MISKOLC SHALL BE A PLACE FOR EVERYONE!

4IM

Urban Initiative for Innovative and Integrated Social Services, Employment Development in Miskolc

Final study

Funded by the European Union

IMPRESS

The study was prepared by AEIDL
(European Association for Innovation in Local Development)
in cooperation with the Budapest Institute and the University of Miskolc.

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Dear Reader!

Let me bring to your attention the final study of the 4IM – Miskolc is our place! project.

In 2022, our city received an exceptional opportunity from the European Union to develop a comprehensive new service model that would transform its institutional structure and the way different public, private and civil actors cooperate. The programme has built on the efforts of more than 300 Miskolc residents in two targeted neighbourhoods, Bábonyibérc and Tetemvár, and on the dedicated staff of the local social, education and employment services.

In Miskolc, around 10,000 people – one in 14 Miskolc residents – live in a deprived neighbourhood. In total, there are 16 such neighbourhoods. With the EU grant, we have managed to achieve improvements in two of them. But we have done much more: we have built a modern, flexible service system that will support all Miskolc citizens in need.

Being poor in a slum means unhygienic housing, mouldy walls, overcrowding. But not only that. It also means barriers to accessing basic services. Hopelessness and a constant desperate attempt to solve issues on a daily basis and to find a job. And very often what work there is undeclared and everything that goes with it: if you're sick, no sick pay and later on, no pension. And on top of that, there is contempt and suspicion.

In the 4IM project, we have helped 300 people from Miskolc to get closer to solving their difficulties.

The task of a European city is to calibrate its institutions according to the needs of local people. If there is a bigger need, we need to coordinate the available services better. Some services are within the municipality's remit, but there are also services where we need to negotiate to make progress – we have a shared responsibility. In this project, even if its duration and resources did not enable us to work miracles – the majority of participants – over half of them – acquired more access to legal work and gained confidence in looking for work.

We have developed a system of services that is flexible and creative in how it reacts to problems and how it responds to opportunities. If it worked for the poorest, it will work elsewhere, too. This project made it possible for the city to break out of its old service routines, as it had to use the resources as skilfully as possible. Miskolc is a city that is constantly learning, and this project has encouraged that, too. It is also a city that tries to manage each and every square metre of its territory well.

It is a great recognition in and of itself that the European Union has provided funding for this project: out of 69 applicants we were the only one to receive it in Central Europe. Miskolc has thus become part of a circle of cities that is learning from each other, and their experience is taken into account during the decision-making process within the European Union.

I would like to thank all of our staff, and the many professionals of the city and the county service delivery system, for the joint work carried and of course I would like to thank the people of Tetemvár and Bábonyibérc for their sincere and committed cooperation.

1st

Methodology and Lessons Learned from the 4IM Project on Sustainable and Replicable Tools

Márta Márczis

Introduction

Poverty affects many municipalities in Hungary, as it does around the world. One important element in the fight against deep urban poverty is the integration of deprived neighbourhoods and their inhabitants, so that they can truly become part of and contribute to their local communities.

In Miskolc (as in many other cities with similar problems), the interaction of social problems results in a specific spatial distribution.

Around 10,000 people, most of them Roma, are concentrated in 16 deprived neighbourhoods, which means that one in 14 people in Miskolc lives in a deprived neighbourhood. This represents 7% of the city's population, with a decreasing local population. A lot of badly lived lives, a lot of wasted human creativity, a lot of lost future generations.

This affects the whole city and its future, not just those living in deprived neighbourhoods.

In 2021, the city's leadership chose to face the real depth of the problems and, together with local stakeholders, took the initiative to identify them and find new, effective and efficient responses. As part of the implementation of the "Miskolc is our place" social innovation plan, the "4IM project – Miskolc City Initiative for innovative integrated interventions in Miskolc" received funding in 2021 as one of the nine European pilot projects in the PROGRESS axis of the European Union's EaSI (Employment and Social Innovation) programme.[1] The 30 months of the project were obviously not enough to solve the city's integration challenges. But the 4IM project has launched a professional

1 The 4IM project officially started at the end of November 2021 and ran until the end of May 2024.

co-thinking process at city level which has hitherto been missing, stimulated the active involvement of the target group, initiated a co-thinking process with them, created an institutional, partnership structure that laid the foundation of an integrated and participatory city-level social and employment service, and introduced professional approaches and tools to support the whole.

This paper is the final report of the 4IM project, summarising the results, methodology, opportunities and challenges of this local social innovation. It describes the implementation process, the possibilities of continuing the project, and how the solutions, methods and ideas could be applied in other cities in Hungary and elsewhere.

What is the 4IM project?

The project was implemented as part of a development and improvement process defined by the city actors. The main objective was to help the city of Miskolc to build existing or new partnerships and to formulate and test social innovation efforts that will help the integration of deprived neighbourhoods and their inhabitants, promote the implementation of the 14th principle of the European Pillar of Social Rights[2] and the future introduction of a minimum income, rethinking governance and integrated services to address long-standing problems. And all this by constantly sharing experiences with one of the consortium members, the city of Košice in Slovakia.

And what the 4IM project is NOT

The contract between EaSI, as the sponsor, and the City of Miskolc as the beneficiary specified exactly how the funds can be spent. The contract stated, for example, that no fixed assets could be purchased, no flats or buildings could be renovated, and no infrastructure could be built with the project funds. Physical improvements had to be covered by the city from its own resources.

The project did not provide any financial benefits to the target group members; that was not what the contract was about, but indirectly the grant served to improve their lives and their future.

The project has not committed to job creation, and no such indicator is included in the project tasks. However, out of more than 300 people that we have worked with 41% got closer to legal employment and gained the confidence to look for work. Some have already found a job, and others are looking for a job. For the other 59% the 30-month project time was too short to completely leave their despair behind, but they are on the route to do so. The local project team also worked with young people who were still attending school and successfully motivated them to carry on studying.

2 **From Principle 14 of the European Pillar of Social Rights:** Everyone who lacks sufficient resources has the right to benefits which guarantee an adequate minimum income to live in dignity at all stages of life and provides effective access to the goods and services necessary for this purpose. For those who are able to work, minimum income benefits should be combined with measures to encourage (re) integration into the labour market.
https://ec.europa.eu/social/main.jsp?catId=1226&langId=hu

Others are eager to have the opportunity to attend primary school in Miskolc, while yet others are determined to graduate high school. An innovative element of the project is individual follow-up and all these individual level plans are a great result of the new method. Many people who at first did not want to hear about cooperation and learning later participated in the courses that were held in the settlement. These are important results if we really want inclusion and not further segregation. It is in the interest of the whole city.

Who were the implementers?

Led by the Municipality of Miskolc, the consortium included the University of Miskolc, the Municipality of Košice, the European Association for Local Development (AEIDL) and two local NGOs who worked together on the project implementation, alongside an ever-growing number of institutions and activities.

The 4IM project results

In short, in line with the objectives of the 4IM project:

At city level:

- Cooperation was established between actors and institutions, strengthening inter-organisational and interpersonal relationships. A structure for cooperation has been established, which ensures that joint work will continue after the project has been finalised;
- An innovative, integrated service model, including the integration of employment services and the institutional model, has been developed and briefly tested in Miskolc;
- A household-level mapping has been developed and carried out, and contacts and linkages have been established. The Individual Life Path Plan method and the individual follow-up method have been used;
- Public participation in local decision-making has improved;
- Miskolc has a future plan on how to continue the step-by-step integration of deprived neighbourhoods.

More than 300 people from the two selected deprived neighbourhoods, Bábonyibérc and Tetemvár participated and:

- Those locals who at the start of the intervention were close to entering the job market took part in training or other activation activities and got even closer to entering the labour market;
- Other services have been brought closer to them that are helping them to integrate;
- They became active partners in developing services and became participants in local decision-making;

- Living conditions improved even if the improvement is barely visible due to the short time and the very difficult problems;
- Access to local employment and social services has improved;
- Activated residents feel that they can take action in order to improve their living conditions.

In terms of extending the project and maintaining its continuity:

- The new service system is being extended to other parts of the city, and adaptation has started in the partner city of Košice, in Slovakia;
- Miskolc began to integrate into the network of cities with similar urban initiatives. EaSI meetings with similar projects as well as study visits to the German and Tuscan sister projects created awareness and brought in new contacts that will be useful in the future.

Why can we talk about social innovation in the 4IM project?

Using a number of innovative development tools, the 4IM project developed and tested an innovative and scalable model of integrated service delivery, which ensures primarily the targeted coordination of social and employment services in Miskolc. During the 30 months of project implementation, the necessary initial decision-making and institutional-structural changes were made within the context of the possibilities in Miskolc and within the conditions and limitations of Hungarian legislation, and the first integrated service packages were delivered.

1. Project background and objectives and the consortium partners and project teams

1.1 Background to the 4IM project

In Miskolc (as in many other cities with similar challenges), the interplay of social problems results in a specific spatial distribution: around 10,000 people, most of them Roma are concentrated in 16 disadvantaged neighbourhoods. This represents 7% of the city's population, with a decreasing number of the local population. One in 14 people in the city live in deprived neighbourhoods.

The symptom of a deprived neighbourhood

People living in deprived neighbourhoods typically face a complex problem, with mutually reinforcing elements:

- **housing difficulties** (housing quality, anomalies in ownership and tenancy, undeclared tenants, etc.);
- **difficulties in accessing basic services** (difficulty in access, lack of information, service structure that is difficult to understand, limited and inefficient capacity, lack of information, etc.);
- **difficulties in effective participation in education** (segregated education, transport difficulties, difficulties in parent-school relations, lack of effective teaching and learning methods and qualified human resources for such purposes, etc.);
- **employment problems** (under-education, lack of work culture, grey and shadow economy, mafia and usury, etc.);
- **passivity, disillusionment, isolation, mistrust and lack of self-confidence**, factors that are generally much less discussed than their importance would require in the context of development challenges;
- **a negative perception** by a significant proportion of the wider society.

The project took an innovative methodological response to these complex challenges: a participatory, integrated development approach.[3] Based on intensive research and analysis prior to 2014, the EU Roma policy as of 2014 promotes the following development model:

- Integrated development through local interventions, addressing all of the general problems listed above at once;[4]
- The 'target group' participates as actors in planning, decision-making and implementation;
- The programmes are specifically, but not exclusively, targeted at Roma communities, but also at all those living in deprived neighbourhoods/

1.2 Achieved objectives of the 4IM project

The 4IM project has developed and tested an extensible model of integrated service delivery in Miskolc that ensures targeted coordination of social, educational, training and employment services. The project has developed structures to support strategic objectives that make the whole service system more responsive – i.e. flexible and adaptable.

3 These are examples of programmes that have implemented these principles: **UNDP** (United Nations Development Programmes) initiatives from 2005 to date: Chernihiv, Pécs, Cluj-Napoca, Braila, Galati (Romania), Western Balkans, Turkey https://localdevelopmentforinclusion.org/a-place-for-everyone.html
ROMACT (EU-Council of Europe programme); Hungarian Handbook The ROMACT Handbook | ROMACT (coe-romact.org)
ROMED - (EU-Council of Europe programme) - Roma municipal mediator project Evaluation Report_ ROMED.pdf (coe-romed.org)
EU-URBACT - Roma-Net Roma-Net: Results | URBACT

4 'Going local on Roma inclusion' - the slogan of the 3rd European Roma Summit 2014

The targeted participants who live in Bábonyibérc and Tetemvár, the two of the 16 deprived neighbourhoods that were selected, were stimulated to try out innovative methods.

The project reached at least 338 people (slightly more than its target of 300) who live in these two neighbourhoods. Regarding those local people who were more or less ready to participate in the labour market at the start of the intervention, their motivation and skills for employment improved, and they participated in training or other activation activities. Regarding the remaining participants, other services have been brought closer to them that help them integrate.

In Bábonyibérc and Tetemvár, the two selected pilot neighbourhoods, access to services improved, which contributed to the improvement of economic and living conditions and some of the residents realised that they themselves can act in order to improve their own condition

At the city level, local inter-organisational and interpersonal relationships were strengthened, enabling local institutions, civil partners and businesses to continue to work together towards the jointly agreed objectives with new approaches, new methods and structured cooperation even after the project has ended.

The new service system created can be extended to the whole city. Its adaptation has started in Košice and can be extended to other cities in Hungary and Europe, and the first partnership-seeking steps have already been taken.

Miskolc has become embedded in a network of similar city initiatives which gives further opportunities of participation in other similar programmes.

1.3 Consortium partners of the 4IM project

The consortium led by the City of Miskolc included five other partners: the city of Košice in Slovakia, the University of Miskolc, the European Association for Innovation in Local Development (AEIDL, Brussels), and two local NGOs from Miskolc, the Abaújrakezdés Public Benefit Association and the HÁRFA Foundation.

1.4 The 4IM project-team structure

The 4IM team structure was designed to solve tasks efficiently, again using an integrated approach. This means that the individual consortium members did not work separately on specific tasks, but in mixed teams made up of the team members employed by the consortium. This reinforced the synergy between the different activities and helped to avoid the risk of ‘siloing’ of individual project elements, which is often the case in consortium-based projects.

Figure 1
4IM project team structure

Team leadership. The team leader and the partner primarily responsible for the success of the project was, of course, the city as consortium leader. The decision-maker of the project was the project's policy leader, the Deputy Mayor of Miskolc for Social Affairs (Andrea Varga), who worked in close cooperation with the project's technical-methodological leader and the project coordinator.

The professional team responsible for content. This included experts who, regardless of their organisational affiliation (mainly staff from the city, the university and AEIDL staff worked together in this team), worked on technical tasks.

The team responsible for practical implementation. The team responsible for the pilot project implementation is one of the most important pillars. They are the people responsible for the operational coordination and for the work carried out in the areas of the pilot project. The team members were employed by the city, the university and an NGO. All three organisations brought their strengths to the joint work: the city team

members established the sustainability of the project results at city level, the university brought in analytical thinking and practice as well as innovative solutions to the fieldwork, while the NGO brought in flexible service delivery options.

A communications team. Working at three levels, with tasks linked to three consortium members. The local communication expert was provided by the municipality, the national dissemination expert by one of the NGO partners and the international communication expert came from AEIDL. Their team worked closely together under the guidance of the Policy Manager following the professional instructions of the Methodology Manager.

The administrative team was led by the staff of the city's project management department and carried out the technical implementation tasks.

2. The methodological background of the implementation

The 4IM pilot methodology is designed to facilitate the implementation of the 14th EU Principle of the European Pillar of Social Rights, based on the support of EaSI. According to this principle, anyone lacking sufficient resources has a right to an adequate minimum income benefit and a right to access adequate goods and services at all stages of life. For those people who are able to work, minimum income benefits should be combined with incentives for (re)integration into the labour market.

In the 4IM project, the City of Miskolc has set the goal of targeting all problems in an ***integrated and sustainable*** way, without limiting the strategic approach to social services and employment, by using the following approaches:

- The 'target group' participates as actors in planning, decision-making and implementation;
- The project activities are specifically, but not exclusively, targeted at Roma communities, but also at all those living in deprived neighbourhoods;
- The City will coordinate with relevant local institutions and other organisations in order to promote the more efficient operation of social, educational and employment services in the city;
- The aim is not to spend more resources, but to provide more efficient services that can bring positive change to the deprived neighbourhoods;
- The implementation of the 4IM project is in line with the Development Strategy of the City of Miskolc (ITS)[5] and its Equal Opportunities Plan;[6]
- The 4IM project uses active development communication tools to improve social and professional dialogue and cooperation.

5 https://www.miskolc.hu/sites/default/files/egyszeru_oldal/beagyazhato_csatolmanyok/2023-02-13/7746/miskolc_mjv_its_2021-27_strategiai_munkaresz_vegleges.pdf

6 https://www.miskolc.hu/sites/default/files/egyszeru_oldal/beagyazhato_csatolmanyok/2021-04-29/7746/hep_2021-2026_miskolc.pdf

2.1 Methodological principles of the 4IM project

The 4IM project has been implemented following the following principles, many of which are derived from: (1) the methodology of business organisation development; and (2) the internationally accepted principles of democratic local governance, as shown below:

(1) The application of business efficiency methods in the public sector also helps to improve efficiency in data analysis, project management and process optimisation, and efficient cost planning.

(2) The application of the basic principles of democratic local governance strengthens the two-way relationship (communication, joint decision-making) between decision-makers and the population, enabling institutions to respond more quickly and flexibly to social problems and allowing stakeholders to become involved in the design and implementation of solutions. Extensive public participation in social affairs is key to making services more responsive to real needs.[7] Where there is a broadly decentralised governance structure, including funding, as is the case in the international examples studied during the 4IM project, it helps local authorities greatly in responding more quickly and flexibly to social problems. In line with the above, the methodological principles of 4IM are as follows:

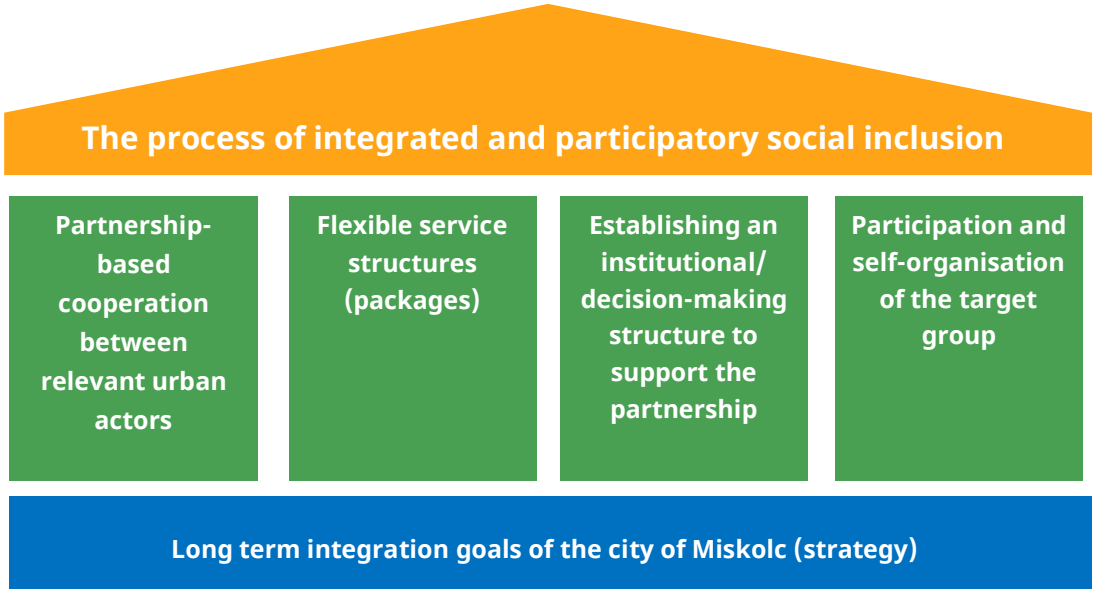
Strategy and structure interact closely. The concept of 4IM was to define the strategic goals of the project that would be achieved through a well-defined innovative decision-making and organisational structure, maximising the performance of service delivery systems in Miskolc. The strategic goals are backed by broad partnership and participation to ensure that all actors work towards the commonly defined goals.

Every structure follows a strategy and a strategy follows a structure.[8] Strategy and structure are closely intertwined in all successful innovative initiatives, and this is the case in the 4IM project as well. The objectives set out in the project proposal and the means to achieve them called for strategic measures, which required building an appropriate organisational structure and developing new roles, responsibilities, partnerships and relationships within and between the local organisations involved in social inclusion. Combining strategic objectives and innovative organisational structures was crucial for the successful achievement of the project's objectives, and preserving these structural elements could ensure the long-term harmonisation of urban services and the efficient use of resources.

7 Changes in the provision and financing of public services by local governments, Péter Bordás, National University Of Public Services, Budapest, 2018
Valtozas are the local onkormanyzatok....pdf (uni-nke.hu)

8 Alfred D. Chandler, David Hall, Mourice Saias -
D. Brown Management - Structure and Strategy - Sustainable Growth Through Balanced Execution (dbmteam.com)

Figure 2
The 4IM project's strategic objectives
and the necessary structural changes to achieve them



Local mobilisation. Unless it is ensured that the members of target groups become active during development, efficiency cannot be ensured. We will discuss the methods used, including community development methods, in the following chapters. A change of attitude was needed among target area residents: from 'the city should help with our personal problems' to 'I am not alone with my problem and together we can do more' and 'I can also contribute to change' approaches. This change is one of the key outcomes of the project.

Participation. The 4IM service innovation would not have been effective without the active involvement of the local urban actors involved in social inclusion and the selected pilot target groups. The continuous involvement of the two target groups – (1) urban service actors; and (2) residents living in the two pilot areas – is one of the innovative elements of the 4IM project. The participation of the residents concerned was thus validated:

- Regular forums and round tables were organised for people living in the pilot target areas, so that they could voice their struggles, difficulties and suggestions, and give their input on how to change their living conditions.
- The small nuclei of self-organisation were formed: in Bábonyibérc, the BÖK (Bábonyibérc Self-Help Community) was registered as an association supported by the municipality, while in Tetemvár, a working group of local residents was set up in close cooperation with the Maltese Charity Service and the Resource Centre.[9]

9 this is an example of the active involvement and contribution of the BÖK to better living conditions: The 4IM project community in Bábonyiérc actively took part in the spring cleaning - Harp (harfaalapitvany.hu), and about the community activities in Tetemvár here: 4IM project: Carnival in Tetemvár (youtube.com), and here: 4IM project: Family day in Tetemvár (youtube.com)

The town of Miskolc has prepared and is implementing its public participation concept for the 4IM project. This framework ensures the continuous participation of local residents in the decision-making processes.[10]

Partnership. One of the key principles of the 4IM project is partnership building and partnership-based local development. This involves building partnerships and using them in many ways in order to create and run a more efficient service delivery structure:

- between the local institutions and other local actors concerned;
- between service providers and the target group;
- between urban service providers and other relevant sub-national or national service providers;
- between service providers and businesses;
- between service providers, law enforcement and financial institutions;
- between Miskolc and other towns (e.g. Košice and Lucca within the framework of the project).

An integrated approach. Complex social problems require an integrated development process. Integrated urban service development is a methodological (and strategic) approach that addresses the development of cities and towns in a coordinated and complex way. In this process, different areas such as housing, education, health and environment, and employment are interlinked to create more efficient and sustainable urban living conditions. *See also 1.1 – The symptom of a deprived neighbourhood.*

Equal opportunities. Ensuring equal opportunities and equal treatment for all.

Desegregation. 4IM aimed to avoid the segregation of disadvantaged groups by eliminating rules, customs or practices that require these groups and their members to live in a particular or segregated way (public institutions, neighbourhoods, schools, organisations).

Efficiency and effectiveness. Existing service structures are being rethought and reorganised in order to operate more efficiently. As part of the application of this principle, the efficiency and effectiveness of the project will be measured using quantitative and qualitative indicators.

2.2 Deprived neighbourhoods as multidimensional systems

Deprived neighbourhoods are multidimensional systems that can only become resilient (resistant and flexible) when they are structured. This structuring enables the 'multidimensional system' to that can respond effectively to challenges. Some highlights of the multidimensional systems 4IM addressed and the methodological responses it developed are:

10 https://www.miskolc.hu/varoshaza/onkormanyzat/dokumentumtar/475/2021-xii16-szamu-hatarozat-miskolc-megyei-jogu-varos-allampolgari-reszveteli-koncepciojanak

- **Diversity of stakeholders –** household-level problem management and individual follow-up as alternatives provided by 4IM;
- **Diversity of social, educational, healthcare, housing and employment problems –** the 4IM response is to integrate the possibility of accessing services in the two model areas with the help of outreach workers who are in contact with each household;
- **Diversity of organisations providing services in the target area** (municipal, national, religious, civil) – the solution of the 4IM is cooperation and coordination led by the resource centre at city level, connecting the work of the permanent working groups with inter-organisational development;
- **Diversity of urban perceptions** (social and political) – 4IM's response is to create and use development communication tools.

As in any multidimensional system, in our case as well there are a large number of elements and influencing factors that need to be analysed individually and in their interactions. A structure needs to be created that integrates diversity and creates a social ecosystem that supports inclusion. Some of the important tools and principles of building a social ecosystem that 4IM used are:

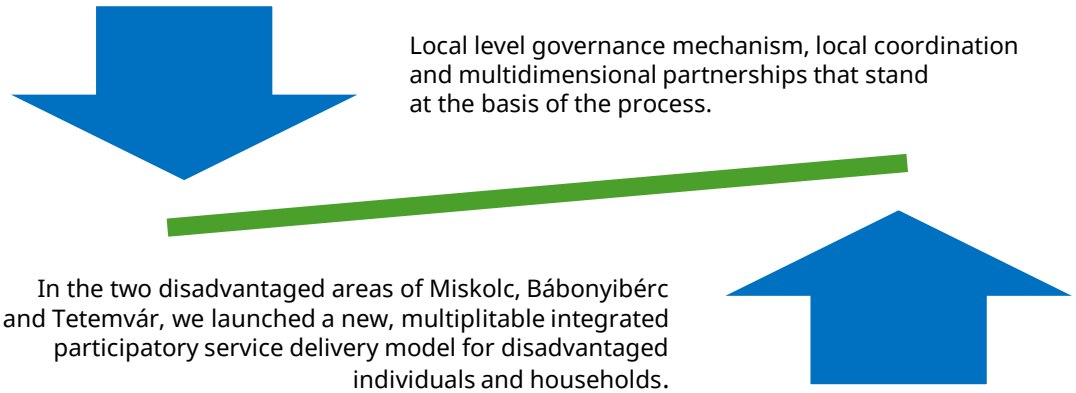
- **Networking –** communication, information flow, cooperation;
- **'Hub'** (centre) **–** for every network, there is a need for 'hubs' to coordinate and manage the communication, information flow and the network elements;
- **A balance of sovereignty and cooperation –** this dynamic balance exists when each element (decision level, organisation, household, etc.) acts as an independent entity, but recognises those points where its interests and goals are common or complementary to others' goals and 'enters' at the appropriate network point;
- **The simpler a structure, the stronger it is –** the variety of dimensions should be arranged in a simple structure (like a crystal structure) in order to hold the elements together;
- Some business theories on the subject **do not consider the seemingly unpredictable diversity as uncertainty**, **but rather as the complexity of the determining variables** and treat it accordingly,[11] starting from the premise and proving that ***it is possible to*** 'build a castle on a shaky foundation', but in that case more conscious methods and structures are needed.

3. Steps in project implementation

The main objective of 4IM was to jointly develop and test a long-term plan and methodology for partnership-based governance and integrated service delivery in order to promote the integration of disadvantaged neighbourhoods in the city of Miskolc using a complementary, dual approach. The project implementation steps are very simple. Its logic is based on twofold objectives: parallel implementation actions were carried out at city level and in the two selected target areas.

11 Galbraith, J. R. (1973): Designing complex organisations, Addison-Wesley Publishing Company, Boston

Figure 3
Dual approach and summary results of the 4IM project[12]



The steps of the interventions are presented in the table below.

At city level	In the selected target areas (Bábonyibérc and Tetemvár slums)
1. Preparatory phase (December 2021 – March 2022)	
Administrative and technical set-up of the project	Information about the project
Setting up the project team both at city level and in the field	
Setting up the Social Innovation Resource Centre (SIRC) as a project office within the Municipality (see later for a more detailed description of the SIRC)	Starting the community coaching process: local mobilisation (about the community coaching method later)
Mapping partners and preparing the first version of the partner map	Start mapping participants in the target area
Informing and involving the Permanent Working Group on Social Innovation (PIGI) in the preparation of implementation plans	Integrating the results of community coaching into the work of the PIGI

12 The model has been replicated at local level and has already been shared with Košice (Slovakia), Miskolc's partner city, and other twinning projects and European development platforms.

2. Mapping (April 2022 – September 2022)	
Preparation of a relevant problem map, identification of target groups and innovative methodological tools per problem group	See the completed problem map under point 4.1
Mapping the urban and district systems of social and income support	Community discussions, forums in the target areas
Mapping the necessary links between 4IM innovation, city-level regulation and planning processes	The first community actions in the target areas
3. Planning (May 2022 – October 2022)	
Defining the organisational structure of the 4IM pilot (see below)	The Social Innovation Resource Centre staff and local community members start working together
Defining the three time horizons for thinking about development perspectives (see below)	Needs assessment and preparation of small action plans with local community members that will be integrated into the project plan
Terms and conditions of project operation and identification of key risks (See later)	
Identifying the regulatory tasks needed at city level in order to implement 4IM	
4. Pilot implementation phase (June 2022 – April 2023)	
Preparation for and piloting of decision-making and institutional-structural innovation activities (training, study visits). See the detailed presentation below	Implementation of community actions in the target areas
I. Capacity building events related to the introduction of innovative development tools	Capacity-building activities in the target area
II. Testing innovative development tools. These are described in detail below	Formation of CAGs (Community Action Groups) (see below for a description of the CAGs)
III. Participatory design of integrated service packages	Integrating the needs and suggestions of people into the service packages
Preparation of a development communication strategy with participation, training to support its implementation, application of the strategy (See Annex 1: 4IM Development Communication Strategy adopted by the City of Miskolc Annex	Joint actions between pupils attending religious schools and children in the target area

5. Mid-term internal monitoring and evaluation (April 2023 – July 2023)	
Examination of the organisational structure of the 4IM pilot, proposals for its integration into the city's decision-making and institutional system	Mid-term family analysis, additional activity not previously planned
Evaluation of the results of the introduction of the innovative development tools, minor change proposals	Evaluation of the results of the community coaching process, proposals for greater coordination between coaching and urban service providers
Evaluation of project management, consortium relations and teamwork, some suggestions for changes	Evaluation of service package plans and proposals to ensure that they are the adequate ones and respond to the needs of the locals and are accessible to the people living in the target area
6. Implementation phase preparing sustainability (August 2023 – May 2024)	
Embedding decision-making and institutional-structural innovation activities in the city's decision-making and institutional structure (see below for more details)	Restructuring the activities of the Social Innovation Resource Centre in order to become more effective in the field, in line with its institutionalisation
Integrating innovative development tools into the city's decision-making and institutional structure (see below for more details)	The CAG BÖK (Bábonyibérci Self-Help Community) in Bábonyibérc became a registered association
Piloting five integrated service packages (See below for more details)	Extensive use of service packages and 4IM methods among the people living in the target area, with their active participation
Establishing further development partnerships and update the partnership map	Getting more target area residents active
Practical application of development communication	The BÖK as an autonomous organisation carries out its own communication activities
Additions and changes to the team structure. Two employment officers have been added to the Resource Centre team.	The regional access points have started their work. Community coaches have been assigned to activities related to the implementation of integrated service packages
Measures and agreements on the sustainability of project results (see below)	Implementation of target area actions continues, target area residents who have become active are waiting for their individual and community development plans to be implemented as a continuation

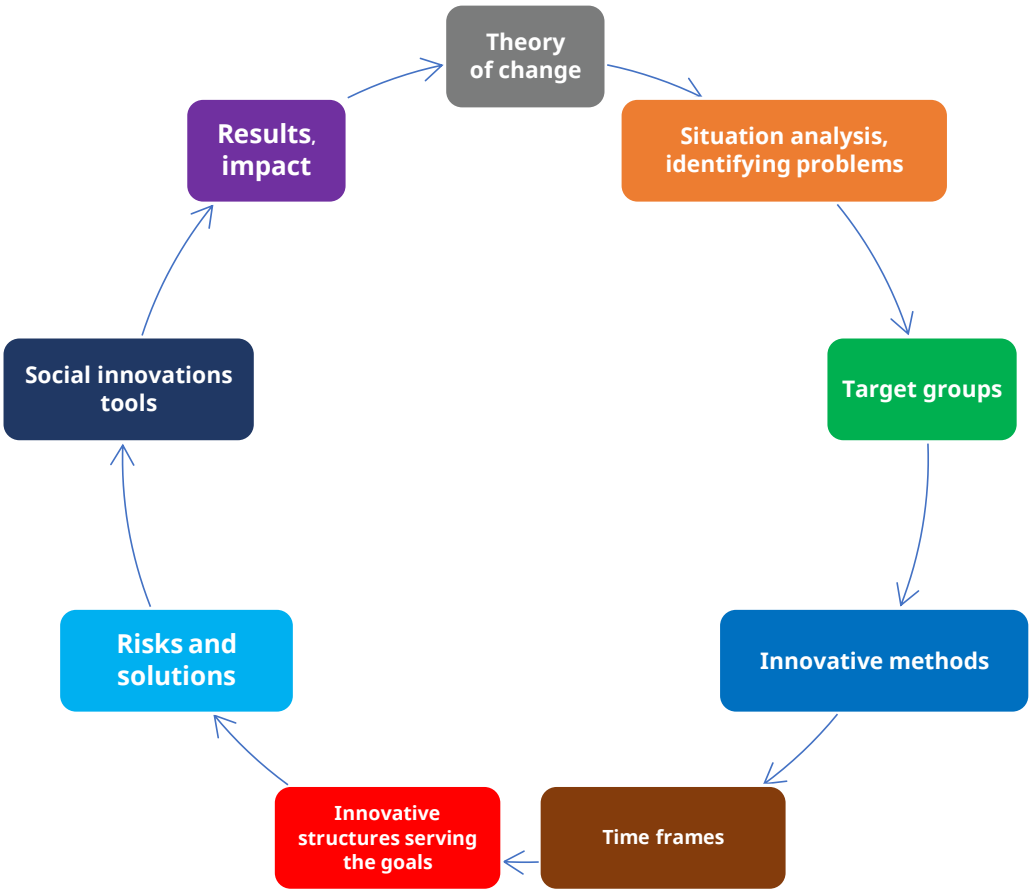
7. Partnership building and knowledge transfer activities beyond the City (ongoing)	
Participation and presentation at relevant EaSI events and participation in TINLAB (National Laboratory for Social Innovation) events	Cooperation of the BÖK with TINLAB and the preparation and implementation of a winning mini-competition
Establishing contacts with relevant district-county service providers, with EaSI's help-desk in Hungary	Site visits by various external actors in the target areas
National and European news, documentaries and publications on the 4IM project (See list in Annex 2)	Making documentary films with participants from the target area
Opening and closing 4IM international conferences and presentation of the project at other conferences	Delegates from the target areas participated at the 4IM conferences
Study visits and partnership building with two similar EaSI pilot projects	
Knowledge transfer to Košice, experience exchange trips	
4IM final study published online	The active communities living in the target area have continuously contributed to the implementation and testing of 4IM methods
8. Project closing phase (May-June 2024)	
Professional project closure	Focus group project evaluation
Preparing the final study	
Technical project closure	
Starting a next phase after 4IM	Target area actions continue to be implemented, target area residents who have become active have individual and community development plans that are waiting to be continued

4. Summary of the 4IM design process

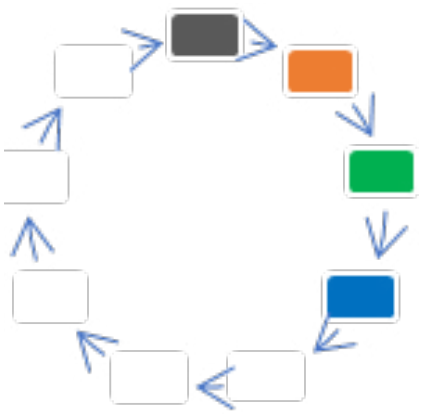
The participatory planning process, based on the theory of change[13] and brought together by the 4IM expert working group, defined the project implementation plan.

13 A theory of change is a way of thinking based on a holistic analysis.

Figure 4
Flowchart of 4IM project design based on the theory of change



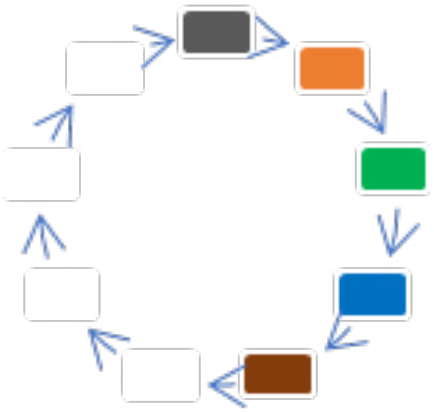
4.1 Situation analysis, identification of problems, target groups, innovative methods



As a first step during the planning process, the expert working group identified the problems. During the process of problem identification and definition, it was important to identify problems that could be successfully addressed and successfully eliminated during the project implementation period. The problem map identifies the target groups affected by the problem and the means of reaching and involving them in order to solve and eliminate the problem. The problem map, due to the nature and content of the 4IM project, focuses on the Bábonyibérc and Tetemvár areas of Miskolc, but can also be valid horizontally for other segregated urban areas of the city with similar characteristics.

The problem identified	Target group	Innovative methodological tools defined as possible solutions
Inactivity of individuals and communities living in deprived neighbourhoods	Residents of Bábonyibérc and Tetemvár	Community coaching process, local mobilisation
Exclusion from the urban fabric	Residents of Bábonyibérc and Tetemvár	Participatory development: community action, household-level interviews and individual follow-up
Lack of cooperation between urban actors	Actors involved in social, educational and employment services in Miskolc	Mutual sensitisation of both sides through development communication tools and joint project activities
Complicated client pathways, dysfunctional elements and gaps in existing services	At least 300 people from the two selected districts Professionals, service providers Decision-makers	To make client journeys visible by introducing integrated services and running the Resource Centre for the 300 people and their households involved in the project. Household-based service coordination, individual follow-up
Service providers are not well equipped to deliver real solutions	At least 300 people from the two selected districts Professionals, service providers Project staff	Project institutions are emerging as new tools, cooperation facilitates the effective solution of tasks, new solutions are being developed
Lack of coordination of development ideas/ projects between the public/ urban and civil sectors, short-term projects instead of long-term processes	Professionals, service providers, NGOs Project staff	Project institutions are emerging as new tools, cooperation facilitates the efficient solution of tasks, new solutions are being developed
The duality of the social and child protection systems	Professionals, service providers, NGOs, religious organisations Project staff Service providers outside the city's jurisdiction	The coordinating role of the project institutions (in particular the Permanent Working Group and the Resource Centre) will carry on facilitating integrated and coordinated action
Part of the target group is interested in maintaining the social and employment status quo	At least 300 people from the two selected districts Professionals, service providers Project staff	In a coordinated service delivery system, where the beneficiaries are partners and there is a Community Action Group, an integrated service point and resource centre, it is possible to identify them
Employers cannot find suitable workers in the target group	At least 300 people from the two selected districts Professionals, service providers Project staff	Specific, tailored capacity development to the target group Better cooperation between relevant organisations, provision of employment preparation services to the 300 involved persons

4.2 Time frames



The project has defined three time frames for the integration of deprived neighbourhoods.

Time frames	Objectives to be achieved
Short-term 30 months, duration of the 4IM project	Establishing an integrated and participatory model and structure, the success of which will determine future success
Mid-term i.e. the years of the EU programming period starting at the end of the 4IM projects	To continue the development process after 4IM, it is necessary to • develop and sustain the necessary partnerships and skills throughout the 4IM project; • incorporate into the development strategies of the City of Miskolc all that the 4IM project establishes and foresees; • Relevant sources should be available; • The City should be included in an international network during 4IM, which will make Miskolc known and which will provide it with development partnerships. The latter is a learning experience, a sense of achievement and an opportunity for the city to (also) access further direct European funding.
Long-term 15 years	Miskolc is making serious visible changes in line with the vision set out in the slogan 'Miskolc is for everyone'. Applying the new approach created by innovation, innovative structures and methods that are becoming common practice across the city.

4.3 The innovative organisational decision-making structure tested by 4IM

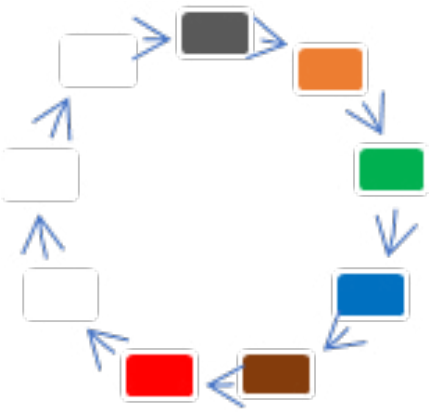
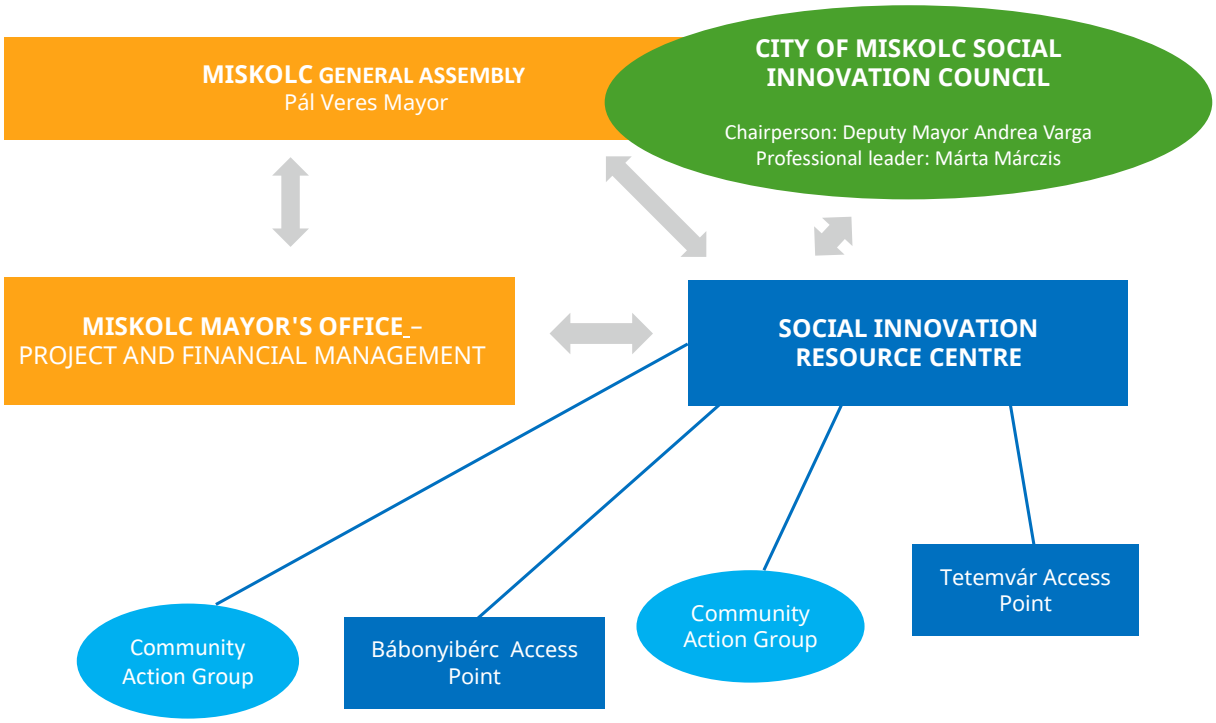


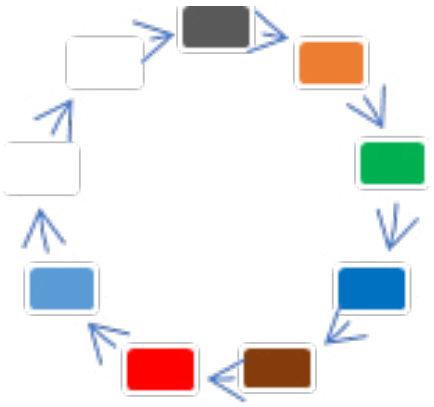
Figure 5
Innovative structure assigned to the objectives



The 4IM project established an institutional decision-making structure supporting integrated service and participatory development at city and district levels as a basis for achieving its objectives. The Social Innovation Council has a proposing role at the urban decision-making level, linking actors vertically. As a coordinating and operational body, the Social Innovation Resource Centre is in practice the driving force behind integrated service development that is based on participation and partnership. The Resource Centre's field (outreach, field) staff ensure motivation

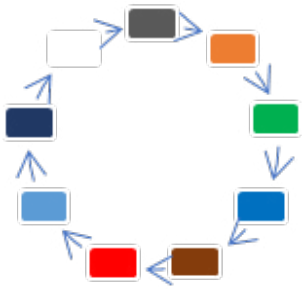
and continuous availability, while the Community Action Groups (CAGs) are the first formations for target group participation, self-organisation and self-help development. *See below for a detailed description of the innovative organisational elements.*

4.4 Anticipated risks and solutions during the implementation of the 4IM project



Risks	Solution options
The participatory and partnership model is not working	▪ Motivation, real participation, a system of common rules and guarantees among both urban service providers and residents of the target area – a constant challenge ▪ A new common language used by the actors. Innovation, putting new ideas into practice – this requires commonly agreed on and new concepts and terms ▪ Self-confidence and trust – this is built through work and success
Failure to overcome habits (routine solutions, routine human relationships including prejudices about each other)	
The people of the city are not behind the initiative	The project should make conscious and intensive use of development communication
Decision-making is not backing the initiative	
External, political attacks against the project	The project must make conscious and intensive use of development communication and consciously rely on its partners.

4.5 The social innovation tools tested in the 4IM project



The following social innovation tools are presented in detail together with the results in the next chapter.

Decision-making – and institutional-structural innovation tools	Social Innovation Council (SIC)
	Social Innovation Resource Centre
	Territorial Services Working Groups
Innovative development tools	Community coaching
	Household-level survey, family analysis and individual follow-up in pilot areas
	Well-being indicator
	Development communication
Integrated pilot service packages	Employment services package
	Educational and training package (basic education, vocational training)
	Improving living conditions for employability
	"Open Door" – Improving quality of life for employability
	Motivation and mobilisation service package

5. Presentation of the 4IM innovation tools, results and impact of their implementation

Decision-making and institutional-structural innovation tools and results in the 4IM project

The following organic, forward-looking structural changes in decision-making and service delivery were made within the 4IM project in order to ensure the sustainability of the project results:

5.1.1 Social Innovation Council (SIC)

A body with the status of a working group was established in 2023 as a result of the 4IM project, bearing the name of the Social Innovation Council, embedded in the decision-making fabric of the City of Miskolc (its predecessor in the initial phase of the project was the SIPWG (Social Innovation Permanent Working Group) without legal status.

Members of the SIC

	Members with voting rights			Non-voting permanent observers
Social care/ development partners	Hungarian Maltese Charity Service - Tetemvár Presence Point	Miskolc Unified Social and Child Protection Institution (MESZEGYI)	Association of Community Developers	Miskolc Mayor's Office Department of Residential Services – Social and Public Education Department
Partners in the field of employment	Hungarian Red Cross BAZ County Directorate	Kézfogás (Handshake) Cluster	Miskolc Municipality-Employment Coordinator	
Partners in the field of education and training	Miskolc School District Centre	Epistémé Association		
Partners in health	B.A.Z. County Central Hospital – Nursing Department II			

Given that social care and employment is a regulatory area that affects several sub-systems of society, the work of the SIC, based on partnership between the actors concerned, will increase efficiency. The SIC is a body established within the Mayor's Office, which created consultation opportunity for policy development, allowing for involvement from outside the municipality. The SIC's role is to support collaboration, to set agreed objectives for improving the situation of deprived neighbourhoods, to take effective joint action and to prepare professionally and socially sound proposals for decisions.

Previously, the Social Innovation Permanent Working Group (SIPWG) and since 2023 the SIC have contributed to:

- Institutional and service delivery coordination
- Designing an integrated urban development strategy for the city (2023)
- Identifying future projects for the development of deprived neighbourhoods
- Preparation of the Local Equal Opportunities Programme (LEP, 2021)
- Amendment of the decree on local rules on social services and subsidies provided by the municipality (2023)

The SIC has a right to make suggestions and formulate criticism. All proposals are submitted to the social inclusion officer, who, as part of the local government system, starts the process of channelling the proposals and preparing for a decision. The proposals are submitted to the Mayor and the Assembly. The important role of SIC is to provide the missing link within the municipal system, linking the target group's proposals directly to the decision-making process, ensuring feedback to the local community.

Examples of successful community initiatives during 4IM:

- In 2022, Miskolc residents had a direct say on a part of the city's budget. From the earmarked so-called 'Participatory Budget', the application with the title **'Tetemvár, Miskolc's jewel box'**, presented by Tetemvár's residents' association, received support. The Participatory Budget call was open to applications coming from local citizens and their communities. Their ideas could be submitted which were then discussed, debated and prioritised based on the residents' needs. The allocated budget was destined to implement improvements that served and benefited as many people as possible. The Tetemvár community came together, applied and won. The goal of the project was to clean up one of the most littered areas of Tetemvár and to give the area a functional role in order to keep it clean.
- **Development of the Pece Reservoir – Integrating Bábonyibérc into the urban fabric.** The impact of 4IM is also reflected in this result. As a result of the collaboration between the Local Action Group and the Resource Centre, the City launched a planning process for Bábonyibérc, which has led not only to neighbourhood rehabilitation but was also a major step towards social inclusion. The development concept aims to link Bábonyibérc with the prosperous neighbouring municipality in a common "rain garden". The site will be an activity space, a green community space with exercise equipment and a football pitch. The first step was made: a grassroots, climate conscious, innovative community planning process that promotes integration. Its results will be incorporated into the city's development plans.

5.1.2 *Social Innovation Resource Centre (SIRC) integrated in MESZEGYI*

The Social Innovation Resource Centre which is behind the SIC operates as a functional unit within MESZEGYI (Miskolc Unified Social, Health and Child Welfare Institution) and has the role of integrating and helping with multidirectional communication. This organisation carries out the operational activities necessary for the implementation of the integrated approach. The Social Innovation Resource Centre was functioning

as a project office at the beginning of the 4IM, but when eventually it was integrated within MESZEGYI, it became clear that it had an obvious and long-term role in the city's service structure – and culture.

In practice, this means that within MESZEGYI there is a coordinating office, the 'Resource Centre', which applies 4IM's innovative tools in the two target areas, but some of its elements are already extended to other parts of the city. For MESZEGYI, this is an important process of innovation and experimentation. A major advantage of this solution within 4IM is that it brings together fieldwork, city-level coordination and basic care delivery. Another important change is that MESZEGYI as a social institution, employs employment experts in its resource centre team, thus linking social and employment services.

The Resource Centre, in partnership with local NGOs and the Maltese Charity Service, strengthens the participation of the people from the deprived neighbourhoods.

The tasks of the Resource Centre:

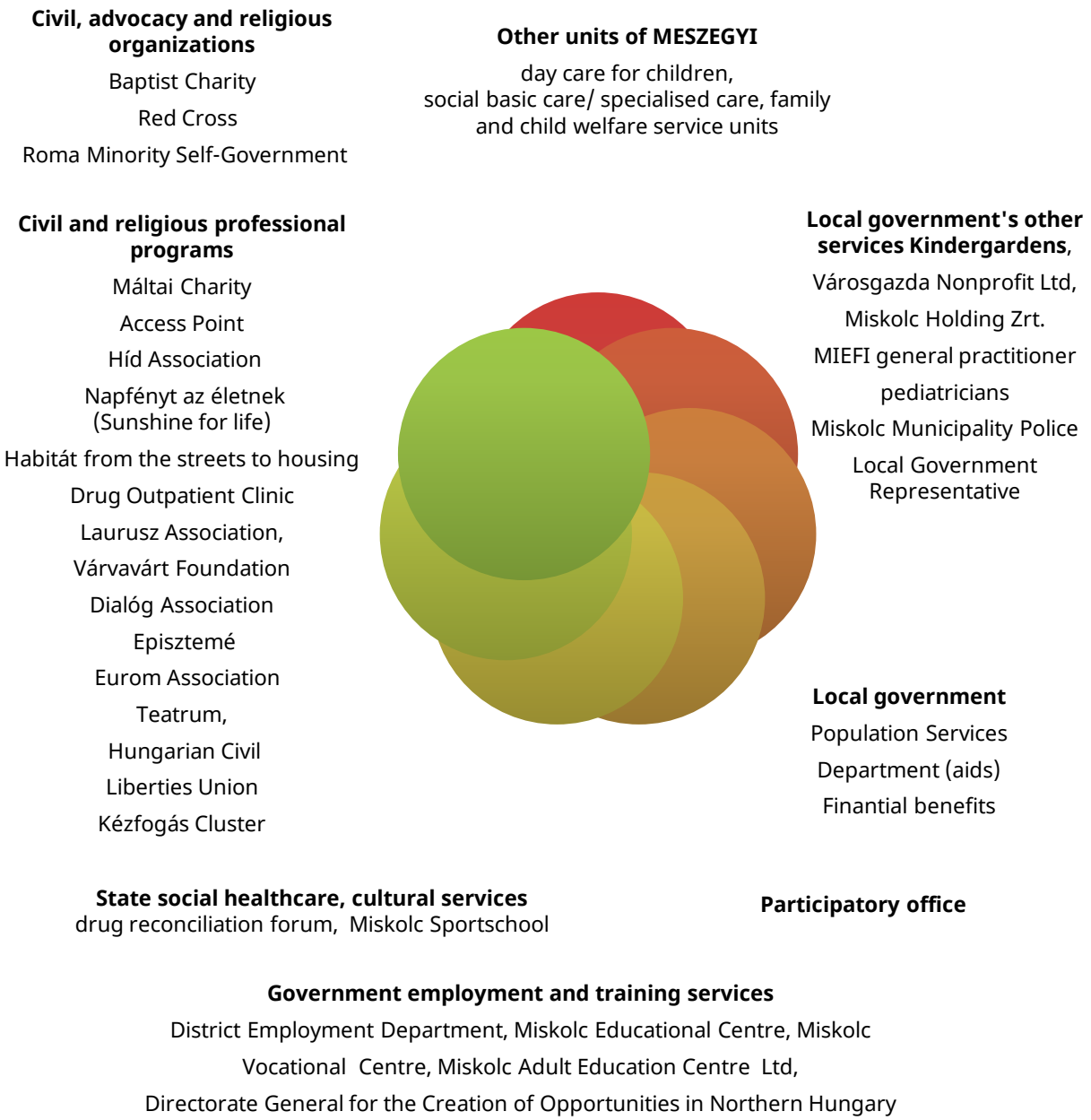
- Coordinates the work at Bábonyibérc and Tetemvár
- Coordinates and prepares integrated service packages with the collaboration of the Social Innovation Working Group
- Maps and mobilises the actors in order to help the integration of deprived neighbourhoods

Coordinates the activities of local actors involved in the implementation of the 4IM project

- Establishes a direct link between the municipality and the deprived neighbourhoods
- Reports to and submits proposals to the Social Innovation Council, implements the tasks set by the SIC, and where there are several actors coordinates their work
- Provides professional management and coordination for the development of integrated social and employment pilot services
- Manages the implementation of the integrated service delivery package in the two selected deprived neighbourhoods, and coordinates the work of the project staff (community coaches and service point staff) working on the field
- Responsible for the organisation of project events
- Prepares a detailed quarterly work plan and work report; presents the work plan and reports on the results of the Resource Centre's work at the meetings of the Permanent Working Groups and the 4IM project consortium
- Builds links with all relevant local actors and strengthens cooperation between all local actors involved in the integration of deprived neighbourhoods
- Works in close cooperation with other units of MESZEGYI and the 4IM team of the University of Miskolc

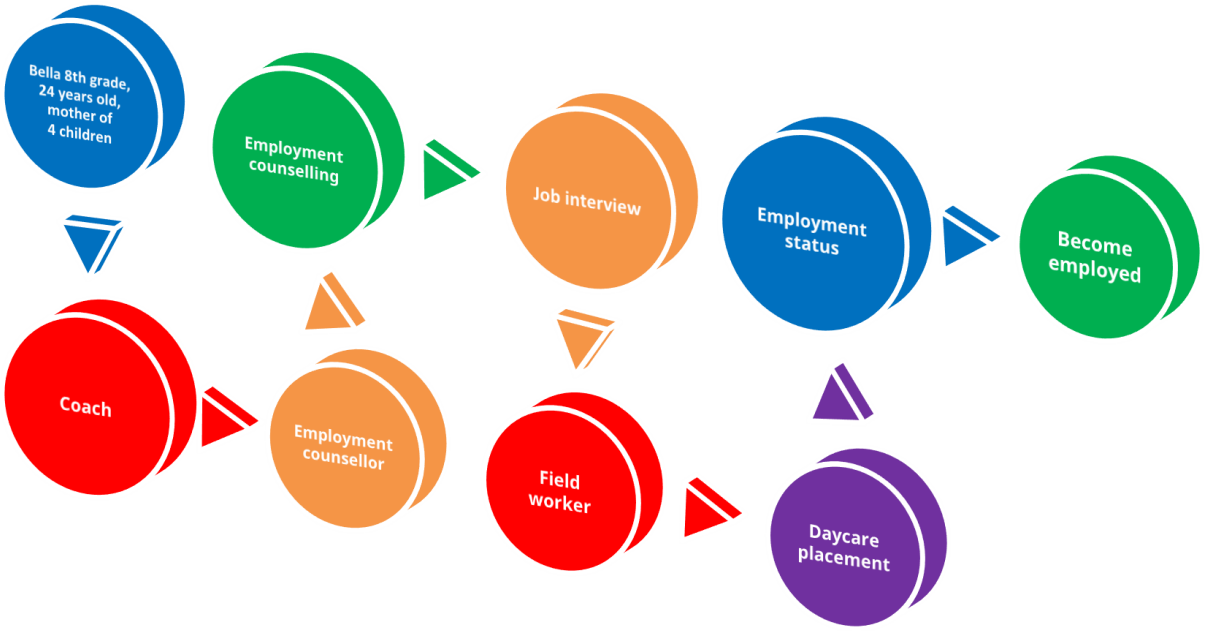
The objectives of the Resource Centre include building ongoing partnerships, coordinating processes and activities, ensuring transparent beneficiary/client pathways, introducing and maintaining new methods and innovative service options, and coordinating community coaching.

Figure 6
Synergies in the work of the Social Innovation Resource Centre



The team members of the Resource Centre are: resource centre manager, resource centre coordinator, two community coaches, two field assistants, two employment advisers, field assistant, community development worker, administrator.

Figure 7
Integrated service and individual client journey through the Resource Centre



The figure in red shows the Resource Centre staff. The example shows the journey of Bella (the name is fictitious) from Tetemvár, a young resident and mother, who received assistance to change her life thanks to the methods and staff of the Resource Centre and the individual follow-up. Passive and despondent, Bella was motivated by the community coach employed by the Resource Centre (for an introduction to coaching see next chapter) and then, through individual interviews, she discovered that she wanted to get a job, but had no experience in job-seeking and had a toddler at home. So the coach connected Bella with the employment adviser at the Resource Centre, who helped Bella to access the labour market advice she needed. Bella was helped to prepare and had a successful job interview. In the meantime, with the help of the Resource Centre's field worker, her toddler was enrolled in daycare and Bella started work.

5.1.3 *Social Integration Working Groups*

Social Integration Working Groups play a key role in promoting and ensuring integrated service delivery. Their task is to develop innovative and integrated service proposals based on information from household surveys, local community participation and individual follow-up, and to develop proposals for innovative and integrated services based on different sectorial policies. Harmonising needs and opportunities, developing and implementing the five integrated service packages, monitoring individual client pathways and summing up the lessons learned. Its members are the implementers

of different operational services, relevant staff from MESZEGYI and other service providers according to the specific tasks. The Miskolc working groups established within 4IM were formed for the five pilot integrated service packages:

- Employment
- Education and training
- Improving living conditions for employability
- "Open door" – improving quality of life
- Motivation and mobilisation

5.2 Use and results of innovative development tools in the 4IM project

5.2.1 *Community coaching*

"Be the change you want to see in the world"
Mahatma Gandhi

The essence of community coaching is similar to the work of sports coaches and business coaches, but the aim of community coaching in deprived neighbourhoods or other disadvantaged communities is to promote social mobilisation, activation, self-confidence, cooperation, better performance and quality of life. This recognises what the Gandhi quote is all about.

The result is the activation of depressed resident communities and their members, and possibly the development of an active local core community, the Community Action Group (CAG).

The community coach is an external facilitator, who, as in the case of business coaching, supports the change processes that are necessary for development and innovation, but in this case within a residential community. The community coach mobilises the residents of the targeted neighbourhood and facilitates their cooperation. She/he promotes the participation of the neighbourhood residents in the urban development processes. He/she works closely with the staff of the Resource Centre on task implementation and also with the staff of the Service Contact Point during the field work. In the neighbourhood she/he facilitates the implementation of household-based surveys, prepares the population for the survey, and assists the interviewers. He/she reports to the project management on the opinions, needs and innovative ideas expressed by the target group related to the implementation of the project; facilitates the establishment of a permanent Community Action Group (CAG) in the neighbourhood and mentors the work of the CAG; and conducts a situation analysis, problem mapping and community action plan for the neighbourhood with the participation of the CAGs and other activated local residents. As a result of her/his work local actions are carried out with the involvement of local residents.

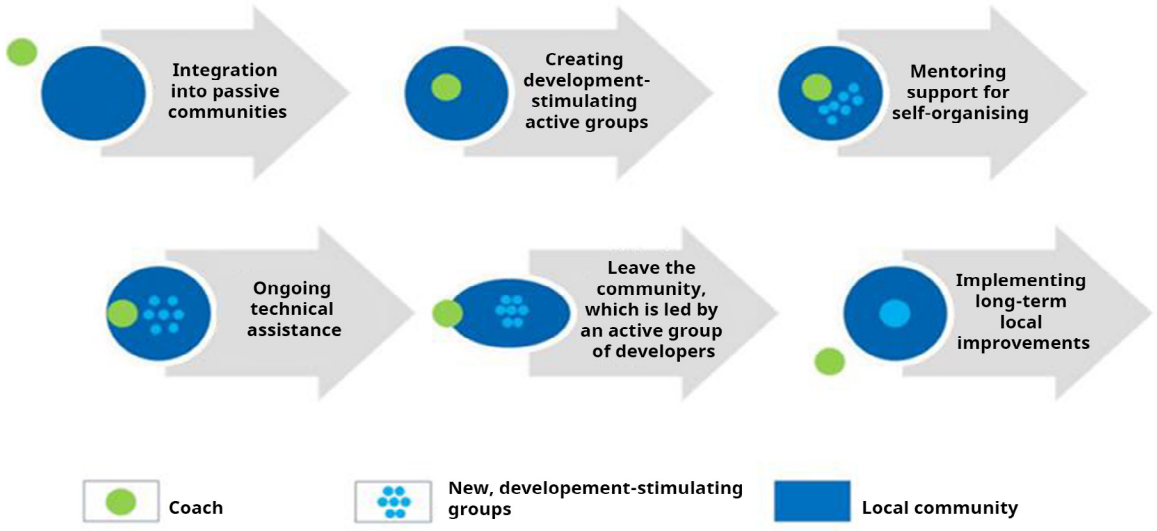
The tasks of the community coaches in the 4IM project were:

- Exploring community resources
- Overcoming "learned" inertia, developing personal ability to become active
- Increasing the internal solidarity and improving the external connectivity of the community
- Building self-confidence, promoting advocacy
- Using community building as a tool to promote individual paradigm shifts
- Assistance in the formulation of grassroots initiatives and their alignment with mainstream development processes
- Establishing a developmental dialogue and cooperation between the local community and decision-makers
- Disseminating information, new models and ideas
- Increasing the internal solidarity and external connectivity of the community
- Creating an active community of *action* ("I am responsible for what happens")

The principles of community coaching: The client sets the goals, not the other way around. The client remains at the centre of the decision-making process. It requires a non-judgmental approach. The target group in the 4IM case is a whole neighbourhood. The community has an intrinsic value.

What is not community coaching? It is not training, it is not psychotherapy, it is not counselling, it is not a friendly chat. It does not give ready answers. It is not family support service, it is not a person coming from the authorities, and as a consequence, it cannot end up in a conflict of roles.

Figure 8
Flowchart of community coaching[14]



14 Márta Márczis, UNDP, 2010

Explanation of the figure

Step one. The community coach arrives uninvited to a passive environment. His/her greatest challenge is the transgenerational learned helplessness, which in itself deeply traumatises the individual's decision-making. Characterised by passivity, resignation and frustration, individuals do not feel they can be in control of their own destiny. This condition leads to a loss of initiative, self-confidence and trust. People living in poverty do not always see their own poverty as an obstacle that urgently needs to be addressed. An important indicator of this first stage is that people living in the area are not familiar with the project's content, the institutions behind the work of the coach, or even the term 'community coach', but they all 'know the name of the coach'.

Step two. Exploration, identifying the vision. Through conversations and joint events, a common denominator is found between the individual, the community and the institution(s).

Step three. In the period following the exploration, we envisage objectives that are realistically achievable for the group and for the individual, and establish links and collaborations with other groups, with the help of the community coach and with the support of the Social Innovation Resource Centre and the groups already established in the area.

Step four. Initially, small, independent partial successes are pursued, which build the confidence of the community and of the individual, and continuously shape the coach's work. In a positive case, this is a highly interactive phase between the facilitator and the assisted.

Step five. "Let's dream bigger" – Broadening cooperation and goals in the activated community through gained experience, mutual support and external contacts.

Step six. Independently applied leadership, organising and taking initiative within the community without coaching.

Tools for community coaching in the 4IM project: Establishing contacts, having 'spontaneous' conversations, visits to households, regular targeted conversations, ongoing enquiries. Promoting organising at a local level, organising community forums. Creating and promoting community actions (e.g. renovation of steps in Bábonyibérc, restoration of a fallen public well, grass cutting, litter picking, etc.). Thematic community programmes. Continuously encouraging passive people to become active and negative people to be supportive. Encouraging individual decision-making and monitoring progress up until that point. Many people 'just need a push'. Facilitating the establishment of a permanent Community Action Group (CAG) in the neighbourhood and mentor the work of the CAG. Provide ongoing feedback and mirroring.

Results of community coaching in the 4IM project: As a result of 4IM, the practice of community coaching has been integrated into the work of the Resource Centre and thus into MESZEGYI. The Community Coaching Guide was developed and shared with the actors in Košice through a 4IM team training. (See Annex 3, Application of community coaching in the integration of deprived neighbourhoods.)

The two important outcomes of the community coaching work in the two pilot neighbourhoods are the high number of residents activated (52% of the total population estimated by the team of the University of Miskolc), and the development of thematic community working groups that ensure the participation of the active local residents in order to improve their lives, including by cooperating with the city. The Bábonyibérc Self-help Community Association has been registered and the Tetemvár "KACS" has been created. But perhaps the most important change is that people living in the target area are breaking many individual internal barriers.

5.2.2 *Household survey and individual follow-up*

At the beginning of the 4IM project, **a household-level survey** was carried out in Tetemvár and Bábonyibérc in order to analyse the living circumstances of the inhabitants in general and to establish contacts with them. In the mid-phase of the project, the **family analysis method was complemented with individual follow-up** as a form of interaction with residents. In the final phase of the project, the University of Miskolc and the Resource Centre used a **focus group** method to analyse the changes achieved with the residents concerned throughout the project.

The joint activities of the University of Miskolc and the Social Innovation Resource Centre in the pilot areas produced the following overall results:

- Household-based survey to assess the current social situation in the target areas according to the UNDP methodology developed and applied also elsewhere
- "Family analysis" and plan
- Compiling a list of individual needs, motivations and intentions through a participatory method
- Target group analyses, then service packages according to needs, provision of group and individual services
- Individual follow-up
- Mapping income conditions
- Building a network of contacts and resources for group and individual solutions

The detailed presentation of the joint work of the University of Miskolc and the Resource Centre is presented in Annex 4.

5.2.3 *Well-being indicator*

The use of the Well-being Indicator supports institutional action to help people living in deprived neighbourhoods through targeted and integrated measures.

A team from the University of Miskolc has developed a well-being indicator specifically for deprived neighbourhoods in order to provide targeted measure packages to help people living in deprived neighbourhoods. The Well-being Indicator can be applied to other cities or neighbourhoods in similarly vulnerable communities.

The 'well-being indicator' measures a person's objective and subjective well-being in six domains: health, economic factors, level of education, social relations, security and subjective well-being.

Data include information on access to health care, the status of employment, level of satisfaction in a relationship, personal safety, motivations and goals. Each part of the indicator is weighted to provide a numerical measure of an individual's well-being. The figures reveal quickly the interventions needed in each area, and help establish an order of priorities for the necessary services and interventions that ought to be introduced. The indicator is thus a major help to city administrations, local authorities and social services for planning targeted assistance and taking rapid action.

For a more detailed description of the 'well-being indicator' developed for deprived neighbourhoods, see the summary of the University of Miskolc.

5.2.4 *Development communication*

In addition to standard project communication tasks, the 4IM prepared a development communication strategy and used development communication as an innovative tool for project implementation.

Definition of development communication. Development communication refers to the use of communication tools in a systematic (strategic) way in order to promote social development. It is also known as the "fifth theory of the press", with the primary aim of "social transformation and development" and "meeting basic needs". It is primarily used in the integration processes of the underprivileged around the world.

The content of development communication. Development communication is based on three main focuses: purposefulness, value orientation and practicality.[15] It involves a wide range of stakeholders and decision-makers. It starts from the assumption that every developmental process is a communication process as well and that communication is a social intervention as well. Anyone working in development must be aware of and take into account the cultural, social, societal and other differences that characterise the wider or narrower stakeholders affected by the development process (project).[16] The most important step is to communicate with ***all*** stakeholders, based on the assumption and experience that communication can be used to involve them in the development process, this involvement refers also to the members of the target group. This dynamic communication process helps the members of the target group to reach their full human potential. By assessing the risks and opportunities, development communication uses communication tools to create an environment conducive to change (change of opinion, change of attitude, change of paradigm), facilitating the exchange of information in order to bring about positive social change.[17]

15 Jamias, J. F., Department of Development Communication, UPLB College of Agriculture, Philippines, 1991

16 What is Development Communication? - YouTube, Daniela Maano, 2016

17 Development Communication Primer, Nora Cruz Quebral, 2021, Development Communication Primer (southbound.com.my)

A common language is a communication tool used by two or more parties to understand each other. In the case of 4IM, the common project 'language' is the language of social inclusion and innovation that allows all actors and stakeholders to share information, express opinions and interact with others. The effectiveness and accuracy of communication depends on the quality of the common language, which is why 4IM has implemented a series of workshops and communication training sessions.

Development communication tools. The development communication includes information dissemination and education, tools conducive to behaviour change, social marketing, social mobilisation, media tools, social change communication and community participation.

Results of the 4IM project. All of the development communication tools were used in line with the project plan and the 4IM communication strategy. (See the 4IM development communication strategy, Annex 1.) The innovative and integrated development process created its own language in Hungarian (new terminology), communication involving the different urban actors has been implemented, the project applied these development communication tools during its work with the target groups (local mobilisation, community coaching, etc.) and the tools and messages to be used in the communication to the majority society have become clear. A development and also a related development communication method and a result was the construction of the Pece reservoir park in Bábonyibérc (see under 5.1.1), and the joint actions of children from the two 4IM target areas and children from elite schools.

5.3 Integrated pilot service packages in 4IM

In 4IM, five integrated service packages have been developed and tested according to the different needs and skills of the target group. Each package acted as a 'one stop shop' according to the client needs identified. Each package provided the full range of necessary services available with the participation of service providers and other actors partnered within the package. The number of households by area using the services of the packages is shown in the table below.

Parts of settlements	Number of households successfully included in the package	Number of households involved in the mobilisation process that did not make progress	Number of refusing households	Participation rate (%)
Bábonyibérc	27	22	4	92.5
Tetemvár	57	31	6	93.6
Total	**84**	**51**	**10**	**93.1**

The content of the packages, methods, collaborators and results are described in the subsections below, based on the data register of the Social Innovation Resource Centre.

Figure 9
Integrated service packages and number of service users in the 4IM project

5.3.1 *Employment service package*

The package provided assistance to those in the target group who could be prepared for employment with relatively little service support (e.g. have appropriate education), there are three sub-categories in this target group: (a) full employment; (b) home-based employment; (c) people with a disability.

Summary results

Contributing organisations	Implementation of the service package	Sustainability conclusions, proposals
Várva Várt Foundation **Regional Civil Central Foundation** **Kézfogás (Handshake) Cluster** **Hungarian Red Cross BAZ County Organisation** **MESZEGYI** advisers (employment, disability, legal, psychological) **Miskolc Vocational Training Centre** **BAZ County Government Office-Miskolc Employment Department**	1. Individual employment counselling – MESZEGYI 2. Labour market group sessions: • Reintegration training • Career guidance training • Digital job search training 3. Contacting companies in Miskolc 4. Career guidance activities NEEDLE, THREAD, LOVE SEWING SHOP VISIT VOCATIONAL TRAINING EXPERIENCE CENTRE VISIT 5. Mapping the design of the job test centre	Increasing the number of employment advisors at city level, complemented by employment psychologists Incorporating group activities into the range of services offered by MESZEGYI Improving the labour market situation of women workers Connecting local actors

Number of people living in the target area that are involved in the employment service package

Age 16-65 years	Needle-thread sewing shop visit	Labour market advice – group sessions (reintegration training)	Labour market advice – group sessions (digital job search)	Labour market counselling – group session (Career guidance training)	Useful skills advice – group session	Employment counselling – MESZEGYI	Individual information on employment counselling	Participant
Bábonyibérc	5	0	8	7	27	12	17	37
Tetemvár	2	9	7	8	15	22	31	78
Total	**7**	**9**	**15**	**15**	**11**	**34**	**48**	**115**

5.3.2 *Education and training service package (basic education, vocational training)*

This package of services is targeted at those whose employment is hampered by their lack of education or vocational training, and for young people who are still in the process of choosing a career.

Summary of results

Contributing organisations	Service package implementation	Sustainability conclusions, proposals
MESZEGYI Heim Pál Nursery School **BAZ Vármegyei Pedagogiai Szakszolgálat Miskolc Tagintézmény** **MESZEGYI Social worker in kindergartens, schools** **Miskolc School District Centre** **B-A-Z County Central Hospital and University Teaching Hospital – Nursing service** **Gyula Fényi Jesuit High School, College and Kindergarten** **Lévay József Reformed High School and Student Home** **Bársony János Roman Catholic Primary School**	**"I am accompanying you from the nursery to school" – focus on the creation of the Children's Urban Work Group** Your task: **Strengthening weak bonds:** • Breaking down social barriers, bringing together students from high-status religious schools and children living in segregated areas • close cooperation regardless of which institutional administrators • good practices have been developed based on partnership, to make these good practices available as a low-threshold service for children in need and their families, • integrating joint programmes, joint holidays, joint work, visits to institutions, family visits into the educational activities **Exchange of professional experience:** between Miskolc and Budapest	**Védőháló Szövetség (Safety Net Alliance)** - for families **Institutional alliance –** between health, education and social institutions Incorporating and ensuring the maintenance of results in MESZEGYI's flagging activities Connecting local actors **Municipal association –** incorporating good practices into everyday professional activity **Coordination of service packages** Improving employment – • Service package career guidance knowledge sharing – • Conference to enhance the skills of professionals

Number of people living in target area included in education and training service package

Age 12-65 years	Visit to the MSZC Experience Centre	Excursion	„Spend smarter!"	Family day with nursery and school taster	Project participant number
Bábonyibérc 16+ 12+	0 0	0 21	0 0	27 0	18 21
Tetemvár 16+	3 0	0 18	0 0	21 0	11 18
Total: **16+** **12-15**	**3** **3** **0**	**39** **0** **39**	**0** **0** **0**	**48** **48** **0**	**68** 29 39

5.3.3 *Improving living conditions for employability*

This package is designed for those target group members whose access to employment is more difficult for reasons of housing, transport, etc. The relevant part of the project activities affected the entire target population (setting up waste collection points, distribution of waste bags; small-scale infrastructure improvements, e.g. the construction of a public staircase)

Results in brief

Contributing organisations	Implementation of the service package	Sustainability conclusions, proposals
MIREHU Nonprofit Ltd. **Hungarian Maltese Charity Service** **Tetemvár Presence Point** **Miskolc Municipal Police** **local government representatives** **MATINE** **Bábonyibérc Self-help Community Association**	Areas of intervention to promote employability – in individual households: 1. **Housing** – bad housing, old buildings, many cases of unregulated ownership 2. **Environmental factors** – Unfortunately, one of the most challenging tasks in the settlement is to remove illegal dumping sites and replace them with useful functions: • cleaning up areas by joining forces – garbage collection • awareness-raising-prevention activities, waste collection • land use through community action by residents	A permanent presence with institutional coordination on the ground **Activities provided on an ongoing basis:** • cleaning up areas by joining forces – garbage collection • awareness-raising-prevention activities, waste collection • land use through community action by residents • promoting employability by improving site specificities (roads, transport, housing, etc.)

Improving living conditions for employability Number of people living in target areas included in the package of services

Age 16-65 years	Community meetings on sanitation issues	Conflict management group sessions	Project participant number
Bábonyibérc	5	55	37
Tetemvár	7	0	2
Total	**12**	**55**	**39**

5.3.4 *"Open Door" – Improving quality of life for employability*

This package is designed for those members of the target group whose employment is made difficult due to health, debt management, other legal or cultural reasons (e.g. women whose husbands do not allow them to work) (e.g. debt management counselling, legal counselling, prevention sessions).

Results in brief

Contributing organisations	Implementation of the service package	Sustainability conclusions, proposals
Miskolc Unified Social, Health and Child Welfare Institution **Bábonyibérc Self-Help Association** **Hungarian Maltese Charity Service Tetemvár Presence Point** **B-A-Z County Central Hospital and University Teaching Hospital – Nursing service** **Zsófia Reményvár Association** **EU Rom Association** **Society for Civil Liberties** **Strong Hand Foundation** **Dialogue Association** **Epistémé Organisation** **Laurusz Association** **Drug Outpatient Foundation**	**Coordinating the activities of institutions and organisations in the area – improving quality of life** 1, **at household level:** equal access to services targeted at the client's needs through family analyses; coordination of activities to achieve individual employability 2, **at the organisational/ service level:** mapping the effectiveness of the professional task delivery in the field at the institutional/service-provider level	**MESZEGYI services, complemented by the operational and coordination activities of the Social Innovation Resource Centre:** • Continuous access for residents to services of public, municipal, civilian institutions • Expanding the effectiveness of the MESZEGYI flagging system • Improving the quality of life in the light of employability-preventive, community activities implemented jointly by health, social and educational institutions and organisations • Increasing resources, effective cooperation, capacity building • Measuring institutional and organisational efficiency with the help of the University of Miskolc

"Open Door" to improve quality of life of the people living in the target area included in the employability package

Age 12-65 years	Prevention	Project participant number
Bábonyibérc	14	14
Tetemvár	0	0
Total	**14**	**14**

5.3.5 *Motivation and mobilisation service package*

This package is designed for those in the target group who do not benefit from any of the above service packages. For them the project organised community events.

Results in brief

Contributing organisations	Implementation of the service package	Sustainability conclusions, proposals
TEATROME **The Interchurch Foundation** **'De Ruyter' (Dutch donation)** **Hungarian Maltese Charity Service Tetemvár Presence Point** **Volunteer Firefighters Association** **Participation Office** **Bábonyibérc Self-Help Association**	**Community coaching activities:** • Residents of Miskolc – at institutional/service level • Miskolc resident to Miskolc-resident at the level of Community Action Groups • Thematic group activities, community organising activities	•To introduce community coaching activities to the entire population of Miskolc within an institutional framework • MESZEGYI institutional development, expansion of the status of community coach • Thematic group activities, organising community activities through the local Community Action Groups that became independent • Developing motivating, mobilising activities at individual and community level

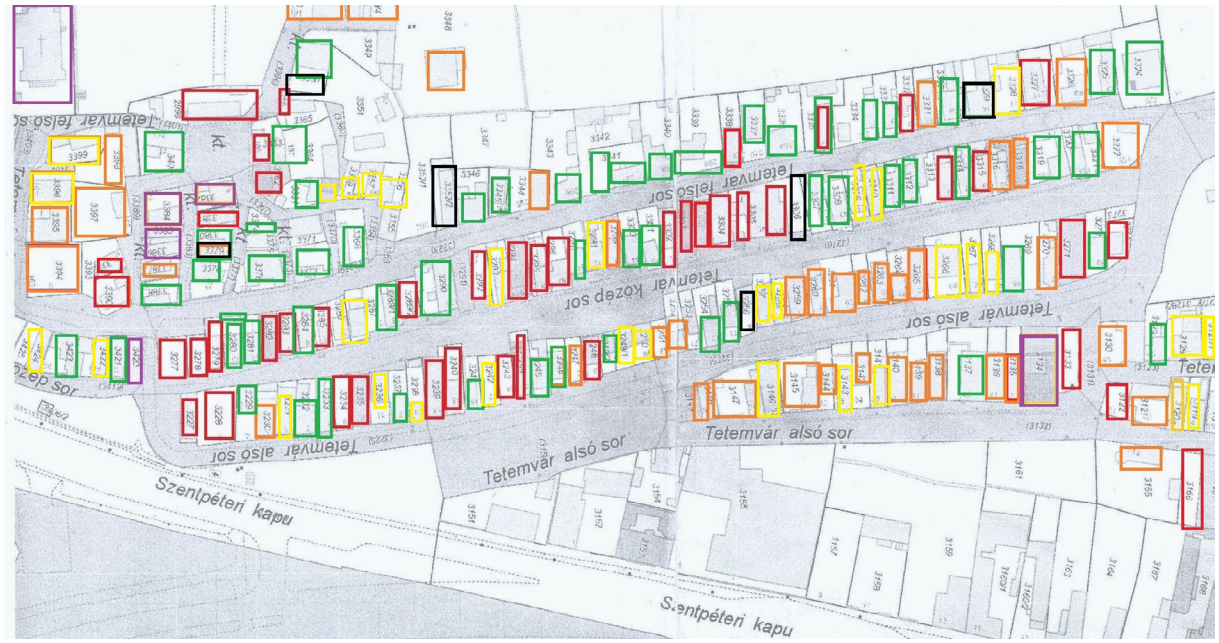
Number of people living in the target area covered by the Motivation and Mobilisation service package

Settlement (Age12-65 years)	Carnival preparations	Carnival	Easter playhouse	Other activities, motivation	Only this package is used by
Bábonyibérc	0	0	0	19	14
Tetemvár	8	9	10	126	89
Total	**8**	**9**	**10**	**145**	**103**

Figure 10
Map of accessibility for people living in the target area

Bábonyibérc

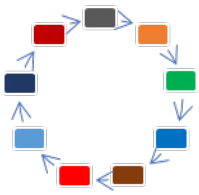
Tetemvár



Legend:

Colour	Relevant data for the target area
●	Households successfully involved in the 4IM project (Bábonyibérc: 27, Tetemvár: 57)
●	Households reached by mobilisation activities (Bábonyibérc: 22, Tetemvár: 31)
●	Refusing households (Bábonyibérc: 4, Tetemvár: 6)
●	Location of properties included on previous maps that since have been demolished

6. Methodology for evaluating the implementation methodology and methodological results



The evaluation of methodological results is part of the change theory-based project design process. In simple terms, the main questions are:

- whether the methodological solutions proposed to the problems identified during the situation analysis have actually been achieved (output indicators) to the extent expected
- whether the expected results have actually occurred
- whether the given methodological tool has achieved the expected impact in solving the identified problem

The methodological assessment is presented in the table below.

The identified problem	Innovative methodological tools defined as possible solutions	Output indicators	Expected numerical results	Numerical results achieved (%)	Expected result	Result	Impact
Inactivity of individuals and communities living in deprived neighbourhoods	Community coaching process, local mobilisation	Number of activated households in Bábonyibérc	At least half of households (50%)	92.3%	Individual and community activity is multiplied in the residential communities of the target areas in order to trigger social inclusion	The integration of the activated target group has started.	The community coaching process has proved to be an appropriate tool to make the target group active
	Number of activated households in Tetemvár	93.%					
Exclusion from the urban fabric	Participatory development: community action, household-level interviews and individual follow-up	Number of active residents in the target area participating in the different project activities	At least 50% of the estimated population. Total estimated participants is 650 in the two target areas	339 people, 52%	At least half of the population in the two target areas are involved in the project	The majority of the population in the two target areas actively participated in the project	The tested participatory development tools proved to be an appropriate tool in reducing exclusion

The identified problem		Innovative methodological tools defined as possible solutions		Output indicators	Expected numerical results		Numerical results achieved (%)	Expected result	Result	Impact
Lack of cooperation between urban actors Social Innovation Resource Centre Hiring regional liaison officers How does a SIC work			Mutual sensitisation of both sides through development communication tools and joint project activities	Development communication training, strategy	At least 1 strategy, at least 5 training events		1 strategy, 8 training events	Cooperation between urban actors will become more intensive and effective. Social inclusion increases.	The expected cooperation between the different city actors has been established, the planned institutional and decision-making structure has been set up and is running	The tested methods made cooperation between urban actors more effective
			1 pc		1 pc					
			2 persons		2 persons					
			1 pc		1 pc					
Dysfunctional elements and gaps in existing services	To make client pathways visible through the introduction of integrated services and the operation of the Resource Centre for the 300 people involved in the project and their household members. Household-based service coordination, individual follow-up			Implementing problem and needs assessment based on household-level data collection	1 household-level survey		1 ht-level survey	Review and pilot-level transformation of the city's service delivery system for an efficient operation	Based on the experience of the population survey carried out in the target areas and the suggestions made by professionals of the institutions and organisations operating in the city, the city service system has become more efficient on a pilot level. With the help of the Resource Centre for the 339 people involved in the project and their household members. Household-based service coordination, individual follow-up	The introduction of the relevant elements of the pilot methodology has allowed the elimination of dysfunctional elements and gaps in the targeted services
				1 half-term family interview						
			1 focus group evaluation		1 focus group evaluation					
			Not planned		Development and application of the Well-being Indicator					
		Running regional service working groups – review of service structure	3 pieces		5 pieces					

The identified problem	Innovative methodological tools defined as possible solutions	Output indicators	Expected numerical results	Numerical results achieved (%)	Expected result	Result	Impact
Dysfunctional elements and gaps in existing services	household-based service coordination for 300 persons, individual monitoring	300 persons	339 persons	With the help of the Resource Centre, household-based service matching and individual follow-up was achieved for 339 people, eliminating dysfunctional service elements and gaps	With the Resource Centre, household-based service matching and individual follow-up will be achieved for 300 people, eliminating dysfunctional service elements and gaps		
Service providers are not equipped to deliver real solutions	Project institutions are emerging as new tools, cooperation facilitates the effective solution of tasks, new solutions are being developed	Development of integrated service packages, through working groups in the intervention areas	According to needs and possibilities	5 service package	Through partnership, service providers will identify a new tool to help deliver real solutions using integrated service packages	Develop and operate integrated service packages in the two target areas, which can be extended to the whole city.	The integrated service packages developed as a 4IM methodological tool provided an effective opportunity for real solutions
Lack of coordination of development ideas/projects between the public/urban and civil sectors, short-term projects instead of long-term processes	Project institutions are emerging as new tools, cooperation facilitates the effective solution of tasks, new solutions are being developed	The Social Innovation Council is established, effectively promoting coordination	1 SIC (Social Innovation Council)	1 formalised SIC (Social Innovation Council)	The SIC coordinates development ideas along long-term strategies	As a result of the establishment and operation of the SIC, long-term coordination of development ideas has begun	The SICs established as a methodological element, has successfully contributed to the coordination of development ideas/ projects between the public/urban and civil sectors

The identified problem	Innovative methodological tools defined as possible solutions	Output indicators	Expected numerical results	Numerical results achieved (%)	Expected result	Result	Impact
The duality of the social and child protection system /exploring negatives/	The co-ordinating role of the project institutions (in particular the Permanent Working Group and the Resource Centre) facilitates integrated and co-ordinated action	Community coaching activities, the use of liaison officers prevents the emergence of duplication in problem solving	2 community coaches 2 main liaison officers	2 community coaches 2 liaison officers	Closer interaction between the social and child protection systems	With the new staff/ services, the focus is on the preventive management of problems, which can be dealt with by primary care, so there is no need to involve specialist care	Avoid duplication of the social and child protection system through prevention by using new types of helpers in the field
Part of the target group is interested in maintaining the social and employment status quo	In a coordinated care system, where the care recipients are partners and there is a Community Action Group and an integrated Service Point and Resource Centre, it is possible to identify them Hiring field staff to improve access to services Hiring two Area Liaison Officers Creation of Community Action Groups to motivate and foster new attitudes Creation of two Community Action Groups (1-1 in Bábonyibérc and Tetemvár) Employment staff in the Resource Centre team 3 persons	Community coaching activities to promote attitude change in the target area	Hiring two community coaches	2	Positive change in the motivation of residents in the target areas to maintain the social and employment status quo	In the target areas, more than half of the employable population is becoming active and is no longer interested in maintaining the employment status quo or has taken the first steps towards change	4IM's mobilisation, participation and integrated service delivery methods helped more than half of the employable population in the target areas in becoming active and is no longer interested in maintaining the employment status quo or has taken the first steps towards change
		2					
		2					
Employers cannot find suitable workers in the target group	Capacity development specifically tailored to the needs of the target group Better cooperation between relevant organisations, employment preparation services for 300 involved persons	Number of people participating in employment skills training	Was not specified	57 persons	Residents' opportunities to enter/ re-enter the labour market improve following the development of their motivation and skills	The new service system has helped jobseekers and inactive people in the target area to enter/ re-enter the labour market, their motivation and skills have improved.	As a result of the motivation and employment development services and the linking of social and employment services in the 4IM target area, employers are already finding workers in the target group and their number will increase in the future as a result of the introduction of other service packages

7. 4IM project indicator commitments and achievements

	Description of indicator	Unit of measurement	Target value	Current value	Rate of achievement of indicators	Tools for control	Type of indicator
I.	**Multi-level, multi-stakeholder partnerships are set up, information exchange and rules of procedure are developed and mutually agreed on (instrument: the city's Social Innovation Committee)**						
1	Number of partnerships established (public, private and civil partners), networking in the project; City's Social Innovation Committee	number of organisations	3	9	300%	cooperation agreement evaluation report	Output
2	Number of professional and other thematic training courses, workshops	number of training courses	10	24	240%	attendance sheet training report	Output
II.	**The partnerships established will promote and regularly evaluate the newly tested implementation of services (tool: Social Innovation Resource Centre)**						
3	Local policy evaluation	number of workshops	10	10	100%	evaluation reports	Output

III.	**Partnerships work together to achieve jointly defined common goals, such as solving specific problems**						
4	Services based on an integrated approach	number of household surveys	30	94	313%	survey	Output
5	Integrated pilot scheme	number of proposals	1	1	100%	suggestion	Result
IV.	**Reaching or supporting specific target groups (tools: Access Points and Community Action Groups)**						
6	Number of non-registered persons participating in the project	persons	100	68	68%	survey	Result
7	Persons who have a registered address in Miskolc but have difficulties in accessing employment opportunities and social benefits (e.g. vulnerable Roma women, Roma youth)	persons	300	338	113%	survey	Output
8	People who have the motivation, work experience and educational qualifications to integrate easily into the labour market (e.g. young people at risk)	persons	50	122	244%	attendance sheet (75% of training sessions are compulsory)	Output
9	Persons whose competence as employees improved	persons	20	39	195%	RECIK training	Result
10	**Average rate of achievement of indicators**				**186 %**		

8. Summary

In 2021, the leadership of Miskolc initiated the social innovation plan "Miskolc is for all", based on the problems the city is facing. This project was the only one in Central Europe to receive EU funding. The aim of the 4IM programme was to identify effective measures against poverty and to develop a new social model for the city's social and economic development.

In order for Miskolc to be able to provide assistance to families and neighbourhoods in need in a modern way, new methods and procedures need to be developed that would replace the current public service methods and institutional capacities in Hungary. This required not only time, but also experimentation, new ideas, new tools and a new approach to the old problems. 4IM, as a pilot project, was based on facing the reality of poverty and deprivation in Miskolc. The project's aim is to examine how social and other city service providers can work together as effectively as possible, make the system more efficient and ensure that services reach all the families and individuals concerned. In this work a number of institutions and organisations participated as well as hundreds of residents of the Tetemvár and Bábonyibérc settlement, without whom 4IM would not have been possible.

The social policy and social service professionals in Miskolc are aware that around 10,000 people live in the 16 neighbourhoods of the city that are to be integrated. The number of residents in need is growing. The aim of the 4IM project was to develop institutional capacities and services for the inhabitants of two selected areas (Tetemvár and Bábonyibérc), in order to help the marginalised groups re-enter the labour market and contribute to reducing poverty. This goal was to be achieved by strengthening local people's sense of autonomy, by decreasing the overuse of the institutions and contributing to the introduction of a minimum income. The aim of 4IM was to ensure that the methods developed could be extended to the rest of the city following the end of the project.

Field survey for clarity. In order to develop the new social model, professionals had to see what the problems of the people living in these two areas were. The necessary field survey was carried out by the University of Miskolc in both Tetemvár and Bábonyibérc. The surveys covered the socio-demographic situation, the resources and the connections of the households, as well as the motivation of individuals. The study found a particularly high level of extreme poverty in the two neighbourhoods, ranging from 40-60%, especially among underage children. The experts believe that without intervention, both neighbourhoods could soon become "depressed zones", but with conscious action, current trends could be halted, the population could be mobilised and integrated into the city's bloodstream.

4IM results. The 4IM project has developed an innovative and scalable model of integrated service delivery, with the targeted coordination of social, educational and employment services in Miskolc. Its aim was to develop new responses to Miskolc's old problems. The work required a great deal of energy and perseverance on behalf of the participants, due to the problems, the unavoidable disagreements, the dialogues among institutions and the high professional expectations. The initiative was successful and can be continued! Its continuity and sustainability already says a lot about the results achieved, which are outstanding considering the short timeframe.

Participation. More than 300 people participated in the employment, training or other activation activities of the programme. Reintegration training was provided for young mothers and those who have been on maternity benefit (GYES or GYED) for years. The goal was to explore and raise awareness of their life situation, to support them in self-awareness, to build their self-confidence and to insert them into the labour market. The career guidance training helped those without a profession in choosing a career by developing their self-awareness. The motivated working-age people received digital job search training to help in job searching with smart tools. Participants learned how to put together a CV and were introduced to job search platforms, among other things.

Extension. The extension of the new service system to other parts of the city has already started in small steps, and its adaptation has started in the Slovakian partner city of Košice, which is facing similar social problems.

More active stakeholders. In the two pilot neighbourhoods living conditions started to improve as well as the access to employment and social services. A very important outcome is that the residents who became active become aware that they are capable of taking action and improve their conditions.

Partnership. At city level, inter-organisational and inter-personal relationships strengthened, and a need and structure for cooperation was established, ensuring that joint work will continue even after the project is completed. The active involvement of MESZEGYI in the project implementation and the integration of new methods into the daily work of MESZEGYI is one of the most important guarantee for continuation. Another element that guarantees the continuation of the project is that during these two and a half years, Miskolc has started to integrate into the European network of similar urban initiatives. This development has created useful links for the future.

New tools. Throughout the 4IM programme, professionals used a number of innovative tools: for institutional development and for the motivation and empowerment of participants. These tools will continue to be used by local institutions and professionals. One of these tools is the 'Well-being Indicator' developed by the University of Miskolc, which measures a person's objective and subjective well-being in a number of categories such as health, economic factors, education, social relations, security and subjective well-being. Community coaching, a key method used, was integrated into the work of the institutions, and the Community Coaching Guide was shared also with the 4IM team in Košice. Besides the usual project communication, the programme made use of development communication tools, resulting in a common language, shared concepts and shared messages between participants. Last but not least, five integrated service packages (employment, education-training, livelihood improvement, open door and motivational-mobilizisation) were developed and tested in order to address the problems of the most vulnerable. These steps were carried out in close cooperation with the relevant service providers.

The most important result is the new paradigm. Miskolc has built a more efficient service system to help solve the complex problems of people in need in a coordinated way and with the cooperative participation of families and individuals.

2nd

Harmonisation of Services for Working-Age People Entitled to Minimum Income in Hungary and Miskolc

Ágota Scharle

The aim of this study is to identify the institutional preconditions that enable the coordination and harmonisation of services, and to map its current possibilities and limitations. The findings on the situation in Miskolc are based on background materials, reports prepared for the 4IM project, a workshop and an interview.[1]

1. Institutional framework and conditions in Hungary

Minimum income benefits provide the lowest level of the social safety net in current European practice. Minimum income benefit aims to provide a minimum living for those who do not have sufficient income and are not entitled to any other benefits. In most EU Member States, minimum income benefits are available to a relatively wide range of poor people and the amount of benefits is around 30-50% of the median income (Konle-Seidl 2021). In Hungary, the scope of these benefits is very narrow and the amount is less than 15% of the median income according to 2019 data (ibid). This situation has worsened in recent years, mainly because the amount of the benefit and the eligibility thresholds have not been adjusted in step with inflation.

1 Members of the Social Innovation Council attended the workshop on 17th April 2024. The interview was conducted with Andrea Krank and Ildiko Árvai on 30th April. Luca Soltész helped me with collecting data.

In the current Hungarian system, minimum income benefits provided by the district government offices include employment substitute benefits, health and childcare allowances, old-age allowances, municipal benefits regulated and provided by local governments, and family allowances (although not only for the poor, see also Annex 5). In this chapter, we do not discuss the institutional conditions for the current Hungarian minimum income benefit, but rather we present the institutional conditions for the operation of a hypothetical cash benefit that is more in line with needs, is accessible to the poorest bottom 10% of the population, and is worth close to 30%[2] of the median income. This hypothetical benefit is provided by the local governments in larger cities and by the district offices in smaller municipalities. The eligibility criteria and calculation method follow the Zugló model (Budapest Institute 2015), but its eligibility threshold and the amount are higher. This benefit may also be available to working-age and retired people, but in this chapter we only focus on working-age people and the services that are relevant for them.

1.1 Which services need to be better coordinated for labour market and social inclusion?

The working-age poor entitled to a minimum income very often need help for a number of reasons: poor health, long-term disability or illness, lack of a healthy, well-heated home or a home too small for the size of the family, lack of a well-paid, stable job, low education level, or inability to resolve family conflicts, etc.

To solve these problems, the welfare state runs various services. Among these, the following should be coordinated to some degree:

a) street social work and family assistance: assessing basic needs, initiating care, help in solving social or mental health problems and other crises, or preventing crises by addressing the causes, supporting life skills;

b) services that restore the ability to work and services that prevent obstacles to work: primary health care (general practitioner), specialised care (treatment and prevention of mental illness), day care for children (nursery, kindergarten), day care for elderly or sick relatives (home care);

c) services to help people get jobs (job search and job counselling, basic skills assessment and development, vocational training, mentoring);

d) services that aid safe and affordable housing (utility allowances, firewood, rented social housing, protected consumer status, reduced utility prices, support for investments in energy efficiency, etc.).

2 According to the 2020 SILC survey, the median equivalent monthly income was 175 thousand forints, which means that the minimum income eligibility threshold should be around 60 thousand forints (almost three times the current level). (Source: https://tarki.hu/sites/default/files/2022-12/243_260TRIP2022_GabosTatrai.pdf)

1.2 Why is it better to coordinate the social and employment services?

Coordinating different welfare services has many benefits. The most important of is that coordination improves the effectiveness of each service, as the problems of people on benefits are often interlinked: for example, if they only get help to find a job but not to cure their illness, they are less likely to return to work. Or, if they do not get help to get into work, they will not have the money to eat healthily or to buy the medicines they need, and so their health improvement will not be sustainable. When services are coordinated, beneficiaries are more likely to receive the right mix of services, thus leading to better outcomes: greater chances of employment, better health, and a more lasting poverty reduction (Scharle et al 2018).

This coordination benefits the welfare institutions as well: coordination can simplify administrative processes for both providers and beneficiaries by making it easier for individuals to access the support they need without having to navigate complex and fragmented systems. In the case of complex services, coordination can help to reduce possible duplication: for example, if mentoring or job search advice is linked to several services.

Coordination of welfare services can also stimulate the improvement of quality: cooperation between different institutions and professionals strengthens partnership and innovation.

1.3 EU objectives and recommendations

Improving minimum income benefits is linked to several EU objectives: social inclusion, welfare and employment.

To reduce long-term unemployment, the Commission proposes personalised services such as training and career guidance, as well as active labour market instruments such as employment rehabilitation programmes (European Council 2016, European Commission, 2019; European Commission, 2022; see Annex 6 for more details). These recommendations also state that only coordinated services can be effective (European Council 2016). As the recommendation highlights, coordination of services is particularly important in countries where the tasks of supporting the long-term unemployed are shared between the public employment service, the family assistance office and the municipality. Likewise, the European Commission stresses the importance of cooperation and coordination between partner institutions providing assistance for the long-term unemployed (European Commission, 2019, 2022).

The provision of benefits to working-age citizens who are unemployed is a national competence, but several EU recommendations call for the strengthening of social protection systems (European Commission, 2021). Chapter 3 of the European Pillar

of Social Rights adopted in 2017 focuses on welfare benefits. Article 14 on minimum income states that everyone has the right to a minimum income that helps to preserve human dignity and that those who are able to work should be encouraged to work.[3] In 2023, the European Council issued a specific recommendation on the development of minimum income schemes and called on Member States to ensure that by 2030 the amount of benefits is adequate and reaches those in need. The measures proposed include improving access to basic services and promoting labour market inclusion (European Council, 2023).

2. What are the forms and content of cooperation between services and providers?

Coordination of services can occur in many different forms and levels: it can be limited to occasional notifications or assistance from case handlers who use personal contacts, or can also mean close cooperation, such as the joint use of a case manager or the joint operation of a customer contact point.

The first level of harmonisation is included in the legislation; it can take the form of:

- if the client (MIF) who benefits from minimum income is required to participate in a specific service(s), such as job search counselling;
- if the minimum income beneficiary qualifies *automatically* for the services;
- if the minimum income beneficiary (MIF) is given an advantage when his/her eligibility for a particular service is determined (e.g. the other service is conditional on MIF status or has the same eligibility criteria as the MIF).

The second level of coordination is the actual operation of each service. The degree of coordination (integration) of the whole system can be captured by three indicators: (1) how many different services are interconnected to some extent? (2) at which stages of the customer journey do the service providers cooperate? (3) how closely do they cooperate?

A survey in 2021 found that in most EU countries there are three services that have some degree of integration with social assistance (Van der Ende et al 2021). The same survey also found that in most countries the administration of minimum income benefits is coordinated to some extent with social counselling (family assistance provider) and job search services provided by the employment centre and housing services, but there is no or only poor coordination with other potentially relevant services.

3 "Everyone who lacks sufficient resources has the right to an adequate minimum income to ensure a dignified life and effective access to goods and services at all stages of life. For those who are able to work, minimum income support should be combined with incentives to (re)integrate into the labour market."

3. Ways to improve cooperation

3.1 Policy options

Coordination of services does not usually happen by itself; it requires conscious policy planning and building, which is a major challenge for governments in other countries as well. Coordination is particularly difficult where the existing institutional structure is highly fragmented: the more independent the actors are, and the more levels of government are involved, the more difficult it is to cooperate. Fragmented institutional structures can hamper institutional reforms that would improve coordination between services. It requires more work to convince more actors (with different interests) of the potential advantages of reform, more work to review existing information systems and customer journeys and more work to design the new system, and it is more challenging to implement.

The 2021 survey cited above also found that the degree of coordination of services relevant to (and available to) minimum income recipients may be related to the fragmentation of the institutional structure (Van der Ende et al 2021). The survey found that coordination was stronger in countries where cash allowance administration and social counselling were provided by the same organisation. In countries where social assistance is provided by municipalities, there is better coordination with other municipal services such as housing assistance or debt management.

A detailed analysis of integration reforms initiated in EU countries between 2004 and 2014 showed the difficulties due to fragmentation, but also found examples of how to best overcome them (Scharle et al 2018). Local expertise, a strong tradition of cooperation at local level and consultations during the reform's design phase can counterbalance the difficulties arising from fragmented institutional structures.

3.2 The current institutional structure in Miskolc

Social care, labour market insertion, healthcare, care assistance and housing services may also be needed in order to improve employability and living conditions, based on the needs of those potentially eligible for the more widely available (hypothetical) minimum income benefits.

Currently, in Miskolc, the Department of Residential Services of the municipal government is in charge of assessing claims for cash benefits and paying the benefits established. Other units of the municipality, central government organisations and NGOs also provide services to the population in need (Table 1).

Most social services are provided by the municipality. For residents who are temporarily or permanently deprived, the MESZEGYI ("Family Support") provides services that help people with social and mental health problems or in a crisis situations, in order to solve and prevent these issues and to restore their ability to lead a normal life.[4] In two

4 https://www.meszegyi.hu/csaladsegites-es-gyermekjoleti-szolgaltatas/

segregated neighbourhoods, the Resource Centre has direct contact with residents in need. The social rental housing in the city is managed by the Municipal Housing Company Ltd.

Table 1
Institutions providing relevant services

	Public	Local government	Private (civil, religious, private sector)
Social		• Day care for children (crèches, kindergardens) • Primary care • Specialised care • Preschool, school social workers, temporary home for families, the family and child welfare service	NGOs, churches (e.g. Maltese, Red Cross)
Employment and training	District Employment Department of the Government Office	Resource Centre	
	• Miskolc KLIK • Miskolc Vocational Training Centre • Miskolc Adult Education Centre Ltd • Digital Secondary School (Földes) • Northern Hungary TEF		M.L.King's College of Jai Bhím
Housing		Városgazda Ltd., Miskolc Holding Zrt (rental apartments), Temporary Home for Families (crisis situation)	NGOs (e.g. Habitat)
Health	health visitor services	general practitioner, specialist clinics	civilians (e.g. drug outpatient clinics)
Community-building		Resource Centre, Participation Office	NGOs (e.g. Malta Present, Roma and non-Roma cultural organisations)

Services that help people find a job and develop their skills for work are provided by the Family Support Service, the Employment Department of the Government Office, secondary schools and adult education institutions. For some target groups (e.g. job-seekers with disabilities), such services are also provided by NGOs and religious organisations.

For those who are unable to work (or work full-time) because of ill health, chronic illness or disability, help can be provided by district doctors and, on based on their recommendation, by specialist clinics. People who struggle with substance abuse problems can also turn to NGOs.

Finally, more general community-building tasks that support social inclusion and crisis prevention are provided by the aforementioned Resource Centre and the Maltese Relief Service's Presence programme.

3.3 Inter-organisational cooperation in Miskolc

The current level of cooperation between the organisations listed and the Resource Centre varies, as shown schematically in Figure 1. There is close and regular cooperation between the social service units of the municipality and the Resource Centre: information is shared with clients on the services provided, discussions are held on a case to case basis when necessary, and joint decisions are taken on further services. However, a joint and efficient information system which would give all relevant units access to information on clients' needs and the services provided has not yet been established.

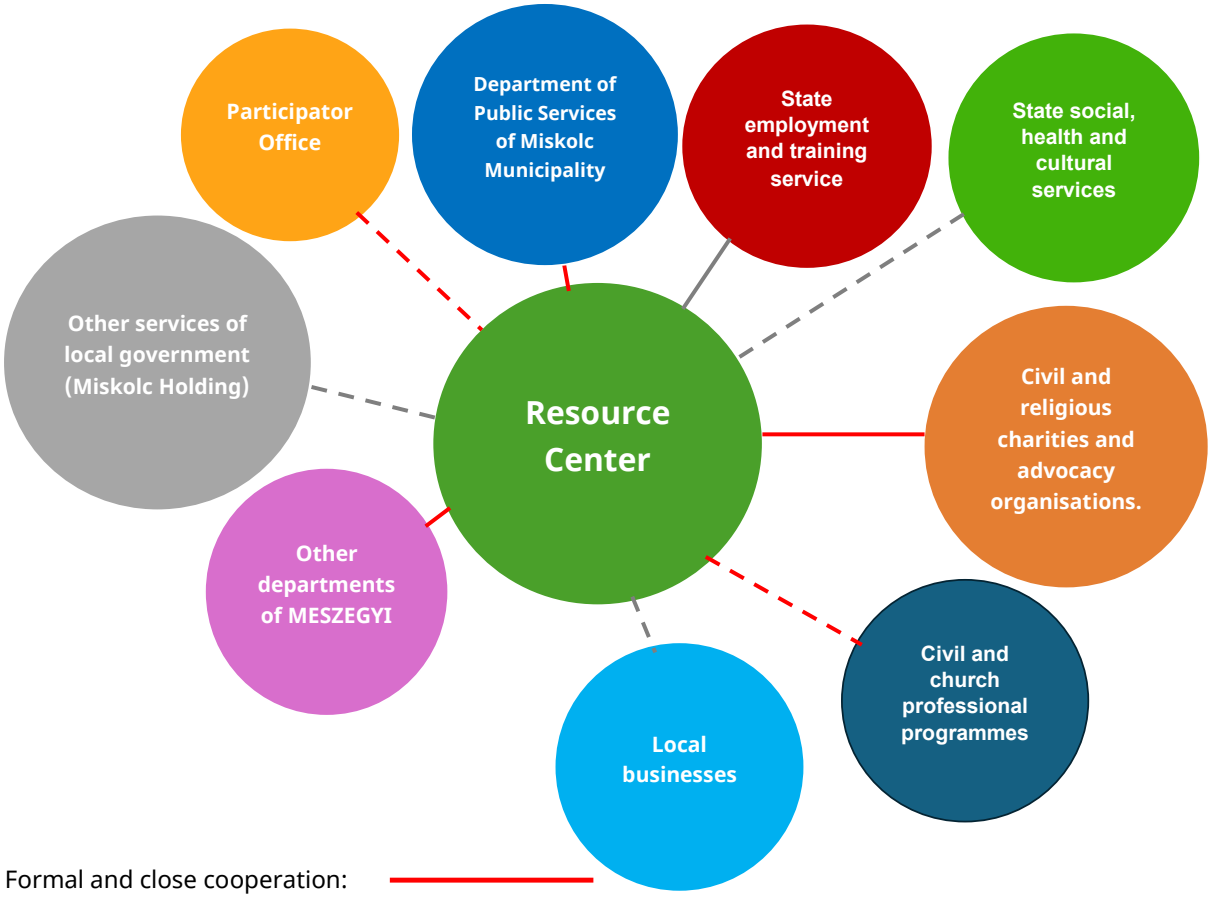
The cooperation between the Resource Centre and Miskolc Holding, which operates social housing rental, is currently loose. In cases where tenants do not pay their utility bills the Family Assistance Service is notified. The main difficulty here is the lack of a debt management service.

Good relations between the public institutions providing employment and training services and the municipality were established through the Municipal Pact Office set up in the framework of the TOP 6.8.2 programme, which is no longer operational. Existing formal links are weaker and informal links based on personal acquaintance are stronger.

The Resource Centre has developed strong and formalised links with some NGOs, such as the Maltese Relief Society and the Red Cross.

So far, the Resource Centre has initiated the strengthening of professional cooperation in three service delivery areas: working age adults' employment, healthier living conditions (especially for families with children) and support for the transition from nursery school to school. In each of these three areas, a working group has been set up, to which representatives of the relevant organisations have been invited. The working groups assess and discuss the structural problems that need to be solved, find solutions together and agree on the distribution of tasks.

Figure 1
Resource Centre's relations with other service providers



Current partnerships rely heavily on personal contacts. These relationships are partly due to the effective functioning of the pact office mentioned above, but the city administration is also making conscious efforts to strengthen horizontal relations. Professional training within the municipality is consciously organised in mixed groups, which helps staff from different units to get to know each other and each other's work.

3.4 Opportunities to improve and expand cooperation

The service packages developed in the 4IM project provide a good outline of those service areas that residents entitled to a minimum income may need (services for children are not included in the table). The table below gives a summary of the main existing collaborations and indicates further collaboration options.

Table 2
Existing and potential cooperation

Resource Centre service package	Strengthening existing cooperation	Building possible cooperation
Employment service package – for clients who are able to work (a) full employment, (b) home-based employment, (c) people with a disability	• MESZEGYI, GYEJÓ (job-search advice): joint database; • Malta Presence (career guidance): several locations; • Vocational training centre (experience centre visit): joint involvement and mentoring of interested parties	NGOs: employment rehabilitation, sensitisation of employers, diversity training Municipal management ltd. or for-profit companies: setting up a skills development workshop centre in several locations Employers: basic training + part-time employment for disadvantaged workers (as a corporate responsibility)
Education and training service package – for people who cannot find a job because of lack of education or vocational training		Public and private training institutions: basic skills and vocational training, joint involvement, mentoring municipality: scholarship programme for completion of basic education for disadvantaged adults
Improving living conditions for employability – for those whose access to employment is more difficult due to housing, transport, difficulties, etc.	Malta Presence (washing machine in the community centre) at several locations MESZEGYI (legal advice): help with housing entitlements	MiReHu: litter reduction, selective collection and demolition/ recycling Municipal administrator NGOs/ for profit donors: building renovation, insulation, social rental housing, water and sewage, road network Building Authority: faster and more uniform procedure for dilapidated buildings Local government: rent for low-income residents, housing agency for working poor Urban police: public safety
"Open Door" – Improving quality of life for employability – employment is hampered by health, debt management, other legal or cultural reasons	Meszegyi (legal advice, family support): more regular joint outreach, reintroduction of debt management service, sessions on prevention in the field	Civilians, health visitor services, district doctor: health and occupational rehabilitation; Civilians: addiction treatment programme, drug prevention Civilians: mentoring for women, empowerment sessions
Motivation and mobilisation service package – for those who are not cooperating with the project	Symphony programme (music club for children): more regular, more venues	Civic: community (sports, cultural) programmes Participation office: regular outreach in the slums, facilitating own local community budgeting process Malta/ for-profit donors: asset lending for small communities

In addition to training and prevention programmes for children (not detailed here), there seems to be a particular need for external cooperation between partners in three areas: skills development training, addiction treatment and housing. In these three areas, the problems are particularly severe. These problems also exist in the wider target group of minimum income recipients, but to a lesser extent and cannot be addressed by the Resource Centre in a meaningful way due to lacking capacity and service delivery.

Drug use is always a problem in segregated areas, to varying degrees. In addition to the direct damage caused, it also has a negative impact on community-building: development efforts often are perceived to go against the interests of drug distributors, who then often block development plans. However, addiction is also a problem outside the settlements and the state and municipal institutions cannot adequately address them. A more formal and systematic cooperation with NGOs would help NGOs is strengthening their capacities, but they could also be supported (by having shared access to municipal information channels or by offering preferential renting for their premises).

4. Limits to cooperation

In the current institutional welfare services structure one of the main obstacles to cooperation might be fragmentation: relevant services are provided partly by state and partly by municipal organisations on municipal, district and county levels. The lack of deeper cooperation may result from the obsolescence of existing information management methods, the lack of harmonised practices, and the lack of political will and confidence in building uniform information transfer systems. When these barriers and lacks are brought up, legal concerns are often mentioned, but in reality data protection requirements could be guaranteed by the use of appropriate technology.

Many service provider units are under-capacitated or lack certain service delivery options that are needed to deal with customer problems in a meaningful way. This can have demotivating effects even on those who otherwise would be cooperative and open.

In many cases, the municipality has both a public authority and a social facilitation role when it comes to solving crisis situations for deprived families. This double role could be difficult for partners acting in an assisting role. This can make the functioning of the flagging system more difficult: if the external partners fear that the municipality will (also) step up as an authority in case of a report, they prefer not to inform the municipality, i.e. not to use the flagging system. In extreme cases, partners might also be afraid of the client (if they report domestic violence or serial truancy and these result in the authorities stepping up, the client will take it out on them). So, a lack of professionalism or competence can also make cooperation difficult.

Finally, lack of interest or even conflicting interests can be a barrier. In particular, organisations operating outside the social sphere may have different objectives that go against, or do not contribute to, the well-being of the disadvantaged population.

All these obstacles are present in Miskolc, but the links between professionals are strong and extensive. These connections between professionals provide a good basis for overcoming the obstacles.

5. Summary and recommendations for a long-term action plan at city level

In many cases, the current legislation requires cooperation between care providers and professionals active in providing care and assistance to those in need. However, the current legislation does not cover all relevant situations and in many cases conditions for meaningful cooperation are lacking: service providers are overwhelmed, they have no capacity for professional cooperation, cooperation between different levels of administration can be made difficult by political conflicts, diverging objectives and legal and administrative obstacles to data exchange. Furthermore, the current legislation does not designate anybody that would coordinate professional cooperation, so regular, institutionalised cooperation forums and instruments work only if the municipality assumes a coordinating role.

Municipalities have few free resources to develop social services, or to take on tasks above and beyond the mandatory minimum. The provision of the mandatory minimum is clearly not enough to alleviate poverty in a meaningful way nor to help more people find stable and sustainable jobs. However, the situation in Miskolc provides an important resource: local professionals know each other well, have many personal contacts and are open to cooperation. This resource and the experience of the 4IM project provide a good basis for further development and coordination of services.

Taking into account the limited capacities and financial means, development planning should happen gradually, in small steps, making use of the city's Equal Opportunities Plan (Local Equal Opportunities Programme [LEP]).[5] The 4IM project's institutionalised Resource Centre and associated coordination tools:

a) can be further deepened by involving additional services and partners, or

b) can expand in order to include additional sites and/or target groups.

Deepening would mean that the Resource Centre would include new services in the existing packages according to the 'residents' needs, and would look for additional partners for existing and new services.

The service and cooperation model that has been developed do far could be extended to other segregated groups. In case of service extension to other groups, the service model elements would need to be adapted: such as group outreach and the services provided once the needs have been assessed.

Extending the system by making it deeper and wider at the same time is probably not a good idea, as it could easily lead to failure and discredit the development objective itself.

In terms of deepening, we have identified three areas that could yield particularly high social returns:

a) developing services that support children's health, school integration and educational achievement, as well as support in continuing education, helps to prevent the transmission of poverty;

5 https://www.miskolc.hu/sites/default/files/egyszeru_oldal/beagyazhato_csatolmanyok/2023-12-19/7746/helyi_eselyegyenlosegi_program_2021-2026.pdf as a framework.

b) developing adults' basic skills or validating their informally acquired knowledge can help their progress: becoming employed, or starting vocational training – job market opportunities target group – prevention (children), social investment (training);

c) improving housing conditions, in particular waste collection and prevention of illegal dumping, would improve public health conditions and would be a major step forward in building confidence, as this is a long-standing and pressing problem reported by residents.

Finally, to help overcome institutional barriers, we recommend:

a) conscious strengthening of the existing professional cooperation at local level, such as joint professional training on an even wider scale, impact assessments to measure the effectiveness of service coordination, or involving institution directors and politicians in joint celebrations of professional successes;

b) highlighting the long-term consequences of inadequate services, and raising awareness (local public discourse) of the need for more social services than required by law;

c) developing forms of cooperation with civil society organisations that would provide a predictable framework for them and help them in building a more stable capacity;

d) simplifying the administration of client data, and developing IT systems that support secure data transfer.

The methods and forms of cooperation developed during this project could also be used in other cities. A prerequisite would be the political will of the city administration to improve social services and the openness to cooperate at institutional level and provide resources for the coordination tasks. In order to make even more use of it, it would be recommended to produce a short (electronic) publication detailing the forms of cooperation and the main steps of their development as well as illustrating possible cooperation by examples. The publication should be sent to professional and advocacy organisations of municipalities and social professional organisations.

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Communication Plan for the 4IM – Miskolc is our Place Programme's Local Communication

Gábor Bernáth

October 2023

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Introduction

In 2022, the city of Miskolc has received an exceptional opportunity from the European Union to develop a new comprehensive social model, which would transform its institutional structure and the way how the public, private and civil actors cooperate. The programme which involves around 300 people provides concrete assistance to families living in the two deprived neighbourhoods of Bábonyibérc and Tetemvár.

In the final year of the project following the institutional service delivery system changes it is important to focus on communication of the first results of the project.

This communication plan sets out the general objectives of the project and proposals for the period up to March 2024. An essential part of a communication plan is to know when and what content to build on. These can be planned and included in this plan later on, as the technical content is completed.

1. Communication indicators

- project website in Hungarian and English
- 6 project videos - in Hungarian with English subtitles
- 10 articles in the Hungarian media (national level)
- 20 blog posts in Hungarian and English
- 3x500 flyers
- 100 brochures - 12 pages
- communication:
  - o on local level- in the local media - TV, radio, newspapers
  - o at national level: presence at TINLAB events, 10 national articles
  - o At EU level: digital knowledge hub operated by AEIDL - results and events should be disseminated to EU policy-makers in a targeted way

2. Partners

1. Consortium partners:

- Abaújrakezdés Public Benefit Association (Miskolc)
- HÁRFA Foundation (Miskolc)
- University of Miskolc
- City of Košice
- European Association for Local Innovation (AEIDL)

2. institutional partners

- Social Innovation Council,
- Social Innovation Resource Centre,
- MESZEGYI

3. Wider professional-institutional environment:

- Government Employment Department
- School district
- Waste management
- Midwifery and healthcare protection service as at house visit

4. Civil/professional partners

- Dialogue Association
- Dr. Ambedkar Youth Association

3. Programme tools

1. An integrated care system where the beneficiaries are not passive target groups but collaborative partners, with an integrated service point and resource centre. Local teams (community coach and service delivery contact person; local residents' groups) work together to ensure that the services needed in the area are readily available and truly serve the goals and needs of the people living there. Improving the efficiency and effectiveness of decision-making and of the social delivery service system by developing a new organisational structure.
2. Identifying dysfunctional elements. Testing in the sampling area to ensure effective operation.
3. Establishing and operating a cooperation network of all organisations involved in the local integration activities and building cooperation models.
4. Providing labour market services; involving 300 people in the integration process. Community coaching process, organizing community action groups and local level actions.
5. Conscious, development oriented communication of the positive changes.

4. Communication objectives

1. creating a climate where local, national and international experts promote the programme and an optimal institutional coalition created[1] around the project on a local level.

1 A key question for the sustainability of the programme is the extent to which the diverse professional and civil environment of Miskolc will commit to the project. Such a protective umbrella could also play an important role in ensuring that the programme does not become a campaign issue - a programme supported by a wide range of professional organisations can only become vulnerable to attacks when at the risk of isolation.

2. creating a positive local and national publicity for the programme
   - gaining the trust and support of those directly impacted by the programme,
   - to win at least the passive support of the cause from the wider public;
   - reducing the concerns of the rest of the local public, changing their passive opposition into indifference at least; making them immune to a potentially divisive political propaganda

5. Issues of narrative and framing: principles recommended for adoption

1. Our issue has had its share of opinions. In Miskolc's recent history, there are examples of settlement eradication programmes that were criticised by international organisations, also, local political forces feed off of sentiments of anti-Gypsyism, and there are also examples that this issue has become a local campaign issue. In such a context it could be of particular importance:
   - to stick to **the original framing of the** programme (*„an attempt to make the assistance coming from the city be more flexible and faster while building on the energies of the locals"*). At Bábonyibérc and Tetemvár not only Roma live. And it will not be only the Roma who benefit from whatever will be happening in the area. We shouldn't say that the beneficiaries are mostly Roma, let the critics say it -- assuming the stigma of prejudiced generalisation. Let us speak consistently *of Miskolc residents.*
   - to show how the **results of the programme will generally improve the quality of life of people in need in Miskolc,** and that services will not cost more, but will be more efficient. They will mean better services for all Miskolc residents. It will be of particular importance
   - to acknowledge that, although presenting **individual success stories** is a clear-cut way to communicate such a programme, it is worth taking into account the social psychological dynamics that such stories are usually interpreted by people eager to reinforce their prejudices **as an exception that reinforces the rule**: *„well, this also shows that there is a way out, those who have failed have only themselves to blame"*.
   - to the **calming and honest character of the** programme. The latter includes the ways how to respond to questions about the generalisation of 'gypsies and deviance'. When similar framing is used by journalists we shouldn't respond by denying the phenomena or generalizing. I would suggest a reply that does not deny the existence of addictions and deviance, but denies identifying a whole community along those lines.[2]

2 For example, *„look, there are people everywhere who want to escape from their difficulties by turning to psychoactive drugs. Unfortunately, drugs gives many people a deceiving and quickly fading comfort. But let's not generalise and extend this impression to those people who are responsible parents and take their children every morning to school, because they want them to have an easier life and then they rush off to work. And they put a huge amount of energy into their everyday survival: to have some food in the fridge and to pay the electricity bill."*

2. The best way to avoid an issue becoming a political campaign element is to build a wide support network around the it. If we surround the project with a supportive network of NGOs and high-profile actors (from GPs to teachers) (the risk of isolation can deter attackers.)
3. **convincing** the doubters depends on two things:
    3.1. can we make the results of the programme **visible to a** wide range of Miskolc residents and avoid that the programme is identified by **visual markers that** are metaphors for degradation and deviance? (garbage, drug use, etc.). Matters related to the visual markers requires special attention when designing interventions.
    3.3. depends on whether we could find **spokespeople for the** cause who can credibly represent the values of the project in their own contexts: can we get local opinion leaders and stakeholders, local educators, pundits, young people to speak up and credibly communicate the intentions and results of the programme in their own contexts.
4. **A combination of proactivity and conflict avoidance.** It is to be expected that during the project there will be several situations where other people will bring in issues. We should aim to be set the framework ourselves. We should not let ourselves be dragged into discussions on principle, but rather communicate project results immediately. This includes **communicating in a calming way and with a positive content, and also rethinking our argument and language.** For addressing the 'doubters', our routine language and arguments can already act as barriers – around these concepts an entire industry was built that refuses and discredits them.

6. Communication narrative proposal: what is happening and why

The communication narrative is primarily intended for the staff of the decision-makers involved in communicating the programme. In its entirety, it is rarely or never presented, but it contains the interpretive frameworks, messages, and language that are used in communication – updating it to the context of the communication and issues that might arise. The idea is to convey as many details as possible by using the same words and metaphors.

In Miskolc, around 10,000 people - one in 14 - live in a deprived neighbourhood. There are 16 such neighbourhoods in total, and we are now trying to achieve results in two of them thanks to an EU grant. But we are doing much more: we are building a modern, flexible service delivery system that will support all citizens in need of Miskolc. And this system builds on people's efforts, a component without which no help is efficient.

Being poor in a slum means unhygienic housing, mouldy walls, overcrowdedness. But not only that. It also means that access to basic services is limited. But that's not all. Constant desperate scrambling for work: very often moonlighting, and what goes with it: if you're sick, no sick pay, no pension. But not only that. It also means desperately looking for work: quite often illegal work and all that it entails: if you get sick, no access to welfare, or no access to pension. But not only that. It also means poorer quality education, because the majority of underpaid teachers

will prefer to teach in a school where with less effort she/he is able to achieve more - because parents can afford to pay for private lessons and tutoring. And on top of that being poor also means being looked down on and looked at with suspicion.

We cannot let any Miskolc resident down. Within this programme, we are trying to help 300 Miskolc citizens - supporting them in their own efforts and plans. This is the job of a European city. This is why we run institutions, and if there is a greater need, we need to run them better, so that we can help as many people as possible. Not with more money, but more efficiently. This mostly means that we are coordinating the available services. Some services are within the city's remit and some are not (e.g. the government employment department, or the school districts), where we can only move forward through negotiation – and with a shared responsibility.

We are developing a flexible and creative response system that reacts to problems and opportunities. We are now piloting it with families living in the poorest areas: at Tetemvár and Bábonyibérc. If it works with the poorest, it will work elsewhere, too. With this programme the city will get out of its routine, because it has to use its resources as skilfully as possible especially in the context of a bad national economy. Miskolc is a city that is constantly learning, and the programme also encourages that. And it is also a city that is trying to be a good steward to every square metre of land.

It is a great acknowledgement in and of itself that the European Union has granted us funding for this project: we were the only ones in Central Europe to benefit of it out of 69 applications. This grant makes Miskolc a member of a club of cities that can learn from one another, and whose experiences will be taken into account by EU decision-makers. This EU support provides financing for the programme without burdening the city budget.

7. Communication objectives/ priority communication target groups and messengers/ tools

Goals	Priority target groups and messengers	Priority tools
1. to create a climate where local, national and international experts promote the programme, 1.1. supportive voices of local professional and civil society organisations 1.2. generate national and international professional recognition	1.1. local professionals and 'civil society organisations' professionals 1.2. national and international professional opinion	1.1.0. building an optimal institutional coalition around the project at local level. 1.1.1. encouraging local professionals and civil society actors to support the programme 1.1.2. communication training for local professionals 1.2.1. TINLAB conferences, EASI Hungarian contact point events, publications 1.2.2. AEIDL articles 1.2.3 Study visits that build partnerships International closing conference
2. create positive local and national publicity for the programme 2.1. gain the trust and support of those directly affected by the programme	2.1. the people of Tetemvár and Bábonyibérc	2.1.1. community programmes and visible, concrete results on specific priority issues (waste collection, settlement of entitlements, etc.) 2.1.2. developing a form and style of communication that creates a safe environment for the poorest groups in the city and encourages their activity. Strengthening the inclusion of the perspective of the poorest in the communication of local institutions 2.1.3. intensive and continuous personal communication with the target group

Goals	Priority target groups and messengers	Priority instruments
2.2. gain at least passive support from the wider public for the cause 2.3. to reduce the concerns also present in the public opinion at local level, from passive opponents turning them into at least indifferent; making them immune to potentially divisive political propaganda	2.2.1. national, interested news consumers 2.2.2. people in Miskolc concerned and/ or interested in social affairs 2.3. people in Miskolc who tend to interpret issues in ethnic terms	2.2.1. communication of the international recognition of the project: Miskolc is the only beneficiary from Central Europe, recognition of the few developers within this field 2.2.2. 2.2.1 + 2.3.1. + 2.3.2. + 2.3.3. + 2.3.4. + tone in the communication about how the transformation of social delivery services serves the interests of the whole city (why would a more flexible support system serve the people of Miskolc better) 2.3.1. reducing the problems in the two deprived/integrated neighbourhoods, treating visual markers a priority, as these visual markers can easily become a tool for scaremongering and divisive propaganda (images of deviance) 2.3.2 Intensive communication of success stories and stories of community activism 2.3.3. extensive public information on new services and routes to becoming beneficiaries, focusing on the fact that the city is providing a much more efficient service for the same amount of money as before - and in the future, to all its residents in need 2.3.4. to develop a communication narrative and a communication stance that does not deny problems and difficulties, but draws attention to the dangers of stereotypical generalisations. 2.3.5. continuous media monitoring and readiness to respond to criticism

8. Target groups, messages and key actions

Priority target groups	Message	Messengers	To-do list for November-December
1.1. professionals from local professional and civil society organisations 1.2. national and international professional opinion	a unique and innovative programme is underway which is developing the social fabric of Miskolc in general; Miskolc is connected to an international network	city council social and other professionals international actors	declaration protocols, protocol for taking pictures communication training for social professionals local professional communication (conference)
2.1. the people of Tetemvár and Bábonyibérc	there is always room to move forward the city can help with this much now, but will always be a partner and will be reliable. This city government wants to work together with the people of Miskolc. This is what we believe in, not in decisions made over their heads.	city council social and other professionals local community opinion leaders and those whose situation has already been improved by the project	intensive and continuous personal communication with the target group + strengthening the integration of the perspective of the poorest in the communication of local institutions + creating platforms where families who were already successfully involved can tell their stories
2.2.1. interested country wide news consumers 2.2.2. people in Miskolc concerned and/or interested in social affairs 2.3. people in Miskolc who tend to interpret issues in ethnic terms	a unique, innovative programme is underway that is developing the social network of Miskolc in general; it is linked to an international network, Miskolc is the only beneficiary to whom support has been granted in Central Europe + how the transformation of social services will serve the interests of the whole city (a more flexible support system will serve the interest of all Miskolc citizens) + success stories and stories of community activism + new services and "patient journeys" + answers to generalisation[3]	city administration, key social professionals city administration, local social workers + paediatricians, teachers, etc.	Country articles (TI) a clear plan to reduce the visible problems in the two deprived/ integrated neighbourhoods + calendar of community activities + survey results + the first version of the „patient journeys" and designing a wide range of public information about them constant media monitoring and readiness and preparedness to respond to criticism Q+A material for policy makers and social professionals, preparation material for answering sensitive questions

3 e.g. "there are people everywhere who escape their difficulties by turning to psychoactive drugs. Unfortunately, this gives many people a deceiving and quickly fading comfort. But we shouldn't generalise and extend this view to those people who take their children to school every morning, often far away, because they want them to at least to have an easier life. Then they rush off to work."

9. Communication interfaces and intensity

surface area/ intensity	intensive communication	follow-up communication
Own surfaces		
Miskolci Napló (Miskolc Journal)		news on the main milestones of the programme, with a focus on the renewal of social services, interview with the deputy mayor about the programme one or two interviews with families participating in the programme
minap.hu	In spring 2024, short informative patient pathways infographics on the new social support system: how they help, with what and where	
Miskolc Television		news on milestones
The mayor's Facebook page		sharing infographics on the new service delivery pathways
Facebook page of the deputy mayor	series of interviews with beneficiary families/individuals	In the spring of 2024, short informative patient pathway infographics on the new social support system: how they help, with what and where
Special professional interface		
tervezzukmiskolcot.hu	in case of a positive decision, separate participatory planning in the two areas	
Other media		
Észak-Magyarország		invitations to events open to the press, press monitoring, rebuttal if necessary,
BOON.hu		
Sajómente		follow-up, and if necessary (in case of wide dissemination), counter-opinion in comments
eszakhirnok.hu		
Local groups		
Miskolc a múltban (Miskolc in the past)		follow-up, and if necessary (in case of wide dissemination), counter-opinion in comments
Miskolcon láttam (I saw it in Miskolc)		
Miskolc és én (Miskolc and me)		

List of national and European news, documentaries and list of publications on the 4IM project

Ongoing appearances

MISKOLC Municipality website:
https://www.miskolc.hu/4im/hirek

AEIDL website:
https://www.aeidl.eu/project/establishing-interventions-support-vulnerable-people-miskolc/

HÁRFA Foundation Facebook page:
https://www.facebook.com/HARFAAlapitvany #4IM

Current publications

May 2024

Miskolc TV:
Miskolc Ma 2024.05.07.: 4IM-projekt zárókonferencia (Miskolc Today 2024.05.07.: 4IM project closing conference)

Miskolc Journal:
4IM-projekt zárókonferencia - A legelesettebbeken segítettek (4IM project closing conference - Helping the most vulnerable)

HÁRFA Foundation website:
https://harfaalapitvany.hu/4im-projekt-zarokonferencia-a-tarsadalmi-innovacio-eredmenyeirol/

Miskolci Napló (Miskolc Journal):
Uniós projektben gondolták újra, hogyan segíthetnek még hatékonyabban (EU project rethinks how to help more effectively)

HÁRFA Foundation website:
https://harfaalapitvany.hu/foglalkoztatast-tamogato-treningek-a-4im-projekt-kereteben-miskolcon/ (training for supporting employment in the framework of the 4IM project)

HÁRFA Foundation website:
https://harfaalapitvany.hu/hatekony-kepzessel-a-legszegenyebbek-is-motivalhatok/ (with an efficient training the most deprived can also be motivated)

AEIDL website: basic income workshop:
bit.ly/3Wg6IFU

URBAN21 professional BLOG:
https://urban21.blog.hu/2024/05/14/jollet_mutatot_alkottak_a_szakemberek_a_varosfejlesztes_szamara (well-being indicator created by professionals for urban developers)

LinkedIn:
https://www.linkedin.com/feed/update/urn:li:activity:7192151952665829376/

AEIDL YOUTUBE channel:
4IM project summary: Making Miskolc a place for everyone

April 2024

PAROLA magazine:
https://kofe.hu/parola/parola-folyoirat/a-mikrokozossegek-edzoje-a-kozossegi-coach/ (the community coach as microcommunity coach)

HÁRFA Foundation YOUTUBE channel:
4IM project - Family Day at Tetemvár

HÁRFA Foundation YOUTUBE channel:
4IM - Visit to the needle, thread, love sewing shop in Miskolc

URBAN21 professional BLOG:
https://urban21.blog.hu/2024/04/03/digitalis_kepessegekkel_a_munka_vilagaba (digital skills for employment)

HÁRFA Foundation YOUTUBE channel:
4IM - Job Shadowing to Leap Forward

AEIDL YOUTUBE channel:
4IM: Job Shadowing to Leap Forward

HÁRFA Foundation website:
https://harfaalapitvany.hu/4im-projekt-csaladi-nap-a-tetemvaron/ (family day at Tetemvár)

LinkedIn:
https://www.linkedin.com/feed/update/urn:li:activity:7183050164369059840/

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-4im-projekt-fenntarthatosagat-tervezte-a-tarsadalmi-innovacios-tanacs/ (the Social Innovation Council planned the sustainability of the 4Im project)

HÁRFA Foundation website:
https://harfaalapitvany.hu/jollet-mutatot-alkottak-a-szakemberek-a-varosfejlesztes-szamara/ (professionals created a Well-Being Indicator for the urban development professionals)

HÁRFA Foundation website:
https://harfaalapitvany.hu/video-4im-projekt-uzemlatogatas-a-tu-cerna-szeretet-varrodaban-miskolcon/ (4im project-shop visit at the Needle, Thread, Love sewing shop)

March 2024

HÁRFA Foundation YOUTUBE channel:
Varga Andrea: A 4IM projekt bemutatása (Andrea Varga: Presentation of the 4IM project)

HÁRFA Foundation YOUTUBE channel:
4IM projekt - Farsang Tetemváron (4IM project - Carnival in Tetemvár)

URBAN21 professional BLOG:
https://urban21.blog.hu/2024/03/19/nemzetkozi_eszmecsere_a_szegenyseg_elleni_kuzdelemrol (international debate on the fight against poverty tackling poverty with employment)

URBAN21 professional BLOG:
https://urban21.blog.hu/2024/03/11/foglalkoztatassal_a_szegenyseg_ellen (tackling poverty with employment)

February 2024

Csillagpont Rádió: A 4IM-projektről

(Starpoint Radio: about the 4IM project)

Miskolc Napló: Gyakorlati példákon keresztül inspirálták az álláskeresőket
(Miskolc Journal: Job seekers inspired through practical examples)

HÁRFA Foundation website:
https://harfaalapitvany.hu/4im-projekt-kozossegben-farsangoltak-a-babonyiberc en-es-a-tetemvaron/ (4im project community carneval at babonyiberc and tetemvar)

HÁRFA Foundation website:
https://harfaalapitvany.hu/digitalis-kepessegekkel-a-munka-vilagaba/ (digital skills leading to employment)

National Laboratory for Social Innovation:
https://tinlab.hu/hiszunk-azokban-akikben-masok-nem/ (we believe in those people in whom others do not)

January 2024

Miskolci Napló:
A társadalmi integrációt célozza a 4IM-projekt

Miskolc Journal: The 4IM project aims at social integration

Miskolc Television: 4IM project

HÁRFA Foundation website:
https://harfaalapitvany.hu/nemzetkozi-eszmecsere-a-szegenyseg-elleni-kuzdelemrol (international debate on tackling poverty)

National Laboratory for Social Innovation:
https://tinlab.hu/innovativ-telepulesfejlesztesi-gyakorlatok/
(Innovative practices for settlement development)

URBAN21 professional BLOG:
https://urban21.blog.hu/2024/01/02/a_szegenyseg_nem_csupan_penzkerdes
(poverty is not just a money issue)

LinkedIn:
https://www.linkedin.com/feed/update/urn:li:activity:7150431579952119808

November 2023

Miskolc Televízió: Konferencia a szociális munka napja alkalmából
(Miskolc Television: Conference on the occasion of the Social Work Day)

Miskolci Napló: Az innovatív szociális szféráért dolgoznak
(Miskolc Journal: Working for an innovative social sector)

Borsod Online: Partnerségek a szociális munkában
(Borsod Online: Partnerships in social work)

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-szegenyseg-nem-csupan-penzkerdes/
(poverty is not just about money)

HÁRFA Foundation website:
https://harfaalapitvany.hu/az-egyuttmukodes-es-a-remeny-miskolci-szigetei/
(the Miskolc islands of collaboration and hope)

URBAN21 professional BLOG:
https://urban21.blog.hu/2023/11/21/az_egyuttmukodes_es_a_remeny_miskolci_szigetei
(The Miskolc islands of collaboration and hope)

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-szocialis-munka-napja-alkalmabol-konferenciat-szerveztek-miskolcon-novemberben/ (Conference for Social Work Day Miskolc in November)

October 2023

LinkedIN:
https://www.linkedin.com/feed/update/urn:li:activity:7109816534331502592/

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-minimumjovedelem-tarsadalmi-haszna/
(the social use of minimum wage)

URBAN21 professional BLOG:
https://urban21.blog.hu/2023/10/10/a_minimum_jovedelem_tarsadalmi_haszna?fbclid=IwAR04z_fSmAHc7kmEfn3xwf4zvJpHjUuh8GLO3O9s3yx76pS582YNi7ORw0
(the social use of minimum wage)

September 2023

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-mikrokozossegek-edzoje-a-kozossegi-coach/
(the coach of microcommunities is the community coach)

URBAN21 professional BLOG:
https://urban21.blog.hu/2023/09/12/emberi_meltosag_egy_elhetobb_varosban
(human dignity in a more livable city)

URBAN21 professional BLOG:
https://urban21.blog.hu/2023/09/26/a_mikrokozossegek_edzoje_a_kozossegi_coach
(the coach of microcommunities is the community coach)

HÁRFA Foundation website:
https://harfaalapitvany.hu/felidos-kommunikacios-workshop-a-4im-projektben/
(4IM Mid-term workshop on communication)

August 2023

On the Social Innovation Competence Centers website:
https://si.plus/en/article/578

HÁRFA Foundation website:
https://harfaalapitvany.hu/emberi-meltosag-egy-elhetobb-varosban/
(human dignity in a more livable city)

July 2023

HÁRFA Foundation website:
https://harfaalapitvany.hu/eloterben-az-integracio/
(Integration at the forefront)

HÁRFA Foundation website:
https://harfaalapitvany.hu/peldakepek-lettetek-az-elmult-honapokban/
(You have become models in the past months)

April 2023

HÁRFA Foundation website:
https://harfaalapitvany.hu/mit-rejtenek-a-szinhaz-kulisszai-felfedezesen-a-4im-projekt-mentoralt-diakjai/ (what are the 'backstage secrets the 4IM projects' mentored students are exploring)

March 2023

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-szocialis-akcioterv-is-segiti-mar-a-4im-projekt-resztvevoit/
(The Social Action Plan is helping the participants of the 4IM project participants)

HÁRFA Foundation website:
https://harfaalapitvany.hu/tarsadalmi-innovacios-konferencia-zajlott-kaposvaron/ (Social innovation conference at Kaposvar)

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-4im-projekt-babonyiberci-kozossege-aktivan-vettek-ki-reszet-a-tavaszi-takaritasbol/ (4IM project the Babonyiberc community of is actively participating in the spring cleaning)

December 2022

HÁRFA Foundation website:
https://harfaalapitvany.hu/telt-hazas-mikulas-unnep-babonyibercen/ (Full house celebrations for St. Nicholas' Day)

HÁRFA Foundation website:
https://harfaalapitvany.hu/4im-projekt-cel-a-hosszu-tavu-megoldasok-kidolgozasa/ (4IM project the goal is to develop long term solutions)

November 2022

HÁRFA Foundation website:
https://harfaalapitvany.hu/miskolc-polgarmestere-kiemelten-figyelunk-a-4im-projekt-sikerere/ (the Mayor of Miskolc- we are focusing on the successes of the 4IM project)

HÁRFA Foundation website:
https://harfaalapitvany.hu/kozossegi-munkaval-varazsoltak-kozossegi-hazat/ (community house by community work)

October 2022

HÁRFA Foundation website:
https://harfaalapitvany.hu/szolgaltatasi-csomagokkal-segitik-a-4im-projektben-resztvevo-csaladokat/ (service delivery packages for the families of the 4IM project)

September 2022

HÁRFA Foundation website:
https://harfaalapitvany.hu/elte-innovacios-nap-tarsadalmi-innovacio-konferencia-2022-oktober-11-12/ (ELTE Innovation Day – Social Innovation Conference 11-12 October)

HÁRFA Foundation website:
https://harfaalapitvany.hu/celpontban-a-helyi-kozossegek-tobbiranyu-fejlesztese/ (focusing on local multi-directional community development)

HÁRFA Foundation website:
https://harfaalapitvany.hu/ujabb-fazisaba-erkezett-a-4im-projekt/
(the 4IM project reached a new phase)

August 2022

HÁRFA Foundation website:
https://harfaalapitvany.hu/sikeres-volt-a-tetemvari-szemetszedesi-akcio-tobb-zsak-szemetet-gyujtottek-ossze-a-helyi-lakosok/ (successful waste collection action several bags of waste collected)

July 2022

HÁRFA Foundation website:
https://harfaalapitvany.hu/helyi-akciocsoportok-kialakulasa-4im-projekt/
(creating local action groups- 4IM project)

HÁRFA Foundation website:
https://harfaalapitvany.hu/miskolc-a-mi-helyunk/ (Miskolc is our place)

June 2022

HÁRFA Foundation website:
https://harfaalapitvany.hu/a-4im-projekt-nyitokonferenciajan-jartunk/ 7
(we visited the opening conference of the 4IM project)

Newsletter and other publications

The URBAN21 professional NEWSLETTER: Good practices, news, interesting facts, new information and practical solutions from the world of urban and regional development.

4IM releases

URBAN21 Trade NEWSLETTER 14th of September, 2023

URBAN21 professional NEWSLETTER 26th of September, 2023

URBAN21 professional NEWSLETTER 17th of October,2023

URBAN21 professional NEWSLETTER 2nd of April, 2024

TINLAB Newsletter
https://harfaalapitvany.hu/tinlab-oktoberi-hirlevel/ (TINLAB October newletter)

Radio appearances

Civil Radio 4th of October, 2023 broadcast Interview with Andrea Varga

Klub Radio 14th of October, 2023 Interview with Andrea Varga

ANNEX

Using community coaching to help deprived neighbourhoods in catching up

Written by Márta Márczis
4IM Professional Manager

Edited by Gábor Osgyáni
4IM Professional Coordinator

This version was written in 2024

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Introduction

Excluded people living in extreme poverty, like all people, have the potential to change their lives, even if in small steps, starting tomorrow! This approach is at the basis of the 'community coaching' method used by the 4IM project in Miskolc, based on other similar examples implemented in the past in the deprived neighbourhoods of Bábonyibérc and Tetemvár.

The aim of the community coaching summary is to make local people become active in the development processes that affect them!

The approach is based on the thesis that tackling the complex problems of extreme poverty cannot be successful without the changes that the affected people undergo who are acting for improving their future. This doesn't only mean encouraging residents to participate in community work or meetings, but also that participation to the guided community coaching leads to individual decisions that change the lives of individuals and families, step by step.

The aim of the community coaching in Miskolc was to help the members of the two communities involved in having their own plans, often very simple plans, in acquiring self-confidence and the will to act. In the framework of 4IM project community coaching had that external, inductive effect in the two deprived neighbourhoods that created a new paradigm.

1. What is community coaching?

"Be the change you want to see in the world"
Mahatma Gandhi

Incentives to develop social capital from within is missing from many disadvantaged communities. Community coaching is a development tool that counteracts this dynamic by encouraging community members to work together and act in their interests to unleash the individual and community potential in order to break out of deep poverty. The use of community coaching as a tool is based on the premise that without the real local participation of the target population in the development interventions, there is always a risk that the development interventions offer solutions that do nothing else than maintain the existing, previous situation, or solutions that people cannot identify with or reject, and this situation leads to further isolation rather than inclusion and real support.

Community coaching therefore takes a bottom-up approach. All interventions and community-oriented projects are based on a deep understanding of the needs and aspirations of the community and its members, needs that are specific to that community. Public services often ignore the fact that marginalised, isolated and discriminated communities have more complex needs and different experiences than other communities. Therefore, this bottom-up approach also aims to open up a common space for local institutions, the marginalised community and the wider community in order for them to work together and promote social inclusion. In this context, community coaching is an important tool in achieving more integrated and effective access to classical institutional services.

Community coaching takes a holistic view of local society and seeks to create balance out the economic, environmental, cultural and political forces that shape it.

The experience of applying the community coaching method shows that achieving real social and economic change in deprived neighbourhoods is through changes within the community, through changes within the individuals and their actions. The aim of community coaching is therefore to bring change, innovation and changes in the attitudes of individuals, but this is done through collective development thinking and by taking collective action.

Community coaching helps the members of a disadvantaged community to acknowledge that change does not occur simply by relying on outside help, but that the first step in order to make changes is to be ready for making that change. It is also about people learning how to improve their own lives.

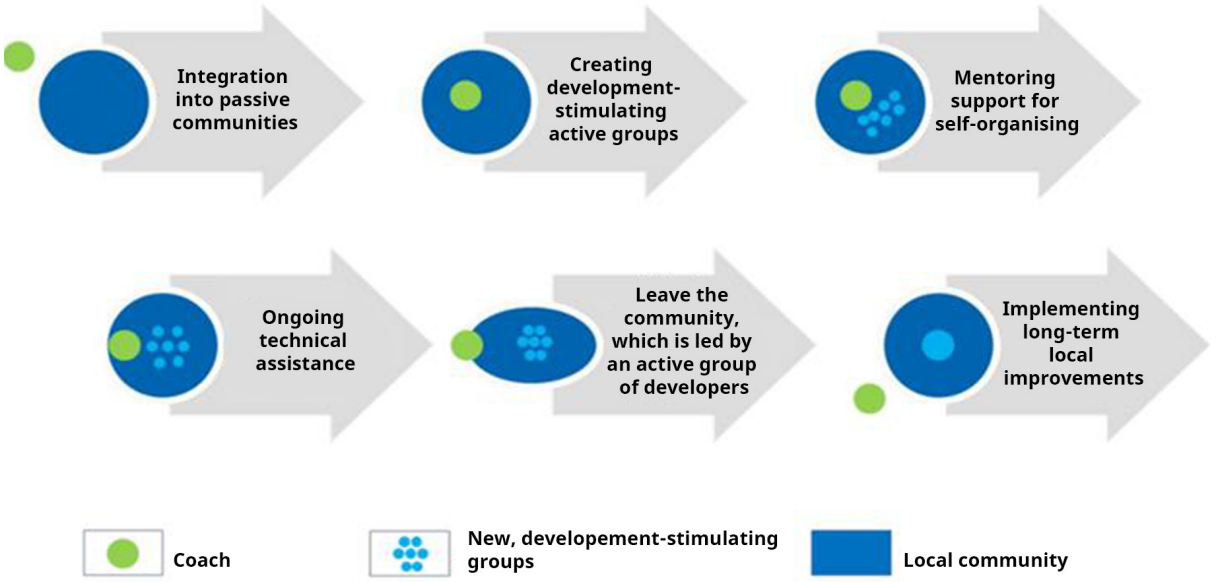
In the first phase community coaching projects are not about big infrastructural developments, but about turning as many passive target group members as possible into cooperative actors who understand their own needs and learn how to represent themselves. These are the conditions that enable disadvantaged people to become genuinely involved in the planning and preparation of a project, in strategy planning and in the longer-term development process.

2. Community coaching definitions

Ken Cohen, an Idaho community coach, defined community coaching as ”a unique and adaptive process tailored to a specific community context that guides systemic change through the empowerment of participants”.

A simpler definition used by many is: ”A community coach is a guide who supports communities and organisations in identifying and achieving their goals”.

Figure 1
Flowchart of community coaching



3. Interpretative parallels of the denomination

In layman’s terms, community coaching is closely linked to sport. It can be understood as a form of individual and group training for social change, as a means of developing trust, social capital, cohesion and cooperation, and as a means of promoting innovation and social change.

It is easy to see why coaching, which reflects the focus on goals and results of the sport's world, enjoys widespread and growing recognition.

In the Western context, life coaching has recently gained prominence, where coaches work with individuals to personal and professional goals. There are also a number of community coaching initiatives aimed at social change. In the United States, Australia, New Zealand, the United Kingdom and other countries these take the form of counselling, where the community invites the coach, i.e. the client takes the initiative. In these cases, community coaches work with established community leaders to transform themselves and their communities.

There is also a parallel between business coaching and community coaching and perhaps the most important aspect of that is

- business coaching where the main objectives to motivate employees (primarily through the opportunity to participate) and (partly as an outcome) to use the resources and innovation within the company and its employees to develop the company,
- in the case of community coaching, e.g. motivating the residents of Bábonyiérc in Miskolc to participate, their participation leads to a state of ‚I feel ownership of what is happening', opening up the potential for innovation and the use of hidden resources within the neighbourhood population.

4. What makes a good community coach?

In addition to the job description and professional qualifications and experience, there are some specific conditions that make this job more effective.

A good community coach:

- already has some coaching experience, is capable of following the methodology and adapt to it
- participates in the work of the broad network created by the development intervention and is able to cooperate effectively with other actors
- is able to facilitate teamwork, especially at the beginning of the process, but is also able to "hold back", letting the beneficiaries do the work
- can guide, coach and mentor, and does not feel uncomfortable if coaching sometimes overlaps with individual case management and problem solving

It can be an advantage if the coach is committed to the community, but this commitment also involves strong risks, given that coaches themselves have a critical role to play in breaking down established hierarchies in order to enable community activation and reorganisation. Therefore, the position of the complete 'outsider', the lack of connections to a given community provides the independence that is needed in coaching.

5. Some basic conditions for community coaching work

A community coach can work with no more than 300 people (adults) in a given area. If you have a community of 900 people, for example, you need to divide the area into 3 sub-units and have 3 community coaches working in the area.

Basic training is required before starting with the work. The training includes an introduction to the coaching methodology, a clear definition of the target area, competencies, what they are entitled to and what is expected of them. It is very important that the training provides adequate development communication skills.

Community coaching cannot work and cannot create change on its own. Community coaches need to work together with expert and professional groups that ensure that the activated members of the target community can be involved in the development process.

The 'ingredients' needed to carry out the work: equipped office and visual documentation equipment (smartphone, camera), minibuses available for transport, if necessary. Dedicated time: 4-8 hours in the field 3 times per week, and about 2-8 hours a week for working on details, preparation, organisation and documentation.

Optimal duration of community coaching: minimum one year, maximum 3 years. The duration of community coaching is related to the situation of the targeted community. Too long coaching work is not healthy because it does not help the community to become self-reliant.

6. The steps of community coaching work

The phases of community coaching work are not interchangeable, they build on each other. The length of each phase is primarily influenced by the characteristics of the targeted communities, but the specificities of the development process are also important.

Preparatory phase
(1st month)

a) Collection of field impressions

This stage is about collecting first impressions. It seems almost superfluous, but it is in fact very important. If you leave it out, you can never make up for it. You'll need a camera and a map (as detailed as possible, on which you can mark what you've found and where). It's a good idea to record first impressions two or three times, at different times of the day and at different times of the week.

Below is a small list of things to keep in mind when the coach first goes out in the field:

Environment:

- Streetscape - whether there is a public space, what are the nexus points, where people tend to gather and meet;
- Accessibility, regularity and availability of public transport (how we get there, how we park, etc.)
- Pedestrians
- Visible utilities, other features (drinking fountain, outdoor toilet, etc.)
- Garbage, clutter, disorder, untidiness
- Condition of the houses
- Are there any vacant and for sale apartments, and how many
- Location of public service buildings
- 'Tastes', colours, aromas (smells).

People:

- Young people - old people
- Men - Women
- Who do we see on the streets or in the garden, at what time of day; whether they are loud, talk to each other, what social distance they keep.
- Do they talk to us, do they engage easily in communication with strangers or not?

Animals:

- Are there animals (dogs, cats, farm animals)
- How are they kept, do they roam the streets unsupervised?

b) Addressing people

In the shop, the pub and other community places (in Bábonybérc this was mostly at the public fountain) you can talk freely with the locals, introduce yourself, and gain the attention, interest of the person you are talking to. At the first time it is usually not useful to go further than this.

The first impressions are quite powerful and stay fresh in your mind for 3-4 hours, but it is important to leave plenty of time for reflection and recording after each field trip. Write down your experiences and impressions and document them with pictures.

At the end of this phase, we will write a summary report, present our experiences and first impressions to the other actors involved in the project.

It is a common experience and an important indicator of this first phase is that the people living in the area are not familiar with the content of the project, the institutions behind the coach's work, or even the term 'community coach', but they all 'know the name of the coach'.

Individual, family interviews, partner map
(2-3rd months)

It is good to have a short script of our programme (who we are, why we are here, how long we will be there, what we will do, etc.) at the first real interview. The first local person who is open to an interview you ask recommendations for other people they think we could contact. Starting with these people and working through additional recommndations, we conduct individual and household interviews and get to know the target community.

It is also important to contact stakeholder institutions present in the area and conduct interviews with them individually (nursery schools, schools, heads of social and health service centres, representatives of social organisations, local political representatives). They should also suggest locals who could benefit from being contacted. This way, our activities will become known to a wider range of local people, and we will gain a wider knowledge of local people.

But attention! During our work, personal circles are created, and each circle reflects the view of a particular layer of the community. It is important to connect with the community from several angles, this is how we can see the different opinions.

It is useful to briefly describe the content of individual interviews and conversations, and **record** the data in **a partner map** (Excel sheet with names, phone numbers, area of interest, addresses)

Although the conversations are based on freely chosen topics, there are elements that come up in all conversations generated by the community coach: given the choice, would they stay or go? What are the main advantages and values of the place where they live? What are the disadvantages, problems? (In that order, always start with the advantages!)

The next phase of community coaching will build on these collected values and issues. The problems collected and organised in groups will be the focus of the work of the working groups.

During the individual interviews, we also address individual concerns and problems, for which we try to suggest solutions or establish a link with the service concerned if possible, thus strengthening the relationship of trust and reciprocity with the community.

The management of individual cases and the involvement of residents must be continuous throughout the project cycle. Later on, it is necessary and recommended to "refresh" the working groups by involving new community members.

We should meet with local politicians and representatives (who will be interviewed) and use these meetings to inform them about our work and experiences.

At the end of the phase, a dedicated project workshop will present the general and specific cases and characteristics of the municipality.

Setting up the working group(s)
(4-5th month)

Once focus areas are identified (e.g. work-employment, school-education, community, housing, social services, etc.), during individual household visits, we will PERSONALLY invite residents we know to join the first working group(s). Meetings will take place in an enclosed space, garden or other public place and will be held at regular intervals when possible.

We always write down the date of the next working group and call several residents a few days before, reminding them and asking them to tell it to thers.

During the first working group meetings, we inform members about the progress of the work, set the rules, define our objectives and the methods we plan to use.

The main criteria for future working group meetings are: regular meetings, common rules, pre-defined topics.

The permanent elements:

- an introduction summarising the results of the previous meeting,
- feedback (what has happened since the last meeting, what are the new developments),
- discussing the new topic,
- current tasks, calendar (what are the next tasks that have been set and discussed), etc.
- A summary of the meetings is produced

Working group meetings are a very important part of the engagement and involvement process. It is also at this stage when we start to find solutions to minor technical problems (minor technical assistance to the target community).

Throughout the meetings, a collaborative core, the Community Action Group (CAG) is slowly being formed of those people who are regular participants and who seem to be increasingly committed to take joint action.

Design
(in the 5-7th month foundational activity, but a constantly recurring task)

During CAG meetings, tasks and activities on specific topics are developed along two main lines:

(1) Firstly, it is very important to categorise the problems (less important - very important - urgent) with the members of CAG, and (2) to identify realistic approaches to solving them:

- It can be tackled in the short term, within 1-2 months (does not require a lot of money, a separate grant application, etc.);
- It can be tackled in the medium term (5-6 months, as it requires consultation with a wider range of stakeholders, further preparatory work, possibly some funding);
- Longer term (would require preparation/writing of a separate project, more complex implementation scheme, etc.)

It is particularly important to immediately explore possible ways to solve the outlined problems. Alongside each problem, we ask for and record advice and ideas (what is required to solve that problem?), and we also outline the internal resources that are available/attainable from within our community.

The collected and categorized problems and their solutions are embedded in the so-called **CAG Plan**, which groups the problems, enlists the proposed solutions, the potential contributors and the community's own contribution according to 3 categories (short, medium and long term).

At this stage, we have already met the local service providers, authorities and their representatives, who are affected in the problems and issues outlined. This is where the dialogue with other actors in development begins. Coordination and negotiations are already underway with the active involvement of the local community. The members of CAG are already familiar with our project and there is a mutual understanding between the CAG members and those involved in urban decision making. A dialogue about the future can start.

It is very important that, after participating in any negotiations, the spokespersons return to the group to give feedback and inform the CAG of the progress made. A successful meeting gives a lot of positive feedback, contributes to building the member's self-esteem and confidence on being capable of achieving their goals if they want to and if they work towards problem solving.

Implementation of minor improvement measures, CAG project dossier (continuously from months 5-6 throughout the whole duration of the coaching)

The project together with the city of Miskolc will provide the small financial resources needed to implement the community actions included in the CAG plan. In addition to solving a specific problem (pavement repair, drainage, community garden, etc. as part of the 4IM project) are mobilizing the whole community.

As a result of small projects, the community learns that planning, organising, preparing, implementing and evaluating are all part of a development process. Through participation in these small projects, the system of larger projects also becomes clearer to community members. They acquire a sense of time (and timing), money, and the amount and value of work that goes into such projects.

It is useful to create project files, both for small projects and for longer-term project ideas. Project ideas are collected on forms and are included in a CAG project file; this way they are always accessible. The Project Folder is also a good 'compass' for local development, often looking years ahead: ideas that require only community work are placed alongside those programmes that require hundreds of millions of euros, waiting for the opportunities created by project writing and the implementation process to which the community is now being introduced to and which makes them become active participants and partners.

Although sports are not the primary focus or method, it is often a local activity in the coaching process (as in the mini-community project pf the pilot initiative) and helps people unlock their potential.

The community coach is replaced by an active local community
(1-3 years)

The community coach has a leadership role at the beginning of the coaching process, even though decisions are made jointly. However, as a result of his/her work, a group of local people slowly emerges, whose members act as informal leaders and later as leaders of the established CAGs take over the leadership responsibilities of the community coach and, to some extent, if these local leaders are adequately prepared by the coach, take over the mobilisation tasks later on. From this point onwards, coaching is replaced by mentoring, a tool that does not involve leadership input, but rather helps in achieving the goals that have been set. 'Mentoring is a way of finding a path of continuous action that enables the successful achievement of all the goals set'. The mentor's role is to help community members in achieving the goals they have already set.

7. Group dynamics

The CAG work process and its dynamics are influenced by the personality, habits and role of each group member of the community; of course, there was already some relationship between the people in the neighbourhood before the coaching activity started. The more vocal ones, as in any community, are dominant figures and if we are not vigilant, they can influence and control the process of group work through their positive or negative attitudes and opinions. We need to reassure the rest of the group that against the negative voices and attitudes, the majority's voice is what counts. It is useful to give members with positive attitudes (too) much to do at the beginning. After a while they will see that they have to share the tasks with others. Under no circumstances should the coach allow any of the prominent figures with positive or negative attitude to become the lead of the group. A community coach never judges, instead he/she ensures that everyone is heard. If two

equally strong proposals are discussed, both should be recorded. It is important to set strict rules for discussion that everybody agrees on and sticks to, to maintain loud voices within the set framework.

Sometimes it is effective to involve the 'problematic' resident by provoking them, for example by organising a clean-up action in their yard or on the street in front of their house with the help of community members. Another solution is to start by working with a female relative (or male relative if the coach is "male") who is more distantly related to the family, and through the contact established with her, get closer to the problematic person, preferably using individual case management methodology.

The point is that the possibility of getting involved in the group work should be open to all members of the community (even those who are problematic residents); so that they can access and join the work process at any time.

Although sports is not the primary focus or method, it is often used as a local activity in the coaching process (as in the mini-community project of the pilot initiative) and helps people unlock their potential. Make use of it.

8. Community coaching results in the 4IM project

The community coaches of the 4IM project acted as external facilitators in changing the processes within the residential communities. They mobilized residents in the targeted neighbourhoods and facilitated their cooperation. They promoted the participation of neighbourhood residents in urban development processes. They worked closely with all the staff of the Social Innovation Resource Centre during the implementation of their tasks and with the Service Contact Point staff during the field work. They facilitated the implementation of household-based surveys in the respective neighbourhoods, prepared the population for the survey, and assisted the interviewers. They reported to the project management the opinions, needs and innovative ideas expressed by the target group concerning the implementation of the project. They facilitated the establishment of a permanent Community Action Group (CAG) in each of the two areas and mentored the work of the CAG. A situation analysis, problem mapping and small action plans were prepared for the respective neighbourhoods with the participation of the CAGs and with other local residents who became active. Local actions started as a result of their work and local people were involved in their implementation. 339 local people out of a total population of 650 became active in the target areas. The basic steps of community coaching have been implemented and have produced results.

As a further result of 4IM, the practice of community coaching has been integrated into the work of MESZEGYI through the work of the Social Innovation Resource Centre. The Community Coaching Guide was developed and the 4IM team during a study visit in Kosice they shared its content.

Another important result of the community coaching work in the two pilot districts is the development of thematic community working groups and their established cooperation with the city institutions. But perhaps the most important change is the crossing of a number of individual internal barriers among the target area residents.

In terms of the phases of coaching:

- Community coaches have entered communities uninvited and unexpectedly. They knew the targeted disadvantaged community, but came from outside.
- The coaching process started in a largely passive environment with little social activity and a lack of trust and confidence towards the city leadership. The passivity of the residents was manifested not only in their inability to change their living conditions, but also in the fact that in many cases they could not even imagine such change.
- The 4IM community coaches worked on enabling community self-organisation and reorganisation and promoting new local leadership.
- As a result of their work, a new responsible, cooperative group of disadvantaged residents, a 'community action group' emerged in both 4IM target areas.
- The two community action groups, with the help of coaches and other external facilitators, have formulated small and large plans and implemented actions with the help of the city leadership in order to have better living conditions (community space, collecting garbage, water drainage, landscaping, organising events, etc.)
- Community activities have led to ongoing communication and cooperation between residents and city institutions, and the formulation of individual plans also started, which led to the implementation of the integrated service packages tested in the 4IM project.

Step one. In the 4IM project, the greatest adversary of community coaches was transgenerational learned helplessness, which in itself deeply traumatises an individual's decision-making. It is characterised by passivity, resignation, frustration, and individuals do not feel in control of their own destiny. This condition leads to the loss of taking initiative, losing self-confidence and trust. People living in poverty do not always see their own poverty as an obstacle that needs to be urgently addressed. An important indicator of this first phase was that, although the people in the target area were not yet familiar with the content of the project, the institutions behind the work of the coach, or even the concept of community coach, they all 'knew the name of the coach'.

Step two. Exploration, and finding the vision. Through conversations and joint events, a common denominator is established between the individual, the community and the institution(s).

Step three. In the period following the exploration, the objectives envisioned are realistically achievable for the group and the individual, and these objectives create linkages and collaborations with other groups. These links and objectives are made aware of within the group by the community coach who enjoys the support of the Social Innovation Resource Centre and other groups already established in the area.

Step four. Initially, small, independent partial successes are pursued, which build up the confidence of the community and of the individual, and continuously shape the coach's work. In a positive case, this is a highly interactive phase between the facilitator and the assisted.

Step five. "Let's dream bigger" - Broadening the scope of cooperation and of the goals in the activated community thanks to the experience gained, the mutual support and the established external contacts.

Step six. Independent leadership, organisation and initiative within the community, which no longer requires coaching.

Community coaches have carried out the following tasks in the 4IM project:

- Exploring community resources
- Overcoming "learned" helplessness, developing personal activity
- Increasing the internal solidarity and external connectivity of the community
- Building self-confidence, promoting advocacy
- Using community building as a tool to promote individual paradigm shifts
- Assisting in the formulation of grassroots initiatives and their alignment with mainstream development processes
- Establishing a developmental dialogue and cooperation between the local community and decision-makers
- Disseminating information, new models and ideas
- Creating an active community that is **taking action** ("I am responsible for what happens")

Tools for community coaching in the 4IM project. Contacts, 'spontaneous' conversations, households visits, regular targeted conversations, ongoing interest, enquiries. Promoting local organisation, organising community forums. Formulating and promoting community actions (e.g. renovation of stairs in the case of Bábonyibérc, restoration of a damaged public well, grass cutting, garbage picking, etc.). Thematic Community programmes. Continuously encouraging the passive to become active and the negatives to become supportive. Encouraging individual decision-making and monitoring the progress leading to that. Many people 'just need a push'. Facilitating the establishment of a permanent Community Action Group (CAG) in the neighbourhood and mentor the work of the CAG. Provide ongoing feedback and mirroring.

Summary

In a nutshell, community coaching represents a paradigm shift in the design and implementation of social inclusion interventions and is another step towards a collaborative, person-centred empowerment approach.

Poverty is a major obstacle to human development. Its persistence at the global level is an indication of the complexity of the problem. It shows the need to better understand and take into account its causes and effects and the multiple interactions between them.

An important issue is how systemic inequalities in the distribution and transmission of resources and opportunities cause and sustain poverty. And another is how power relations, culture and group dynamics mechanisms affect individuals and communities. But equally important is the question of how the experience of poverty affects capabilities and contributes to the perpetuation of poverty and disempowerment across generations.

The experience of poverty and exclusion therefore has many dimensions, going beyond the lack of income and employment. Long-term immersion in poverty and exclusion undermines aspirations, planning and decision-making, self-esteem and hope. This in turn can hinder the effectiveness of interventions that address poverty and exclusion.

Therefore, in order to combat poverty effectively, interventions must address all the different aspects of the problem in an interconnected way: material deprivation, socio-cultural dynamics and lost individual self-esteem. This is even more important when interventions target people living in deep, long-term poverty. When lack of empowerment and self-esteem permeates the history of families and communities for generations, it poses a serious barrier to the social mobility of individuals and communities.

The practice of community coaching is a tool that supports people living in persistent poverty and exclusion and helps them build the skills necessary for thriving. The method is not a substitute for other forms of support that address material deprivation, but it can transform and make effective the way how people living in poverty are helped.

This study was carried out in the framework of the 4IM project in Miskolc, based on the experience of other examples.

References

„A Field Guide to Community Coaching" by Mary Emery, Ken Hubbell et al. (sdstate.edu), 2021

Community coaching (localdevelopmentforinclusion.org) by Marta Marczis, 2014

Research Summary on the Results of the Medium-term Study of the University of Miskolc 4iM Project

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Zsuzsanna Török

1. Apathetic, resigned, trapped - a summary of the results of the sociological survey prior to the interventions

In November 2021, researchers and students of the University of Miskolc, led by Dr. Kinga Szabó-Tóth, prepared a sociological survey based on a large sample questionnaire for the project "Initiative for innovative integrated interventions in Miskolc – 4IM (Miskolc shall be a place for everyone!) – Miskolc City Initiative for innovative and integrated social services, employment development in Miskolc", led by the Miskolc Municipality consortium. The pilot project aimed to introduce a new social model, develop integrated interventions and institutional structures, and establish innovative partnerships between relevant organisations from the public, municipal, civil and private sectors. The University of Miskolc was responsible for developing the methodology for the sociological survey that underpinned the interventions and for analysing the survey results to identify possible directions for intervention. Based on the results of the primary survey, the two action areas of the project, Bábonyibérc and Tetemvár, could not be considered as 'depression zones' (Bőhm 1992).

In both areas, there is present what Lewis calls in the literature a subculture of poverty a pattern called the poverty subculture, about which he writes: [...] to be poor in modern countries is not only to be economically deprived, to live under dysregulated

circumstances and generally to live in a state of lack. It also has a definite and tangible quality: a structure, a meaning and a system of protection without which the poor would find it difficult to live. In short, poverty is a way of life, and a very permanent and persistent one. It is transmitted from family to family in the succession of generations' (1968: 20-21). A present-oriented set-up, a lack of realistic plans for the future, a lack of clarity about time and the immediate consumption of income are all characteristic of the two areas.

The analysis of the preliminary research data also showed that Seely's model from 1959 can be applied in 2021 (Szabó-Tóth, Mihályi 2022), and the "profiles" that could be used to design and communicate interventions successfully for the project were outlined.

2. The mid-term questionnaire survey and its results

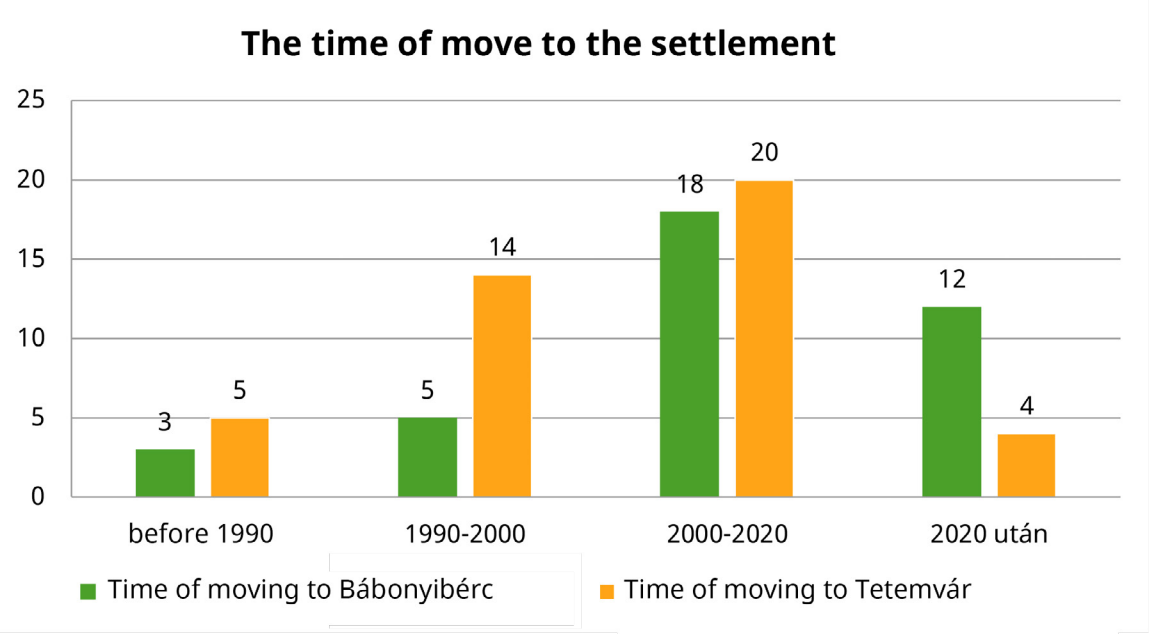
In the middle phase of the project, the research was taken over by cultural anthropologists from the University of Miskolc. The mid-term evaluation is aimed at monitoring progress, assessing implementation and identifying issues and challenges affecting the effectiveness of the project.

The study was based on the household and personal questionnaires used in the baseline survey, which were adapted for the mid-term evaluation study. Two types of questionnaires were processed, one at household and one at individual level per action area. A total of 50-50 households were surveyed in the two areas, carried out by the staff of the Social Innovation Resource Centre set up under the project. The data from the questionnaires were then recorded in household and personal data tables with the participation of students.

2.1 Household structure, patterns, demographic characteristics

The results show that the highest proportion of people moved in between 2000 and 2020. There is a difference in the fact that the number of people who moved to Tetemvár increased more significantly in the 10 years after the regime change, the number of people who moved to Bábonyibérc raised hafter 2020. An analysis of the year of moveing in showed that, from a community perspective, Bábonyibérc also has a high proportion of newcomers, which provided important information for assessing social cohesion and integration level within the community. Communities with a higher turnover in population (Bábonyibérc) have more difficulty in developing strong social ties, while those with more long-term residents may have a greater sense of belonging and community Figure When did you move to the settlement?

Figure 1
When did you move to the settlement?



The household structure of the two areas shows similar patterns, so the data are presented in aggregate format. In Bábonyiérc, the proportion of families with several children/small children is slightly higher than the overall data, while in Tetemvár there is a positive difference in the number of single person households compared to the average, but it is clear that single persons and families with several children are predominant in the action areas. This is confirmed by the following figure, which divides the population of the two areas into economically active aged population and dependants under 16 and recipients of pension benefits (old-age pension, invalidity pension, etc.).

Figure 2
How many people live in the household?

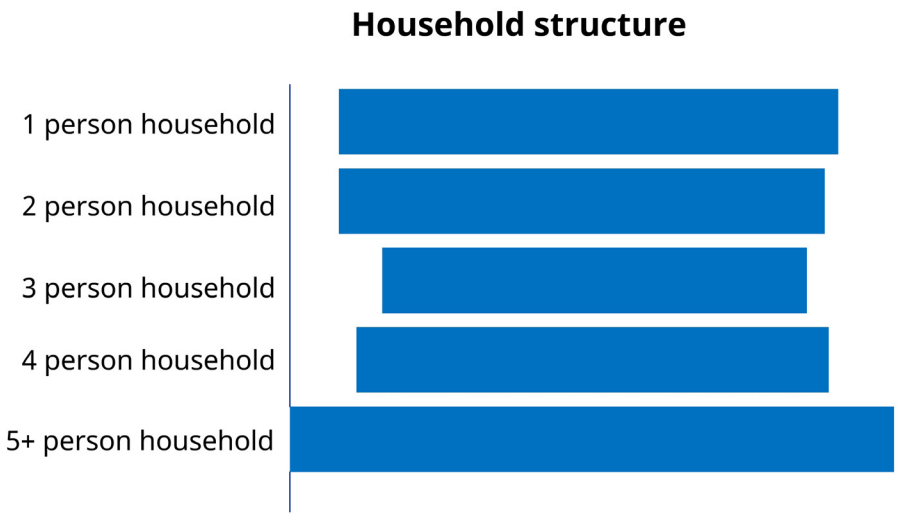
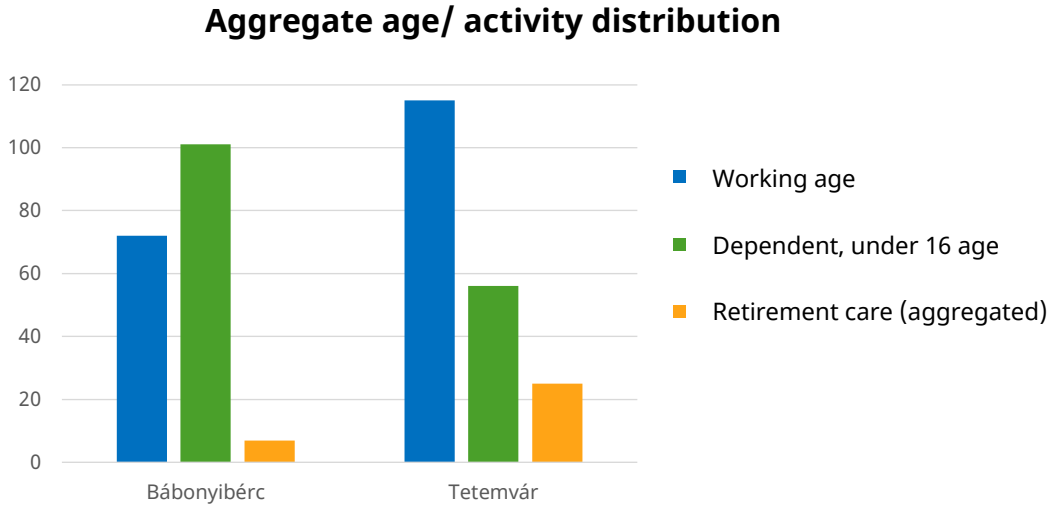


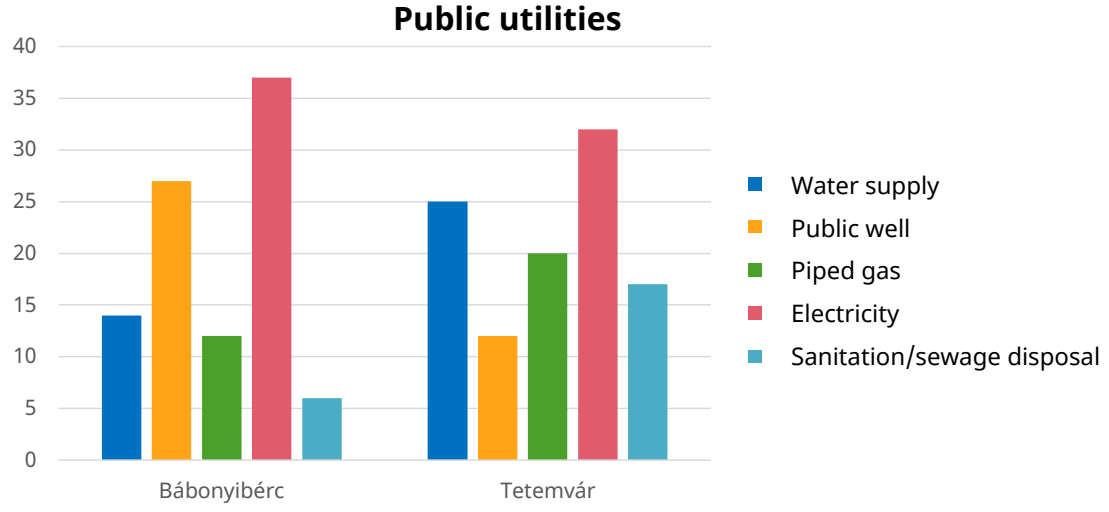
Figure 3
Number of active age people in the municipalities



2.2 Infrastructure and access to other services

In order to promote inclusive development, and thus to ensure the success of the pilot project, the processing of data related to the issue of infrastructure provision is considered critical. After analysing the data on infrastructure, it was possible to identify areas where access to basic services such as water, piped gas, sanitation and electricity is inadequate. The questionnaire data and field interviews also shed light on how people in the area 'prioritise' services and what is what they consider as important.

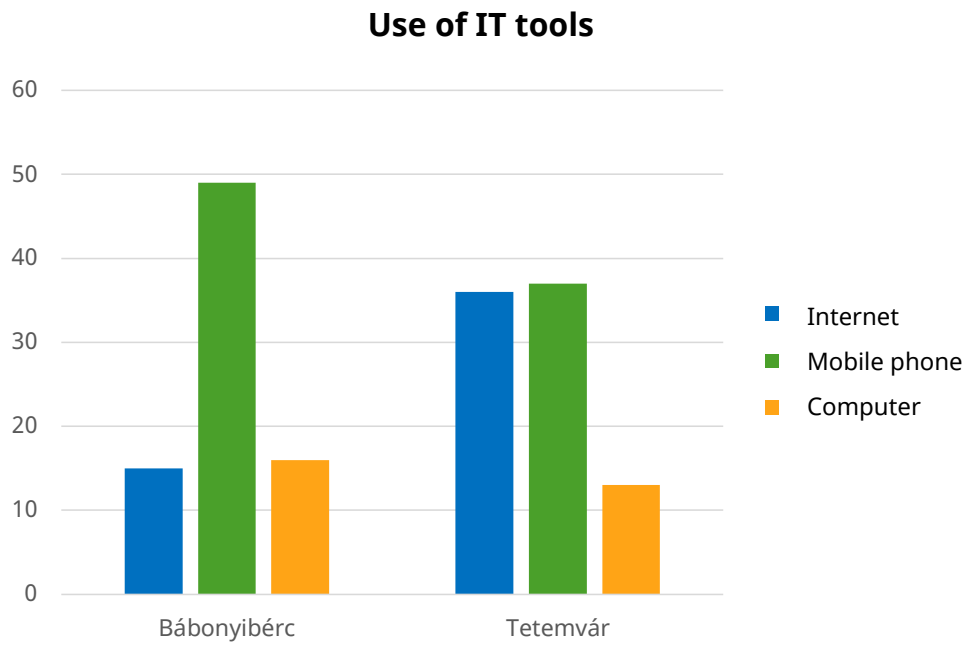
Figure 4
Utility coverage data per 50-50 households



We can see that from an infrastructure point of view, households are in the best position in terms of electricity supply, but even here the fifty households surveyed do not reach 100%. In the case of water supply, we looked at the piped water supply and the nearby (within 10 metres) public well. By combining the two sets of data, we see that the figure is close to 70 percent in both areas. Piped gas is available to 40% of households surveyed in Tetemvár and 28% of households in Bábonyibérc. Sewage is available to only 12% of the households surveyed in Bábonyibérc. Discussions with locals revealed that the most important issue for people living in the area is the electricity supply, this is the biggest problem. Although not part of the basic infrastructure, it is important to mention the issue of garbage collection. Illegal dumping is a serious problem in both municipalities. The comfort and environmental satisfaction of local residents would be greatly enhanced if this situation were resolved. Household waste dumping multiplies the number of disease-carrying rodents, which poses a serious public health risk.

Information and communication technology (ICT) infrastructure is an important category of analysis, as without it, in today's digital world people face a serious educational and labour market disadvantage. In Bábonyibérc, 98% of the households surveyed have a mobile phone, compared to 76% in Tetemvár. Far fewer households in Bábonyibérc have internet access than in Tetemvár. An important recommendation in case of a possible extension of the project is to carry out a survey on the conscious use of existing IT tools and based on this survey data develop short-term micro-skills training for digital citizenship that would bridge the digital divide and improve connectivity.

Figure 5
Information and communication technology equipment coverage per 50 households

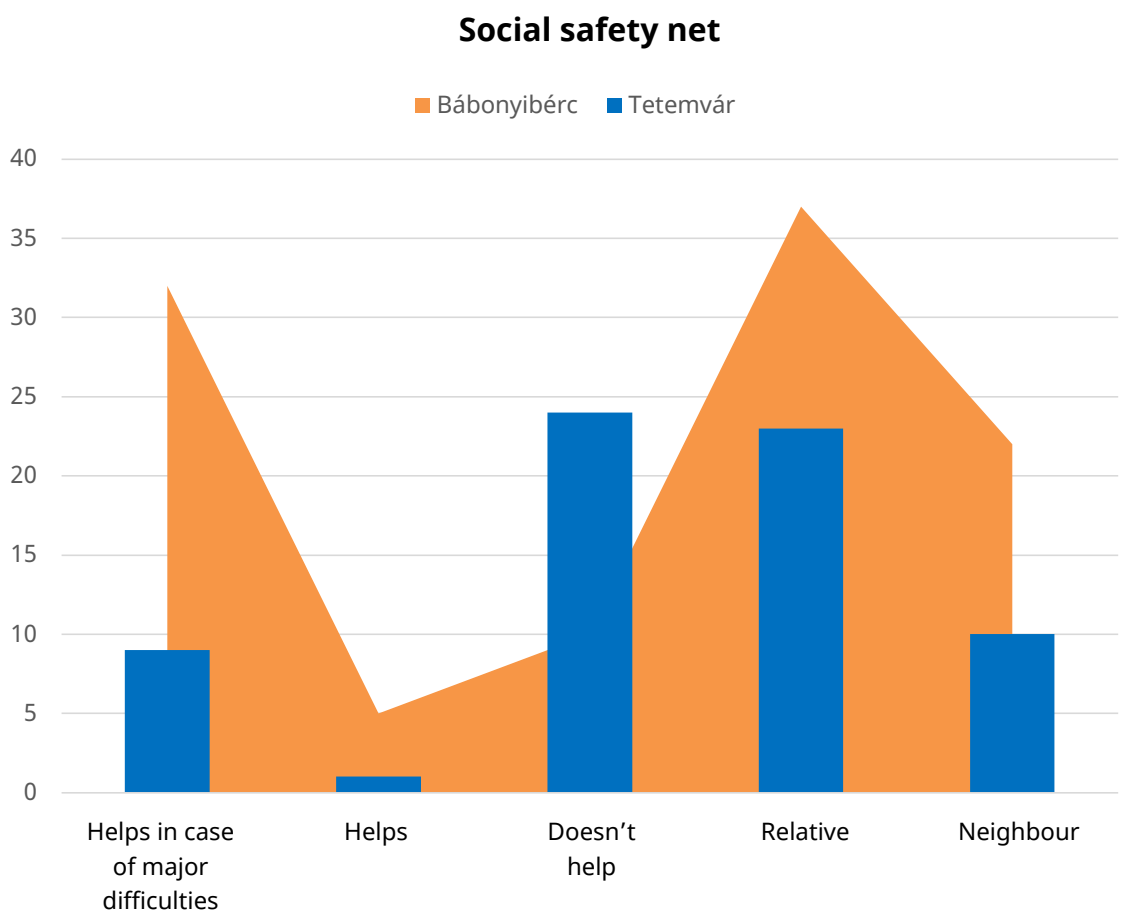


2.3 Community/social network

Community network data is key to the project for a number of reasons, as it provides insights into relationships within the community.

Conceptualising the notion of a community network within the project: a group of individuals or organisations within a geographical area, or with a common interest or purpose, who are connected through various forms of communication, cooperation and support.

Figure 6
Do you receive help, and if so, from whom?
(per 50-50 households)

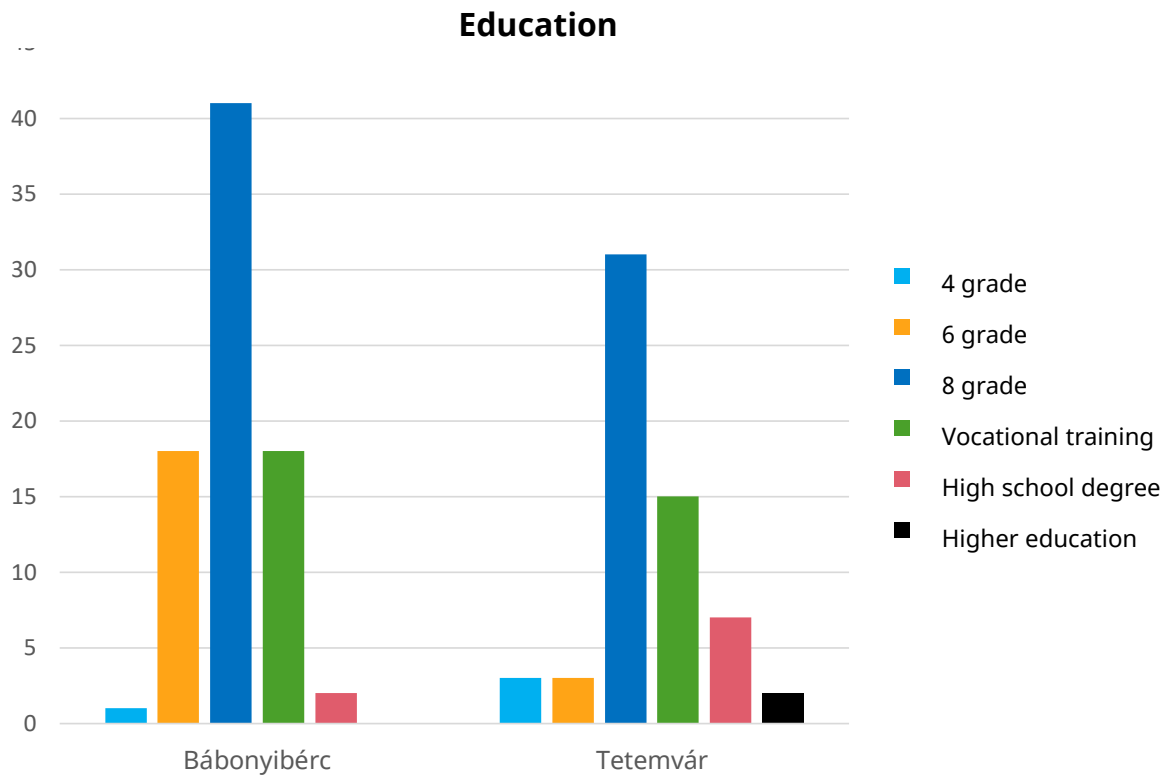


The data clearly show that the two action areas have differences. In Tetemvár, although it is a community that has lived together for longer and has less turnover, there are weaker connections, with no requests for help and no expectations of help from each other. In Bábonyibérc, 66% of households surveyed said that they can rely on help from within the community in times of great need, 74% can rely on relatives and 46% can rely on neighbours.

2.4 Level of education, skills and competences

Different levels of education may require different approaches to ensure that information is accessible and relevant to all members of the community. Also, this data set has helped Resource Centre staff to identify gaps in skills and knowledge and to design initiatives that equip individuals with practical skills for the job market.

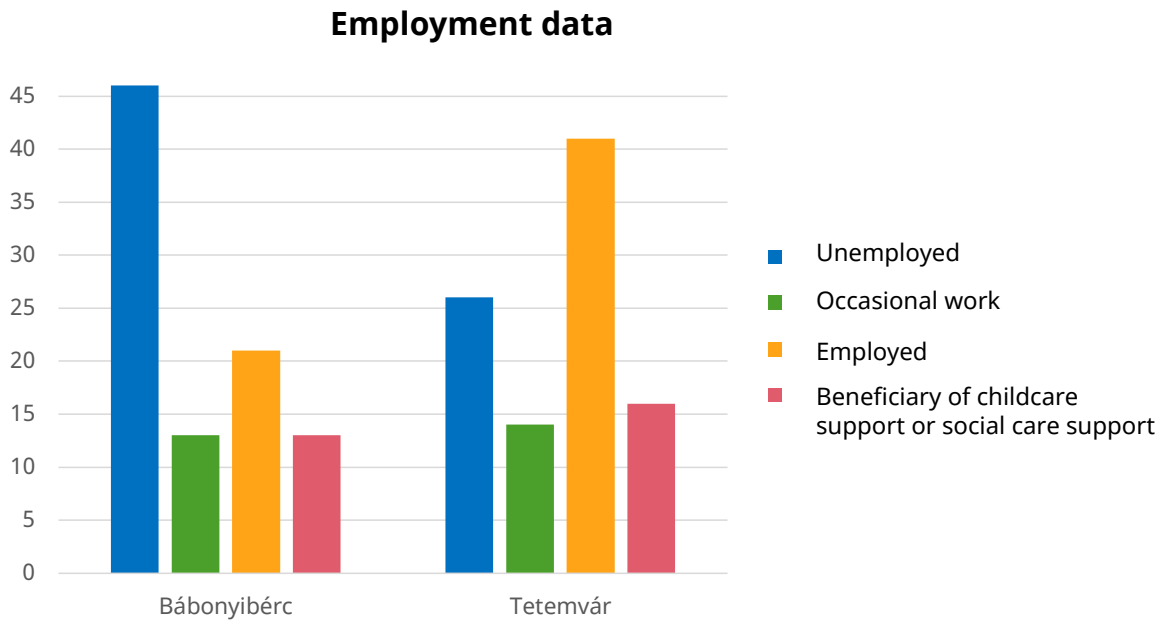
Figure 7
School enrolment in the action areas
(total number of respondents - percentage)



The educational level data show that the Tetemvár has a higher proportion of residents with a high school diploma (7%) and higher education (2%) diploma. Those who completed 4 or 6 years of primary school represent a 3-3% of the population, and 15% of the residents have a vocational qualification. In Bábonyibérc, the proportion of residents with an 8th grade education is fairly high (42%) and the proportion of residents with 6 completed grades or vocational qualifications is equal (17-17%). The Data analysis did not reveal skills and competencies for which the community would be qualified as having a competitive advantage, but with mentoring and with tailored service packages would help in matching individual skills and abilities with appropriate opportunities.

2.5 Labour market status and potential

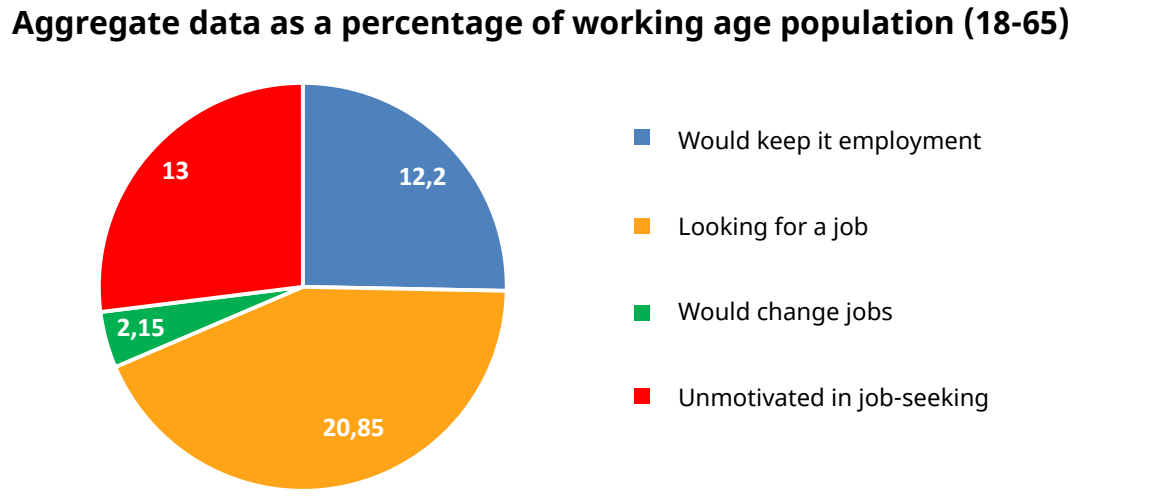
Figure 8
Employment data (total respondents - percentage)



There are marked differences in the employment structure between the two areas. While the unemployment rate is particularly high in Bábonyibérc (45.5%), 41% are employed in Tetemvár. In both areas, 12-14% of residents live from daily labour work and 13-15% are currently receiving some form of benefit related to raising young children.

A different picture emerges from the responses of working-age people based on their attitudes towards the workplace.

Figure 9
How satisfied are you with your current job? Are you actively looking for work?



Data shows that few people living in the area wanted to answer to this question, but nearly 21% of respondents are currently actively looking for work. A surprising figure that seriously jeopardises the success of the project is the 13% of respondents who are not motivated to work.

One component of labour market potential that is not linked to an individual's level of education, motivation or physical ability to work, is a component to their living situation, namely whether in the household there is somebody with a disability who needs care. In the project, such households were identified as special needs households.

Figure 10
Percentage of households with special needs in the 50-50 household survey

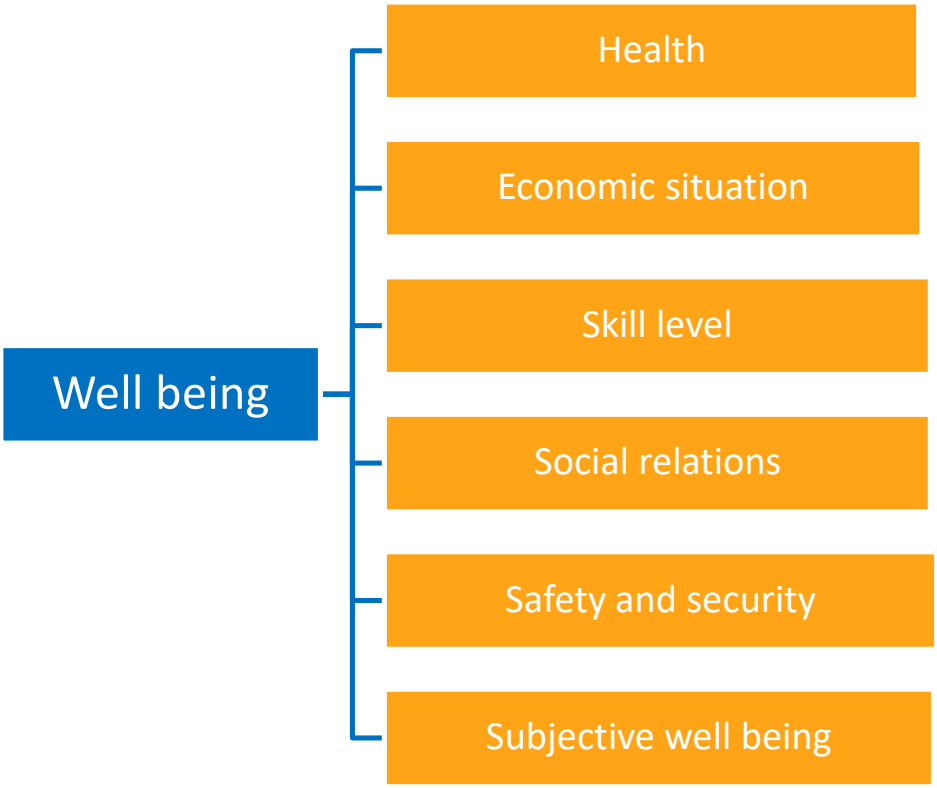
The graph shows that in the case of future projects the measures in the action areas should take into account that the number of households with a family member in need of care is around 7-9% and that 4,2-5% of households have a family member with a disability.

2.6 Well-being indicator

One of the most important methodological results of the project is the well-being indicator, which was developed primarily for the rapid and effective institutional delivery of integrated measures to neighbourhoods and residential communities that are considered to be at risk in any way.

The well-being indicator is a key measure of quality of life in disadvantaged communities and assesses different dimensions of well-being.

Figure 11
Factors of the well-being indicator



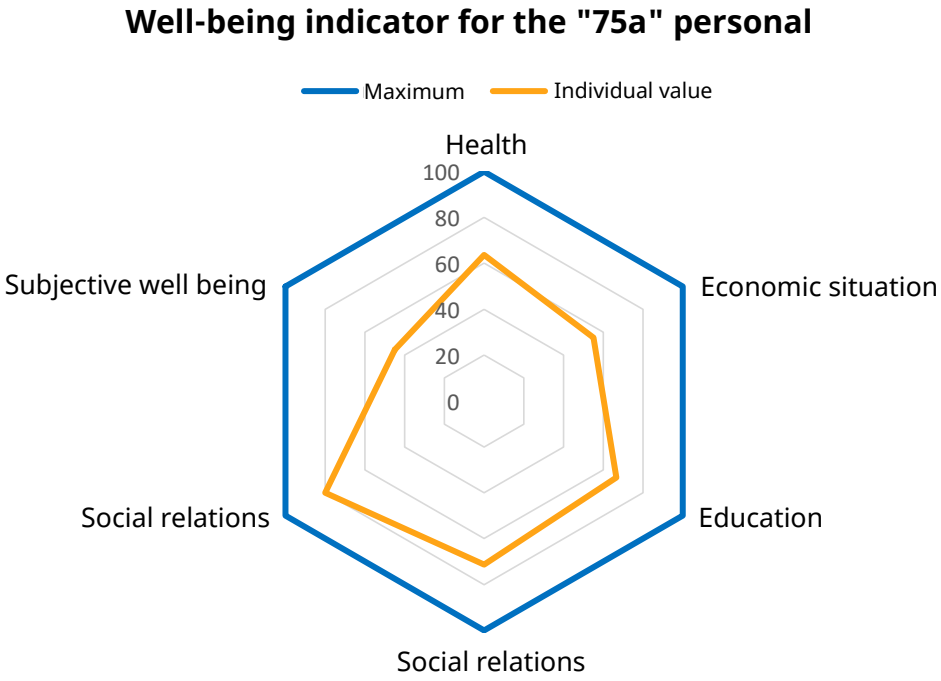
The data from the questionnaire survey were grouped into six categories, which make up each leg of the well-being indicator. The health leg measures access to healthcare, illness and mental health. The economic factors include income level and employment status, education includes access to education and level of education, and social relationships includes relationship satisfaction and community engagement. Personal security and subjective well-being are also taken into account, interpreted in relation to self-reported happiness, overall satisfaction with life, the direction and extent of existing motivations and individual goals.

Each leg of the indicator is weighted. The categories of subjective well-being and economic factors were given equal weight, health was weighted higher, social relationships slightly lower, and education and personal security were given equal but lower weights. The total score for each leg is 200 points, indicating maximum well-being.

Indicator	Content of indicator	"75a"	
Health	access to the healthcare	20	35
	diseases	5	
	mental health indicator	10	
economic sit.	income level	12	22
	employment	10	
Education	level of qualification	10	10
social relations	social network	7	25
	relationship satisfaction	10	
	community engagement	8	
safety and security	personal safety	12	12
subjective well-being	happiness	7	18
	satisfaction with life	7	
	motivational goals	4	
		122	122

The Well-being Index can be a key tool for researching disadvantaged communities and for designing and delivering community-tailored service packages for a number of reasons. The indicator helps to provide a comprehensive assessment and identify needs. By quantifying different aspects of well-being, the index helps to identify the specific needs and challenges of disadvantaged communities, which, based on the project's experience, is essential for policy makers, researchers and community organisations to prioritise interventions and allocate resources effectively. By systematically measuring and analysing the 'legs', researchers and policy-makers can assess the effectiveness of interventions and policies to improve the lives of disadvantaged communities, facilitating evidence-based decision-making.

Figure 12
Evolution of the well-being indicator for the respondent with code 75a



3. Research summary on the results of the focus group research conducted by the University of Miskolc in the final phase of the 4IM project

In connection with the project VP/2020/003/0218 Initiative for innovative integrated interventions in Miskolc – 4IM (Miskolc shall be a place for everyone!) – ”Miskolc City Initiative for innovative and integrated social services, employment development in Miskolc”, the University of Miskolc conducted a focus group survey in the last phase of the project, between March and May 2024. The aim of the research was to assess the short-term impact and sustainability of the project on individuals, communities, institutions and systems.

3.1 The relevance of focus group research as a methodological tool in the project

In the 4IM project, two large sample questionnaire surveys were carried out at the beginning of the project (full sample) and in the middle phase (expert sample). The analysis of the data provided the professionals working in the two action areas

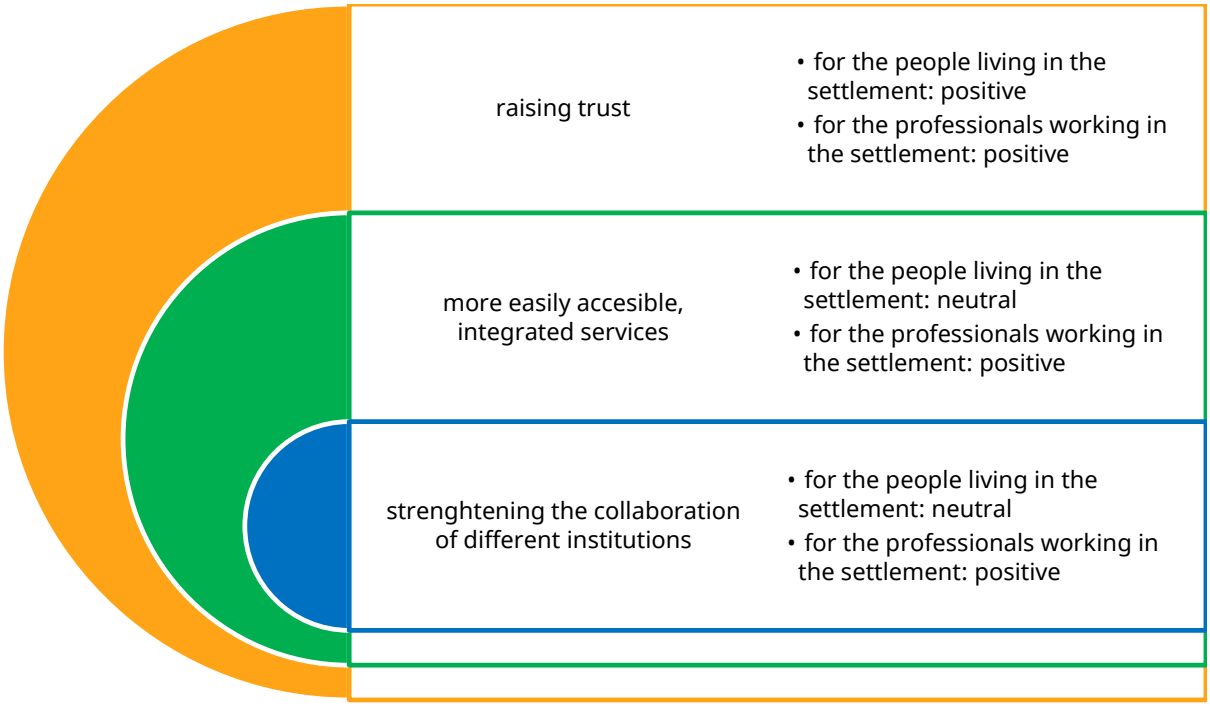
with firstly, general and then specific knowledge about the possible project focus and, after the mid-term survey, with knowledge on the areas in need of intervention. In the final phase of the project, the evaluation of the results and the lessons learned became important, in which the focus group study as a methodological tool has considerable advantages over the questionnaire survey. The interviews provide a qualitative insight into the views of people living and working in the field within the framework of the project, complement the quantitative data, and provide a deeper understanding of the different aspects of the project.

The focus groups allowed the project team to get detailed and nuanced feedback from the participants. They revealed underlying opinions, attitudes and motivations that surveys or other quantitative methods might not have been able to capture. The interview sessions provided an opportunity for project stakeholders to discuss their experiences and perceptions in more detail, and thus identify areas that might require attention or adjustment in a future project. The interviews also provided important information to understand how different stakeholders, including beneficiaries, implementers and other stakeholders perceive the project. This insight allowed for a multi-perspective analysis of the impact of the pilot initiative. The qualitative data from the focus groups helped to explain the trends and anomalies observed in the quantitative data, showing the correlations and reasons behind the numbers. We were able to assess how well was the project was implemented from the perspective of the participants, we got feedback on what worked well and what did not. Another important aspect in the choice of methodology was to enhance trust and transparency. The open dialogue in the focus groups helps to build trust between the professionals and stakeholders involved in the project. The trust can increase the willingness to cooperate and might reduce resistance to change or to new initiatives following the end the pilot project.

3.2 How the focus group interviews were analysed

In our case, the analysis of the focus group interviews was aimed at a systematic interpretation of the qualitative data. We worked with two target groups: respondents living in the two action areas who were using integrated social services, and professionals directly or indirectly involved in the implementation of the project. We conducted interviews with both groups with the same objective: to find out what had changed in the area as a result of the pilot project, and how the lives of the people living there or the work of the professionals had changed as a result of the project. The interviews were recorded and transcribed. Where relevant, we also recorded non-verbal cues (laughter, pauses, tone of voice, etc.). The texts were then broken down into smaller units and organised into themes or sub-themes. We looked for patterns and themes that emerged in the various focus group sessions. These were organised into a coherent framework and then each theme was interpreted in the context of the project. Particular attention was paid to examining conflicting or divergent perspectives. Discourse analysis methods were then used to examine the texts. We looked at linguistic features such as vocabulary, grammar, metaphors and different rhetorical devices and identified them as strategies used to achieve certain effects, such as persuasion, framing, positioning or legitimation.

4. Presentation of the results of the focus group interview - evaluation of the impact of the project



The project's objectives were broken down into three broad categories in order to examine the statements made about them in the interviews.

4.1 Trust

At the level of both target groups, there is evidence of an increase in general confidence – in institutions, professionals and public administration. Interviews with people living in the area show that they have confidence in the representatives of the institutions at the level of personal relationships. Naturally, this trust dissipates when they are asked about larger systems (municipal, county, regional or national). This is in line with the tendency that trust towards larger social systems is generally low in disadvantaged communities. Disadvantaged communities face a number of challenges that affect their relationship with social systems such as government institutions, law enforcement, health care, education and financial systems. Previous experiences of marginalisation can lead to deep-rooted mistrust, but frequent negative interactions with institutions can also reinforce mistrust in the 'system'. This was also reported by respondents in the interviews in Tetemvár and Bábonyibérc. In both areas, issues of inequality in the distribution of resources and services and the resulting sense of injustice was raised, particularly in relation to the state of the road network and the issue of waste collection.

People in the area perceive that they receive less than the more affluent areas. The project has made little or no difference, but the introduction of community coaches has reduced the feeling of alienation and mistrust.

Professionals working in the field and the institutions present are unanimous in their view that the trust index has increased significantly. They stressed that the active involvement of community members in decision-making processes, in the design and implementation of programmes has helped a lot. Clear and regular communication, improved access to information and the development of programmes tailored to the needs of the communities were seen to have greatly improved the overall sense of trust. The experts agreed that building and maintaining trust in the larger social systems in disadvantaged communities requires a comprehensive, multi-faceted approach, but felt that the pilot project was an important milestone in this regard.

4.2 Services

The two target groups make different and sometimes contradictory claims about the design, implementation and impact of integrated services. The first reaction of people living in the area to questions about this is confusion, followed by complaints, while professionals report positive changes. The reasons behind the contradictions proved to be rooted in the project's communication deficiencies: the people living in the target area were not given sufficient information about the specific objectives, the improvements made and the system developed and implemented. The targeted questioning allowed for a more articulate opinion of local residents, so overall we can say that the use of services has increased. Examination of this question showed that integrated social services, i.e. initiatives that bring together different types of support, such as healthcare, education, housing and employment services in a coordinated delivery system, can be of significant help in reaching disadvantaged communities. The work of the Resource Centre and the Community Coaches in both target areas allows us to address multiple needs at once, offering a more holistic approach. Coordinated operations reduce fragmentation, ensures that services are linked rather than delivered in isolation, allow individuals and families to get the help they need without having to navigate multiple systems. Integration makes it more likely for people to seek and receive support, which reduces duplication of effort and optimises the allocation of resources.

4.3 Inter-institutional cooperation

One of the most important results of the pilot project, according to the experts participating in the focus group was the improvement of inter-institutional relations and the strengthening of cooperation between them. The experts interviewed agreed that this was one of the project's greatest achievements. From the outset of the project it was assumed that cooperation between social service institutions is key to effectively address the complex and interrelated problems of communities particularly in deprived areas. During the evaluation of the project, professionals highlighted the following areas:

a, Shared goals and vision: the project provided an opportunity for the institutions to jointly understand the goals and outcomes of the cooperation.

b, New channels: regular and transparent communication channels for sharing information and feedback have been developed.

c, Defined roles and responsibilities: the professionals working on the project and the institutions providing services in the area gained insight into each other's work and acquired a clear understanding of the roles and responsibilities of each institution.

d, Mutual trust and respect: regular and consistent cooperation has helped each institution to see and recognise each other's expertise and ensure the success of the project. In the long term, this can contribute to achieving lasting and significant changes in the action areas.

e, Joint planning, continuous evaluation: joint discussions have helped in coordinating strategies and actions and in improving the efficiency of delivery of services.

The pilot project proved that cooperation between social service institutions is essential to effectively meet and address the needs of disadvantaged communities. By establishing clear communication, by having clearly defined roles, by building trust, by joint planning, by sharing resources, and continuously evaluating and improving collaboration, institutions can improve their service delivery and achieve better outcomes in the communities.

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The system of social benefits at the Municipaliy of Miskolc

As of the 1st of March 2015 the division of tasks between the state and local governments changed following the amendment of Act III of 1993 on Social Administration and Social Benefits (hereinafter: ASASB), and benefits have been separated into those provided by the state and those provided by local governments.

Advantages: municipalities can define forms of support that respond to the specific needs by taking into account local specificities. No single set of rules can be defined for all communities and the municipal councils are the ones who have knowledge on the local social conditions.

Disadvantages: the complex 'management' of individuals and families is no longer possible; different budget options, lack of resources can hinder delivery of support; different social policy approaches.

a) Benefits administered by the regional government office

<table>
<tr><th colspan="2">Name of benefit</th><th>Eligibility criteria</th><th>Amount of benefit</th></tr>
<tr><td rowspan="2">Old-age pension

1993. III. tv § 32/B (1) and § 32/C and § 14 (5) of Government Decree No. 63/2006 (III.27.).</td><td rowspan="2">Assistance to elderly persons without means of subsistence</td><td>a) the monthly per capita income of the spouse or partner who has reached the pensionable age and lives with him/her does not exceed 85% of the minimum amount of the old-age pension</td><td>Monthly amount for those without income in 2022: 28,505 HUF/month</td></tr>
<tr><td rowspan="3" colspan="2">c) single, over 75 years and with a monthly income not exceeding 135% of the current minimum old-age pension</td><td>b) single, over the pension-able age but under 75 years and with a monthly income not exceeding 100% of the minimum old-age pension</td><td>Monthly amount for those without income in 2022: 33,525 HUF/month</td></tr>
<tr><td>Monthly amount for those without income in 2022: 45,255 HUF/month</td><td></td></tr>
<tr><td>In the case of a beneficiary with income, the difference between the amount under point (a) and the beneficiary's monthly income</td><td></td></tr>
</table>

Name of benefit		Eligibility criteria	Amount of benefit
Care for active aged people **Health impairment and childcare allowance (EGYT) Statute: § 37 (1)-(4)**	Benefits for working-age people and their families who are disadvantaged in the labour market. The monthly income per consumption unit cannot exceed 90% of the current minimum old-age pension and there are no assets.	Eligible for health care and childcare allowances: a person who is taking care of an active aged person, and who, on the first day of becoming eligible to the benefit a) is a person with a health condition, or b) has in his/her care a minor under the age of 14, provided that no other person is entitled to the childcare benefit or childcare allowance or childcare support, infant care allowance, adoption allowance - and the child cannot be cared for in a daycare institution or in a summer daycare home, kindergarten or school daycare centre	The monthly amount is the difference between the amount of the family income limit and the total monthly income of the beneficiary's family, but cannot exceed 90% of the current mandatory minimum wage for public employment less personal income tax, employee, health insurance and pension contributions, etc. (for more information see § 37 (4) and (5) of the Social Security Act)
Care for active aged people **Employment substitution allowance (ESA)** **Art. 35**		A person is entitled to an ESA, who has been determined fit to take care of an active aged person, excepting those care takers who are entitled for healthcare and childcare allowances (as referred to above)	The monthly amount of ESA is the 80% of the current minimum amount of the old-age pension: in 2022 22,800 HUF/month
Childcare fee for children at home care (GYOD) **§ 38 (1) (a)-(b), § 39 (1) and § 39/A (1), (2) and (3) of the Social Security Act**	Support for the care of a child who is unable to care for himself/herself (expert determines this fact)	The persons entitled for childcare fee for children at home care are those birth or adoptive parents who are caring for a) a child who is unable to support himself/herself because of a serious disability, or b) a child who is unable to support himself/herself because of a long-term illness	The monthly amount in 2022 is 200,000 HUF. If the parent has more than one child for whom entitlement to GYOD could be established, the gross amount of the allowance is 300,000 HUF (gross).

Name of benefit		Eligibility criteria	Amount of benefit
Home care allowance **Art. 44 §**	The care allowance is a financial contribution to an adult relative who provides care and assistance at home for a person needing long-term care	A relative and a person as defined in the Social Security Act is entitled to home care allowance who a) is providing at home care for a person under 18 years of age aa) in need of permanent and long-term care or nursing care ab) is severely disabled or permanently ill and under 18 years of age and based on the description at point a) he/she is not entitled to home care allowance (GYOD).	The monthly amount of the nursing care allowance is 100% of the basic amount specified in the Act on the Central Budget: 43,405 HUF/month
		A relative is entitled to a **priority care allowance** if, on the basis of a complex qualification, he or she is entitled to the benefits for taking care of persons with reduced work capacity and according to the amendment of the 2011 Act CXCL. 3 (2) (b) (bd) the person falls under these categories or is caring for a relative who is entitled to a higher family allowance due to serious illness or disability.	the 180% of the basic amount specified in the Budget Act in the case of priority nursing allowance is 78,130 HUF/month
		A relative is entitled to **an increased care allowance** if he or she provides care for a severely disabled person who requires increased care and does not meet the conditions for the special care allowance.	the 150% of the basic amount specified in the Budget Act in the case of increased nursing care allowance is 65,110 HUF/month

Name of benefit		Eligibility criteria	Amount of benefit
Public healthcare services **Social Law (SL). § 49, § 50**	Contribution to reduce the expenses of a person in social need for the preservation and recovery of his/her state of health	Eligible persons include, by law for example, minors in temporary care and foster care, and disabled persons entitled to benefits for the working-age people, war invalids receiving cash benefits, national invalids, invalidity allowance recipients, recipients of higher family allowances etc. (for more information see Art.50, § (1) of SL. **Normative entitlement**: people for whom the approved monthly reimbursement of regular medical care exceeds 10% of the minimum amount of the old-age pension, provided that the monthly income per capita in the family is less than 105% of the minimum amount of the old-age pension, or 155% in the case of a single person.	by law 4 years of access to basic public healthcare services, normative case: access to basic public healthcare services is 2 years
Eligibility for health care services **Art. 54.**	Could be determined for the purpose of receiving health care	It may be granted to a person whose a) monthly income per capita in his/her family is 120% of the current minimum amount of the old-age pension, b) a person living alone and whose income does not exceed 150% of the current minimum amount of the old-age pension and whose family has no assets	validity of the certificate 1 year

Subsidies set and administered by municipalities

Based on the provisions of the Social Act (Szt.)

- the body of representatives **is obliged to grant exceptional municipal assistance to** persons whose subsistence is threatened, who are in an exceptional living situation or who are temporarily or permanently in need of subsistence**,**
- under the provisions of the Social Act **provides municipal assistance** in addition to the aid in cash and in kind, according to the conditions laid down in the municipal decree**.**
- local authorities from their own budgets **may establish benefits other** than those provided for in the Social Service Act
- the body of representatives of the municipal government may supplement the cash benefits within its competence and **may also establish other cash benefits for the socially deprived**, according to the provisions of the Social Service Act.

Pursuant to Paragraph (2) of Article 18 of Act XXXI of 1997 on the Protection of Children and the Administration of Guardianship (hereinafter: Gyvt.), the body of representatives of the local government **may determine financial support based on the need of the** child and young adult according to the conditions specified in the act.

Municipal regulation is limited by the framework of the enabling legislation, i.e. it cannot go beyond the statutory mandate, and the definition of the enabling legislation also binds the regulation. In the case of local authority subsidies only the level of need and social context considerations could become the eligibility criteria (age alone, or, in the case of housing subsidies, a provision related to construction is not a criteria). The principle of equality before the law, of equal treatment, of non-discrimination (requirement of a fixed period of residence, subsidies for residents of a particular municipality) are binding for the municipality, in the same way as the persons' fundamental right to privacy.

Social benefits in cash run by the City of Miskolc

In 2015, the General Assembly of the Municipality of Miskolc with County Rights created the **Municipal Decree 2/2015 (II.10.) on the local rules of municipal allowance and other social benefits provided by the municipality** (hereinafter referred to as the Decree).

The Decree has taken into account the local specificities and the capacity of the municipality and has set up rules for the various benefits, that have the purpose to:

- safeguard the social security of families with children,
- to provide subsidies for the regular housing-related expenses,
- to help the elderly,
- to reduce healthcare related costs
- to manage crisis situations.

The subsidies established by the Regulation are covered by the Municipality budget. If a new subsidy is introduced during the year, it will be covered by a budget restructuring.

The regular child protection benefit (RGYK) regulated by the Child Protection Act (Gyvt.) is financed from the central budget and managed by the local authorities.

Based Art. 19 § (1) of the Child Protecion Act (Gyvt.) the regular child protection benefit (RGYK) provides:

- the free or reduced childcare institution meals according to the provisions of Art 21 § B pf the Child Protection Act and if the legal conditions are met covers also the meals during the holidays
- the financial assistance provided for in § 20/A of the Child Protection Act (Gyvt.)
- other benefits to eligible children as defined in the Child Protection Act (Gyvt.) and other legislation.

The Child Protection Act (Gyvt.) established the legal conditions for the regular child protection benefit (RGYK). Those who are eligible may be entitled to a disadvantaged or severely disadvantaged status, which could mean that the child might benefit from meals during the holidays.

A child is entitled to regular child protection benefit (RGYK) if the monthly income per person in the family that is caring for the child does not exceed:

- a) the 145% of the current minimum amount of the old-age pension (hereinafter: pension minimum) (currently: HUF 41,325), if

  aa) the child is cared for by a single parent or other legal guardian, or

  ab) the child is permanently ill or seriously disabled, or

  ac) the child has not yet reached the age of 23 and is enrolled in full-time education, or has not yet reached the age of 25 and is in full-time education at a higher education institution, and was entitled to regular child protection benefit for at least one day between the first day of the second month before reaching the age of maturity and the day before reaching the age of maturity;
- b) the 135% of the pension minimum (currently HUF 38,475) in cases not covered by point a), provided that during the assessment of the financial situation, the value of assets per capita / usable immovable property, vehicle, rights of pecuniary value/ asset value does not exceed

a) twenty times the amount of the pension minimum (currently HUF 570,000) or b) calculated together, seventy times the amount of the pension minimum (currently: HUF 1.995.000).

It is not considered property that immovable property where the parent or other legal guardian lives and resides, rights in rem on the property they live in and a vehicle used for reduced mobility.

According to paragraph (3) of Article 67/A of the Child Protection Act when assessing eligibility for regular child protection benefit (RGYK) -based on request and in a separate decision - and for the same period as the regular child protection benefit it can be also established whether the child or the adult age child has a **disadvantaged or cumulatively disadvantaged situation.**

It is important to note that the term disadvantaged situation is defined differently in the legislation than in the common, everyday language. The legislation defined precisely the conditions of the term.

The status is not granted automatically, it is granted upon request.

Children who have been identified as disadvantaged or as having a cumulative disadvantage are entitled, among other things, to meals during the school holidays, to the increased amount of cash assistance provided for in Article 20/A of the Childcare Protection Act, and to other benefits provided for in other legislation.

A disadvantaged child is a child eligible for regular child protection benefit (RGYK). A disadvantaged child is a child who has reached the age of maturity and has:

a) a parent or adoptive guardian with a low level of education of, or if both parents that are raising the child together, or the parent raising the child alone or the adoptive guardian – based on his/her voluntary declaration- can be established that at the time of applying for the regular child protection benefit he/she has at most primary education,

b) the parent or adoptive guardian has a low employment status, or if either of the parents that are raising the child or the adoptive guardian is entitled to take care of an active-aged child according to Art. 33 of the Social Service Act or if 12 out of the 16 months preceding the date of applying for regular child protection benefit, she/he has been registered as a jobseeker,

c) the child lives in inadequate housing or housing conditions, if it can be established that the child lives in a housing that is registered in the municipality's integrated urban development strategy as segregated, or semi-segregated, or lives in an uncomfortable, unfurnished or emergency housing, or in housing with limited conditions for healthy development.

A **severely disadvantaged child** or adult aged child for whom at least two of the circumstances set out in points (a) to (c) apply is eligible for regular child protection benefit.

The amount of one-off cash benefits to be paid under the regular child protection benefit will be reimbursed in full, and the cost of holiday childcare will be partially reimbursed by the Hungarian State Treasury.

The amount of the one-off cash benefits to be paid under the regular child protection benefit will be reimbursed in full by the Hungarian State Treasury. The cost of holiday meals will be reimbursed in part by the Hungarian State Treasury.

European Commission recommendations on long-term unemployment

(European Commission, 2019; European Commission, 2022; European Commission, 2024; European Council, 2018).

1, Enhanced support services: the Commission stresses the importance of providing personalised support services for the long-term unemployed, including training, career counselling and job placement. By investing in personalised interventions, Member States can help individuals to acquire the skills and resources needed to successfully re-enter the labour market.

2, Promoting lifelong learning: encouraging continuous learning and skills development is essential to ensure that individuals have the skills required for the evolving labour markets. The Commission supports initiatives that facilitate access to education and training opportunities, especially for those who are most at the risk of long-term unemployment.

3, Active labour market policies: the implementation of active labour market policies such as subsidised employment programmes and wage subsidies can stimulate job creation and provide valuable work experience for the long-term unemployed. The Commission encourages Member States to design and implement effective policies that promote both employment and social inclusion.

European Commission recommendations on addressing vulnerability

(European Commission, 2021; European Commission, 2022)

1, Social investment: investing in social services such as health care, education and housing is essential to prevent and mitigate vulnerability. The Commission will support targeted investments that prioritise the needs of vulnerable groups, ensuring access to quality services and support systems.

2, Inclusive growth strategies: promoting inclusive economic growth is essential to reducing inequalities and strengthen social cohesion. The Commission encourages Member States to adopt policies that prioritise job creation, income redistribution and the reduction of inequalities, thereby reducing the risk of vulnerability among marginalised groups.

3, Strengthening social protection systems: robust social protection systems play a vital role in protecting individuals against various forms of vulnerability, including unemployment, ill health and old age. The Commission proposes the strengthening of social safety nets through adequate income support, health care and social assistance programmes.

The EU social pillar and minimum income

(European Council, 2022)

The EU's social pillar is the cornerstone of the EU's commitment to uphold fundamental social rights and principles. Within this framework, the concept of minimum income is seen as a critical element in ensuring an adequate standard of living and promoting social inclusion. The following principles guide the European Commission's approach to minimum income:

1, Income adequacy: Guaranteeing a minimum level of income that enables individuals and families to meet their basic needs is essential to ensure dignity and well-being. The Commission supports minimum income schemes that provide sufficient financial support to beneficiaries, taking into account regional variations in the cost of living.

2, Access to benefits: access to minimum income benefits should be fair and transparent, allowing all eligible persons to receive support without discrimination or barriers. The Commission stresses the importance of simplifying application procedures and ensuring that eligible beneficiaries are aware of their rights and entitlements.

3, Activation and inclusion: while the provision of financial support is essential, the Commission recognises that minimum income schemes need to be complemented by measures to promote activation and social inclusion. This includes support for employment reintegration, skills development and access to social services that will enable beneficiaries to make the transition towards sustainable employment and industrial employment.

It is also recommended that Member States regularly review and adjust the level of minimum income to maintain the adequacy of income support.

As regards coverage, Member States are recommended to ensure that all persons without sufficient resources are covered by a statutory minimum income, for example by establishing transparent and non-discriminatory eligibility criteria, means-testing thresholds, simple and free complaints and appeals procedures and mechanisms to ensure that the minimum income is responsive to, inter alia, socio-economic crises. In order to combat the under-utilisation of minimum income, Member States are also recommended to reduce administrative burdens, to ensure user-friendly, up-to-date access to information on rights and obligations, and take steps to combat the stigma and unconscious bias associated with poverty and social exclusion.

EU recommendations for the coordination of social services

The European Council already in 2016 made recommendations focusing on the labour market integration of the long-term unemployed. These recommendations include promoting outreach and enrolment in employment services, providing personalised support, establishing job integration agreements within 18 months of unemployment, promoting cooperation with stakeholders and centralising services for long-term unemployment through a single contact point. These directives are in line with the European Pillar of Social Rights and provide a clear, transparent framework for the establishment of future reforms (European Council, 2016).

Like the Council, the European Commission stresses the need for cooperation and coordination between the various partners in the interests of the long-term unemployed. Recent studies also show that integrated services lead to faster reintegration, but effective mediation cannot be guaranteed by co-location alone. Examples from France and Slovenia show successful joint case management between employment and social services. Collaboration should offer low-threshold entry, integrate health and psychological services, and ideally cannot be a formal part of the public employment service (Star, 2021; European Commission, 2019). Alignment of objectives, clear incentives and mechanisms to monitor outcomes are essential for successful collaboration. While outsourcing employment counselling shows no additional benefits, grassroots NGOs can play a role in tasks such as outreach and mentoring. Lessons from the programmes highlight the importance of well-established partnerships, labour market mapping and linkages with the health care sector. Finnish municipal pilot projects aim to closely integrate different services for vulnerable jobseekers, allowing for adaptation to local needs and careful evaluation and monitoring (Star, 2021).

The Commission's latest recommendations for 2022 explain in more detail the importance of cooperation and list ideas for effective coordination. EU calls for cooperation must recognise the multiple needs of long-term unemployed and inactive people, who require a combination of measures to address barriers to their employability, such as health and social problems, and therefore a diversity of services is essential. In addition, outreach strategies are crucial to engage vulnerable clients who may lack initiative or confidence in formal agencies. In addition, outreach workers can provide more effective assistance if they are fully informed about clients' circumstances. This helps build trust but requires sensitive handling of confidential information (European Commission, 2022).

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