romani women's empowerment in the NSIS

The Strategy includes important and **positive elements** to improve the educational level of the Roma. These are highlighted in the Commission Staff Working Document: compulsory pre-school from 3 years of age, after-school programmes, second chance schools, mediators, school meals. The strategy aims to develop an **inclusive school environment** that supports integrated education. However, measures to counter school segregation are stated in terms of principles and general aims, but **no concrete** and **measurable objectives** are brought forward.

**No specific measures** are foreseen related to empowering **Romani women**, such as **lifelong learning opportunities**.

---

1 Bartlett J., Birdwell J., Kreko', Benfield J., Györu G., (2012).

## Employment and Romani Women's Empowerment in the NSIS

The Strategy **supports employment** through four main policies as noted in the Commission Staff Working Document: integration into the open and legal labour market; active labour market policies; social economy; and public employment schemes for the most disadvantaged. Specific attention is given to job creation in **rural areas** – however limited to the agricultural sector. **No detailed actions** are defined with regard to the **social economy, self-employment/microfinance or vocational training**. No actions to overcome **occupational and sectoral segregation** are envisaged.

Romani women's empowerment regarding employment is considered in **a specifically targeted project** aimed at supporting training and employment opportunities for Romani women as **assistants to nurses and to social workers**.

## Health and Romani Women's Empowerment in the NSIS

The strategy discusses the health conditions of Romani women in depth and **stresses the need to consider women as a specific target** for measures improving overall health conditions. It focuses on **geographical inequalities** in the provision of health services and supports **training programmes** for the healthcare and social services workforce among the people living in areas characterised by a lack of services. **No attention is paid to Romani Women's empowerment** with regard to their health, nor is gender mentioned with regard to the support for training programmes.

Measures to **counter unhealthy lifestyles** are foreseen. Resources allocated to these measures are not adequate, and the implementation strategies are not sufficiently detailed. With regard to Romani women, **no concrete and specific measures** are considered to improve their health.

## Housing and Romani Women's Empowerment in the NSIS

The **low percentage of public-owned houses** is a structural weakness in Hungarian housing policy. A **complex programme** has been defined to tackle the critical conditions of people living in **segregated areas**. As the Commission Staff Working Document highlights, the programme applies an integrated approach that combines education, employment, and housing policy. Nonetheless, the **inadequate availability of social housing** is not addressed. No specific attention is paid to Romani women's conditions in relation to housing.

## Good Practices in Romani Women's Empowerment

**Three** good practices have been found concerning Romani Women's Empowerment in Hungary.

1. A project of the '**Hungarian Women's Lobby**' and the '**European Women's Lobby**' aims to **promote Romani and migrant women's political participation**. It is a mentoring program for women who are already involved in political life and who are interested in running for the European Parliament Elections in May 2014.
2. The project 'Growing opportunity' aims to train and promote the employment of 1,000 Romani women in the **area of social services**. The program was co-funded through EU Structural Funds and involved all 19 counties and the capital city. It was implemented by the **National Roma Minority Self-Government** in cooperation

with the Türr István Training and Research Institute (Türr István Képző és Kutató Intézet). The end of the programme is envisaged in August 2014.

3. The project '**Roma Mother's Centre**' is organised by the NGO '**Színes Gyöngyök Egyesület (Colourful Pearls Association)**' in Pecs, and aims to strengthen community cohesion and increase social integration by supporting Romani mothers and their children and offering advice to Romani mothers and girls. The project is strongly committed to Romani women's empowerment. **Romani women are the main actors.** They design, implement, and regularly assess the program. The good practice shows the **potential of reproducing its effective features** that are empowering Romani women in other contexts. Direct involvement of Romani women is crucial in the process of Romani women's empowerment.

## **B. Recommendations**

The recommendations take into account that Romani **women's empowerment** has three dimensions. It is a **complex process**, an **outcome**, and also a **development strategy**, crucial to tackle poverty and social exclusion of Roma communities in Hungary.

It is considered that, to promote Romani women's empowerment, **the National Government plays a crucial role.**

### **Recommendations to the National Government**

Following analysis of Romani women's conditions in Hungary and of the National Social Inclusion Strategy, it is recommended **that the national Government:**

1. **reforms and updates the regulatory framework** with a view to improve the situation of **fundamental human rights**, the fight against trafficking in human beings, and the inclusion of Roma children in education;
2. **Takes steps** to guarantee **access to health** insurance for Romani women;
3. Adequately supports the implementation of measures to improve **Romani women's participation** in the **policy-making process**;
4. Adequately supports the implementation of measures to empower Romani women to **counter** the multiple forms of **discrimination and violence** they suffer;
5. Adequately supports all **CSOs** dealing with **Romani women's needs**;
6. Continues supporting **field researches** aiming at investigating specificities in Romani women's conditions and needs in the different Roma groups and the collection of gender disaggregated data to provide evidence for policy on Romani women;

Furthermore, within the NSIS, the **National Government** should:

7. Draw up a set of **policies**, with the active participation of Romani women, **to increase Romani women's educational level**, reduce early-age marriage and early motherhood, and to take into consideration the experience of good practices in the EU;

8. Tackle barriers in education for Romani girls, support Romani women's education with **after-school programs**, and educational projects for Romani girls who leave school early; combat discrimination Romani women face at **school**; and promote Romani women's **scholarships** in higher education;
9. Enhance Romani women's conditions in the labour market **to counter gender segregation** in specific sectors and **support micro-credit** projects to promote Romani women's entrepreneurship;
10. Draw up **more objectives**, with **the active participation** of Romani women, specifically targeted at improving Romani **women's health** conditions;
11. **Support social housing programs**, with the active participation of Romani women, to counter housing segregation, to improve housing conditions. and to supply adequate shelter housing for women escaping from domestic violence; and
12. Promote the empowerment of Romani women through an **integrated approach to these four objectives in a single strategy**. EU good practices should inform these initiatives.

### **Recommendations to the European institutions: the European Parliament, the European Commission, and the Council**

Education, employment, health and housing are crucial dimensions to be considered in seeking to improve Roma conditions. Following the analysis of the Hungarian National Social Inclusion Strategy **it is recommended that:**

the **European Parliament:**

13. **Promotes a more integrated strategy** for the various elements of the National Social Inclusion Strategy;
14. **Raises** the problems of Romani women **in discussions** with national parliaments so that Member States are encouraged to include their **empowerment** as a **key element** in the **national strategies** to improve the overall condition of all Roma communities;
15. **Liaises with the Commission and the Council** to **observe** that **Romani women's rights** are reflected as a crucial dimension in the **national strategy** and that **gender mainstreaming** as a tool supports the reduction of gender inequality and discrimination against Romani women within the Roma communities and in the society; and
16. **Cooperates** with the **Council and the Commission** to develop **more assertive and binding tools** to promote Roma inclusion in EU Member States, for example by including **appropriate objectives** in the **European Semester process** as the situation of Roma minorities influences the economic and social performance of Member States.

the **European Commission:**

17. Fosters **gender equality** as a key objective and **gender mainstreaming** as a general approach;

18. Proposes and supports **specific initiatives** to empower Romani women and, more intensively, actions to **address trafficking of Romani women** within the National Social Inclusion Strategy; **health inequalities** for Romani women should be established for their empowerment;
19. Establishes a clear **flowchart** for the EU process of Roma inclusion, establishes **procedures for stakeholder involvement**, and draws up objectives and implementation, monitoring and evaluation processes; **reports** regularly on the situation of Romani women to the European Parliament and the Council; and
20. Takes action to **be more assertive** in supporting Roma inclusion at Member State level and **promotes mutual learning** among Member States on the empowerment of Romani women.

the **Council**:

21. Invites Member States to adopt a policy approach **focused on Romani women's human rights** and empowerment within the framework of the National Roma Inclusion Strategy by reminding that all the **10 Common Basic Principles on Roma Inclusion** should be equally taken into consideration when designing, implementing and evaluating policies aimed at promoting Roma inclusion. More particularly, Member States should be invited to consider the following: "**awareness of the gender dimension**", "**involvement of civil society**", and "**active participation of the Roma**";
22. **Encourages and strengthens cooperation** among Member States in the framework of the **open method of coordination for health and social inclusion** for the exchange of good practices for Roma inclusion, with special attention to Roma women's empowerment in the four areas of intervention, and with the aim of assuming an **integrated approach** between the different areas; and
23. Invites Member States to assume targeted actions as well as a gender mainstreaming approach in the fields of education, employment, housing, and healthcare directed at Romani women's empowerment and their effective social inclusion.

# 1. INTRODUCTION

## 1.1. Background

### *Roma social exclusion*

In all the EU Member States, **Roma<sup>2</sup> are still exposed to multiple and cross-cutting forms of discrimination** on several grounds, of which ethnicity and language are the more relevant<sup>3</sup>. Discrimination traps Roma communities in a vicious circle of poverty and social exclusion: more than 90% of Roma people in Europe live in poverty. Roma exhibit high rates of illiteracy and poor school attendance of children. Most of Roma live in segregated, isolated districts where the living conditions are frequently poor, with problems of extreme overcrowding and lack of basic facilities. This contributes also to aggravating their health conditions and to limit their access to the labour market.

### *Romani women discrimination*

Within the context of discrimination of which Roma are victims, **Roma women** are even in a more critical condition. They are exposed to multiple discriminations as **gender-based discrimination** overlaps all other discrimination grounds. Roma women suffer from discrimination outside their communities **by mainstream society**, but also from internal discrimination, **within their communities**. Internal discriminations are deeply rooted in the patriarchal family system characterised by a strong asymmetric distribution of power between genders in the communities. Roma women face higher risk than non-Roma women of being exposed to all forms of violence, notably domestic violence, trafficking and exploitation while facing additional obstacles in accessing protection.

**Strong gender inequalities** characterise **Roma communities**, some differences can be observed across groups, though. The analyses presented in the report have to be read in the light of this information.

### *European policies for Roma inclusion*

Over the last decade, European Union institutions and agencies have put the **human rights** situation of Roma on their political agenda<sup>4</sup>. Member States have elaborated national action programmes for the **integration of Roma** into their societies, which were

- 
- 2 See the definition presented on the European Commission webpage: "the term "Roma" here refers to a variety of groups of people who describe themselves as Roma, Gypsies, Travellers, Manouches, Ashkali, Sinti and other titles. The use of the term Roma is in no way intended to downplay the great diversity within the many different Romani groups and related communities, nor is it intended to promote stereotypes." Available at: [http://ec.europa.eu/justice/discrimination/roma/index\\_en.htm](http://ec.europa.eu/justice/discrimination/roma/index_en.htm) . Council of Europe Descriptive "Glossary of terms relating to Roma issues" version dated 18 May 2012, available at: <http://a.cs.coe.int/team20/cahrom/documents/Glossary%20Roma%20EN%20version%2018%20May%202012.pdf>. Moreover, in the Romani language, rom is a masculine noun, meaning "man, husband", the plural of which is "roma". Romani is the feminine adjective, while "romano" is the masculine adjective. The term Roma is used as a noun for the whole community while Romani as an adjective. At the European Union level, policy-makers have chosen to use the term Roma to encompass different related groups throughout Europe (Roma, Sinti, Manouches, Kalés, Kaalés, Romanichels, Boyash, Ashkalis, Égyptiens, Yéniches, Travellers, Doms, Loms, etc...), nevertheless taking into account cultural diversity and lifestyles. Roma is estimated to be the largest minority group in the European Union (with 6 million people) and in Europe at large (10/12 million people) (cf. "The situation of Roma in 11 EU Member States: Survey results at a glance" available at [http://fra.europa.eu/sites/default/files/fra\\_uploads/2099-FRA-2012-Roma-at-a-glance\\_EN.pdf](http://fra.europa.eu/sites/default/files/fra_uploads/2099-FRA-2012-Roma-at-a-glance_EN.pdf) ).
- 3 For references see: Sigona, N. and Trehan, N. (eds) (2009) *Romani politics in Europe: Poverty, Ethnic Marginalisation and the Neoliberal Order*, Palgrave; Griffiths, D., Sigona, N. and Zetter, R. (2005) *Refugee Community Organisations and Dispersal: Networks, Resources and Social Capital*, Bristol, Policy Press.
- 4 The Council of the European Union: Council Conclusions "An EU Framework for National Roma Integration Strategies up to 2020" Brussels, 24 May 2011 10658/11 . Available at: <http://register.consilium.europa.eu/pdf/en/11/st10/st10658.en11.pdf>



included in the Commission framework of national Roma strategies in 2011<sup>5</sup> to ensure a coordinated policy approach.

## 1.2. Romani women's empowerment

In the National Roma Inclusion Strategies, gender equality has not been an explicit objective across EU Member States. Nonetheless, gender equality is crucial to the development of living conditions of communities: the **United Nations** Development Programme<sup>6</sup> focuses on gender equality and women's empowerment not only as human rights but also as a pathway to achieving the Millennium Development Goals and sustainable development. Since the 1980s, **women's empowerment** has been a **central** aspect in many **development strategies**, representing both a goal and a method. The UN Millennium project states that

*'the core of empowerment lies in the ability of a woman to control her own destiny'<sup>7</sup>. This implies that to be empowered, women must not only have **equal capabilities** (such as education and health) and **equal access** to resources and opportunities (such as land and employment), but they must also have the **agency** to use those rights, capabilities, resources, and opportunities to make strategic choices<sup>8</sup> and decisions (such as is provided through leadership opportunities and participation in political institutions). And for them to exercise agency, they must live without the fear of coercion and violence<sup>9</sup>.*

### *Romani women's empowerment in the EU strategy*

Despite the UNDP's focus on women empowerment, the **European Commission** in the **proposal** for a **Council recommendation** on effective Roma integration measures in the Member States (2013)<sup>10</sup> uses a different approach: it deals with the 'protection of Roma children and women' as a means to promote Roma empowerment, **without** paying **specific attention to Romani women's empowerment**.

## 1.3. Aims and objectives

This report presents the results of the analysis on **the empowerment of Romani women in Hungary** as outlined by the European Framework of National Roma Inclusion Strategies. This work is complementary to a study on the empowerment of Roma women within the framework of national Roma inclusion strategies as well as another country report on Croatia. Additionally, it is meant to provide background information to the Women's Rights and Gender Equality Committee (FEMM) of the European Parliament, a delegation of which will be visiting Roma settlements in Hungary.

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5 EC (2011)

6 UNDP (2005)

7 Malhotra, Schuler, and Boender 2002; Kabeer 1999

8 Strategic choices are those concerning livelihood such as where to live, whether to marry, who to marry, whether to have children, how many children to have, freedom of movement (Kabeer, 2001: 19).

9 UNDP (2005) p.33

10 Brussels, 26.6.2013 COM(2013) 460 final 2013/0229 (NLE) Proposal for a COUNCIL RECOMMENDATION on effective Roma integration measures in the Member States.



The report's main objectives are:

- To provide a detailed **knowledge** of **Romani women's conditions** in the country;
- To **discuss** the attention that the **Hungarian strategy for Roma inclusion** pays to the needs of **Romani women** and the measures to their **empowerment**;
- To **present** selected **good practices** concerning **Romani women's empowerment** in relation to the key four fields of intervention of the strategy for Roma inclusion identified by the European institutions: **education, employment, health, and housing**.

## 1.4. Methodology

The study applies an **integrated** methodological approach:

- Analysis of Roma women's conditions is based on **secondary data** collected through the UNDP/WB/EC survey that was conducted in May-July 2011<sup>11</sup> on a random sample of Roma and non-Roma households living in areas with higher density (or concentration) of Roma populations in the country<sup>12</sup>.
- **Literature review** concerning Roma women conditions in the country.
- **Analysis** of the **national strategy for Roma inclusion** focusing on Roma women conditions and policy to empower them.
- **Information collected in Hungary** thanks to the collaboration with Dr. Angela Kozce<sup>13</sup>.
- Analysis and **evaluation of good practices** implemented in the country related to the four main areas of interest of the strategy: education, employment, health, housing.

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11 The other EU Member States involved in the survey were Bulgaria, Czech Republic, Hungary, Romania, Slovakia, and the non-EU Member States of Albania, Bosnia and Herzegovina, Croatia, FYR of Macedonia, Montenegro, Republic of Moldova and Serbia. In each of the countries, approximately 750 Roma households and approximately 350 non-Roma households living in proximity were interviewed.

12 Please note that the resulting rates are therefore much different from those of the total Hungarian population presented for instance on Eurostat databases. Data on Hungary are available at: <http://europeandcis.undp.org/data/show/D69F01FE-F203-1EE9-B45121B12A557E1B>

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## 2. ROMANI WOMEN IN HUNGARY

### KEY FINDINGS

- **Roma**, referred to as **Gypsy** in Hungary, are **recognised** as one of the **ethnic minorities** in Hungary.
- The European Parliament, the Human Rights Council, and CSOs have stressed that both the **recent reform process** of the main democratic institutions in Hungary and escalating anti-Roma political discourses **strongly affected Roma rights**.
- **Gender-disaggregated data** on Roma conditions are scarce and more sociological research is needed to better understand Romani women's conditions.
- **Two thirds** of Romani **households** live in **relative poverty**.
- The Hungarian **National Social Inclusion Strategy** – Extreme poverty, Child Poverty, the Roma (2011-2020) – **deals with** the conditions of **Romani women** concerning education, access to employment, and state of health.
- The strategy also considers Roma empowerment but **no specific attention** is paid **to Romani women's empowerment and no particular measures are proposed**.

### 2.1. The legal status of the Roma communities and the institutional framework for social inclusion of Romani women

#### *The anti-discriminatory framework and the Romani people*

The **Roma** are the **largest ethnic minority** in Hungary, and most of the Roma are Hungarian citizens, living a sedentary lifestyle. They are **recognised by the Hungarian legal system** as one of the native ethnic groups in the country and they are formally **identified as 'Gypsy'**<sup>14</sup>. The Hungarian minority **protection** system is one of the most advanced in the Eastern EU countries, **formally** ensuring cultural and political rights for ethnic minorities<sup>15</sup>.

Equal opportunities policies in Hungary are based on the **Constitution and on the Legislative Act CXXV of 2003** on Equal Treatment and the Promotion of Equal Opportunities<sup>16</sup> that identifies disadvantaged groups and declares that the promotion of equal opportunities is principally the duty of the State. The **national regulative framework** has been updated **in line** with the main **EU** policy, and 'the EU accession process had a very positive impact on the strengthening of the gender policy and approach in Hungary'<sup>17</sup>.

14 The other ethnic minorities are: Bulgarian, Greek, Croatian, Polish, German, Armenian, Romanian, Ruthenian, Serbian, Slovakian, Slovenian and Ukrainian. (§Legislative Act LXXVII of 1993).

15 Farkas et al. 2007 p.187.

16 Legislative Act CXXV of 2003.

17 UN (2005) p.4.

### *Gender equality policy*

**Romani women's condition** of multiple discrimination is widely **considered** also in the National **Strategy** for the Promotion of **Gender Equality** - Guidelines and Objectives **2010-2021**.

This National Strategy discusses the socioeconomic conditions of Roma in Hungary and highlights the vicious circle trapping Romani women: because of the difficulties they face in accessing the labour market, 'they choose to increase their status by giving birth to children, which further reduces any future opportunity of integration'<sup>18</sup>.

### *Recent changes in the anti-discriminatory framework*

International institutions, CSOs<sup>19</sup> and European Union institutions have stressed that in the last years, the Hungarian context has been characterised by rising populism and prejudice that have affected Roma rights.

Moreover, recent changes in the national regulative framework and the institutional mechanisms for antidiscrimination have **weakened** the **effectiveness** of antidiscrimination **actions**.

CSOs have strongly highlighted the limits of the new context: 'Policy changes, such as abolishing the institution of the Parliamentary Commissioner for the Rights of National and Ethnic Minorities and moving this function to the portfolio of the deputy of the Commissioner for Fundamental Rights, have resulted in far less powerful institutional tools for combating discrimination. Hungarian authorities do little to sanction hate speech, and criminal law provisions designed to protect groups facing bias are more often applied by the authorities to sanction Roma rather than non-Roma. In case of most **hate crimes**, no proper **criminal procedure** is launched. Romani women and children suffer extreme forms of exclusion, too. At the local level, the powerless position of **minority self-governments** has been further **weakened**: their consent is not obligatory any longer to decide on matters affecting the local Romani community (while, on the other hand, numerous governmental tasks which go far beyond the legitimate political role of national minority self-governments have been assigned to the National Roma Self-Government)<sup>20</sup>.

In addition, the report by the Committee on Civil Liberties, Justice and Home Affairs of the **European Parliament**<sup>21</sup>, on the situation of fundamental rights in Hungary stresses that the 'scale of the comprehensive and systematic **constitutional and institutional reforms** which the new Hungarian Government and Parliament have carried out in an exceptionally short time frame is unprecedented' and **needs an impact assessment** (p.10). Regulative reforms regard the Fundamental Law and its transitional provisions, as well as the extensive use of cardinal laws, the accelerated legislative procedures, the practice of individual Members' of the Parliament bills, and the restricted parliamentary public debate. The reform has caused a **weakening of checks and balances** regarding the role of the Constitutional Court, the Parliament, and the Data Protection Authority, as well as **jeopardised the independence of the judiciary**, the electoral reform, media legislation, the respect of the rights of persons belonging to minorities, the freedom of religion or belief and the recognition of churches.

With regard to the rights of persons belonging to minorities, the report stresses that recent events have raised concerns regarding the **increase in anti-Roma and anti-Semitic**

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18 Ministry of Social Affairs and Labour (2010) p.34.

19 Bartlett J., Birdwell J., Kreko', Benfield J., Gyuru G., (2012)

20 Balogh L., Berkó J., Daróczy G., Ivány B., Koczé A., Moldova Z., Novoszádek N., Farkas Z., Koltai L., Kóródi M., Kőszeghy L., n Somogy E., Szendrey O., Teller N., Wagner J. (2013), p.9.

21 Tavares Rui (2013).

**hate** speech in Hungary and that the imposition of retroactive tax and pensions legislation has increased social vulnerability and poverty on a massive scale. Moreover, the Report refers to the data collected in the Special Reporter of the Human Rights Council, which confirms the **critical conditions** with regard to **Roma rights** and makes several recommendations to the Government:

- 'Ensure adequate representation of ethnic and national minorities in the Hungarian Parliament. Moreover minority self-governments should be strengthened, including through the allocation of adequate financial, human and technical resources.
- Take all the necessary measures to reduce the high rate of Roma unemployment and increase efforts to eliminate racial discrimination and segregation of Roma in education.
- Ensure the effective participation of Roma in political and public life and their adequate representation in Parliament and political parties.
- Develop a comprehensive national strategy to prevent and combat racial violence against Roma; collect ethnically disaggregated data on racist crimes; carry out prompt, thorough and impartial investigations into racist acts against Roma and ensure that those responsible are adequately prosecuted and sanctioned.
- Step up efforts to prevent and eliminate all the manifestations of anti-Semitism and take resolute measures to condemn hate speech, including against the Roma.
- Introduce the necessary safeguards against the anti-Roma and anti-Semitic discourse of the Jobbik political party which flouts human rights including the principles of non-discrimination and equality. Take more resolute measures to tackle the phenomenon of extremist paramilitary organizations targeting Roma'<sup>22</sup>.

## 2.2. Data and challenges

### *Distribution of the population and living conditions*

According to the **national census** in 2001, 190,046 people and in **2011, 315,583** identified themselves as Roma/Gypsy<sup>23</sup>, approximately 3% of the Hungarian population. However, the **Council of Europe** estimates approximately **700,000** Roma, about **7% of the population**. The gender proportion amongst Roma is balanced as it is in the total population. Roma are significantly younger, have higher birth rates and a life expectancy of 10 years lower than of the majority non-Roma population.

Roma are mostly **concentrated** in the **North East** and in the **South West** of the country<sup>24</sup>. After the collapse of the socialist regime, in 1989, part of the Romani population migrated from the main expensive cities to small villages in the countryside. About half of the Roma are **residents in small villages** and the other half live in urban slums in Budapest and in the other industrialised cities. The process of increasing territorial concentration of Romani people has been fostered by migration of middle class Non-Roma

22 Muigai G. (2012).

23 According to the national census in 2001, 190,046 people identified themselves as Romani/Gypsy. The Roma /Gypsies of Hungary are comprised of a number of different sub-groups, many of which are so significantly different from each other that it is in many ways difficult to see what they have in common, other than the stigma of being regarded as "Gypsies". The most noticeable groupings are:

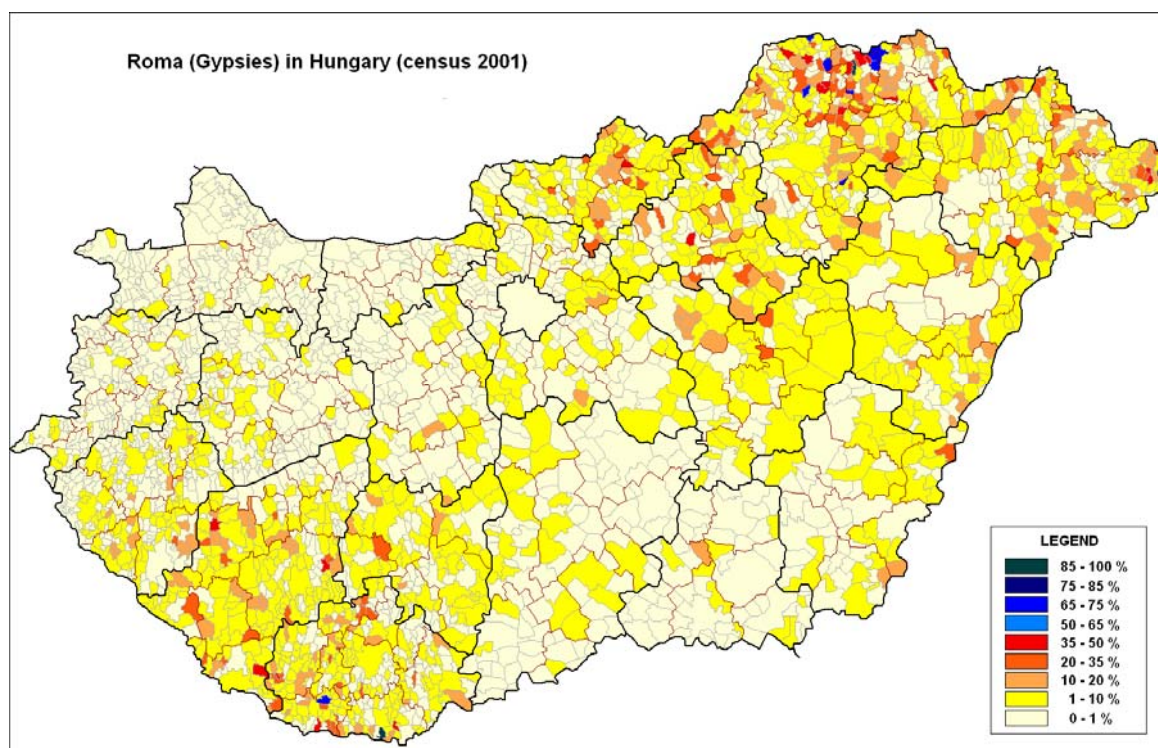
1. "Magyar Ciganyok" ("Romungro") comprising approximately 75-80% of the Roma/Gypsies in Hungary. Romungro who are linguistically assimilated constitute the majority in the Hungarian Roma group.
2. The "Vlach Roma", comprising a number of subgroups, the most prominent/dominant of which in Hungary is the Lovara ("Horse-selling Roma"). These are the most prominent Romani speakers in Hungary approx 20-22% of the total Roma population.
3. The "Beash Gypsies" or "Beash Roma" or just "Beash": These persons live in a number of distinct rural and urban communities. They tend to speak archaic Romanian as a home-language approximately 3-5% of the total Roma population.

Language groups are further divided by kinship, craft, income and locality. Attitudes to majority norms and integration vary by subgroup (Frazer H., Marlier E. (2011) P.18.

24 Központi Statisztikai Hivatal (2011) p.22

from these areas, rising segregation and poverty levels<sup>25</sup>. Data show that Roma in Hungary do not have a recent migration history, while almost 1/3 of them present some migration intention<sup>26</sup>.

### Map 1: Romani population density by provinces in Hungary



Source: The map was elaborated on the basis of the 2001 Census data.

**2/3** of Romani households live in relative **poverty** compared to 1/3 of non-Romani and 52% of households have outstanding payments (17% non-Romani). The main source of **income** for Romani households are **social assistance** (23%, non-Romani 9%), child allowance (19%, non-Romani 7%) and unemployment benefits (11%, non-Romani 3%).

### Human trafficking

According to data collected in **Eurostat**<sup>27</sup> report on Trafficking in human beings, the number of all identified and presumed victims of trafficking in Hungary has been **10** in 2008 and **2010**; and 9 in 2009. However data from a **CSO** report<sup>28</sup> presents an estimation of the phenomenon **ranging** between **50% and 80%**. Romani trafficked in Hungary represent 80% of all trafficked people for sexual exploitation according to the police estimate, and 50% according to the services providers. Furthermore, two NGOs supplying services to prostitutes/sex workers in destination countries (Switzerland and the Netherlands), highlight that approximately 25-30% of their beneficiaries are Hungarian women, of which 80% are Romani, a large number of whom have been trafficked and/or are exploited. Among them some are trafficked for illegal adoption, some are trafficked for debt bondage of the family, and may often be involved in domestic servitude and exploitation for begging once trafficked. However the **majority** of trafficked persons identified during research in Hungary were **trafficked** for the purpose of **sexual exploitation**.

25 Messing V., Neményi M., Zolnay J. (2011) p.271

26 UNDP/WB/EC Regional survey 2011.

27 Eurostat (2013).

28 ERRC (2011) p.11.



The high level of Romani women trafficking is related to a **weak anti-trafficking legal framework** in Hungary which does not fully comply with international legal standards. The existence of adequate legal frameworks is a key element in the fight against trafficking. Hungary has ratified the Palermo Protocol<sup>29</sup> but has not adequately transposed it into national law.

It should be also stressed that the non-imposition of criminal liability on the trafficked person is an essential precondition for victim protection but that the Hungarian law does not preclude the prosecution of trafficked persons even when they have been forced to infringe the law. There are cases in which victims of trafficking have been forced to testify by public authorities even if they were at risk of retaliation. There are no special measures for Romani people and even less for Romani women victims of trafficking and they are not even considered as a target group for these measures.

### 2.2.1. Progress towards improving the position of Romani women in Hungary

#### *No improvements in Romani women conditions*

The analyses, reports and studies conducted in Hungary **do not show improvement** of the position of Romani women.

#### *Gender differences across Roma communities*

There is **no anthropological research** focusing on the **gender differences** across various **Romani ethnic groups**, including gender discrimination within communities. The National Strategy for the Promotion of Gender Equality stresses that further sociological research studies are necessary to improve the knowledge concerning the problems that Romani women specifically face compared to non-Romani women and Romani men<sup>30</sup>. Nonetheless, **some studies** in Hungary suggest a trend in the underdeveloped regions of Northeast and Southern Hungary where Roma are overrepresented, and where every year adolescent **Romani girls** are becoming **mothers earlier** than **ten years ago**. As it is suggested by Durst<sup>31</sup>, the high fertility rate is not a cultural phenomenon, but rather an outcome of severe ethnic and social territorial segregation.

#### *Discrimination against Romani women*

The European Roma Right Centre<sup>32</sup> stated that the available mechanisms to address **gender and ethnicity-based discrimination** (such as the Equal Treatment Authority) are rarely used by Romani women. It is also important to note that Romani women or Romani women's interests and issues are **hardly represented** in the **political arena**, including political parties and the Roma Minority Self-Government system.

Roma in Hungary continue to be affected by long-term poverty and segregation in the areas of housing and education, lower school attainment levels, high unemployment rates and limited access to health care as compared to the majority population, often as a result of **structural discrimination**. In addition, Romani women suffer multiple discriminations on the basis of **gender, ethnicity** and their social class. Moreover, in Hungary there is serious data deficit on Roma, especially gender disaggregated data. One of the major obstacles to measure the socio-economic situation as well as to devise social inclusion and targeted policies which compensate structural discrimination of Roma is the restrictively

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29 The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children supplementing the United Nations Convention against Transnational Organized Crime, information available at: <http://www2.ohchr.org/english/law/protocoltraffic.htm>.

30 Ministry of Social Affairs and Labour (2010) p.92.

31 Durst, J. (2001).

32 ERRC (2007b) p. 3.

interpreted Hungarian data protection law<sup>33</sup>. This institutional context weakens the definition of evidence based policy specifically targeted to Romani women.

## 2.3. Romani women in the NSIS

### *Attention to Romani women*

The Hungarian National Social Inclusion Strategy – Extreme poverty, child poverty, the Roma – (2011-2020), henceforth NSIS (it will be also indicated as National Social Inclusion Strategy)<sup>34</sup> presents an accurate analysis of the context, and highlights the main strategies to foster social inclusion, integrating the focus on Roma with extreme poverty and child poverty.

**The NSIS tackles the social exclusion of Roma in the context of a wider national social inclusion strategy** dealing with extreme poverty, child poverty and specific Roma conditions. The **strategy positively adopts an integrated approach** aiming to improve conditions of all people in poverty. Nonetheless, the integration of Roma inclusion strategy in a broader national inclusion strategy **risks reducing the specifically targeted attention to Roma** that is necessary to tackle inequalities faced by Roma. Moreover, the Government has allocated only minimal financial resources to the implementation of the objectives of the strategy<sup>35</sup>.

The NSIS **identifies a horizontal crucial objective targeted at Romani women**: “reducing the educational and labour market disadvantages of Romani women” (p. 15) and considers Romani women’s needs in most of the policy areas that are discussed.

A **specific part** of the NSIS is dedicated to present the situation of Romani women with respect to **disadvantages** of Romani girls/women in **education, access to employment, and state of health** (p.26-28). Besides, when presenting the situation of Romani population, it claims that ‘Romani women may be regarded as a social group affected by multiple discrimination for socio-cultural reasons; at the same time, by virtue of their role played in the traditional family structure, they may constitute a priority target group of programmes targeting families’ (p.30).

The strategy highlights the obligation to **develop local equal opportunity/integration plans at municipality level** as tool to implement the horizontal enforcement of the inclusion policy and equal opportunity (p. 125). Nonetheless CSOs have been critical in such strategies because of a general lack of funding and regional disparities<sup>36</sup>.

### 2.3.1. Romani women’s participation and empowerment

#### *Attention to Romani women empowerment*

The NSIS pays attention to the empowerment process for Roma communities and highlights that the process of **social inclusion** may only be **based** on a dialogue and **active participation of communities** which is more than just consultation but ‘the empowerment of those living in poverty and the Roma community and its members in

33 Section (8) par (4) of the Statistics Act (1993). Policies on Romani women require gender mainstreaming that are built upon gender and ethnic disaggregated data. There is serious data deficit on Roma, as stressed by the Open Society Foundations’ Roma Initiatives in a recent publication.

34 Hungarian Government Ministry of Public Administration and Justice, State Secretariat for Social Inclusion (2011). It also includes the Governmental Action Plan for the Implementation of the National Social Inclusion Strategy in the Years 2012 to 2014 (Hungarian Government, 2011) .

35 Balogh L., Berki J., Daróczy G., Ivány B., Koczé A., Moldova Z., Novoszádek N., Farkas Z., Koltai L, Kóródi M., Kőszeghy L., n Somogy E., Szendrey O., Teller N., Wagner J. (2013). P.19.

36 Balogh L., Berki J., Daróczy G., Ivány B., Koczé A., Moldova Z., Novoszádek N., Farkas Z., Koltai L, Kóródi M., Kőszeghy L., n Somogy E., Szendrey O., Teller N., Wagner J. (2013). Pp.23-24.

order to enable them to shape society through the active exercise of equal opportunities' (p.96). It claims that 'it is particularly important to **enhance the role of Romani civil society** and to encourage the civil and political involvement of the Roma through the capacity building of civil organisations, the national, regional and local reinforcement of public administration capacity, the involvement of the Roma in every area of political life and the enhancement of their representation in institutions as well as in the local, national and EU-level elected bodies' (p.96). The NSIS intends to promote the participation of Romani civil organizations in the planning and monitoring phases as well as in the implementation of measures and tenders (p.97). However, the NSIS pays **no attention to gender empowerment and Romani women's participation in political life** and in the policy making process.

### *Formal political participation of Romani women*

**Women are absent in the national government** but 'Roma have entered parliament by running in coalition with or on the lists of larger mainstream parties. In the 2010 elections, four of the winning candidates were of Roma origin. Of these, three (**Laszlo Berenyi, Florian Farkas and Jozsef Varga**) were from Lungo Drom, a Romani organisation that ran together with the conservative FIDESZ-KDNP coalition, which won by a landslide. FIDESZ is also the party of the only Romani member of the European Parliament, **Livia Jaroka**. The self-declared Romani MP, **Agnes Osztoolykan**, was one of 16 candidates elected from the newly formed Politics Can Be Different party (LMP), which identifies itself as a liberal green party promoting tolerance and multi-ethnicity'<sup>37</sup>

### 2.3.2. Challenges to Romani women's participation

Analysing the participatory processes to draw up the NSIS, the Civil Society Monitoring Report highlights that '**The central government's exclusive Roma partner is the National Roma Self-Government (NRSZ)** (strongly supported by the current government, heavily based on Lungo Drom representatives, an ally of FIDESZ), which is highly problematic because this arrangement **excludes a large range** of (non-Lungo Drom) Roma **interest groups** from meaningful participation, thus limiting critical feedback'. Moreover, according to the recent reform in regulation of the civil society organisations, NRSZ has been relabelled as civil society organisation 'which may lead to an even larger exclusivity of the NRSZ in NGO-government cooperation based schemes, and might further reduce opportunities for other potential civil society partners to channel opinions in issues related to Roma inclusion'<sup>38</sup>.

Romani women's participation and empowerment **is affected by criticalities in the system of Roma representation** within the current Roma **self-government system**. Moreover, another key partner of the Government is the 'recently established **Türr István Training and Research Institute**, a background institution of the line ministry which has been allocated various Roma inclusion-related tasks in general and a **large bulk of funding** as well, despite the fact that it has very few references in this field'<sup>39</sup>.

<sup>37</sup> Pajic(2013)

<sup>38</sup> Balogh L., Berki J., Daróczy G., Ivány B., Koczé A., Moldova Z., Novoszádek N., Farkas Z., Koltai L., Kóródi M., Kőszeghy L., n Somogy E., Szendrey O., Teller N., Wagner J. (2013) (2013) p. 9

<sup>39</sup> Balogh L., Berki J., Daróczy G., Ivány B., Koczé A., Moldova Z., Novoszádek N., Farkas Z., Koltai L., Kóródi M., Kőszeghy L., n Somogy E., Szendrey O., Teller N., Wagner J. (2013) (2013) p. 10



## 2.4. Relevant stakeholders representing or dealing with Romani women issues in Hungary

### 2.4.1. Romani women associations

Among NGOs of Romani people, there are at least **two** well-known **NGOs** of Romani Women in Hungary. The first is the **Colourful Pearls Association** (Színes Gyöngyök Egyesület), a Romani Women NGO working in the fields of education, employment and health (they are implementing one of the good practices presented in this paper: 'Mothers' Club'). Another well-known Romani women's NGO is the **Association of Public Romani Women** (Közéleti Roma Nők Egyesülete), a Romani women's association that is very active in the fields of violence and forced prostitution of Romani women. They provide a legal aid for those Romani women who victims of various discrimination and violence. The organisation conducts training and workshops to tackle human trafficking and forced prostitution.

A Women's NGO that **actively sustains Romani women's NGOs** and often cooperates with them is the **Hungarian Women's Lobby**, which is an umbrella organisation affiliated to the European Women's Lobby (for which it is the national coordinator organisation). It was established in 2003. It currently has 19 member organisations from all over Hungary.

#### *Other NGOs active for Romani women*

The **ROMEDIA** Foundation is a Romani NGO based in Budapest, Hungary. They work to contribute to a positive perception of Romani ethnic identity, combating anti-Roma prejudice, and providing alternative information to policy makers on Roma through the production of films and videos, international multi-media campaigns, and public events.

The **Roma Initiative Office of the Open Society Foundation** provided funds for various Romani Women NGOs in Europe including Hungary. Amongst others, they also initiated and financed the Romani Mothers Club. Also they supported several empowerment and advocacy trainings for Romani women among them a recent project called "BUVERO – Romani Woman Live Network", which aim to train young Romani Women to provide a media coverage on their own communities.

### 2.4.2. Institutional stakeholders

At institutional level, at present the main responsible for the NSIS is the Ministry of Human Resources, State Secretary for the Integration of the Disadvantaged People. An **Inter-ministerial Committee for Social Inclusion and Roma Affairs** has been set-up by the Government for monitoring the implementation of the strategy and action plan. The Chair of the committee is the State Secretary for Social Inclusion of the Ministry of Public Administration and Justice; other members are representatives of the Ministry for National Economy, the Ministry of National Development, the Ministry of Interior, the Ministry of Public Administration and Justice, the Ministry of National Resources and the Ministry of Rural Development, the President of the Central Statistical Office and the representative of the Prime Minister's Office.

Another important actor operating at national level is the **National Roma Minority Self-Government** (Országos Roma Onkormányzat). This has been a public body, but recently has been relabelled as CSO. It provides a political representation of the Romani minority. It works in close relation with the government for the implementation of the Action Plan of the Roma Decade (2005-2015). It implemented the project 'Growing opportunity: training of Roma with employment opportunities in the social and child welfare system' ('No az esely: Roma emberek képzésbe ágyazott foglalkoztatása a szociális és gyermekjóléti ellátórendszerben'), among the projects presented in this paper.

For more information on stakeholders see Annex A.

## 2.5. Good practice in Romani women's political empowerment<sup>40</sup>

No relevant initiative has been conducted by public authorities in women's political empowerment. However, the **Hungarian Women's Lobby**, with the support of the European Women's Lobby, is implementing an **initiative** for the empowerment of Romani women that **fosters** their **political participation**. The name of the initiative is 'Hungarian Women's Lobby and European Women's Lobby mentor program for future Romani and migrant women politicians'. The project aims at increasing the political participation of **Romani and migrant women** who are already involved in political life and who are interested in running for the European Parliament Elections in May 2014. The number of involved women of foreign origin or ethnic minority background is between 8 and 12. The project has not been concluded, therefore an evaluation of its effectiveness cannot be considered. Nevertheless, it aims at increasing the number of Romani women in the European Parliament. The project clearly supports Romani women's empowerment and could be implemented in other countries with regard also to local and national political life.

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<sup>40</sup> The assessment of the good practice has been conducted according to methodology presented in Annex B. It hinges upon the three main criteria pointed out by EIGE for the identification of good practices in gender mainstreaming: working-well, transferability and learning potential. More details on the initiative and on its assessment are available in Annex C.

### 3. EMPOWERING ROMANI WOMEN IN EDUCATION

#### KEY FINDINGS

- The percentage of Romani women who completed **upper secondary education has increased**, although differences with non-Romani women are still relevant.
- **The segregation of Romani children in special education** is a structural discrimination element affecting also Romani women education.
- The combination of **poverty, patriarchal attitudes, and early motherhood** continue to have an impact on Romani girls' education.
- The 'Roma Mother's Centre' in Pecs is a **good practice** strongly committed in Romani women's empowerment.

#### 3.1. Challenges for Romani women's empowerment in education

##### 3.1.1. Barriers to Romani women's education

The **percentage of Romani women who completed upper secondary education has increased** in the last years, even if Romani women are still less than half of the Non-Romani women (56%). Non-Romani women, nor men, completed post secondary education<sup>41</sup>.

**Segregation of Romani children in special education is a structural discrimination element**<sup>42</sup>. Hungarian public education is characterized by extreme inequalities and

41 UNDP/WB/EC Regional survey conducted in 2011 shows differences in education between Roma and non-Roma population. Roma women literacy rate (94%) is lower compared to Roma men (96%) and Non-Roma women (99%) for population over 16 years, while no differences with non-Roma are documented for the younger Roma women age between 16 and 24. Nonetheless, Roma women enrolment to compulsory education (92%) is lower compared to Roma men (95%) and Non-Roma women (100%).

Data on upper secondary education bring to the light a dramatic dropout in Roma women enrolment (56%; Non-Roma women enrolment 90%). Non-Roma women (age 25-64) have about 3 years differences in the average years of education compared with Non-Roma women.

Data on highest completed education show that among Roma, age between 25 and 64, there is still a relevant percentage of Roma women with no formal education (8%); meanwhile no formal education is absent for Roma, aged between 20-24, showing improvement in the Roma access to education. About one out of four Roma women, age 25-64, (27%) have completed just primary education, while the percentage is lower for Non-Roma women (8%) and for the younger generation of Roma women, age 20-24, (13%).

Gender differences are present in the number of Roma, age 20-24, who completed just primary education, while the percentage of Roma female and male who completed the lower (64%) and upper secondary education (22%) is balanced. Nonetheless, the percentage of Roma women and men who completed upper secondary is dramatically low compared to Non-Roma (56% Non-Roma women).

42 ERRC (2013) p.8. <http://www.errc.org/cms/upload/file/hungary-red-written-comments-5-april-2013.pdf> ERRC 2013:p. 8 Research conducted by the ERRC and CFCF revealed that in Heves County, 98% percent of the children studying in special education are Roma and preliminary findings indicate similar statistics in Tolna County. In January 2013, following a complaint initiated in 2005 by two Romani people represented by the Chance for Children Foundation and the ERRC, the European Court of Human Rights ruled that Hungary violated the European Convention on Human Rights in a case challenging the segregated education of Romani children in a special school. The Court underlined that there was a long history of wrongful placement of Romani children in special schools in Hungary and that the State must change this practice. The Court concluded that 'positive obligations incumbent on the State in a situation where there is a history of discrimination against ethnic minority children' would have required Hungary to provide necessary safeguards to avoid the perpetuation of past discrimination or discrimination practices (European Court of Human Rights, 2013).

segmentation, generated by different processes linked to social, political, and economic interests. The system contributes to deepen already existing inequalities in the society<sup>43</sup>.

Focusing on education and gender differences among Roma, the ERRC (European Roma Rights Centre) made some comments on the implementation of the UN Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) in Hungary<sup>44</sup> highlighting that: **government policies and plans to improve the educational situation of Roma do not account for gender**; Romani girls and youth face **verbal and physical harassment** by classmates and teachers; **teachers rarely punish these practices**, even when reported by Romani parents; the combination of poverty, **patriarchal attitudes, and early childbearing** continue to have an impact on the number of years that Romani girls and youth attend school; these barriers are further exacerbated by the common practice of placing Romani children in the **special schools** for the mentally disabled on the basis of inadequate categorising by medical commissions; furthermore, school segregation along ethnic lines in special schools or special classrooms within the same school has increased in the last years.

The **recent legislative "Act on National Public Education"**<sup>45</sup> (2011) **decreases the upper age of compulsory education** from 18 to 16 and the minimum age of compulsory kindergarten education to 3 years. This reframing will probably **affect negatively Roma education** by increasing enrolment to kindergarten and decreasing upper secondary education attendance<sup>46</sup>.

The rates of Romani children attending schools are, 'throughout the country, considerably lower than those of other children, particularly where girls are concerned'<sup>47</sup>. The high drop-out rates of Romani girls is related to school segregation<sup>48</sup>, early marriage and early childbearing<sup>49</sup>, requiring integrated policies as stressed by various NGOs<sup>50</sup>.

43 Farkas et al. (2007: 40), Kertesi G., Kézdi G. (2013). Expert Meeting UNESCO – Council of Europe (2007: 20) <http://unesdoc.unesco.org/images/0016/001611/161164e.pdf>

44 ERRC (2007b), p. 6. Data are based on a qualitative analysis by interviews to 124 Roma Women.

45 Legislative Act CXC of 2011 on National Public Education (2011. évi CXC. törvény a nemzeti öznevelésről), Article 45.§ (3).

46 In Hungary preschool is compulsory and the government supports poor families for out of pocket expenses and school lunches, giving subsidies for regular pre-school attendance. This policy increased the enrolment among Roma children more in Hungary (76%) than in Romania (37%), Czech Republic (32%), Slovakia (28%), Bulgaria (45%)( Le Houerou P. et al., 2012, p.20-21).

47 Hungary, Advisory Committee on The Framework Convention for the Protection Of National Minorities (2010), p. 2.

48 Messing et al (2011:269-289). "An exceptionally telling index of inequalities in public education demonstrates that, while in the case of pupils learning in OECD countries the differences in performance of reading and comprehension are due to differences between schools is 36 percent, in the case of Hungarian pupils this proportion is 71 percent. The performance of children at school and chances for further education is determined by early school choice to a much greater extent than in most other OECD countries". (P.275).

49 Balogh L., Kóczé A. (2011).

50 Hungarian nongovernmental organizations (2012).

## 3.2. Women's education in the NSIS

### *Goals in the NSIS*

On the basis of an analysis of the situation, the NSIS aims to develop '**an inclusive school environment** that supports integrated education and provides education that breaks the inheritance of segregation and disadvantages as well as the development of services assisting inclusion' (p.74).

The NSIS (p.76) specifically **focuses** on the **low educational level of Romani women** and claims that, early school-leaving arising from gender roles is a priority task. It intends to support the creation of flexible paths and to develop pedagogical processes that are better adjusted to the learner's needs. However **details of the implementation strategies** are **not presented** in the document.

The EC Staff Working Document<sup>51</sup> highlights the following **positive elements**: compulsory pre-school participation from 3 years of age, after-school programmes, second chance schools, mediators, school meals. Furthermore, it **suggests** that '**more focus on desegregation, integrated education, and ensuring that mainstream policies** also respond to the specific needs of Roma could further improve this part of the strategy'. However, it should be noted that the **EC Staff Working Document does not devote specific attention to the gender dimension**.

## 3.3. Good practice in education and Romani women's empowerment<sup>52</sup>

### *The initiative*

The 'Roma Mother's Centre' is a **project** organised by the NGO 'Színes Gyöngyök Egyesület (Colourful Pearls Association) **in Pecs**, aiming to strengthen community cohesion and increase social integration by supporting Romani mothers and their children and offering advice to Romani mothers and girls. The Roma Mother's Centre acts as a **self-help group to facilitate access to services** (health care, child care, education etc.), and to play an important community-building role through common activities. In the long run it **might contribute to Roma self-organisation processes**, and **promote social inclusion** and the development of advocacy skills. Many of the mother's centres is supported financially and technically by the Open Society Foundation (OSF).

### *Why it worked well*

The project is strongly committed to Romani women's empowerment. Romani women are the main actors; they design, implement, and regularly assess the program.

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<sup>51</sup> EC (2012).

<sup>52</sup> The assessment of the good practice has been conducted according to methodology presented in Annex B. It hinges upon the three main criteria pointed out by EIGE for the identification of good practices in gender mainstreaming: working-well, transferability and learning potential. More details on the initiative and on its assessment are available in Annex C.

***Reproducibility and learning potential***

The good practice shows the potential of reproducing its working-well features that are the empowering effects on Romani women in other contexts. Direct involvement of Romani women is crucial in the process of Romani women's empowerment.

For further information, see Annex C.

## 4. EMPOWERING ROMANI WOMEN THROUGH ACCESS TO EMPLOYMENT, JOB QUALITY AND GOOD WORKING CONDITIONS

### KEY FINDINGS

- Romani women's **employment rate** is very **low** (13%).
- **Low education, responsibilities for children and household care, and discrimination in the hiring process** limit Romani women's employment opportunities.
- The **National Social Inclusion Strategy** identifies some **actions** to support women's employment in specific sectors; however **implementation details** have not been **defined, yet**, apart from the project 'Growing Opportunity!' – training programme for 1,000 Romani women in the area of social welfare.

### 4.1. Romani women's access to employment and challenges to their empowerment

#### 4.1.1. Low labour market participation of the Roma

Data<sup>53</sup> show that the **employment rate** for Romani people (23%) aged 15-64, is almost **twice as low** compared to **non-Romani** (41%). Moreover, strong gender differences emerge. The male employment rate (34%) is twice as high as that of women both for people aged 15-64 (13%) and for the younger generation aged 15-24 (7%).

The incidence of **informal employment** in the Romani population (20%) is **higher** compared to non-Romani (5%), involvement 14% of Romani women and 4% of Non-Romani women. The **unemployment rate is almost twice as high** for Roma (50%) compared to non-Roma (24%) with relevant gender differences: **Romani women's unemployment rate** (61%) is considerably **higher** compared to non-Romani women (23%).

Data on occupation and sectors of employment do not include data disaggregated by gender. Most of the **Roma** are employed as **unskilled workers** (61% - non-Romani 21%), who represent also the largest category of the unemployed. While Roma, workers (18%) are half compared to the Non-Roma (36%). Construction, Agriculture, employed as skilled workers make up for only 18% (36% non-Roma) Public utilities are the sectors in which higher is the employment of Roma.

Moreover, **discrimination against Roma affect their access** to the labour market<sup>54</sup>, however data concerning court cases is not available. Discrimination in hiring is common also among local municipalities for community service work<sup>55</sup>.

<sup>53</sup> UNDP/WB/EC survey (2011)

<sup>54</sup> ERRC (2007a).

<sup>55</sup> Hungary, NGO Submission to the UN Universal Periodic Review, 11th session of the UPR Working Group of the Human Rights Council, November 2010, p. 2 <http://www.errc.org/cms/upload/file/hungary-upr-08112010.pdf>

#### 4.1.2. Barriers to Romani women's employment

Main elements affecting the gap between Romani women's employment and Romani men and the non-Roma are: **low education, territorial disadvantages and housing segregation, and gender role of women in the Roma communities** because women are the main responsible for childcare and domestic work<sup>56</sup>. These factors contribute to limiting the access of Romani women to the labour market and their empowerment.

### 4.2. Romani women's empowerment through access to employment, job quality, and good working conditions in the NSIS

#### *Goals in the NSIS*

The NSIS (p.76) identifies **women with young children as disadvantaged group** and stresses that Romani women must be **assisted with targeted equalisation programmes**. The strategy recognises that Romani women's employability is limited by specific factors 'resting inter alia on cultural foundations' and promotes women returning to work from maternity leave through 'inclusion support', provided by the State's **adult education** institutions for those participating in labour market training courses (pp.82-83).

The NSIS highlights that attention must be paid to **occupations that are also obtainable by Romani women** and plans to introduce specific sub-programmes targeting Romani women in the 'way out programme' providing micro-credits (p.85). However, at the moment, no actions have been implemented in this regard<sup>57</sup>.

One of the priorities concerning employment is to '**enable 2000 Romani women to obtain training and practical experience as family support social workers, community developers, employment organizers, and healthcare mediators**' (p.88). As a consequence, a project targeting Romani women has been implemented; it is here presented as a good practice (paragraph 3.3.).

The EC Staff Working Document (SWD) highlights the following **positive elements**: a very clear vision on raising employment in a **systematic way**, based on **3 pillars** (integration into open and legal labour market; through active labour market policies; social economy; and public employment schemes for the most disadvantaged). Specific attention is paid to **job creation in rural areas**, mainly in the agricultural sector. However, it claims that '**(m)ore focus on reintegration to the open labour market, developing more concrete measures in the area of social economy, self-employment /microfinance and vocational training would be needed**'. A clear division of tasks and responsibilities among service providers and targeted services for Romani jobseekers via the public employment service could improve results. Possibilities of job creation in rural areas in sectors other than agriculture could also be considered'.

The SWD does not specifically consider the gender dimension in employment issues.

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56 ERRC (2007b) P.2, 16

57 Balogh L. et al 2013, p. 75.



### 4.3. Good practice in employment and Romani women's empowerment<sup>58</sup>

#### *The initiative*

The programme "No az esely" (Growing opportunity!) has been developed in the context of the implementation of the Strategy<sup>59</sup>. In 2012, the Hungarian government through the Ministry of Human Resources supported the programme aiming to **promote the employment of 1,000 Romani women in the area of social services**. The programme was funded by Structural Funds and involved all the 19 counties and the capital. It was implemented by the National Roma Minority Self-Government in cooperation with the Türr István Training and Research Institute (Türr István Képző és Kutató Intézet). The end of the programme is planned for August 2014.

#### *Why it worked well*

Not enough information for a complete assessment is available. However, in the first year, disadvantaged Romani women are involved in training and the programme foresees that 750 of them will obtain a job in the following areas: nursing assistant, instructor, social worker and nurse, geriatric nurse, home nurse and Roma social helper. In the second year, the project aims to introduce the trained Romani women in the labour market financially supporting for 1 year their employment and continuing their training.

#### *Reproducibility and learning potential*

There is not enough information for a complete assessment of reproducibility and learning potential.

For further information, see Annex C.

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58 The assessment of the good practice has been conducted according to methodology presented in Annex B. It hinges upon the three main criteria pointed out by EIGE for the identification of good practices in gender mainstreaming: working-well, transferability and learning potential. More details on the initiative and on its assessment are available in Annex C.

59 Balogh L., Berki J., Daróczy G., Ivány B., Koczé A., Moldova Z., Novoszádek N., Farkas Z., Koltai L., Kóródi M., Kőszeghy L., n Somogy E., Szendrey O., Teller N., Wagner J. (2013,P.107)

## 5. EMPOWERING ROMANI WOMEN THROUGH BETTER HEALTH CONDITIONS

### KEY FINDINGS

- Direct **discrimination** and **territorial inequalities** represent **barriers** to **accessing health care** services for **Romani women**.
- High levels of **poverty**, **health services costs**, and **limited access to health insurance** limits Romani women's access to health services.
- **Social exclusion**, **poverty**, and a **patriarchal family** model **expose** Romani **women** to different forms of **violence** and limit their access to social services.
- The **National Social Inclusion Strategy** presents data concerning Romani women's health and their lifestyle, identifies women as a particular target group, but **no clear actions** are **foreseen**.

### 5.1. Romani women's health and challenges to their empowerment

#### 5.1.1. Socio-economic conditions and health

**Life expectancy** among the Romani population is approximately **ten years shorter** than the average Hungarian women's rate because of their social economic conditions<sup>60</sup>. Data on access to medical insurance present differences between Romani women (94%) and non-Romani women (97%).<sup>61</sup>

**Low educational levels and an unhealthy lifestyle** characterise Romani women's health in Hungary. According to the NSIS, the rate of Romani population smoking (77%) is higher than the rate of the entire population (31%). Besides, the rate of Romani population suffering from high blood pressure is higher than that of the entire population (87% vs. 32%). Nutritional problems as well as lack of prevention affect the health of Roma. A significantly larger proportion of Romani mothers (26%) smoke during pregnancy, compared with the society at large. Higher is also the rate of Romani teenagers smoking (45%)<sup>62</sup>.

#### *Structural problems affecting the access to health care for Romani women*

**Access to health insurance** has been affected by the modification of the regulation of unemployment benefits<sup>63</sup> and **depends now on a previous employment contract**: to have access to unemployment benefits and therefore to primary care, active-age people must have been working for at least 30 days in the previous year or participating in a labour market programme or training programme.

60 Masseria C., Mladovsky P., Hernandez-Quevedo C. (2010).

61 The most relevant differences regard limited access of Roma women to specific medical checks compared to non-Roma women. Access to essential drugs presents relevant differences, with 49% of Roma women who do not have access to them (23% of non-Roma women).

62 ERRC (2013) p. 86.

63 Hungary, Act III of 1993 on Social Governance and Social Benefits, Article 36 (1993. évi III. törvény a szociális igazgatásról és szociális ellátásokról).

Access to health services is characterised by significant **territorial inequalities**: disadvantaged regions, where Roma are overrepresented, do not offer the relevant services, reflected, for example, in a higher rate of vacant general practitioner's positions<sup>64</sup>.

### ***Ethnic discrimination***

Ethnic discrimination affects the access to healthcare: 18% of Hungarian have experienced discrimination in healthcare<sup>65</sup>. 'Direct discrimination and degrading treatment in the form of extortion, neglect, verbal abuse, and segregation in health services, in particular in maternity wards'<sup>66</sup> have been observed. Romani women have been also blamed for their health problems in **public discourse**<sup>67</sup>.

#### **5.1.2. Sexual health and rights**

Frequent abortions, early pregnancies, and early child births are related to a context of bad living conditions for Romani women. The general policy context concerning all women's sexual health in Hungary is characterised by several criticalities. The CEDAW Committee in the concluding observations on the report of Hungary<sup>68</sup> concerning all women in Hungary (1 March 2013), highlights some concerns about **limited access to modern, and efficient methods of contraception**; that the State's campaign negatively stigmatizes abortion and contraception; the limited access to emergency contraceptives; the unnecessary waiting periods before surgical abortions; the lack of adequate regulative frameworks; and increasing resort to conscientious objection by health professionals. Furthermore, the Committee stresses that the State urges 'to provide adequate access to family planning services and affordable contraceptives, including emergency contraception, to all women including women with disabilities, Roma women, women living with HIV/AIDS and migrant and refugee women, i.e. by covering the costs of range of modern contraceptives under the public health insurance and eliminating the a prescription requirement for emergency contraception'.

The NSIS highlights some data concerning the overall female population in Hungary on women's sexual health that need to be carefully considered: "In 2010, 45% of those applying for an abortion did not use any kind of contraceptive. Many of them referred to the **high prices of contraceptive devices and pills**. 12% of women who applied for an abortion repeatedly requested another abortion within 1 year. Based on the above data, the concern may arise that some of the applicants use **abortion as a contraceptive method**" (p.48).

Moreover, unwanted and teenage pregnancies are a significant risk factor of perinatal and infant mortality. Young mothers have **higher rates of premature birth** and lower body weight increasing the risk of other health problems for infants. Data show that **young age pregnancies and infant mortality are higher** in the area where Romani people live (North Hungary).

### ***Forced sterilisation***

There are **evidences** of coerced female sterilisation in the last years<sup>69</sup> that were discussed by the CEDAW Committee and eventually the Hungarian government had to pay a financial compensation. Nonetheless, the **regulative framework** for sterilisation is not in line with international standards.

64 Balogh L. et al 2013, p. 85.

65 European Fundamental Rights Agency (2009) P.162.

66 ERRC (2007b) p. 4.; ENAR (2011)

67 European network of legal experts in the non-discrimination field (2011)

68 UN (2013) p. 8

69 Open Society (2011)

### 5.1.3 Violence against Romani women

Romani women are in a condition of **high vulnerability** and therefore exposed to violence: "42% of the Romani women....had suffered or currently suffer from **domestic violence**. In only 20% of the cases did the victim seek police assistance. In only 1 out of 7 cases did the police respond effectively.

Violence against Romani women is pervasive and takes place within and outside the Roma community. Violent attacks on property were noted to be of major concern during research. There is a **lack of mutual trust** between Romani women and the police. Romani women reported being the targets of **police surveillance and harassment**, which results in a lack of reporting of violent incidents by Romani women. The State has failed to create (...) an effective support network by which those victims would be able to obtain help and report cases of violence"<sup>70</sup>.

The ERRC analysis highlights that Romani women's health has not been adequately considered in the public agenda, in policies and their implementation, resulting in no improvement in their health conditions<sup>71</sup>.

## 5.2. Empowering Romani women in respect of their health in the NSIS

### *Analysis of the situation*

The **National Social Inclusion Strategy** presents and discusses data on Romani women's health conditions. Furthermore, it identifies women as a particular target group: 'they should be **targeted primarily with campaigns concerned with conscious family planning, teenage pregnancy, and preparation for a healthy pregnancy**. Additionally, we must ensure that all families with children have access to health care services and have adequate information with respect to the care systems and services' (p.89).

### *Goals in the NSIS*

Moreover it states that: 'in the interest of reducing the higher-than-average number of abortions observed amongst disadvantaged families/women, we must **devise a plan for providing personalised access to various contraceptive devices on a needs basis**, free of charge or at a discount price. For the purpose of increasing the effectiveness of these devices, the individuals concerned should in every instance be given advice on family planning and contraception' (p.89).

The **Commission** Staff Working Document highlights the following positive elements of the Hungarian strategy: "Strong analytical part in the area of health. Acknowledgement of the need to target Romani women and children specifically. Active involvement of civil society and Romani representative foreseen in implementation of the strategy. Focus on geographically deprived areas (micro-regions) covering also non-Romani population living under similar conditions as Roma. Training programmes for healthcare and social service workforce. Measures to tackle unhealthy lifestyles". The main gaps identified are: '*Developing **measurable targets and more specific measures** to tackle problems identified would be necessary. A clearer **timeline** for implementation, **reinforcing the budget** would make measures more efficient*'. The Document does not identify specific gaps related to Romani women's health policies.

However, none of these proposals has been implemented so far.

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70 ERRC (2007b)p. 3

71 ERRC (2013) p.8

### **5.3. Good Practice in health empowerment of Romani women**

No good practices could be found with regard to health and Romani Women's Empowerment.

## 6. EMPOWERING ROMANI WOMEN BY IMPROVING THE HOUSING CONDITIONS OF THEIR COMMUNITIES

### KEY FINDINGS

- **97% of Romani household** live in condition of **material deprivation**.
- **One out of three** Romani households does **not** have **access** to **improved water and sanitation**.
- **Segregated housing conditions** limit Romani women's empowerment opportunities.
- The **National Social Inclusion Strategy** discusses data and identifies priority actions, nonetheless **low attention** is paid to the **implementation** strategies.
- No actions are specifically targeted to improve housing conditions in relation to **Romani women's empowerment**.

### 6.1. Housing conditions of the Roma and Romani women

#### 6.1.1. Living conditions

Roma living conditions in Hungary are **strongly affected by poverty and segregation**. Recent data<sup>72</sup> show that Romani **houses are smaller** (squared meters per household member 21.60) compared to those of Non Roma (square meters per household member: 40.54) and are located in areas with less services: waste collection is less frequent and regular, almost 1/3 of Roma **do not have access to secure housing, improved water sources** (Romani household 30%; non-Romani households 8%) **and sanitation** (Romani households 33%; non-Romani households 12%). Almost all Roma households live in a condition of material deprivation (97%, 91% in severe material deprivation. Non-Roma: 80%).

The percentage of Roma households living in houses **that are property of the municipality is higher (12%) than non-Roma (6%)**, and the level of Roma owning their own house is lower (78%; non-Roma 85%). Comparing the sources of energy used for heating between Roma and non-Roma, the use of wood is more frequent among the former (81% Roma, 54% non-Roma) and piped gas supply less frequent (11% Roma; 30% non-Roma). Moreover the use of wood also for cooking is higher (13% Roma, 3% Non Roma) as well as bottled gas / gas in cylinders (71% Roma; 50% non-Roma).

Only **1 out of 5 Roma households has a car for private use**, twice as low as for the non-Roma. Relevant is also the percentage of households that do not have a bed for each household member (87%) and are without a washing machine (90%). The percentage of Roma housing with access to internet is half that of the Non-Roma (47%).

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<sup>72</sup> NDP/WB/EC Regional survey 2011

### 6.1.2. Ownership and gender

According to the report on the housing situation of Roma communities<sup>73</sup>, in all the countries in Central East Europe (including Hungary), 'the **ownership of housing is largely in the hands of men**. A vast majority of Roma women do not own housing or land and cannot afford purchasing them either due to the presence of poverty in Roma communities as well as the patriarchal traditions within segments of the population'. It should be also stressed that only **24% of Hungarian Roma women are head of a household** in Hungary.

#### *Segregated environments for Roma*

The political and economic changes of 1989-90 strongly affected housing policies, fostering privatization of flats and decentralization of social and public housing management. The **FRA thematic study on housing conditions of Roma and Travellers**<sup>74</sup> highlights the **structural weakness in the housing policy in Hungary**, claiming that the percentage of public housing (4-5% of flats) is among the lowest in Europe and that this **does not make possible a proper social housing policy**. Policies have been mainly targeted at low-status social groups and among these Roma are overrepresented.

It has been estimated that **45-55% of Roma were living in segregated environments** in 2009. In 2007, the Minister of Social Affairs and Labour estimated that in Hungary there were about 500 colonies with 100,000 residents<sup>75</sup>. Direct and indirect discrimination takes place with regard to Romani housing. The main problems related to the rights of housing are: 1) substandard conditions, 2) forced evictions, and 3) segregated housing<sup>76</sup>. All these elements affect the physical and psychological health of the Roma community, particularly Romani women and children. **Housing conditions are one of the main concerns for several Romani women**: substandard housing conditions are often linked to segregation and to health problems for their children and for themselves. Moreover, the spread of **forced evictions as well as attacks**<sup>77</sup> **against Romani dwellings** increase the **concern that Romani women have about their housing** conditions. Further, local authorities often fail to provide alternative accommodation during forced evictions of Roma, effectively rendering many homeless<sup>78</sup>. Another element to take into account is segregation that **is exercised by preventing Roma from moving into certain areas populated by non-Romani neighbours**<sup>79</sup>.

#### *Violence against Romani women and housing*

Moreover, the **absence of adequate** policy exposed Romani women to conditions of particular **vulnerability in the cases they decide to escape from abusive relationships**. The housing<sup>80</sup> segregation has a strong impact on the right to education, health and employment.

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73 UNDP (2011).pp 43-44

74 FRA - RAXEN (2009) p.6.

75 FRA RAXEN (2009) p.43. "The concept 'colony' here and throughout the report refers to totally segregated neighbourhoods with almost or exclusively Romani residents, with extremely poor living conditions (shanties made from absolutely inadequate material, total lack of amenities, services, etc)" p.9

76 ERRC (2007b) p. 20

77 ERRC (2012).

78 Forced evictions often lead to the removal of children from their families into state care system given that a family with no appropriate residence cannot take proper care of the child.

79 European Roma Rights Centre (2010) P.7.

80 FRA RAXEN (2009) p.47.

## 6.2. Women's empowerment through improving housing in the NSIS

### *Analysis of the situation*

The National Social Inclusion Strategy for Roma Inclusion highlights that **'(t)ypical problems of housing conditions in Hungary are the unpaid public utility bills and housing debts**, the low ratio or lack of rented accommodation, the concentration of extremely grave housing problems and segregation which also determines the living environment'. The document states that '(w)e have extensive information on segregated localities' (pp.52-53).

### *Measures and objectives*

The NSIS also stresses that 'programmes launched in this area to date have not been effective and extensive enough. Programmes that involve new, well-founded, and comprehensive inter-sectoral cooperation schemes (employment, child welfare, social services, health care) also in practice. **A clear planning and evaluation methodology with respect to estates for the purposes of decisions related to the rehabilitation vs. elimination of segregates**' (pp.52-53).

The NSIS **identifies priority actions** such as **extending debt management services, reviewing the system of state-funded housing subsidies, supporting rehabilitation and anti-segregation – free housing**, launching complex programmes to improve social - educational - health – employment and housing conditions (p.94-95). Nonetheless, **no specific attention** is paid to the implementation strategy, or to the impact of housing conditions **on Romani women**.

The **EC Staff Working Document** positively highlights a 'complex programme for those living in segregated environment, conceived within an integrated approach', nonetheless **suggests that more attention should be paid to social housing**.

## 6.3. Good Practice in housing and Romani women's empowerment

No good practices could be found with regard to housing and Romani women's empowerment.



## 7. CONCLUSIONS

### 7.1. Romani women's empowerment in the NSIS

The analysis of the situation in Hungary with regard of Romani women's empowerment in the framework of the National Roma Inclusion Strategy has brought to light that the **situation of Romani women has been analysed in the national report**, although with some **gaps** concerning the **involvement of Romani women in drafting the strategy**, details in the implementation of the strategy, targeted measures, as well as allocated budget. Moreover, some critical aspects in the general regulative framework seriously affect Romani women's empowerment.

### 7.2. The national regulative framework as a barrier to Romani women's empowerment

- The national institutional context in the **last few years** has been affected by several **reform processes** concerning the main democratic institutions, according to the Treaty on the European Union. Reforms have regarded the institutional legislative procedures, the role of the Constitutional Court, the Parliament, and the Data Protection Authority, as well as the independence of the judiciary, the electoral reform, media legislation, the respect of the rights of persons belonging to minorities, freedom of religion or belief and the recognition of churches<sup>81</sup>.
- Framed by **rising populism** and anti-Roma political discourse, these reforms have **weakened principles of human rights for the entire population, and especially for those suffering from greater exclusion: Roma and Romani women** because of their higher vulnerability.
- The national regulative **framework concerning trafficking in human beings has not yet been updated** to comply with international legal standards.
- Regulation **of the educational system, including the NSRI, does not tackle the segregation of Roma children in special schools**, legitimising Roma school segregation at institutional level.
- Policies have been drawn up at national level to **counter housing segregation** through local plans integrated with other policy areas, however a **lack of clear distribution of responsibility and resources between government** levels has limited its implementation.
- The NSIS intends to support measures developed in collaboration with local equal opportunity bodies, however **lack of funding and regional disparities** might affect their implementation<sup>82</sup>.
- The **absence of gender-disaggregated data** represents a barrier for **applying a gender mainstreaming approach** hindering the assessment of the actual Romani women conditions.

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81 Tavares Rui (2013)

82 Balogh L., Berki J., Daróczy G., Ivány B., Koczé A., Moldova Z., Novoszádek N., Farkas Z., Koltai L., Kóródi M., Kőszeghy L., n Somogy E., Szendrey O., Teller N., Wagner J. (2013) p. 23

- The regulative framework concerning **access to health insurance limits Romani women's access to health services.**
- The national strategy for Roma Inclusion in Hungary considers policy targeted at Roma in the context of the broader 'National Social Inclusion Strategy. Extreme poverty, child poverty and the Roma'. **This could be considered a positive aspect** because of the inclusion of the Roma policy in a national social inclusion strategy; however, it has the **risk of reducing the specifically targeted attention to Roma that is necessary to tackle Roma inequalities.**
- The analysis of the national regulative framework causes **serious concern about the institutional background for the Roma inclusion strategy and for the support to Romani women's empowerment.**

### 7.3. A non-inclusive public arena for Romani women CSOs

- Hungary has one of the **most advanced regulative framework concerning minority protection in terms of cultural and political representation. Nonetheless,** as it emerges from the analysis of the NSIS, **the national government has established the NRSZ as the sole Roma representative institution** which has a strong link with the Roma organisation Lungo Drom that is part of the conservative FIDESZ-KDNP coalition with the risk to exclude the interests of other Roma organisations.
- In addition, the recent reform relabelled the National Roma Self-Government as CSO, while it used to be a public institution before. Moreover, the local Roma self-government has lost most of its power, and therefore the NRSZ sees its relationship with local levels weakened which affects also Romani women's rights
- Consequently, the Hungarian context is characterised by **an increasing polarization among stakeholders:** on the one hand, **the public institution Türr István Training and Research Institute and the CSO National Roma Self Government, both playing an important role in the National Strategy for Roma Inclusion.** On the other hand, the network of most of the relevant CSOs with an evident relationship with other European and international Roma organisations as well as specific organisations dealing with Romani women issues have been **excluded from the political debate, from policy formation as well as implementation, monitoring, and evaluation.** There are worries that this situation could increase corruption and further limit the impact of positive policies on the targeted population.
- In this difficult institutional framework, the presence of **CSOs specifically working on Romani women's rights** has to be stressed: the **Colourful Pearls Association, the Association of Public Romani Women, and the Hungarian Women's Lobby.**
- The Colourful Pearls Association has been responsible for implementing a good practice project called '**Roma Mother's Centre**' with a strong commitment to Romani women's empowerment.

### 7.4. Romani women political representation and empowerment

- There are **no Romani women in the national parliament, while there is one female Member of the European Parliament.** No specific policy has been

considered in the National Strategy **to increase the number of Romani women in political institutions** and gender equality issues are out of the priorities of the national strategy.

- The **project by the Hungarian Women's Lobby and European Women's Lobby**, "mentor program for future Romani and migrant women politicians" is should be noted, although it concerns European Parliament politicians and is **independent from national public policy**.

## 7.5. Romani women in the National Strategy

Hungary's national strategy discusses **Roma women's conditions** with regard to **health, education and employment**, and presents some general principles, aims and strategies to improve them. However the results of the analysis bring to light the following gaps:

- The **lack** of a **gender mainstreaming** approach;
- The lack of a **definition of objectives and measures targeted at Romani women** in the areas of health, education, and housing;
- The lack of **Romani women's involvement in drawing up such strategies**;
- The lack of **Romani women's involvement in implementing and evaluating measures**;
- Romani women empowerment's is not taken duly into account;
- **Low resources allocated** to the implementation of measures.

Moreover, the **National Strategy** avoids questioning gender inequalities and roles in the Roma communities **and confirms stereotypes by mainly considering Romani women as mothers and stressing the role of culture in limiting their employability**.

Consequently, regarding for example health, the strategy focuses on Romani women's maternal health and on employment opportunities traditionally related to female care occupations. While there is attention to the question of how Romani women's lifestyles affect their health, the strategy does not consider health as the outcome of several socio-economic health determinants as stressed by the international literature. Therefore, there is a risk of developing measures targeted at individual choices while socio-economic conditions of poverty and social exclusion are ignored.

**Empowerment of Romani women requires as a priority the involvement of Romani women's CSOs** working on Roma women empowerment at local, national or European level but also the **definition of innovative methodologies** such as the creation of local advisory committee to promote Roma participation in research process<sup>83</sup>.

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83 Munté A., Serradell O., Sordé T. (2011).

## 8. RECOMMENDATIONS

The recommendations take into account that Romani **women's empowerment** has three dimensions. It is a **complex process**, an **outcome**, and also a **development strategy**, crucial to tackle poverty and social exclusion of Roma communities in Hungary.

It is considered that, to promote Romani women's empowerment, **the National Government plays a crucial role.**

### 8.1. Recommendations to the National Government

Following analysis of Romani women's conditions in Hungary and of the National Social Inclusion Strategy, it is recommended **that the national Government:**

1. **Reforms and updates the regulatory framework** with a view to improve the situation of **fundamental human rights**, the fight against trafficking in human beings, and the inclusion of Roma children in education;
2. **Takes steps** to guarantee **access to health** insurance for Romani women;
3. Adequately supports the implementation of measures to improve **Romani women's participation** in the **policy-making process**;
4. Adequately supports the implementation of measures to empower Romani women to **counter** the multiple forms of **discrimination and violence** they suffer;
5. Adequately supports all **CSOs** dealing with **Romani women's needs**;
6. Continues supporting **field researches** aiming at investigating specificities in Romani women's conditions and needs in the different Roma groups and the collection of gender disaggregated data to provide evidence for policy on Romani women;

Furthermore, within the NSIS, the **National Government** should:

7. Draw up a set of **policies**, with the active participation of Romani women, **to increase Romani women's educational level**, reduce early-age marriage and early motherhood, and take into consideration the experience of good practices in the EU;
8. Tackle barriers in education for Romani girls, support Romani women's education with **after-school programs**, and educational projects for Romani girls who leave school early; combat discrimination Romani women face at **school**; and promote Romani women's **scholarships** in higher education;
9. Enhance Romani women's conditions in the labour market to **counter gender segregation** in specific sectors and **support micro-credit** projects to promote Romani women's entrepreneurship;
10. Draw up **more objectives**, with **the active participation** of Romani women, specifically targeted at improving Romani **women's health** conditions;

11. **Support social housing programs**, with the active participation of Romani women, to counter housing segregation, to improve housing conditions, and to supply adequate shelter housing for women escaping from domestic violence; and
12. Promote the empowerment of Romani women through an **integrated approach to these four objectives in a single strategy**. EU good practices should inform these initiatives.

## 8.2. Recommendations to the European institutions: the European Parliament, the European Commission, and the Council

Education, employment, health and housing are crucial dimensions to be considered in seeking to improve Roma conditions. Following the analysis of the Hungarian National Social Inclusion Strategy **it is recommended that:**

### 8.2.1. The European Parliament

13. **Promotes a more integrated strategy** for the various elements of the National Social Inclusion Strategy;
14. **Raises** the problems of Romani women **in discussions** with national parliaments so that Member States are encouraged to include their **empowerment** as a **key element** in the **national strategies** to improve the overall condition of all Roma communities;
15. **Liaises with the Commission and the Council** to **observe** that **Romani women's rights** are reflected as a crucial dimension in the **national strategy** and that **gender mainstreaming** as a tool supports the reduction of gender inequality and discrimination against Romani women within the Roma communities and in the society; and
16. **Cooperates** with the **Council and the Commission** to develop **more assertive** and **binding tools** to promote Roma inclusion in EU Member States, for example by including **appropriate objectives** in the **European Semester process** as the situation of Roma minorities influences the economic and social performance of Member States.

### 8.2.2. The European Commission

17. Fosters **gender equality** as a key objective and **gender mainstreaming** as a general approach;
18. Proposes and supports **specific initiatives** to empower Romani women and, more intensively, actions to **address trafficking of Romani women** within the National Social Inclusion Strategy; **health inequalities** for Romani women should be established for their empowerment;
19. Establishes a clear **flowchart** for the EU process of Roma inclusion, establishes **procedures for stakeholder involvement**, and draws up objectives and implementation, monitoring and evaluation processes; **reports** regularly on the situation of Romani women to the European Parliament and the Council; and

20. Takes action to **be more assertive** in supporting Roma inclusion at Member State level and **promotes mutual learning** among Member States on the empowerment of Romani women.

#### 8.2.3. The **European Council**

21. Invites Member States to adopt a policy approach **focused on Romani women's human rights** and empowerment within the framework of the National Roma Inclusion Strategy by reminding that all the **10 Common Basic Principles on Roma Inclusion** should be equally taken into consideration when designing, implementing and evaluating policies aimed at promoting Roma inclusion. More particularly, Member States should be invited to consider the following: **"awareness of the gender dimension"**, **"involvement of civil society"**, and **"active participation of the Roma"**;
22. **Encourages and strengthens cooperation** among Member States in the framework of the **open method of coordination for health and social inclusion** for the exchange of good practices for Roma inclusion, with special attention to Roma women's empowerment in the four areas of intervention, and with the aim of assuming an **integrated approach** between the different areas; and
23. Invites Member States to assume as well as targeted actions and a gender mainstreaming approach in the fields of education, employment, housing, and healthcare directed at Romani women's empowerment and their effective social inclusion.

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- United Nations Protocol to Prevent, Suppress and Punish Trafficking in persons, especially women and children supplementing the United Nations Convention Against Transnational organised Crime <http://www2.ohchr.org/english/law/protocoltraffic.htm>

## ANNEX A: STAKEHOLDERS' MAPPING FICHES

Country stakeholders fiche	
Requested information	Provided information
Stakeholder name in the original language and English translation	<b>Színes Gyöngyök Egyesület</b> <b>Colourful Pearls Association</b>
Type of organisation:	<b>Romani Women NGO Women's NGO: X</b>
Main areas of intervention in relation to Romani Women's Empowerment	<b>Education: Employment, Health,</b>
Activities in other fields (specify if the organisation is active in other fields than Romani women).	<b>Colourful Pearls Association is a very active Romani Women NGO in Hungary. They have a several projects which enhance the capacity of Romani women as well as empower them in their communities.</b>
Geographical area covered	<b>Local/municipal</b>
Address	7632 Pécs, Littke J. u. 5. Hungary
Website	<a href="http://www.szinesgyongyok.hu">www.szinesgyongyok.hu</a>
Contacts	<b>Tel: +36 72/210-142</b> <b>Email: info@szinesgyongyok.hu</b>
Contact person	<b>Kelemen Zoltanne, President</b>
Additional information	<b>They are implementing the "Mother Club" program as one of the best practices from Hungary.</b>

Country stakeholders fiche	
Requested information	Provided information
Stakeholder name in the original language and English translation	<b>KÖZÉLETI ROMA NŐK EGYESÜLETE</b> <b>Association of Public Romani Women</b>
Type of organisation:	<b>Romani Women NGO</b>
Main areas of intervention in relation to Romani Women's Empowerment	<b>Education Employment Health Housing</b>
Activities in other fields (specify if the organisation is active in other fields than Romani women).	<b>The Association of Public Romani Women is very active in the fields of violence and forced prostitution against Romani women. They provide a legal aid for those Romani women's who are victims of various discrimination and violence.</b>
Geographical area covered	<b>National</b>
Address	<b>1053 Budapest, Magyar u. 3.</b> <b>Adószám: 18228249-1-41</b>
Website	<b>NO</b>
Contacts	<b>Tel: +36-1/781-9787</b> <b>E-mail: <a href="mailto:romanok@citromail.hu">romanok@citromail.hu</a></b>
Contact person	<b>Kozma Blanka, President</b>
Additional information	<b>They started a series of workshops and training on human trafficking and forced prostitution.</b>

Country stakeholders fiche	
Requested information	Provided information
Stakeholder name in the original language and English translation	<b>Noierdek Hungarian Women's Lobby</b>
Type of organisation	<b>Romani Women NGO</b>
Main areas of intervention in relation to Romani Women's Empowerment	<b>Education Employment</b>
Activities in other fields (specify if the organisation is active in other fields than Romani women).	Hungarian Women's Lobby was established in 3rd October, 2003 in Budapest. Currently HWL has 19 member organisations from all over Hungary. In 12 October, 2003 HWL became the Hungarian national coordinator organisation of the European Women's Lobby. They are functioning as an umbrella organization
Geographical area covered	<b>National</b>
Address	Hungarian Women's Lobby has not a specific physical office, members work from their private residence, therefore no official address is available.
Website	<a href="http://noierdek.hu/?p=490">http://noierdek.hu/?p=490</a>
Contacts	<a href="mailto:noierdek@noierdek.hu">noierdek@noierdek.hu</a>
Contact person: (the full name of the person responsible of the organisation )	<b>Borbala Juhasz, President</b>
Additional information	<b>They are implementing together with the EWL the mentor program for future Roma and migrant women politicians.</b>

Country stakeholders fiche	
Requested information	Provided information
Stakeholder name (please write the full name of the organisation) in the original language and English translation	<b>Ministry of Human Resources, State secretary for the integration of the disadvantaged people</b>
Type of organisation: (cross with X or specify what applies)	<b>Public Actor At Central Level</b>
Main areas of intervention in relation to Roma women empowerment (cross with X or specify what applies)	<b>All areas it is responsible for the coordination of the NSIS</b>
Activities in other fields (specify if the organisation is active in other fields than Roma women).	<b>All kinds of areas which could be related with the disadvantages of the Roma issues</b>
Geographical area covered: (cross with X or specify what applies)	<b>National</b>
Address: (write the full address including the ZIP code)	<b>Emberi Erőforrások Minisztériuma</b>  <b>Telefonszám:</b> +36-1-795-1200 <b>Ügyfélszolgálat</b> e-mail: <a href="mailto:info@emmi.gov.hu">info@emmi.gov.hu</a> <a href="mailto:ugyfelszolgalat@emmi.gov.hu">ugyfelszolgalat@emmi.gov.hu</a> <b>Postacím:</b> 1055 Budapest, Szalay u. 10–14. <b>Postafiók cím:</b> 1884 Budapest, Pf. 1
Website: (write the website address if available)	<a href="http://www.kormany.hu/hu/emberi-eroforrasok-miniszteriuma/tarsadalmi-felzarkozasert-felelos-allamtitkarsag">http://www.kormany.hu/hu/emberi-eroforrasok-miniszteriuma/tarsadalmi-felzarkozasert-felelos-allamtitkarsag</a>
Contacts: (write telephone and /or e-mails)	<a href="mailto:info@emmi.gov.hu">info@emmi.gov.hu</a> <a href="mailto:ugyfelszolgalat@emmi.gov.hu">ugyfelszolgalat@emmi.gov.hu</a>
Contact person: (write the full name of the person you are in contact with if this applies otherwise write the name of the person who is responsible of the organisation )	<b>Dr. Zoltan Kovacs</b>
Additional information (only if you deem this necessary you may add details such as the organisation has implemented a specific good practice that you have described for this study or you may add if it is a religious organisation, or if it is very well known in your country...)	



Country stakeholders fiche	
Requested information	Provided information
Stakeholder name in the original language and English translation	<b>Országos Roma Onkormányzat National Roma Minority Self-Government</b>
Type of organisation	<b>Public Actor at the central level</b>
Main areas of intervention in relation to Romani Women's Empowerment	<b>Education, Employment, Health, Housing</b>
Activities in other fields (specify if the organisation is active in other fields than Romani women).	<b>The National Roma Minority Self-Government is a public body which provides a political representation of the Roma minority. They are working in close relation with the government implement the Action Plan of the Roma Decade (2005-2015)</b>
Geographical area covered	<b>National</b>
Address: (the full address including the ZIP code)	<b>1074 Budapest, Dohány utca 76. HUNGARY</b>
Website: (the website address if available)	<b><a href="http://oronk.hu/">http://oronk.hu/</a></b>
Contacts: (telephone and /or e-mails)	<b><a href="mailto:oronk@oronk.hu">oronk@oronk.hu</a></b>
Contact person: (the full name of the person responsible of the organisation )	<b>Florian FARKAS, President</b>
Additional information	<b>The National Roma Minority Self Government is implementing the projects: "No az esely" (Women is the Chance): „Roma emberek képzésbe ágyazott foglalkoztatása a szociális és gyermekjóléti ellátórendszerben ( Training of Roma with employment opportunities in the social and child welfare system)</b>

Country stakeholders fiche	
Requested information	Provided information
Stakeholder name in the original language and English translation	<b>ROMEDIA Foundation</b>
Type of organisation	<b>Public Actor At Central, Regional, Local/Municipal Level</b>
Main areas of intervention in relation to Romani Women's Empowerment	<b>Media</b>
Activities in other fields (specify if the organisation is active in other fields than Romani women).	<b>The Romedia Foundation is a Romani non-governmental organization based in Budapest, Hungary. They work towards contributing to a positive perception of Romani ethnic identity, combating anti-Roma prejudice, and providing alternative information to policy makers on Roma through the production of films and videos, international multi-media campaigns, and public events</b>
Geographical area covered: (cross with X or specify what applies)	<b>National: Regional: Local/municipal:</b>
Address: (full address including the ZIP code)	<b>H-1011. Budapest, Corvin ter 8. - Hungary</b>
Website: (website address if available)	<b><a href="http://www.romediafoundation.org/donation">http://www.romediafoundation.org/donation</a></b>
Contacts: (telephone and /or e-mails)	<b>Tel: +36305328421 Email: katalin.barsony@romediafoundation.org</b>
Contact person: (full name of the person you are in contact with if this applies otherwise write the name of the person who is responsible of the organisation )	<b>Katalin Barsony Executive Director</b>
Additional information	<b>They started a new project called "BUVERO – Romani Woman Live Network", which aim to train young Romani Women to provide a media coverage on their own communities.</b>

Country stakeholders fiche	
Requested information	Provided information
Stakeholder name in the original language and English translation	<b>Open Society Foundation, Roma Initiative Office</b>
Type of organisation:	<b>Donor organization to Romani Women NGOs</b>
Main areas of intervention in relation to Romani Women's Empowerment	<b>Education, Employment, Health,Housing</b>
Activities in other fields (specify if the organisation is active in other fields than Romani women).	<b>The OSF Roma Initiative Office provided funding for various Romani Women NGOs in Europe including Hungary. Amongst others they initiated and financed the Romani Mothers Club too. Also they supported several empowerment and advocacy trainings for Romani women</b>
Geographical area covered:	<b>Global Donor Organization</b>
Address: (the full address including the ZIP code)	<b>OSF Roma Initiatives Office Oktober 6.u. 12. Budapest, Hungary</b>
Website: (the website address if available)	<b><a href="http://www.opensocietyfoundations.org/about/programs/roma-initiatives-office">http://www.opensocietyfoundations.org/about/programs/roma-initiatives-office</a></b>
Contacts: (telephone and /or e-mails)	<b>+36-1-882-3100</b>
Contact person: (the full name of the person you are in contact with if this applies otherwise write the name of the person who is responsible of the organisation )	<b>Anita Czinkoczi Senior Program Officer</b>
Additional information	<b>They play a very important role in supporting Romani Women organizations.</b>

## ANNEX B: METHODOLOGY FOR THE ASSESSMENT OF GOOD PRACTICES

### Introduction

The assessment criteria adopted to select and analyse the good practices for the present study draw on the definition provided by EIGE on good practices in gender mainstreaming on one hand and on the theoretical elaborations on the specific issue of the present study, the empowerment of Romani women, on the other. As a result, the assessment criteria are study-tailored since they.

### Study-tailored assessment criteria

To identify good practices in gender mainstreaming EIGE has elaborated a methodology embedded in the definition of gender mainstreaming presented by the **Council of Europe** (1998) according to which:

'Gender mainstreaming is 'the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policymaking'<sup>84</sup>.

EIGE specifies that 'gender mainstreaming is not a goal in itself but a strategy<sup>85</sup> to achieve equality between women and men. It is also a process of change/transformation which implies that all actors involved in policymaking integrate gender equality concerns – meaning the systematic consideration of the differences between the conditions, situations and needs of women and men, of the relations existing between them, and of the impact of policies on the concrete situation of women or men – in the planning, implementation, monitoring and evaluation of all policies, programmes and activities so that both sexes can influence, participate in, and benefit equitably from all interventions. The main goal of gender mainstreaming is that both sexes may enjoy equal visibility, empowerment and participation in all spheres of public and private life' (EIGE, 2011)<sup>86</sup>.

As a consequence EIGE defines a 'good practice in gender mainstreaming' as 'any experience/initiative displaying techniques, methods or approaches which function in a way, and produce effects and results coherent with the definition of gender mainstreaming, which are considered to be particularly effective in delivering gender mainstreaming as a transformative strategy, and, therefore, deserving to be disseminated and proposed to other organisational contexts' (EIGE, 2011)<sup>87</sup>. Therefore, good practices are not per se a tool for gender mainstreaming but they can be used in tools for gender mainstreaming to show that in similar situations is possible to achieve greater gender equality.

As regards the identification of good practices, EIGE suggests the following three assessment criteria:

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<sup>84</sup> COE (1998).

<sup>85</sup> From this point of view also positive actions should be regarded as part of the gender mainstreaming strategy, because they are one policy tool that allow to make up for the lack of gender equality.

<sup>86</sup> EIGE (2011). The document is the result of the contribution provided by EIGE's thematic network on Gender Mainstreaming and Expert's Forum members, EIGE's staff as well as from the findings of the Second Ex-Ante Evaluation of EIGE and the "Study on the use of "good practice" as a tool for mainstreaming gender into the policies and programmes of the Institutions of European Union and EU Member States", commissioned to the Fondazione Giacomo Brodolini (FGB). EIGE's work on collection and dissemination.

<sup>87</sup> EIGE (2011).

- It works well;
- Transferability;
- Learning potential.

Drawing on these three judgement criteria, it is possible to apply them to the specific context under scrutiny obtaining the new definitions contained in Table 1 :

**Table 1: Judgement criteria**

EIGE JUDGEMENT CRITERIA	DEFINITION OF JUDGEMENT CRITERIA FOR THE PRESENT STUDY
'It works well'	The good practice makes women and girls main actors of their own lives: Romani women empowerment
Transferability	The good practice shows the potential of reproducing its working-well features that are the empowering effects on Romani women, in other contexts.
Learning potential	There are general lessons that can be drawn from the application of the empowering good practice, beyond its particular context. So, the good practice of empowerment is good for learning how to empower women's and girls'.

These three judgement criteria of good practices from a gender mainstreaming standpoint can be operationalized by further elaborating and articulating them on the basis of what emerged from the data collection.

### ***It works well***

The good practice presents the capacity of improving the situation of Romani women and girls, if:

- it is **effective**, that in the context of the present study it has shown empowering effects on Romani women and girls by redressing the multidimensional disparity (gender and/or ethnic), more clearly if the initiative accounts for both **gender equality** (i.e.: gender equality as an objective has been considered in the planning, in the implementation, in the evaluation, please detail) and **empowerment**;
- it is **adequate** to the context by tackling the **most relevant issues** regarding the conditions of Romani women and girls in the context where it is applied by empowering them;
- in addition a further criteria has been also applied to define the working-well feature in this study: **mainstreaming empowerment**. The question was whether the measure aimed at one specific area of intervention has indirect empowering effects on at least one of the other three areas or more generally positively impacts on Romani women's and girls' empowerment.

To be **effective** a good practice should really empower Romani women and girls. So we are assuming as the main condition under which the good practice is effective the **empowerment** and the **gender equality** criteria.

Once the effectiveness of the good practice is assessed, another criterion that is relevant to the aim of measuring whether the good practice of empowerment works well or not from a gender mainstreaming perspective is the **adequateness** to the context. In other terms: the good practice works well if it really tackles the most relevant issues as regards Romani women and girls empowerment in the context where it is applied.

Finally the good practice should be able to **mainstream** Romani women's and girls' **empowerment** by indirectly affecting other spheres of Romani women's and girls' lives (more specifically as the relevant fields of intervention of the Strategies for Roma inclusion are education, employment, health, housing, it is expected that good practices are in these fields and that one good practice of empowerment in one field has indirect empowering effects in other fields).

### ***Transferability***

The good practice can be transferred when there are different positive cases/examples of its application so that the **key success factors** can be made **available in other contexts**. By comparing the positive examples of implementation, it is possible to understand under which conditions the practice works well (i.e. is effective). So, to assess transferability, it is necessary to sketch out the conditions that contributed to its success. Additionally, the condition of being easy to be adapted to another context is related to the amount of resources that are needed to implement the practice in another context. More clearly, transferability is related to:

- the **context analysis**: specific conditions that contribute to the success of the initiative in the specific context;
- **adaptability**: the extent to what the initiative can be adapted to other contexts, this can be assessed also by considering the results of the context analysis.

### ***Learning potential***

A good practice of empowerment has a learning potential if there are **general lessons** that can be drawn from its application beyond its particular context. So, the good practice of empowerment is good for learning **how to tackle** the issue of Romani women's and girls' **empowerment**.

### **The assessment criteria grid**

The operationalisation of the three assessment criteria introduced above is sketched out in the following assessment grid (Table 2). The grid has been adopted for presenting the good practices in Annex C. It is composed of three columns: the first column contains the original EIGE three criteria; the second presents their operationalisation for the present study, while the third will include the assessment conducted for each of the operationalised criteria on each good practice.

**Table 2: Assessment criteria grid**

CRITERIA	OPERATIONALISATION	GOOD PRACTICE ASSESSMENT
<b>It works well</b>	<b>Effectiveness:</b> it is operationalised in terms of <b>empowerment</b> and <b>gender equality</b> , if Romani women and girls involved in the initiative are the main actors of their own choices	
	<b>Adequateness:</b> if the initiative tackles the most relevant issues as regards Romani women and girls in the context where it is applied by empowering them	
	If the initiative aimed at one of the four area of intervention has indirect empowering effects on at least one of the other three areas or more generally positively impacts on Romani women's and girls' empowerment ( <b>mainstreaming empowerment</b> )	
<b>Transferability</b>	Specific conditions that contribute to the success of the initiative in the <b>specific context</b>	
	The extent to what the initiative can <b>be adapted</b> to other contexts	
<b>Learning potential</b>	General lessons to be drawn on Romani women's and girls' empowerment	



## ANNEX C: GOOD PRACTICES ASSESSMENT FICHES

### Growing opportunity: training of Roma with employment opportunities in the social and child welfare system

Section 1: the descriptive/analytical section	
Requested information	Provided information
Name of the initiative:	<b>"No az esely"</b> (Growing opportunity): „Roma emberek képzésbe ágyazott foglalkoztatása a szociális és gyermekjóléti ellátórendszerben ( Training of Roma with employment opportunities in the social and child welfare system) <a href="http://noazesely.oronk.hu">http://noazesely.oronk.hu</a>
Country:	Hungary
Organisation/ Institution:	National Roma Minority Self-Government in cooperation with Türr István Képző és Kutató Intézet (Türr István Training and Research Institute)
Type of organisation/ Institution:	Para-statal (The Minority Self Government system is sustained and supported by the actual Government) Central Public Institution
Area:	Employment
Total budget and source of funding:	1 327 996 850 HUF
Where it has been implemented:	19 counties and Budapest
Overall objective of the initiative:	<ul style="list-style-type: none"> <li>To improve the Romani women social integration and employment opportunities</li> <li>To improve the access to health and social services for population who are living in socially and ethnically segregated settlements</li> </ul>
Specific objectives:	<ul style="list-style-type: none"> <li>To employ Romani women in social and child welfare institutes</li> <li>To train and increase the employability of Romani women in social and childcare institutes.</li> </ul>
Target group:	<p><b>Direct target groups:</b></p> <ul style="list-style-type: none"> <li>People with low level of education</li> <li>People with outmoded professions</li> <li>Long-term unemployed and disadvantaged</li> <li>Self-declared Romani people</li> </ul> <p><b>Indirect target group</b></p> <ul style="list-style-type: none"> <li>Members of their family and communities</li> <li>Employers</li> </ul>
Timeline:	2012.07.01-2014.08.31.
Description of the logic of the intervention:	<p>Information about the program is available only in a limited manner.</p> <p>The aim of the programme is to support the employment of 1,000 Romani women in the social sphere.</p> <p>The programme was launched in all the 19 counties and in the capital, and has been financed from the Structural Funds. In the framework of the programme which will run until the end of August 2014, primarily disadvantaged Romani women are involved in trainings and, according to the expectations, at least 750 of them will also obtain a</p>

	<p>job. As part of this training programme which has a budget of more than 1.4 billion Hungarian forints, participants may obtain, among others, the following qualifications: nursing assistant, instructor, social worker and nurse, geriatric nurse, home nurse and Roma social helper. (The second phase of the project, having a budget of 1.4 billion Hungarian forints, enhances the employability of participants who successfully obtained a job by ensuring one-year supported employment and the on-going training of employees.) According to the official statement of the Ministry of Human Resources responsible for the project, it is expected that "Romani women participating in the training will serve as a link between social institutions and the several thousand indigent persons who so far have no access to the social, child welfare and child protection services".</p>
Involvement of Romani women in the design, implementation or evaluation of the initiative:	There is no indication on that how they will involve Romani women in the design, implementation or evaluation of the program.
Difficulties or obstacles and limitations:	The program is not transparent for the public. Also the selection criteria in the training and employment program do not reflect on the overall objectives of the program which provides an opportunity to Romani women. The selection is broader and open for all kinds of disadvantaged people. It could lose its focus.
Evaluation:	There is no evaluation on the project yet.
Effectiveness of the initiative:	Too early to evaluate the effectiveness of the program
Weaknesses and aspects to improve:	Not transparent. They should involve Romani NGOs too in the process
Further comments:	<p>The programme described above covers the only measure of the Action Plan which specifically targets Romani women, both in terms of the programme's content and resources devoted to it. It shall be noted that, even though the programme is expected to have positive effects both on the direct target group and in the wide social context, it is problematic that no willingness is shown for granting access to Romani women to other employment areas which are better-paid or which ensure higher mobility chances. It may thus be criticized that the conditions for getting into the programme and the selection process are not transparent. It turned out during the consultation that this is an element of the Action Plan about which most of the participants had information, and they also participated in the process of making recommendations for future trainees. Participants stated that, in their view, certain elements of the programme are positive and the programme has certain potential advantages.</p>
<b>Section 2: the assessment section</b>	
<b>Criteria</b>	<b>Assessment</b>
EMPOWERMENT	Romani women are involved as beneficiaries of the program but not in senior management of the program.
GENDER EQUALITY	Gender equality is not so explicit in the program, it rather aims to increase the number of Romani women in social and child welfare institutions as the main actor to create link between the Roma communities and the institutions

ADEQUATENESS	Economic justice is one of the most important and relevant issues for Romani women. The program is tackling the most adequate issue.
MAINSTREAMING ROMANI WOMEN'S EMPOWERMENT	The program has an effect on the employment and education of Romani women
CONTEXT ANALYSIS	The Roma Decade Action Plan can be a specific condition which contributed to the program
ADAPTABILITY	The program should be adopted with better transparency and involvement of Romani women in a different context.
GENERAL LESSONS TO BE DRAWN	This type of program would empower Romani women in their own communities as well as in the mainstream society.

### Roma Mother Centre

Section 1: the descriptive/analytical section	
Requested information	Provided information
Name of the initiative:	<b>Roma Mother's Centre</b>
Country:	<b>Hungary</b>
Organisation/ Institution:	<b>Szines Gyöngyök Egyesület (Colourful Pearls Association)</b> <a href="http://www.szinesgyongyok.hu">www.szinesgyongyok.hu</a> <a href="http://www.szinesgyongyok.hu/#programok/Anyaklub">www.szinesgyongyok.hu/#programok/Anyaklub</a>
Type of organisation/ Institution:	<b>Civic organization</b> <b>NGO</b>
Area:	<b>Early childhood education</b>
Total budget and source of funding:	<b>Approximately 2.000.000 HUF / Annual Budget</b>
Where it has been implemented:	<b>Pecs</b>
Overall objective of the initiative:	<b>Support Romani mothers and their children</b> <b>Advice Romani mothers and girls</b> <b>Strengthen Community cohesion and increase social integration</b>
Specific objectives:	<b>Strengthen womens role in the Roma communities</b>
Target group:	<b>Romani mothers and their children</b>
Timeline:	<b>1 year supported by the Open Society Foundation</b>
Description of the logic of the intervention:	<b>The Roma Mother's Centre's aim is to act as a self-help group to facilitate access to services (health care, child care, education etc.), and to play an important community-building role through common activities. In the long run it might contribute to Roma self-organisation processes, and promote the growth of advocacy skills and social inclusion. The Mother's Centre run by the Colourful Pearls Association, a Romani women's organisation located in Pécs, is one of the mother's centres financially and technically supported by the Open Society Foundation (OSF).</b>
Involvement of Romani women in the design, implementation or evaluation of the initiative:	<b>Participants make decisions together. Any feedback about the Mother's Centre provided by participants and the general public (local population, social workers or</b>

	experts) is taken into consideration when planning the future development of the Mother's Centre.
Difficulties or obstacles and limitations:	The program depends upon the financial support of Open Society Foundation. Although it can be run with minimal costs, for the women who are employed by the house this is their only income.
Evaluation:	The project started in Autumn 2011, so there is no measurable impact yet. International experience shows that participants' advocacy skills and self-esteem improved by means of participation
Effectiveness of the initiative:	The practice entails minimal costs: location can be a participant's home, no special equipment is needed and participation is free for everyone. The project is based on the participant's non-financial support.
Weaknesses and aspects to improve:	Weakness of the program that it is not supported by central or local budget therefore the sustainability of the program is very fragile
Further comments:	Local authorities should support such a project which enhance the integration of Roma community at the local level
<b>Section 2: the assessment section</b>	
<b>Criteria</b>	<b>Assessment</b>
EMPOWERMENT	The empowerment component is very strong. In the project Romani women are the main actors; they design, and implement as well as regularly assess the program.
GENDER EQUALITY	Gender equality is taken for granted in the project. It is not articulated clearly. The project is rather a women's program
ADEQUATENESS	The program is absolutely adequate in those Romani settlements where there are a significant number of young mothers and children who have limited access to various social and health care institutions.
MAINSTREAMING ROMANI WOMEN'S EMPOWERMENT	The initiative aims to influence the education policies, particularly early childhood education of disadvantaged Romani children.
CONTEXT ANALYSIS	Specific conditions which contribute to the success of the project are twofold. On the one hand there is a need to have regular financial support and secondly there is a need to have community-based organizations implementing the program and ensuring the highest involvement and participation of Romani women.
ADAPTABILITY	The program can be adopted and modified in various contexts
GENERAL LESSONS TO BE DRAWN	The program offers education to Romani women and girls on early childhood education as well as facilitates a community-building process where women have pivotal role.

### **Mentor program for future Romani and migrant women politicians**

<b>Section 1: the descriptive/analytical section</b>	
<b>Requested information</b>	<b>Provided information</b>
Name of the initiative:	Hungarian Women's Lobby and EWL( European Women's

	<b>Lobby) mentorprogram roma és migráns politikuskönek (EWL Mentor program for future Romani and migrant women politicians.)</b>
Country:	<b>Europewide including Hungary</b>
Organisation/ Institution:	<b>European Women's Lobby in cooperation with Hungarian Women's Lobby</b>
Type of organisation/ Institution:	<b>NGOs</b>
Area:	<b>Education and political participation</b>
Total budget and source of funding:	<b>undeclared</b>
Where it has been implemented:	<b>EU Countries including Hungary</b>
Overall objective of the initiative:	<b>Increase the participation and visibility of Romani and migrant women in the EU elections Increase the political participation of disadvantaged women</b>
Specific objectives:	<b>Help Romani women to run for political offices</b>
Target group:	<b>Romani and migrant women</b>
Timeline:	<b>Starting February 2013 until the European Elections in May 2014</b>
Description of the logic of the intervention:	<p><b>Started in February 2013 until the European Elections in May 2014, the European Women's Lobby will coordinate a Political Mentoring Network connecting 8 to 12 women Members of the European Parliament from different political parties and countries with 8 to 12 women of foreign origin or ethnic minority background who are interested in running for the European Parliament Elections in May 2014. The Hungarian participants are facilitated by the Hungarian Women's Lobby. Mentors are current women MEPs who are willing to share their advice and experience with women from different political parties and countries.</b></p> <p><b>Mentees in EWL's European Political Mentoring Network are:</b></p> <ul style="list-style-type: none"> <li><b>Women with migrant background or from an ethnic minority living in the European Union;</b></li> <li><b>Already involved in politics at local, regional and/or national level;</b></li> <li><b>Eligible and interested in running for the next European Elections in June 2014;</b></li> <li><b>Committed to women's rights.</b></li> </ul>
Involvement of Romani women in the design, implementation or evaluation of the initiative:	<b>There is no indication on that.</b>
Difficulties or obstacles and limitations:	<b>This will involve a very low number of Romani women. These limited number of selected Romani women are already participating in the political life. The program limitation is that they explicitly focus only on those women who are already empowered.</b>
Evaluation:	<b>No evaluation or impact assessment yet</b>



Effectiveness of the initiative:	<b>The initiative has not yet achieved its overall objectives</b>
Weaknesses and aspects to improve:	<b>The main weakness of the program is that it does not reach the potential local and national candidate.</b>
Further comments:	<b>It would be important to mobilize politically active Romani women at grass-roots level too.</b>
<b>Section 2: the assessment section</b>	
<b>Criteria</b>	<b>Assessment</b>
EMPOWERMENT	Supposedly, some Romani women at the international level encouraged this initiative but it is not explicit in the project call.
GENDER EQUALITY	Yes, gender equality is clearly articulated in the project description
ADEQUATENESS	The initiative tackles a very important issue, namely increasing the participation and visibility of Romani women in the European politics
MAINSTREAMING ROMANI WOMEN'S EMPOWERMENT	The project has an indirect effect on the education, employment, health and housing issues.
CONTEXT ANALYSIS	The specific project was inspired by conference "Roma Women in Focus" held in Budapest on the 7 <sup>th</sup> April, 2011. It was organized by the European Women's Lobby in cooperation with the Hungarian Women's Lobby.
ADAPTABILITY	This project should be adopted at European, national and local level by some other Women's NGOs or even political party.
GENERAL LESSONS TO BE DRAWN	The political participation of Romani women is essential to change policies and legislation which affect their lives.





## DIRECTORATE-GENERAL FOR INTERNAL POLICIES

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