

Appendix

Evaluation of Financial Assistance to Hungary

The document reproduced here summarizes the experience of some specific forms of aid given to Hungary by Britain since 1990. I do not know how typical this is, but many of the points made in the full report of these evaluators echo the themes of papers discussed in the final section of Chapter Twelve. This example is of particular interest because the British government's 'Know-How Fund' is often quoted as a very positive model for other donors, mainly because it has emphasized low-cost, local level interventions that ostensibly respond to the recipients' own declared needs and priorities. In this case, the general goal has been the establishment of a 'modern employment service'. With levels of unemployment rising sharply after the demise of communism, the need may be taken as self-evident. No doubt Hungary has much to learn from 'British areas of expertise' in dealing with this problem. All the same, one wonders if the development and implementation of a corporate logo was really emphasized as a local priority. It might be interesting to commission another evaluation of this technical assistance, to be conducted using more anthropological methods, by researchers competent in the local language who might extend their interviewing to include some of the unemployed themselves.



Department for
Education and Employment

RESEARCH BRIEF

EVALUATION OF TECHNICAL ASSISTANCE TO HUNGARY

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Background

In 1990 the former Employment Department (ED) became involved in providing labour market assistance to Hungary under the auspices of the UK's Know-How Fund (KHF) for post-communist transition countries in Central and Eastern Europe. Such assistance became increasingly important in the KHF's work as unemployment grew in Hungary and other transition economies. The former ED Group took the lead role in discussing with the Hungarians labour market priorities and assistance projects and this role continues under the new Department for Education and Employment (DfEE).

Objectives and study methods

The evaluation focused on assistance provided by the Employment Service (ES). The main aims of the project were to assess the extent to which the ES assistance projects had met their objectives and the medium-term objectives of the former ED's programme for Hungary. The aims of the former ED's programme were as follows:

- Answer the priority needs of the Hungarian authorities
- Build on the former ED's past work to maximise its value and the value of new work
- Exploit areas of UK expertise
- To fit in with other donors and to make the most of potential for coordination and cooperation
- To avoid 'selling' further assistance projects and to ensure that future assistance is based on genuine demand

Six projects were evaluated – Job Clubs, Fraud Control, Marketing and Publicity, Jobseekers' Charter, Performance Indicators, and Staff

Training and Recruitment. Three projects were evaluated in-depth – Jobseekers' Charter, Job Clubs, and Marketing and Publicity. Interviews were undertaken with numerous senior officials in the UK former Employment Department Group, in the Hungarian Ministry of Labour, and in the Hungarian Employment Service (OMK). Through face-to-face interviews and/or a questionnaire contact was made with 16 of the 20 Hungarian counties.

The Hungarian situation

Unemployment has increased rapidly in Hungary since the start of the transition in 1989. At the end of 1994, registered unemployment was 10.4 per cent. Unemployment has three main causes: a cyclical fall in demand; structural change; and labour shakeout from large state firms. Active and passive labour market policies have been financed through two funds: the Employment Fund and the Solidarity Fund. These two funds have now been combined.

There are two key structures concerning the Hungarian labour market – the Ministry of Labour and the Employment Service (OMK). The OMK consists of a central body – the Head Office in Budapest and 20 county labour offices. The county offices have a substantial degree of autonomy. However, with the recent appointment of a new director of the OMK, it appears that it may be restructured and that a more unified service may be created.

Hungarian labour market priorities include: the long-term unemployed, the unskilled, those lacking work experience, and people from ethnic minority groups.

Overview of former Employment Department activities

There are only limited resources for UK assistance in the labour market area, and the strategy has been to respond to the Hungarians' priorities,

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often with small well-focused projects. Many of the projects have been concerned with the aim of establishing a modern employment service.

The main contact between the Joint Assistance Unit (JAU) of the Know-How Fund and DFEE is the Central and Eastern Europe Team of the Exports, Assistance and European Schools Unit.

There are three main routes for British-Hungarian interaction on labour market issues. There is an annual overview visit to Hungary; there is interaction through the projects; and DFEE has a Resident Adviser in the Ministry of Labour. The Resident Adviser plays an important role in facilitating both communications between the British and Hungarian sides, and in developing and implementing project proposals. Her main focus is on assisting the Ministry of Labour.

Assessment of KHF projects involving the Employment Service

Jobseekers' Charter: this assistance project involved the introduction of the Jobseekers' Charter into two Hungarian counties with UK assistance. Overall, this appears to have been a highly successful project. The Hungarians found the Charter of considerable use and valued the assistance that was given. It provided them with an overall framework and structure within which to develop their services and overall organization. The Charter has also been diffused and disseminated widely in Hungary – at least, in part. However, much of this diffusion was through informal networks, and so neither the British nor Hungarian sides were aware of the extent of the diffusion.

Job Clubs: this assistance project involved the establishment of a Job Club in one Hungarian county, assistance in the development of operating manuals and in training Job Club staff. The project was successful in its immediate objectives. However, unknown to the British, at the same time, the Hungarians were receiving Canadian assistance with World Bank funding to establish a wider network of Job Clubs. In their wider network of Clubs, the Hungarians appear to be making use of both British and Canadian training. The evaluation found no significant difference between Clubs established with British and with Canadian assistance. Greater transparency and donor coordination were needed from the Hungarian side. With the benefit of hindsight this may not have been the best use of scarce resources from both donor and recipient.

Marketing and Publicity: this assistance project aimed to help the Hungarians with developing and implementing a corporate logo, marketing and publicity materials, and a marketing

section/press office. This project was largely successful. A logo was developed and has been disseminated throughout the Hungarian counties, although not into all local offices due to funding constraints. The assistance was targeted in the first instance on one Hungarian county. This county welcomed the additional assistance with marketing and publicity other than the logo. However, there is little evidence that this additional assistance disseminated widely within Hungary. Other foreign donors were also assisting in this area. Again there are questions of transparency and donor coordination here.

Recruitment and Staff Training: this project aimed to provide assistance and advice in the two areas of recruitment and induction. Assistance was also to be provided on developing a training strategy. The Hungarian side were assisted in developing a "welcome pack" and the contents of an induction course were agreed. However, the project did not proceed beyond this. This was because the Hungarians were offered a broader training package by the International Labour Organisation (ILO). Nevertheless, the Hungarians saw this as a successful project, although the British side were concerned that it did not cover all the areas originally discussed.

Management, Budgeting and Performance Indicators: the aim of this project was to identify the Hungarians' requirements for a basic budgeting system and for a limited number of performance indicators. It became apparent relatively rapidly that the two countries' management and budgeting systems were very different and so this project was not taken further. However, the Hungarians are now interested in further work on performance indicators.

Internal and External Fraud: this assistance project aimed to assist in the development of control mechanisms to minimize internal and external fraud affecting the OMK. The project was successful in generating a handbook, training staff, and identifying new measures for implementation by the fraud unit. However, the full value of the project could not be realized until there were certain changes in the legal and administrative systems.

Overview and conclusions

The processes of project selection and development appear to work well. The British were seen as offering a menu of potential projects from which the Hungarians could select. This was found preferable by the Hungarians to the approach of some other donors. However, the British side has had some difficulties in identifying the Hungarians' priorities, largely due to changing and uncertain needs on the Hungarian side, but this may be

improving and is assisted by the presence of the Resident Adviser.

Communications between the British and Hungarians appear in general to have worked well. There has clearly been a learning process on both sides. Again, the role of the Resident Adviser has been important here. There is scope for more feedback and follow-up after the conclusion of a project on both sides. It would also be beneficial if it were possible to have more continuity of staff involved from the ES side. However, the ES is constrained by lack of allocated resource.

Attitudes to foreign assistance by the Hungarians appear to have changed since the start of the transition. Initially, they received a large number of offers and had difficulty in discriminating between them. It appears that the Hungarians are now developing a more proactive approach. There is a serious need for greater coordination among foreign donors and for more transparency on foreign assistance. This is a responsibility primarily on the Hungarian side but also on the donors' side.

There is no single, standard system or structure in Hungary for diffusing projects or disseminating information about projects. This is, in part, linked to the lack of donor coordination. In the three ES projects investigated in depth, there was some diffusion and/or dissemination in all three cases. In the case of the Jobseekers' Charter project and the Marketing and Publicity project, there would have been benefits from greater central coordination of diffusion and dissemination. In the case of Job Clubs, the key issue is one of transparency and donor coordination. Diffusion and dissemination should be discussed more both at the start and at the conclusion of projects.

Overall, the UK ES assistance has been successful and welcomed by the Hungarians. Five of the six projects evaluated met their objectives in whole or in part. Some impacts were seen on the design and implementation of relevant Hungarian labour market programmes. The three projects studied in depth were all seen as useful by the Hungarians – however, the value of the Job Clubs project has to be questioned in view of the larger Canadian project.

The assistance met some of the former ED's medium-term objectives. It has responded to the Hungarians' priorities and there is a genuine demand for the assistance. It has exploited British areas of expertise. It is difficult – on the basis of only six projects – to say whether the work has built on past work and whether this would anyway be appropriate. There are indications that the aim of coordinating with other donors has been problematic.

What follows are key recommendations arising from the evaluation. These primarily concern the management of KHF activity by DFEE. However, they also have implications for the Hungarian side.

- i) Consideration should be given to **allocating resource to the ES** for its work in Hungary – the current situation means that the work is inevitably pressured and to some extent on the margins of ES activities.
- ii) Consideration should be given to ensure **greater feedback and follow-up of projects** after their initial implementation. This in part relates to the recommendation on diffusion and dissemination, but more could also be done within existing structures.
- iii) Consideration should be given to **increased continuity of staffing** of projects from the UK side. It is likely that there would be benefits from more continuity on the ES side as new relationships would not need to be formed constantly, a pool of expertise would develop, greater confidence and transparency might result on the Hungarian side from familiarity with a smaller range of ES experts, there would be greater feedback, and benefits in terms of staff development could be maximised. Already there are evident benefits from the continuity of contact established by the Resident Adviser.
- iv) Consideration should be given to the **frequency of project monitoring visits**. While occasional visits are evidently highly valuable, some respondents felt that Hungarian officials were in danger at times of being overloaded by the demands of donor delegations. While this was a general concern, it was not evident in the six ES projects that there were too many visits. Given the successful introduction of the Resident Adviser in Budapest and her access to officials, access to other donors, knowledge of Hungarian and expertise in labour market issues, it might be possible for her to carry out more monitoring of projects and liaison with officials at county and municipal level to aid communication and feedback. This could lead to a reduction in the need for visits to Hungary to monitor projects by DFEE, ES and TEED staff although the need for specific expertise for project implementation is clear. However, the Resident Adviser role is already very full, and this recommendation, therefore, depends on how it is chosen to proceed on the position of the Resident Adviser.

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- v) Further consideration should be given to **streamlining and speeding up the JAU project appraisal process for small-scale projects** where already approved DfEE contractors are involved and where considerable efforts have been made in the design phase by DfEE staff to refine and clarify Hungarian needs. Grouping projects into themes, as already under consideration by DfEE, may be an appropriate way forward as long as the themes are well chosen and promote flexibility.
- vi) Consideration should be given to discussing internally, and with the Hungarians, the **future of the Resident Adviser's role**, in order to make a strategic commitment to the function as long as it is seen as valuable; consideration also needs to be given to the extent to which it is possible to codify the expertise and local knowledge that she has built up to date. One possibility may be to split the role into two positions: project coordination, and policy development and support. On codifying expertise a distinction needs to be drawn between what is, inevitably, intangible knowledge which will be lost when the Resident Adviser moves on and what can be recorded under different headings and topics for new staff.
- vii) **Processes of diffusion and dissemination** need serious attention if benefits of foreign assistance are to be fully gained (diffusion refers to the actual replication of a given project in more counties or local areas and dissemination refers to the provision of information about a project or development). This is primarily an issue for the Hungarian side, but the DfEE should ensure that issues of diffusion and dissemination are raised at the start and end of projects. They may also wish to discuss with the Hungarians the possibility of a project focused on this issue. It is important that the DfEE works with the centre and not only with the counties, if there is to be successful diffusion and dissemination.
- viii) Consideration should be given to new ways of **promoting coordination** and improved information flows between Western donor agencies, building on useful informal contacts made by the Resident Adviser and other DfEE staff. Some good bilateral links have been made, but there clearly would be economies of scale and scope for both donors and the Hungarians if information exchange could be improved and a more collaborative approach adopted. There is a need for more centralised coordination by the Hungarians. Existing initiatives in the Ministry of Labour should be encouraged. Both formal and informal approaches are necessary.

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