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Guidelines for evaluating the social
innovation capacity of policies and practices

02 2020

European Union
European Regional
Development Fund

Sommario

1. Introduction

The objective of these Guidelines is to define indicators to measure the social innovative capacity of policies and practices to facilitate the integration of refugees. These are intended for the use of policy-makers and practitioners who are concerned with refugee integration. First, we will discuss the concept of social innovation upon which these social indicators rest. During the last two decades the concept of social innovation has increasingly gained strength and special attention within the EU. There are in the meantime a wide variety of definitions and approaches. The concept applied here is inherently theoretical and methodological while at the same time leading to change and transformation to enhance the integration and inclusion of those concerned, the newcomers, refugees[1] within a specific societal context.

The indicators defined and selected here build on the empirical work of the SIforREF project. Since the objective of the SIforREF project is to enhance opportunities for integrating refugees, the concept of social innovation applied here is organic to societal issues. Our framework is based on assumptions inherent to the school of thought that adheres to the interplay between new governance and civil society in its complexity and ambiguity.

> *"aware of the ambiguity of civil society's role in rebuilding governance relationships, it is argued that, under certain conditions, civil society is found to be a valuable contributor towards more cohesive cities and governance arrangements that promote them. Such conditions involve the existence of a multi-scalar democratic governance regime that favors public deliberation and social economy initiatives."* [2]

In the light of divisive processes such as polarization, exclusion, and inequality manifested in many urban settings, social innovation requires a new form of governance, that favors public deliberation and the cooperation with partners from civil society. As the above authors stress "social exclusion" focuses primarily on relational issues: inadequate social participation, limited social integration and lack of power[3]. Governance in this context is open to and specifically recognizes a role for actors and associations in civil society as partners in search of social innovative solutions to these issues.

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[1] The term refugee will be applied to the category of people who have a right to stay, subsidiary protection as well as those that cannot be returned. This said, in some urban contexts this differentiation may not be as clear.

[2] Gerometta, et al, (2005) p.2007:

[3] Gerometta, 2005:p.2010

Pursuing the school of thought presented above the concept of social innovation is grounded in three core dimensions.[4] These are the objectives: to aim 1) to satisfy basic social needs (the content dimension), 2) to transform[5] social relations with regard to governance (process dimension) and 3) to increase the socio-political capabilities and access to resources of the target group (the empowerment dimension).

The relational and activating concept, the *process dimension*, together with resources and socio-political capabilities, the *empowerment dimension*, form also the methodology based on opportunities for *reflective co-learning* between new forms of governance in dialogue with actors from civil society. One of the main original authors of the above approach over the last decades has recently proposed "Social innovation as a school for democracy"[6] suggesting that "Social innovative initiatives "through their empowerment and governance (create) co-learning processes", these "may contribute to adopting new political practices…".[7] Transforming social relations with respect to governance change requires in this process an inclusive, participatory and democratic governance.[8] The latter description with respect to SI[9] as a "school for democracy" is both engaging and illuminating in the context of activities such as Best Practices and pilots that may be initiated by actors in civil society, in cooperation with local governments and public authorities.

It is important in this context to stress that the practices or pilots that SIforREF initiatives are undertaking are located at the local level. At this level the associated members aspire within the context of interactive governance and co-learning with the beneficiaries themselves and as actors within civil society to achieve a better inclusion and socio-economic integration of refugees. This is the intention of our approach and the Guidelines should provide insights toward implementing and supporting this process. First, we present the steps undertaken in this project upon which the definitions of social innovation are based. These include findings from our empirical research and the interactive process with local governance and a variety of actors in civil society.

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[4] Moulaert and colleagues (2005)[4] cited in Gerometta,OpCit, p.2007.

[5] These are not direct quotes, but my interpretation, such as from change to transform. This would also be consequent with the latest version of Moulaert, et al (2017) who with co-authors recently entitled a publication for the EU "Social Innovation as a 'Trigger' for Transformations".

[6] Moulaert (2020:vii)

[7] (Moulaert (2020:x)

[8] Francesca Campomori, Venice, PPT May 2019

[9] Throughout this text I will occasionally refer to social innovation as SI to simplify the flow and avoid too much repetition.

This said, the following discussion stresses how social innovation is embedded in a methodology, which is practical as well as theoretical. This includes cooperation with local authorities, reflection and co-learning processes that emanate from these core dimensions. In the first four months of empirical investigations in the five cities (Berlin, Bologna, Parma, Ljubljana, and Vienna) the SIforREF teams provided the groundwork for identifying the social needs for better integrating refugees in their local societies. This includes - the mapping of existing policies and practices reported in-depth case studies of each of the five cities (Berlin, Bologna, Parma, Ljubljana and Vienna). The mapping of policies and practices were complemented by over fifty interviews with policymakers, practitioners and other key stakeholders from the private sector such as representatives of NGOs advising, counseling, coaching and training refugees. Together these provide the basis for reflection and analysis on the impact of policies and practices on opportunities for refugee integration. Attention was given in the interviews to the experience of the above informants with the integration of refugees in previous periods of refugee flows into the cities concerned. The interviewees were also asked if they found more positive policies and practices today than previously and if they could identify sustaining difficulties or specific barriers to integration that would require seeking potential new solutions.

THE OBJECTIVES OF SOCIAL INNOVATION - (CORE DIMENSIONS)

Policies, actions, practices initiated in the context of a new way of governance
- ❖ *aim to satisfy basic social needs* =   (CONTENT)
    Solutions must focus on the beneficiaries
        Participation of refugees in needs analysis

- ❖ *aim to transform social relations =*   (PROCESS)
        new ways of governance with civil society
                co-learning processes

- ❖   *aim to increase socio-political capabilities -*

increase access to resources =   EMPOWERMENT)

new political practices / new SI practices

A major advantage of this methodology is that the cooperation between the local authorities, university teams and civil society organizations also contributed to reaching a mixture of informants that represented practitioners and policymakers from local or federal authorities, state and private firms and civil society associations. The informants for the most part welcomed being interviewed, as specialists they were motivated to be invited to give their view of the situation refugees faced.   The interviews also awakened interest and gave the teams a base from which to select diverse participants (policymakers, practitioners, representatives from public authorities, private business and NGOs working with refugees and refugees themselves) for the Co-Creation Workshops.

The purpose of the Co-creation Workshops was to engage these diverse practitioners and stakeholders to work together to reach for steps toward solutions to some of the major hinderances for the integration of refugees. Refugees participated actively as beneficiaries and experts in the Co-Creation Workshops, articulating their experiences, views and needs. The methodology of the Workshops stressed cooperation between exactly this variety of participants, experts in the field with diverse vantage points, identifying needs with those involved is essential to the "process".

Prototypical Network represented in Co-Creation Workshop and Transnational Study Visits
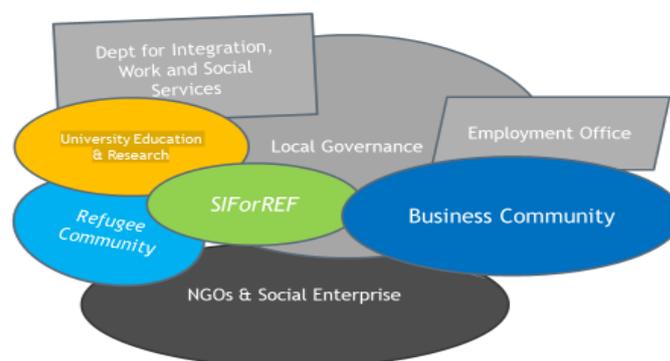
The participants represented different institutions and life-worlds, each had their own expertise, but normally had not had the opportunity to work together in this kind of an open setting. The dynamics of the Co-Creation workshop enabled the participants to move beyond

their usual context to hear others and to reflect together on policies and practices that may reach beyond traditional, institutionalized administrative procedures. (SIforREF - Concept Report, 2019)

In Parma, Ljubljana and Berlin, the participants reported that they were especially impressed about the combination of stakeholders and practitioners from business, employment agencies, NGOs and refugees themselves. As the colleagues in Ljubljana formulated it - "the workshop turned out as a tactical and practical tool for dialogue among different stakeholders, especially the conversation between the representatives of institutions and users, i.e. refugees, migrants and small NGOs." It is also in this spirit that public authorities in Berlin found this approach so convincing that there is a proposal to undertake to co-operate with SIforREF to organize co-creation workshops of the same method and design horizontally across several departments, including the variety of participants.

The findings of the workshops provided additional material for the needs-analysis and potential strategies for new solutions within the five cities. These have been analyzed within each city, thus contributing to a better understanding of both the needs and barriers refugees face with respect to integration. At the same time the analysis provided a basis for refining indicators to measure the social innovative quality of practices. Parallel to all of this the city teams have collected and proposed a selection of Best Practices, some of which will be employed in the final section of these Guidelines to illustrate the use of indicators of social innovation for an analysis of the social innovative quality of practices.

In the next section (2) there will be a more in-depth discussion of Social Innovation as a concept in the framework of the needs analysis which is one of the main elements that drives the design and implementation of social innovative practices. This all builds on the theoretical input of classical work in the field cited above and findings from the analytical and empirical sections of the SIforREF research to date.

Thereafter section 3 spells out Indicators for the Integration of Refugees that rest on the previous Needs Analysis. **Section 4** presents the Indicators for Social Innovation for measuring the quality of social innovative policies and practices. This will be illustrated by some examples proposed from the cities in our study in the Co-creation Workshops in each city and followed by a selection of Best Practices.

2. Clarifying the Concept of Social Innovation

2.1. A framework for understanding social needs

Before establishing a set of indicators to measure the social innovative capacity of policies and practices, it is useful to further examine the concept of social innovation with respect to the previously identified core dimensions. The first core dimension – addresses the social needs of the target group, in our case, the social needs of refugees. **Power relations**[10] are identified as a major factor with respect to the social needs of the poor, who may experience exclusion, inequality or segregation.

> *"Power relations shape and define the ways in which social needs are defined and institutionalized and…the directions of change, patterns of contestation and types of innovation."*[11]

Power relations clearly shape the institutional context of the social needs of asylum seekers and refugees. The fact that refugees and asylum seekers are dependent on the recognition of a right to be accepted in the new society is very significant. Applying for asylum is also a very tenuous procedure. Although, the focus is in this context on refugees and asylum seekers, an argument can be made for widening the definition of needs to include as well societal needs. **In the sense that the needs of the target group in a society can also be understood as societal needs.** In the case of a democracy all residents are obligated via mutual agreements to live according to the regulations (constitution, basic law) of that society. In the literature on the concept of social innovative solutions reference has frequently been made to the goal of achieving a cohesive society and more recently on Social Innovation as a school for democracy (Moulaert 2020).

The reference to societal needs is not a substitution for specific needs of one category of persons, refugees. Instead it underlines the awareness that the societal dimension impinges on the individual needs of target groups. For example, the importance of the role of power in the definition of the social needs for this category of persons in a society. When power impinges on the definition of social needs of a group in society, it is relevant…(for the individual since to be without power, i.e. powerlessness "…implies a lack of control over one's own living conditions

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[10] Moulaert,et al (2005)

[11] Oosterlynck, Kazepov and Novy (2020:3ff)

(Vranken 2001)[12] Behind the concept of "powerlessness" is that a category of persons are denied in a societal context, the **human need for recognition, respect and agency**.

In this process, refugees and asylum seekers may experience themselves as **vulnerable, dependent, non-citizens** that are dependent on institutional demands of the new society, when they apply for permits to stay. Access to this status would, hopefully, ease possibilities to find work to earn sufficiently to care for their families, to find housing outside of inadequate or overcrowded shelters. As non-citizens they are dependent on the regulations and good will of local administrators and potentially the political climate in the country. In the wider context, two groups (the unemployed or underemployed locals) perceiving themselves as disadvantaged citizens, may take their own situations out on "the others". Political opportunism in several European countries also uses negative mind-sets within current public discourse to pit the "natives" against the "others". This has been used as an argument for refusing asylum seekers to enter the countries.[13]

This said, the response to the most recent sources of forced migrations, to asylum seekers stemming from wars in the Middle East, have been received with ambivalent responses within the receiving societies. Here we see that the societal context, a dominant or challenging mind-set impinges on the perception of acceptance, respect and exclusion experienced by those considered refugees or asylum seekers. Societal contexts and mind-sets can also be barriers to integrating refugees. Nonetheless, responses to the new waves of refugees may have changed and are more diversified than in previous periods. There is a more positive frame in comparison to the past.

A study of the needs of a specific group must be contextualized and viewed as embedded in historical social processes[14] and specific contexts The powerlessness experienced by new refugees or subsidiary protected migrants may not have the same quality as that expressed by some locals, who experiencing relative deprivation may feel threatened by new arrivals.   As recent writings with respect to the social needs and experiences of poverty in urban contexts point out the "satisfaction of social needs" are also relational, since social needs "are always socially constructed" and realized in "interaction with others"[15]. Asylum seekers, refugees fleeing from violence, war and /or discrimination may have in some sense empowered

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[12] As cited from fn 10, OpCit.

[13] In certain other EU countries and in oppositional political parties in many countries.

[14] Oosterlynck et al (2020):

[15] Cools et al, cited in Oosterlynck et al (2020):6

themselves for and during this flight, taking their lives and that of their families into their own hands. However, once arriving in an unknown country confronted with a foreign language, a new culture and its bureaucracy, whatever empowerment had seized them previously, may be after a period of disillusionment, questioned and diminish. As the above authors point out, structural disempowerment is considered to require some form of collective action, advocacy, or institutional support to be overcome.   This is very difficult for non-citizens to initiate, but together in coalition with engaged associations of civil society this may be realized. Non-citizens can, perhaps be relatively empowered by a perceiving a sense of being heard and recognized as an equal with "human" rights and a potential right to participation. This is the reason why advocacy organizations and other civil society organizations that communicate with and accompany newly arriving asylum seekers and refugees provide essential humanitarian support. Today this can be highlighted by the movements for "solidarity" cities. In this context the recent study of Bazurli (2019) for the interplay between social movements and the local governments of Milan and Barcelona in 2016-2017 provides an interesting case study from Southern Europe. The study demonstrates how humanitarian movements were able to appeal to municipal governments to win some gains in a critical situation for refugee rights.

2.2 Unmet Social Needs – Structures and Institutions Addressing or Hindering a Social Need

This brings us to the issue of unmet social needs. Before one can address the social innovative quality of a new initiative, policy or practice, it is a necessity to more precisely investigate and identify "the structures and institutions[16] "promoting, hindering or impeding" a social need from being met".[17]   "Needs are named, claimed and interpreted through diverse social actors, routinised through social institutions, materialized in social infrastructures and actualized through everyday practices…" (Oosterlynck, et al, p.4) On the basis of the example of the issue of poverty, the above authors point out that for the poor, poverty is not solely an issue of economic deprivation but also an issue of social exclusion that hinders their full participation in society. This observation may be considered applicable to the experiences of refugees and asylum seekers. They too, lack access "to political decision making", "cultural recognition and

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[16] Institution refers to norms that are grounded in tradition as well as the legal system. (e.g.family, religion, education as well as laws governing the state).

[17] "Local Social Innovation to Combat Poverty and Exclusion" Oosterlynck, et al. (2020:7).

social integration." To these may be added that for a refugee or an asylum seeker, the basic qualities of recognition and acceptance in one's full humanity, even one's dignity and equality with a right to participation (at least a right to be heard) may seem blocked in the new surroundings. The dimensions "inclusion or exclusion" also applies to a refugee or an asylum seeker. In designing, implementing or evaluating the social innovative potential of a new practice involving the target group ("the poor" or "refugees) it is necessary "to precisely investigate and analyze the structures and institutions that promote or hinder or impede a social need from being met".·[18] This may be best achieved by listening to those who, to date have not been heard.

Aware of the above framework, some of the most prominent needs touched upon in all three phases of the SIforREF research and activities will be distilled:

- a critical analysis of the in-depth city reports;
- inputs raised in the interviews with different practitioners and stakeholders;
- those issues addressed in the Co-Creation Workshops.

2.3 Initial Findings from – in Deppth Studies – Interviews – Co-creation workshops

The teams in Bologna and Parma focused on different aspects of social inclusion and social exclusion of refugees. Both cities have a tradition of openness to refugees and asylum seekers, currently driven by actors in civil society. After the Salvini decree it became difficult to obtain refugee status. Without this it is not possible to find a registered employment. This is despite the situation that there is a high demand for labour in Italy. There are estimations according to the Manpower group, almost 47% of companies cannot find suitable workers.[19] To this end, the local actors in Bologna and Parma have been engaged in the creation and implementation of some of the Best practices that include a holistic approach, these will be discussed in section 4 with respect to indicators for measuring social innovation to enhance the social inclusion of refugees.

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[18] "Local Social Innovation to Combat Poverty and Exclusion" Oosterlynck, et al. (2020:7).

[19] According to research by Manpower Group, in Italy there is a big difference between labour market demands and the supply of workers. There are no specific details on the occupations (welders, mechanical technicians, etc.) but about 47% of companies cannot find suitable workers. In-depth Study of Policies and Practices cities of Bologna and Parma, SIforREF 2019.

Refugees have little immediate contact with members of the local community. Although both Bologna and Parma have a relative strong history of engagement in civil society for enabling refugee integration, there exists, as well, a confrontational discourse in the region. This was highlighted by references to the existing dominant negative narrations about refugees. Moreover, the refugees find little opportunities to interact with the local community. It is not surprising then, that they face difficulties with learning Italian. Housing and work opportunities are in this context equally challenging.[20]

Vienna and Berlin

In Vienna and in Berlin, labor market policies are much more favorable than in previous times. Despite the difficulties that refugees face with labor market integration, they are entering the standard labor market today more quickly than in the past. In Berlin and generally in the country at large there is a high need for skilled labor, due to demographic decline. This latter point has not been emphasized in Vienna, nor does it seem that there is a great interest to employ skilled refugees. In Vienna the study suggests that employment opportunities are not as strong as would be desirable, although they were the same rate as in Berlin in 2019. They do mention, however, that Syrians are more likely to gain employment, than refugees from Afghanistan and Iraq. Some authors have judged the relative "successful" share of documented refugees working in Berlin is not as good as it first appears, since there is a relative high share of temp jobs and low skilled work where they are employed, even if they are better skilled. The employment rate for women in both countries is much lower their male counterparts. This is despite the fact, that a larger share of women refugees, e.g. from Syria had previously been employed before departure.[21] Only about 10% of the women of refugee background, who were registered as seeking employment in 2019 found jobs in Berlin.

The history of migration, especially the need for foreign labor recruitment and refugee flows were notably more significant historically in Berlin than in the other cities. This was also true to a certain extent also in Vienna. Berlin and Vienna have over five or six decades of governmental regimes that have recruited or received different waves of new migrants, in the early 1960s

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[20] In-Depth Study of Policies and Practices for Bologna and Parma SIforREF – (2019). Once more exactly these needs are exactly those being addressed as examples of social innovation in Best Practices in section 4.

[21] Brücker, H. Crosier, J., Kosyakova,Y., Kröger.H. Pietranuono,N., Rather, N. (2019): Geflüchte machen Fortschritte bei Sprache und Beschäftigung. DIW Wochenbericht Nr. 4:56-66.

Guestworkers and in the 1990s Bosnian refugees, thereafter, especially minorities from the East after the break-up of the former Soviet Union sought opportunities in the West. Both governments have tended to be more positive about programs to integrate refugees in the most recent wave of asylum seekers. They appear to have learned from past mistakes with respect to the lack of programs to help integrate different waves of immigration in the past. A good example of this in Berlin and Vienna are the more recent availability and obligation of language and integration courses required of new immigrants and without fees for refugees.[22] This is considered an essential positive step forward for these newcomers. This said, the feedback about the efficiency of the courses without enough opportunities to use the language and speak German with locals is also an issue in Berlin.

At another level, at least for Germany as a whole and specifically in Berlin, there have been striking positive signs from members of civil society welcoming refugees at arrival[23]. This includes the interest of the business community[24]. Firms have been involved in networks to encourage labor market integration. Business leaders are of course very conscious as well of the great need for skilled workers at all levels of the economy. In Austria the Ministry of Education launched a program in November 2015 entitled, "50 Action Points Plan for the Integration of Persons entitled to Asylum or Subsidiary Protection. This plan emphasizes labor market integration, language skills and cultural values as key elements of integration. According to the policy report, the main aim of national asylum policies, in line with other EU member states, is a quick integration of all people entitled to protection into the labor market. Nonetheless, although labor market integration is faster than years previously in Germany and Berlin, it does not sufficiently match either the need for skilled workers, nor does it fully recognize the previous work experience and skills that refugees may have. This, despite the fact, that in both cities the state governments have improved the recognition of certificates from more countries than was previously the case. Recognized certificates alone, however, does not suffice to be hired for a potentially comparable occupation. This is due to a large extent to the structure of the dual educational system which it is the exclusive pathway to certificates in certain occupations (skilled work) in both Berlin and Vienna.

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[22] There are slight differences in the comprehensiveness of the language courses, i.e. Berlin beyond level A2 to B2 and Vienna suffices with level A2.

[23] Cf. In Depth Study of Berlin.

[24] This includes business leaders who have initiated networks, such as the Interest group for Refugees (IGR). These are major firms that were active since 2016 to engage in activities to assure employment and occupational training programs for refugees.

Ljubljana

Ljubljana is also special case, the capital of Slovenia, some four decades until the 1990s a state of the former Yugoslavia, it still adheres to "similar guidelines which were set in 1991 during the war in Yugoslavia" with respect to the Bosnian and Croatian refugees'… (to date) with little real policies of inclusion."   Less than 1% of asylum speakers are recognized as refugees. On the one hand it is difficult to find work, and to have access a job in the regular labor market is very difficult, on the other hand they can find (irregular work) jobs, which may "lead to exploitation".[25] Generally, refugees and foreigners cannot easily open a bank account, but without a bank account it is not possible to get a job in Slovenia. Asylum seekers searching for regulation, but continually meeting "small barriers…challenges in schools, banks, offices, hospitals, shops, streets…". Basically, the availability and support of a diversity of networks in the two main cities (Ljubljana and Maribor.) where most refugees live "have made it possible for asylum seekers and refugees to navigate through the official and to participate in the 'so-called' alternative inclusion system(s)."   There is a very active civil society in these two cities with "numerous NGOs, solidarity networks, activists, migrant organizations have been engaged for refugees and asylum seekers".   This leads these activists at times to a situation of constant stress because of lacking resources and necessary support resulting in compassion fatigue, without managing to accomplish as much as would be desirable.

Discrimination as a societal issue has already been referred to in all five cities. Discrimination has also been noted in the reports of the in-depth studies in each city and during the co-creation workshops. In the latter case, especially with respect to reception in official bureaucratic procedures, conscious or unconscious bias, may be exhibited by administrators.

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[25] In-depth study of refugee policies and practices, SIforREF, City of Ljubljana, 2019

Positive Conditions	
Bologna & Parma	• Clear intention of the city government to pursue integration and inclusion of refugees • Strong collaboration between public and private actors / local authorities & civil society • Great sensitivity of civil society • Implementation of social innovative practices • Metropolitan based SPRAR system (decentralization - better integration with locals)
Berlin	• Greater investment of city government with Integration & Participation • Greater sensitivity of civil society than in the past • Strong tradition of cooperation between city government with civil society • Implementation of social innovative policies and practices with NGOs • Higher share 35% employment of male refugees/ need for skilled labour

Needs	
Bologna & Parma	• Health planning – Vulnerability of refugees[26] (trauma, mental and physical health) • Climate of negative narration concerning refugees (mind-set) • Need for a strong and structured municipal housing policy • Refugee status dependent on registration of dwelling/ expired residence permits • Slim opportunities to be recognized as refugees, despite market needs for workers
Berlin & Vienna	• Assessment skills and tools not widely known or practiced in the job centres/ better coaching

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[26] The Bologna group was particularly concerned that asylum seekers should be included in the focus of SI policies and practices.

	• Mismatch between occupational system and the occupational systems of countries of origin; persons with higher qualification receive poor consultations, discouragement • Poor representation of women refugees in the labour market • Lack of childcare facilities for women whether seeking work, for visits to employment office or enabling employment by seeking further education and training • Need more responsibility of the local government for Housing (access / affordable) and Language learning (continuity/ technical languages)
Vienna	• Sustainable funding of "best practice" integration projects problematic • Sustainable programs for language training / Psychotherapy insufficient • Additional support from civil society - "become a buddy", networks and mentoring.
Ljubljana	• The small share of persons who receive refugee status • Despite available training schemes, few refugees receive regular employment • Two greatest impediments to employment are Slovenian language skills and education. • Employers are interested in refugees and protected persons for low paid jobs. • The need for a social space/ daily centre / self-organized for refugees • More autonomous economic well-being / self sufficiency • Greater fluency in Slovenian language/ insufficient Slovenian is a barrier to employment

Above we have outlined the reasoning behind the need for social innovation as discussed in the in the Introduction and Chapters 1 and 2. And, we have spelled out the conditions that should be met to contribute to a viable social innovative initiative, practice, or pilot. As mentioned above, the concept of Social Innovation seeks to respond to the social needs of those disadvantaged and the societal issues that contribute to this. Social Innovation often requires the sensitivity, expertise, imagination and initiative of some actors and associations within civil

society.[27] These initiatives seek potential solutions and to achieve this they enter in partnership with an open and concerned local governance. This is especially important and generally respected when addressing societal issues that touch disadvantaged groups, those persons most endangered to suffer from exclusion and different forms of discrimination. With respect to the latest arrivals of refugees since 2014 local governments have done much to provide better conditions for refugees and protected persons than has been done in the past. Several local governments have responded to the initiatives of civil society to address needs that have not or could not have been adequately met alone by the local public authorities. The in-depth-studies, the interviews and the co-creative workshops have pointed to a variety of **dimensions of barriers to integration that** determine some of **the needs be addressed**. Including:

The core fields of action that need to be addressed are:

- Legal status – the right to stay
- Employability and economic self sufficiency
- Employment opportunities -find jobs that better match previous skills or that build on previous qualifications
- Access to affordable housing
- Access to education that serves one's abilities and motivates learning the local language
- Access to free language courses
- Opportunities to interact with members of the local society (Building trust between newcomers)
- Health and adequate psychotherapy for trauma or depression
- Opportunities to learn local language and chances to use the language
- Educational opportunities receive training and education that lead to new occupational opportunities also respecting gender diversity
- Provision of free pre-school, Kindergarten and after school care of children
- Respect for the diversity of needs of persons who are unaccompanied minors, single women, gender fluent, queer / trans-gender persons/ persons with disabilities /religious differences

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[27] Cf. Chapter 2. Most social change is first initiated from engaged members of civil society and social movements, e.g. care for mentally and physically disabled, women's rights, the poor, worker's rights, etc. were first initiated from private citizens, welfare organization, caretakers and social movements. These intervened to seek respect, recognition, legislation and/ or partnership with governance to work for social innovative solutions.

- Personal contact and interaction between members of local society according to age groups / interests and skills with individual (shared activities)

In Chapter 2 the analysis of findings has addressed primarily the first step in the process of developing indicators for social innovative policies and practices. This has focused on the significance of the societal dimensions of social needs and the barriers refugees confront in each of our cities as expressed in the initial in-depth city studies, interviews and co-creation workshops. A summary of the main findings are presented above. For a more holistic understanding of needs we proceed now to a more systematic study of key indicators based on several dimensions of refugee integration. This is a first step toward a designing and **systemizing the needs analysis** for evaluating future SI initiatives, policies and practice – we introduce.

Indicators to measure the integration of refugees. These indicators to measure refugee integration are based on the foregoing needs analysis. This will be followed in the 4th Chapter – which presents indicators for measuring the social innovation capacity of policies and practices.

3. Needs Analysis: Indicators to Measure Refugee Integration[28]

The indicators presented here are based on the previous needs-analysis from the in-depth city case studies, interviews with policymakers and other stakeholders. These indicators function as the first step toward a more holistic approach to measuring the social innovation capacity of initiatives, policies and practices that follow. The first step in any process of social innovation concerning refugees is a clarification of needs as spelled out in the experience of the refugees confronting the structures of the receiving society. These indicators are designed to measure the extent of integration of refugees. These are specified in the following section. This begins with employment, since employment is the first step toward self-sufficiency

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[28] Inclusion is often preferred over the term integration, or integrating, since inclusion connotes the openness of the institutions and structures of the receiving society. Integration has often connoted that the responsibility for integration lies with the new arrival who is responsible to learn the values, language and culture of the new society. With respect to the title SIforRef, the official term remains integrating or integration. In the following text the assumption is that the process is interactive and innovative process may inspire necessary changes within institutions and structures of the receiving society in favor of the needs of new arrivals. When possible we will also use the term inclusion.

and potentially recognition and acceptance in the new context. This said, in a holistic approach all categories selected are required in this analysis. In fact, these are also interdependent. Each category deserves attention: institutional, structural and overt discrimination, vulnerability of refugees, health conditions, language constraints, access to adequate therapy, family unification, access to affordable housing, language courses and learning opportunities, access to general education and training, openness of the country of reception as well as the interaction between "refugees" and local society. Within this context attention is given to the needs of refugees to be recognized as individuals with agency in addition to the social, cultural recognition and appreciation of their membership in a community or within communities[29].

3.1 Indicators of labor market integration

The following indicators are necessary to have a clear idea of the employability and labor market situation of refugees. Statistical data from the employment office is only one indicator of participation in the official labor market. Other indicator categories if available would be, longitudinal studies, drawn from representative samples of refugees. The following indicators are based on our empirical experience with problems refugees face when attempting to become economically self-sufficient. In the above sections 1 and 2 we have highlighted the judgements made in each of the city reports about the employment problems refugees face. The first indicator addresses the issue of agency, it rests on the hypotheses that the faster a refugee finds relatively continual employment in the official labor market, the easier it is for them to make plans for themselves and their families. However, even if it is positive that 35 to 40% of those seeking work are registered as officially employed does not necessarily give an indication of the kind of employment or adequacy for one's skills. Some analyses have challenged at times the quality of the jobs that tend to employ refugees e.g. in the German case. This has been pointed out in Chapter 2. These may be short term temp jobs, part-time jobs and may be held at times by persons that are over-qualified. An additional factor that deserves attention in the case of Austria and Germany and our partners in Italy and Slovenia has to do with different occupational systems. These structural differences and have also been briefly discussed in the "In-depth city reports" of Berlin and Vienna. For the structural barriers that these

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[29] This refers to the vast historical, anthropological, social psychological and sociological literature on the interaction between newcomers entering the "receiving" society. Seen by the dominant society potentially as "Muslim" others, the "refugees" or "Africans" and their own awareness of difference and desire for recognition in their individuality with agency while at the same time conscious of cultural or religious needs. These interactions are as experienced by themselves may also be in flux (Cf. Barth 1969, Goffman 1968, Tajfel, 1981, Wallmann,1986).

systems present, a good assessment process adapted to partial qualifications that could ease skilled workers into better jobs without a structural change. This has been addressed in Chapter 2. Finally, in many localities, it is most likely that jobs may be found more easily as an undocumented worker. Irregular work of this kind is without the safety-nets of health care and unemployment insurance. Those persons who find irregular and undocumented work will be living precariously and may be exploited by their employers. If they are in construction or another precarious occupation, if they have an accident, it is possible that they will have problems accessing medical care or may even lose their legal status, as result of working as an undocumented.

It is not expected that all indicators laid out in the area of employment are of interest for each best practice or pilot within each urban case study. They are set forth based on very specific needs within the German and possibly Austrian labor markets that have a dual system for occupational training and certification of skilled labor. These are structural barriers to adequate labor market integration. With respect to the indicators in this list, each user, each practitioner will select those indicators that are most useful to clarify the context of their city for innovative policies, practices and pilots. Since the entire approach of SIforREF is based on working closely with refugees, NGOs and public authorities, the use of qualitative indicators based on local knowledge and experiences will be as useful as quantitative data.

The first indicator below is a standard indicator used by the above mentioned "Settling In" OECD and EU (2018) edited publication. The concept is important, however, for all contexts, with respect to employment. This indicates the length of time between recognition of legal status and employment as an important indicator for the economic self-sufficiency of the individual refugee. All other indicators are those which are needed in our research to further our understanding of where the barriers are faced with respect to the recognition of work experience, certification systems, or degrees and to what extent an informed assessment process exists in the receiving country.

3.1.1 Access to the labor market

- ✓ Length of time between recognized legal status and employment
- ✓ Institutional anchoring of recognition of occupational and educational certification
- ✓ Are certificates that refugees earned from country of origin relevant for job opportunities?
- ✓ Institutional anchoring of assessment process (within the official employment office)
- ✓ Quality of the Assessment process (Skills of Assessor/ recognition of process)
- ✓ Is affordable childcare available for refugees wishing to enter the labour market?

3.1.2. Labor market conditions, quality and participation rates.

✓ Sectoral participation of refugee according to national origins/ gender

✓ Share of employed / or unemployed in the 18-65 years according to gender, national origins

✓ Employment conditions: Extent of temp-work, dissonance between contract and working conditions.

✓ Share of self-employed according to period of residency/ gender

✓ Conditions to be met to register a business as a newly arrived refugee

✓ Access to investment capital

✓ Equivalence of job to occupational experience (Opportunity to work in your previous skills/ field of work)

✓ Overqualification for job acquired (or under-employed = below your qualification)

✓ Opportunities for supplementary occupational training to enter former experienced occupational

3.2 Social-cultural exclusion or recognition of refugee population in educational system

This section treats indicators that raise issues about social-cultural participation of the refugee in the new society. A major area has to do with the success of children and young adults in regular schools and special education programs, if they exist. This issue may apply primarily to Berlin and Vienna. The issue of dual occupational training between 15-18+ years is standard for Berlin and Vienna, as these are conditions for entering skilled employment (e.g. the opportunity to become certified skilled worker, learn a trade or, e.g. to study for health and childcare professions).   Since a high number of refugees have arrived in these two cities, it is important to give attention to this path to future employment and self-sustainability.

3.2.1 Access to Education refugees – social exclusion or recognition according to national origins

✓ Average length of stay in "welcome" classes for refugee children in the obligatory school system?

✓ Extent of inclusion into regular age-level school classes with local-residents

✓ How are children placed in school classes? Are children assessed for classification in their mother-tongue?

✓ Availability and quality of language education for new refugee school children 6-16/18

✓ Respect for language of origin of school children/ bi-lingual education, tutoring

✓ Rate of school attendance of children of refugees registered (6-16 yrs) / according to national origins.

✓ Rate of school drop-outs according to gender/ age

ENTRY INTO OCCUPATIONAL TRAINING AND HIGHER EDUCATION

✓ Rate of youths between 16-25 years by gender / nationality enrolled in occupational training education.

✓ Sectors of occupational training (gender / nationality)

✓ Share completing occupational training (gender / national origins / sectors)

✓ Transition of new refugees to University education (gender / nationality)

3.3 Social-cultural inclusion or exclusion of refugee population

3.3.1 Religion: recognition of rights and discrimination

3.3.1 Religion – recognition or disrespect and discrimination refugees

✓ Is respect for the religions of refugees? Are their needs, respected?

✓ Do refugees have access to religious services of their faith?

✓ Do provisions for religious service exist?

✓ Is religion a cause for discrimination and racism?

✓ Do provisions exist to counter-act or prevent discrimination and racism

3.3.2 Access to Housing: Social Distance between locals and new arrivals. (Qualitative)

3.2.3. Access to Housing and Social Distance between locals and new arrivals. (Qualitative)

- ✓ Are refugees isolated from local-residents due to concentration of new arrivals in certain parts of city?
- ✓ Extent of stay in housing-shelters (average) (weeks/ months/ years?
- ✓ Why must some refugees stay longer than average period in shelters?
- ✓ Do refugees have difficulties finding housing? Why?
- ✓ What kind of housing do refugees usually find?
- ✓ Are refugees forced, because of the housing market, to congregate in limited space, in over-crowded housing?
- ✓ Are the refugees located in housing without easy transportation to next town?
- ✓ Can one observe the children of refugees playing with locals in public spaces?
- ✓ Are some refugees active within local urban/ neighborhood activities?
- ✓ Climate of public discourse about refugees (TV, Press)
- ✓ How often and where do acts of violence toward refugees occur? (hate crimes - statistics)

3.4 Potential additional institutional barriers and opportunitties for empowerment

3.4.1 Specific Needs and Barriers

- ✓ Are there a high share of persons with protected status that are separated from nuclear family members?
- ✓ Do refugees suffering from trauma or depression have access to therapy?
- ✓ Is attention and awareness given to the special diversity of needs of persons with a mental or physical disability, or those seeking refugee from mistreatment, discrimination, oppression due to gender, sexual orientation (LBGT /Trans).

3.4.2 Participation of "new arrivals" in associations / civil society

✓ Are refugees active in local community organizations, cultural organizations, sports, women's organizations?

✓ To what extent are refugees organizing themselves to be heard, at the local level?

✓ Do refugees in your community organize themselves in national or transnational organizations?

✓ If so, how does this relate to their role within the local community?

The above indicators serve to evaluate essential dimensions of the inclusion/ integration process that is one part of the context to more precisely define the needs addressed in our previous steps in this process toward social innovative practices. In the next step we pursue the role of these needs with the task of measuring the social innovation capacity of policies, practices and pilots in the context of the needs addressed above. Many needs are addressed here, that are not immediately addressed in the indicators that measure social innovative policies and practices, nor specifically in the best practices. These, specific, existing barriers will be identified in the final section as issues that deserve in a holistic view of the individual refugee and their families as issues to be respected in future deliberations on social innovative policies and practices.

Section 4 follows with the overview of the Guidelines as an introduction to the criteria that is the base for the definition and selection of indicators for the social innovation capacity of initiatives, policies and practices. These will be detailed and identified and highlighted within the context of our previous findings summarized in Section 3.

GUIDELINES FOR IMPLEMENTING SOCIAL INNOVATIVE PRACTICES

- Why Social Innovation?
In a context of societal polarization / exclusion/ inequality

> To foster social inclusion of refugees and asylum seekers / to meet their needs

> To overcome conservative forces that are eager to peserve social exclusion

> To change mind-sets

- New ways of governance with actors in civil society

> New forms of governance = inclusive, participatory and democratic

> Potential actors involved? Participation of beneficiaries?

- Indicators for Social Innovation

> *Include the target group* – support target group's initiation of activities

> *Cooperation* between diverse Stakeholders and Organizations rather than competition

> Recognize a diversity of perspectives for new ideas and for overcoming barriers to inclusion

> Use of *Co-creation as a methodology f*or designing a practice or pilot

> Capitalizing on the *diversity* of ethnicites, ages, religions, gender etc, and not just combating discrimination;

> Rootedness of practices and pilots within local communicaties. *Creating solutions based in the local communities* rather than global solutions, remote from people and communities

> Developing a *holistic approach* rather than fragmented responses to people's diverse and interdependent needs;

> *Sustainability* – instituzionalization of a BP should be done. i.e. identify a long term funding sources for target grous and programs that do not easily find support system. (annual budgets of city, state, Eu programs)

> *Mainstreaming* – depending on the nature of the practice. Some programs would be useful to include both refugees and locals, usefulness since both groups have a need this could also become sustainable.

4. Guidelines and Indicators for Measuring Social Innovation

4.1 Indicators for social innovative policies, practices should meet the following criteria

An indispensable indicator for SI policies and practices must meet the needs of the target group. In the previous chapter indicators of refugee integration have been enumerated to provide a basis for understanding the different dimensions of observed needs of the refugees. To be social innovative policies and practices must add a dimension that it improves the status quo, based on the recognition of equality and the agency of the refugee as a person. The first step is the recognition and respect for the agency of the persons concerned. Furthermore, a SI initiative would contribute to an increase of the capabilities of the target group and their access to resources – empowering the refugee. These are the primary conditions that must be met in all the following examples.

Indicators of social innovative initiatives, practices and policies

4.1.1 Basic indicators for social needs of the target group

- Agency - the initiative must respect the equality and agency of the refugees
- Participation - the refugee must have a voice and be heard
- Improve the status quo – increase the capabilities of the target group
- Provide access to resources – empowering the members of the target group/ refugees

4.1.2 Indicators that contribute to changing the mind-sets of the local population toward refugees

- Activities that create trust between local population and refugees share common interests
- Root the activity, practice at the local level within local communities
- Offer opportunities for local population and refugees to meet in smaller group activities
- Inclusion of exchanges among a diversity of ethnicities, ages, regions, gender, etc.
- Provide intercultural mediators / "animateurs" in local settings
- Use when possible the concept of the Co-creation workshops.

In addition to the above indicators for the objectives of SI policies and practices there are specific indicators for the methodology in the implementation process. A social innovative practice requires a specific process and methodology for co-operation between local governance, civil society and refugees.

4.1.3 Indicators that define the context and the process of implementation of SI initiatives and practices

- Indicator – participation and role of a public actor/ agency
- Indicator about the context in which the new policy or practice was designed (why initiated?)
- Identify the key actors and stakeholders that initiated the social innovative practice
- Indicator of the roles of additional actors and stakeholders were involved, for what purpose?
- Were refugees themselves also involved? Or among the initiators?
- Methodology: were co-creative workshops with all actors including refugees involved?
- Other indicators – recognizing a diversity of perspectives for new ideas in overcoming barriers to inclusion

4.2. Examples of Social Innovation indicators from proposal in the Co-creation workshops

The following examples are selected from the five Co-creation Workshops, many from the Co-creation Workshops in Bologna and Parma.

4.2.1 Social Innovative would be all policies and practices that create social cohesion

- That create trust between local communities and refugees
- Ease connecting locals with newcomers
- How? Via the discovery and experience of shared interests These would be innovative since they initiate processes of social learning, changing perspectives, and awareness raising.
- Indicators for SI practices and policies that support connecting and creating trust between the local communities and refugees.
- Create the institution of the neighborhood intercultural mediator

- Create shared activities in different neighborhoods between refugees and locals moderated by cultural mediators to facilitate positive experiences between experience in fields with shared interests:
- (Activities such as sports events, theatre, dance, or other musical events, cooking networks/exchanges. These are opportunities for the refugees as "newcomers" and the locals to connect and discover common interests as well as to respect differences at the local level.)
- Initiate co-creation workshops at the local level to design better neighborhood-relations.
- Recognize and institute the added value of bi-lingual and intercultural-mediation within the local context of the public administration, to facilitate communication with newcomers.
- To initiate the availability of free language courses for refugees (in Italy)
- To facilitate integration in work and social life, provide cultural mediators in condominiums (or neighborhoods) where locals and refugees live next door to one another.

4.2.2 Indicators for activities that would empower refugees/newcomers

• Proposal from Ljubljana Co-creation workshop: to create new social infrastructure / social spaces in several, different parts of the city, depending on the size of the town/ city to prevent isolation, to meet and exchange with each other and locals. It could enhance the quality of life for refugees run by refugees themselves. (Intercultural meeting places: cf. Best Practice AWAT).

This would be innovative because it could empower refugees via the opportunity to participate in running their own organizations and they could train other refugees to work there. This leads to collective empowerment, participation and civic responsibility in the local context.

4.2.3 Indicators for social innovative policies and practices that enhance labour market opportunities for refugees

❖ **Indicators that would i*ncrease the socio-economic self-sufficiency of refugees***
- Increases opportunity of "refugees" to have a job that matches their skills
- Offers a reasonable / practicable assessment of their occupational skills

- Offers the refugee access to potential auxiliary training and an opportunity for an equivalent job
- Links additional specialized language training to specialized technical courses
- Provides a practicable training to achieve full recognition that can be mastered in reasonable time schedule and will be concretely required for the exercise of this occupation.
- Includes equal pay/ fair wages and social-security;

❖ **Indicators that would empower women refugees**
- Access to education and training at all levels
- Specifically, for women refugees with pre-school or elementary school children:
  o Accessible professional childcare facilities should be available for the training-period;
  o Childcare facilities should be available, subsidized by the local government for all families / with working mothers, or single women who work who are seeking work or training.

❖ **Indicators for innovative best practices in a government Employment Agency**
❖ The advisory staff of the employment agency would be trained to assess the skills of the occupations that refugees have learned on the job in their home countries.
❖ Assessment is conducted independent of administrators responsible for bureaucratic documents, welfare administration, allocation of benefits, etc.
❖ Bi-lingual mediators are available to facilitate communication in employment agency and other administrative centers.

❖ **Indicators of social innovative practices to complement pathways to employment and auxiliary occupational training programs:**

- Mentoring programs, counseling programs, partnerships with local associations, e.g. women's groups
- Mainstreaming adapted beyond refugee status, for other immigrants and locals who need guidance (added value for the whole society)

4.2.4 Institutionalization of practices and pilots – Criteria

- Sustainability of the above programs (beyond the initial crisis period?): Examples of Quality Standards and external Ombudsperson for feedback on the quality of refugee shelters and shelters for the growing number of homeless persons in the city of Berlin. This was initiated in 2017 in Berlin. (In-Depth Study Berlin)
- Mainstreaming adapted beyond refugee status, for other immigrants and locals who need housing.
- Proposal for example from the Bologna Co-Creation Workshop: The urban regeneration programs that could be adopted at the level of the commune that would at the same time provide needed housing for both locals and new arrivals and also providing jobs for both groups (Italy – a MetroPON Program – a Multifund) for metropolitan cities is dedicated to sustainable urban development includes training refugees as well as to encourage start-ups.
- In Berlin sustainable and multi-faceted would be the Bridge Network for refugees a Best Practice that is a Network with over 12 partners, that is was institutionalized in the office of the public authorities but in cooperation with numerous organizations from civil society, throughout the city with a long tradition of working with refugees, who are available for legal advice with respect to asylum seekers, access to counseling in a number languages to inform, advise, legal counsel, or provide orientation for training programs and with respect to all aspects of the bureaucracy and Berlin life.

4.3 Indicators of Social Innovation in application to Best Practices

Central European Best Practice Social Innovation Examples

Several examples will be presented from Best Practices **that develop a holistic approach that responds to the diverse and interdependent needs of the newcomer refugees that creates partnerships** with members of the local community. These are holistic approaches that encompass shared housing and networks between refugees and the local community. Addressing the housing needs of both local communities and the integration of refugees these practices bring both communities together and increase the potential opportunities for communication between them as well as motivation for the newcomers to learn the local language. At the same time these are holistic since they include activities that contribute to the economic self-sufficiency in the form of training for real

employment and self-employment opportunities.   This is the case of the following Best Practices from Parma.

Best Practice - Parma - Community oriented Initiatives in the Municipalities (Comune di Parma, Comune di Fidenza) initiated by CIAC (Center for Immigration Asylum and International Cooperation) in 2015.   *Contact - chiara.marchetti@ciaconlus.org, associazione@ciaconlus.org*

In the context of the SPRAR project the institutional reception system that co-ordinates all actors public and private involved in refugee topics in the City of Parma. The Initiative is carried out by the Center for Immigration and International Cooperation (CIAC). It is one of three different initiatives coordinated with the Municipality of Parma. The focus is on community engagement, meaningful intercultural relations and social networking as a means to promote the integration and well-being of refugees.

CIAC initiated in 2015 the reception of 31 adult refugees with 7 minors to be hosted in Italian families into small communities and/or co-housing. The opportunity to interact with Italians on a daily basis, but also to improve their housing situation while offering an opportunity to widening their social networks. At the same time they develop intercultural networks, thus Increasing the opportunities to speak Italian and greater access to job opportunities. The aim is to improve integration of individuals and families by more personal interaction with local families while at the same time overcoming mistrust and fear found in both hosting and refugee communities. Every family whether refugee or from the local Italian community has wider networks which are indirectly involved and affected by the co-housing experience. This has an impact on producing changes in their perceptions and representation and mutual stereotypes. Social workers of CIAC follow the process and accompany both the refugees and the Italians in their relationship developments. This increases the opportunity for a stable settlement of refugees in their social connections and their job opportunities. The second program is Tandem initiated in 2016 that is open to co-housing and social networking between 35 young women and men between the ages of 19-29. Tandem emphasize the commonalities of many young people in this age group in Italy: precarious jobs, difficulties to find affordable housing and difficulties to meet new arrivals in the city. This is innovative because it emphasizes a symmetrical relation between all involved, leading to more responsibility and interaction with local institutions and third sector as well as a team of social workers. *http://www.ciaconlus.org/progetti/rifugiati-in/ famiglia/ http://www.ciaconlus.org/progetti/tandem/*

http://www.ciaconlus.org/tutor-territoriale-dellintegrazione/

This is a Social Innovative Best Practice since it fosters a social need identified in the local community of Parma and it addresses several needs expressed in the in-depth case studies and co-creation workshops. The need was identified for better interaction with local citizens to, create trust, find housing and to enter into local networks as well as to improve job opportunities.

- Initiated by a civil society organization in the context of SPRAR institutional reception system and two local municipalities.
- Fosters housing and social inclusion of refugee families with locals, influence on extended networks of both groups
- It is new way of governance cooperating with civil society.
- contributes to a change of mind-set: increases opportunities to understand each other, overcome stereotypes that lead to racism, fear and mistrust between local community and refugees.
- Rooted in local communities.
- Holistic approach.
- Sustainability - exists since 2015 to present- 2020

Interreg
CENTRAL EUROPE
European Union
European Regional
Development Fund
SIforREF
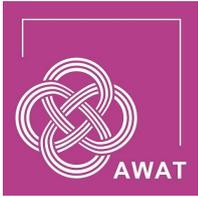
AWAT

Name of Social Initiative: *House AWAT - Sheltered housing integration of refugees*
Location: Vienna, Austria
Year of establishment: 2017
Category: Labour Market Integration, Social Integration, Housing Integration
Website: https://www.facebook.com/AWATWienerHilfswerk/

Haus AWAT (Kurdish name for "hope/whish") provides sheltered housing for asylum seekers in the national programme of provision with basic supplies as well as dwelling places for recognized refugees. Temporary residents in Haus AWAT incorporate single male, female, LGBTQI as well as families. In addition to housing, the ground floor is used as a business zone that opens up to the public/neighbourhood. It consists of a coffee bar, a barber shop as well as of a workshop area for tailoring and upcycling. The rooftop as well as the event room in the upper level can be used for community events free of charge. The target groups of AWAT are asylum seekers, refugees as well as the neighbourhood / host society, to foster:

Housing integration through temporary housing for asylum seekers and refugees

Housing integration through support services to find permanent housing for refugees

Labour market integration through training programmes and apprenticeships in the AWAT businesses

Labour market integration through support service in education recognition

Social integration by offering an "open house" to the neighbourhood and initiatives outside of Haus AWAT.

Haus AWAT

Haus AWAT primarily provides temporary housing for asylum seekers. It offers as well dwelling places for recognized refugees.

Social innovative is a multilevel network with public actors, policy makers and private initiatives.

- Holistic approach with respect to housing, training, apprenticeships and jobs
- support services to find permanent housing
- capacity building of refugees
- labour market integration via recognition of degrees/ certificates
 - training programs / apprenticeships in AWA Business
 - Social integration via a "space for encounter" for newcomers and the host society
- Respects the diversity and cares for the diversity of its residents
- Multi-level stakeholder network
- Political support at the district level
- Sustainability (2017-2020 – possibly 2023)
- Umbrella organization is the Hilfswerk Vienna one of the largest welfare organizations in Austria
- Staff includes social workers and volunteers.

Name of Social Initiative: Skuhna

 Location: Ljubljana, Slovenia

 Year of establishment: 2012

 Category: Labour Market Integration

 Website: www.skuhna.si

Skuhna is a social enterprise that runs a restaurant with authentic food from Africa, Asia and South America. The goals are two-fold: to increase the employability of migrants through culinary work and to bridge the understanding gap between migrants and locals who live in Slovenia. The Skuhna project, guided by the social entrepreneurship guidelines, enables them to have a more secure, secure entry into the labor market, in which they can develop, use their skills, build new acquaintances, and at the same time allow locals first contact with their country of origin. Migrants prepare food from their various countries of origin and there is a potential customer base of people willing to taste it. The practice is relevant because it creates work opportunities for people who are difficult to employ. Employment opportunities enhance the motivation to learn Slovenian and at the same time it provides income and on the job training that enables new arrivals, like refugees or those with protected status to increase their knowledge and skills in Slovenian society. People with different legal statuses find an opportunity to work (asylum seekers, refugees, undocumented migrants, citizens).

Additionally, the migrants/refugees get an opportunity to tell their own stories, which is an important tool in intercultural education. Skuhna isn't just about food, it is about the stories of the food, the people who prepare it, the countries it comes from, the pots that are used. It is all about the story. While empowering migrants, Skuhna is also about enlightening people to the realities of the other through food, migrant empowerment and global education. This is a social enterprise with a holistic character.

SKUHNA is the only restaurant in Slovenia run by migrants, that offers foods/ dishes from countries around the world at one place. E-food platform is very attractive and reports on previous events as examples of how a restaurant may also be a cultural exchange place. The social enterprise has the advantage that profits are re-invested into the enterprise, raising training opportunities, marketing, or expanding services.

This is a Social Innovative Best Practice since it fosters a social need identified in-depth case studies. –

- The need for job opportunities that foster motivation to learn and speak Slovenian supported by training and employment sustainability.

- It is a holistic approach, connecting, employment and training with social - cultural objectives.

- It creates opportunities to learn about one another.

- It capitalizes on a diversity of ethnicities and cultural backgrounds, Events organized around cooking and learning in this process about each culture.

- It creates opportunities for better interaction with local citizens, to enter into local networks to opportunities.

    As a social enterprise, rather than one individual self-employment, it creates a basis for an infrastructure that has the objective to re-invest any profits in the advancement of the organization. The division of labor can be specialized between business management and cooking and event management skills. , e.g. expand space for other events, offer catering, make cultural events, readings, etc. Kitchen cooking, teaching cooking etc. Expansion would make it possible to hire more cooks and themes/ workshops, it would be possible to hire and/ or train more employees.

Housing Integration
Italy
City of Bologna
October 2016 – December 2019
Local
Mixed

The lead institution of the Vesta project partnership is the Municipality of Bologna as, Asp City of Bologna and CIDAS Social Cooperative is the managing body.

Vesta has the objective to welcome, to care for and to support the integration of unaccompanied foreign minors and young refugees who are beneficiaries of the SPRAR project. Families, couples and individual residents choose to volunteer to host the young persons in their own home and actively accompany them in their integration process. The project includes different forms of care: family hospitality, family support, volunteer mentor, foster care and volunteer work.

In this path, the VESTA staff prepares participants in training seminars to imagine themselves in the role of individuals and families welcoming these young minors. They make offer materials to assist then in their new role along about counselling services and psychological support that is available to the young people. The main goal of the project is to promote the social inclusion and autonomy of the young refugees as SPRAR beneficiaries, and at the same time the engagement of the local community in their integration process. The integration of the young new arrivals in families eases the economic aspect via the housing solution and at the same time living in local families contributes better to understanding the local context and culture.

Vesta is a social innovative Best Practice that integrates young minors unaccompanied adolescent refugees into the context of local families. With the care of the CIDAS staff and the support mechanisms they can make available for the families and the individual support of the young refugees, this can be a solid path toward integration of young refugees via further education and training into Italian society. The evaluation process contains three basic interventions, that accompany the families in this process. This is a holistic approach, that includes integration into the language and culture of families in Bologna. The beneficiaries receive a back-up of support mechanisms including counseling. This places young people at a very important stage of their formation into a support system with a back-up that includes accompanying them in their educational and occupational paths.

SI is the access to language and culture via daily life with local families in Bologna. This is a special program that needs a longitudinal follow-up longitudinal study to learn for future such programs, and to see its long-term impact.   (2016-2019)

5. Conclusion

Our task has been to present guidelines for policy makers and practitioners that are concerned about the social innovation capacity of activities for integrating refugees in Central European societies. First, we have briefly presented the concept of social innovation adhered to in the SIforRef project. This provides a theoretical framework for understanding the significance of social innovation as both a concept and a methodology that is founded on certain principles and a concrete process. It emphasizes social innovation as organic to societal issues at the interplay between new governance and civil society at the local level. As outlined in Section 1 we demonstrate that the methodology of social innovative practices involves cooperation between diverse actors primarily in the context of new governance in cooperation with practitioners and other stakeholders, including refugees themselves. These work together to reach new perspectives and innovative solutions that address essential needs for the inclusion and integration of refugees. These are based on findings from our empirical research and the interactive process with local governance and a variety of actors in civil society. This was initiated via the mapping of policies in the five cities, complemented by interviews with key informants among policymakers and practitioners and other stakeholders. A number of these interviewees were recruited to participate in the Co-creation Workshops held in each of the cities. This has strengthened the motivation to further cooperate with our SIforREF process and to remain involved. In this way, it has set the groundwork for identifying the social needs for better integrating refugees in our local societies.

In Section 2 we further clarified the concept of social innovation adopted here, focusing on the core concept of the needs-analysis. Building on the above empirical findings and enriched by the theoretical input of predecessors, we distilled the findings from the needs-analysis to broadly compare the 5 cities. These are the main inputs that drive the implementation of social innovative practices. These findings prepare the groundwork for integration indicators summarized in Section 3. The integration indicators we present in Section 3 are more comprehensive in their totality than the findings from policy mapping and co-creation workshops. These are complementary or sub-indicators, i.e. they are often interdependent and intersectional to the many dimensions that follow from the reported needs for inclusion that refugees face in the 5 cities. Please find the summarized needs as formulated from Section 3 below.

To summarize: core issues facing refugees for integration in the five cities

- Secure Legal status – the right to stay – One of the factors that hinders the employment of refugees is the tenuous legal status of those refugees that need to renew more frequently their status, the subsidiary protected and those "tolerated" who cannot be returned, but are not fully recognized. In some cases, it has been possible with a strong interest of an employer, to achieve an extension of the legal status to give access to employment. There is a need for different levels of skilled workers in Bologna and Parma as well as in Berlin. This issue could be considered a potential for further development into a social innovation policy or pilot.

- Employment opportunities - Find jobs that better match previous skills or that build on previous qualifications. Although both in the Bologna/ Parma regions of Italy and in greater Berlin there is a need for all levels of skilled workers, many refugees will not be placed in these jobs. Either because it involves additional training, or legal status is not secure enough or language skills are not adequate, or the bias of the employment officer, or the personnel at the firm. Here more cooperation needs to be done to bring the experts involved together to work out some solutions. (Objective for the Berlin team)

- Self-employment: There is a need to provide more accessible funding for investments to be made available to both women and men who would like to become self-employed. Often these were previously self-employed in country of origin and bring with them business experience. A high number of women from Syria, e.g. were self-employed before departure face greater difficulty because of legal status or lacking work experience in Germany to receive adequate investment capital. Other refugees are also potential candidates for self-employment. These frequently have a background of higher education, but despite recognition of degrees, or because of language or age, have little opportunity to use their previous profession. These are also potential candidates for self-employed. (Initiative for Self-Employment of Immigrant Women).

- Make good use of the resources, skills and motivation that the refugees bring with them. One example is the Berlin best practice, "Back on Track". This organization of initially Syrian teachers and other academic backgrounds, have set up modules for training Arabic language educators for the German school system. This is practically a refugee run organization, that began mentoring Arabic speaking children for the German schools while maintaining their Arabic mother tongue. (at least 4 initiatives are in process to provide teachers who entered the country as refugees in modular courses to ease their entry into the German school system.) Here there is a dire need for teachers in the school system.

- Access to affordable housing for refugees - Best Practice examples: (S.A.L.U.S.SPACE–Bologna) (CIAC Parma via tandems with Ital. families.) This is also a challenge to local policy-makers and engaged members of civil society. Theoretically, some welfare organization, churches or city buildings might be identified for communal housing that could be adapted for this target-group. A key issue in Berlin and Vienna is as well affordable housing for all residents. Thus, one could consider, as above with the two Italian Best Practices, e.g. joint projects with identified objects for local families and refugee newcomers.

- Access to education that serves one's abilities for work and motivates learning the local language.

- Educational training and language learning of adolescents and young adults. (many unaccompanied. – issue – rates of success in schooling and opportunities for further training have an impact on this.) Need for more intensive courses before apprenticeship programs. (The Best Practices – Vesta and Everest combine these last three needs.)

- Access to free language courses and opportunities to use the language with locals. (CIAC) places families with locals in tandem, equally with young people. This is the example of an activity that could be adapted to other places. Local neighborhood organizations could be energized as partners in such activities.

- Opportunities to interact with members of the local society (Building trust between newcomers) Cf. Bologna, Parma holistic Best Practices. Additionally, these activities have been suggested to be more frequently institutionalized in different neighborhoods, include as well cultural mediators. Examples in many areas exist for this in Berlin and beyond. It is an area that has a great potential for local actors to initiate.

- Adequate access to health care and adequate psychotherapy for trauma or depression (Free access is available for refugees and asylum seekers over a certain period in Berlin.) There are not, however, a sufficient number of therapists available for the demand. There is a need to train more professional native speakers e.g. Arabic or Farsi, or less common languages, etc. to be available for new arrivals.

- Opportunities for free courses to learn local language and chances to use the language (free courses available in Berlin, but criticism – lacking opportunities to use the language.)

- Educational opportunities receive training and education that lead to new occupational opportunities also respecting gender diversity

- Provision of free pre-school, Kindergarten and after school care of children

- Respect for the diversity of needs of persons who are unaccompanied minors, single women, gender fluent, queer / trans-gender persons/ persons with disabilities /religious differences.

- Protection from discrimination, cultural mediators in housing projects or neighborhoods.

- Personal contact and interaction with members of local society according to age groups / interests and skills with individual (shared activities/ change mind-set)

Based on an overview of the following guidelines for social innovation, we present a summary of the main indicators with respect to the above needs that have been addressed in our empirical work in the interviews and workshops as well as the Best Practices. In this summary we begin with the basic needs of the target group, these exemplary illustrations follow the follow the logic of the guidelines below, and are illustrated by the brief examples we have addressed in Section 4 including a number of the best practices attached. See the following Table for Best Practices collected in 2019.

Best Practices	Housing – Holistic – Mixed	Employment / Self-employment	Occupational Trainings Qualifications/ Apprenticeships	Social – Cultural services – Legal counseling
Bologna	**S.A.L.U.S Space** – holistic, intercult. housing, small shops, construction, training and employment. **Vesta** – Partnerships for unaccompanied minors/ care, housing, social integration/ holistic.		**School4Job** – intercultural adolescents, preparations for work, trainings.	
Parma	**CIAC** – social & housing integration/ holistic – inter-cultural networks/ between refugee families and locals.			
Ljubljana		**Skuhna**, inter-cultural -social enterprise , restaurant/ catering, (mixed) culinary spec. employment, training and storytelling.		**The Human Library-** Story telling from the refugee population and other minorities. To counteract racism and to encourage empathy). (Initiation of multiple NGOs & institutions across Slovenia)
Berlin		**Work for Refugees** Assessment, job-placement, job fairs. **Initiative for Self-Employ (ISI) Bridge Network** (mixed) **Everest** apprenticeships	**Back on Track** Syrian org. for Arabic lang. – Educators/refugees **Frauenloop** – IT specialists, **Initiative for Self-Employ. (ISI) Bridge Network** (mixed) **Everest** Dual Training.	**Welcome Center** – Multilingual Information and Orientation Center with presence of NGO multicultural teams, for career and legal advice
Vienna	**Haus AWAT** – Temp. housing -refugees, placement, counseling and training prog. holistic			**Stand 129** – Caritas-social integration, events – interaction activities with locals.

GUIDELINES FOR MEASURING SOCIAL INNOVATIVE PRACTICES

Why do we seek Social Innovative policies and practices with respect to the inclusion and integration of refugees?

In a context of societal polarization / exclusion/ inequality

> To foster social inclusion of refugees and asylum seekers / to meet their needs
> To overcome conservative forces that are eager to peserve social exclusion
> To change mind-sets

❖ **New ways of governance with actors in civil society**

> New forms of governance = inclusive, participatory and democratic
> Potential actors involved? Participation of beneficiaries?

Indicators for Social Innovation

> *Inclusion of the target group* – support target group's initiation of activities
> *Cooperation* between diverse Stakeholders and Organizations rather than competition
> Recognize a diversity of perspectives for new ideas and for overcoming barriers to inclusion
> Use of *Co-creation as a methodology f*or designing a practice or pilot
> Capitalizing on the *diversity* of ethnicites, ages, religions, gender etc, and not just combating discrimination;
> Rootedness of practices and pilots within local communicaties. *Creating solutions based in the local communities* rather than global solutions, remote from people and communities
> Developing a *holistic approach* rather than fragmented responses to people's diverse and interdependent needs;
> Sustainability – institutionalization of a BP should be done. i.e identify a long term funding sources for target groups and programs that do not easily find support systems. (Annual budgets of city, state, EU programs)
> *Mainstreaming* – depending on the nature of the practice. Some programs would be useful to include both refugees and locals, usefulness since both groups have a need this could also become sustainable.

Table: Summary of Main Indicators of the Social Innovation Capacity – Exemplary Practices	
Basic needs of the target group	• Agency - the initiative must respect the equality and agency of the refugees • Participation - the refugee must have a voice and be heard • Improve the status quo – increase the capabilities of the target group • Provide access to resources – empowering the members of the target group/ refugees
To change the mind-sets in local society toward refugees	• Root the practice at the local level • Initiate activities that create trust between locals and refugees - that share common interests (music, theatre, sports, cooking together) • Opportunities for local population and refugees to meet in smaller interest groups / buddies or tandems (Cf. Best Practices from Bologna, Parma) • Storytelling – refugees and minorities tell their stories - the Human Library of Skuhna – our culinary stories (Ljubljana.) • Provide intercultural mediators / "animateurs" in local settings • Use when possible the concept of the Co-creation workshops.
Implementation process to respect between local governance, civil society and refugees.	• Participation and role of the public actor. (which public actor?) • Indicator about the context (why initiated?) • Identify the key actors and stakeholders (who initiated?) • Indicator of the roles of additional actors and stakeholders. (why these? which purpose?) • Were refugees themselves also involved? or among the initiators? • Use of co-creative workshops with all actors including refugees? • Other indicators - recognizing a diversity of perspectives for new ideas in overcoming barriers to inclusion
Indicators for social innovative practices that would empower refugees/newcomers	• Create new social infrastructure / social spaces in different parts of the city to meet and exchange with each other and

	locals. Refugees would run it themselves, via responsibility / self-efficacy (Ljubljana – Co-Work.) • Access to free health care and trauma/ depression therapy. (Vienna) • Increase opportunity of "refugees" to have a job that matches their skills • Provides a knowledgeable and practicable assessment of occupational skills (Berlin Co-creation workshop) • Provides access to auxiliary training and opportunity for an equivalent job (Bridge Netzwerk) • Includes fair wages and social insurance
Indicators of social innovative policies practices that would empower women refugees	• Access to education and training at all levels (Frauenloop - IT Training, Initiative for Self-Employed Immigrants multi-faceted business, internet-business and empowerment Trainings. • Accessible professional childcare facilities when necessary for the training period. • Childcare facilities subsidized by the local government for all families with working mothers and all single mothers who are seeking work or training. (Berlin Co-Creation Workshop) • Mentoring programs, counseling programs, tandems or partnerships with local associations, e.g. women's groups ((Haus AWAT & Berlin CoCreative Workshop)
Indicators for innovative practices in government Employment Agency	• Train specialized staff of governmental employment agency to assess the skills of the occupations that refugees have learned in their countries. (Berlin Co-creative Workshop) • Provide anti-bias training for all counselors in employment office. • Assessment is conducted independent of administrators responsible for bureaucratic documents, welfare administration, allocation of benefits, etc. (Berlin Co-creative Workshop) • Bi-lingual mediators are available to facilitate communication in employment agency and other administrative centers. (All above Berlin Co-Creation Workshop)
Indicators of Mainstreaming and Sustainability	• Mainstreaming adopted beyond refugees, for other immigrants and locals who need guidance, e.g. above mentoring program.

	(cf. Bologna, Best Practice School 4 Job - Italian and refugee adolescents together - added value for the whole society).
	• Urban regeneration programs in Italy, to be adopted in a commune at the same time provide needed housing for both locals and new arrivals – a Metro PON Program. Providing jobs for both groups (Italy– a Multifund) for metropolitan cities is dedicated to sustainable urban development includes training refugees as well as to encourage start-ups. (Bologna CoWork.)
	• Bridge Network for refugees a Best Practice that is a Network with 10 partners, institutionalized in the office of the public authorities but in cooperation with numerous organizations from civil society, a long tradition of working with refugees. Providing legal counsel for asylum seekers, access to counseling in many languages to inform, advise, or provide orientation for training programs and with respect to all aspects of the bureaucracy and Berlin life. (Sustainability)

As discussed in the introduction in connection with the core dimensions of Social Innovation, the strategy adopted here, to enhance integrating refugees, rests on the cooperation between civil society and local governance processes. We are currently in the midst of this task. There is much still to be debated and decided upon. Positive is as experts in this field as the many civil society NGOs in our urban areas, like the policy makers and practitioners from local government and our colleagues in academia,[30] we are conscious that there is a fundus of information available about the of the situation of the current and latest refugee waves in European towns and cities. This project and its concept of social innovation presents an opportunity to go beyond this and to cooperate in a concrete and productive manner. We profit from our co-learning experiences with the public authorities and the insights gained in this process to reach a vision and a strategy also with the refugees themselves. Together we intend to enable the creation of inclusive social innovative policies and practices.

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[30] Schiffauer, et al. (2017/2018) for Germany and Bazurli (2019) for Southern Europe.

"In the sphere of the reproduction of public interests, civil society is considered for one, to have "a potential towards needs satisfaction" (societal needs), and institutional change, allowing for more effective action and the development of other socially innovative processes, on the other hand, "civil society is and always will be supplementary to the local state and will never replace it." (Germoetta, et al 2005, p.2008).

 At this point in time there are valuable examples of cooperation from all sides to achieve this. We are aware that there is still much to be done, but there are also reasons to be hopeful. One example to support this is the recent analysis made by a colleague about mobilizing efforts of cooperation between policy makers in urban governance and engaged humanitarian groups from civil society towards the inclusion of refugees in Southern Europe (Bazurli 2019). These experiences can be found in other parts of Europe, the UK and North American cities. Successes may be sporadic, but in the light of the demographic decline in Europe and the current needs for skilled workers in certain of our cities and industrial areas, there is a good opportunity for acquiring interesting allies in this endeavor. The guidelines for indicators to measure SI are not only a concept, but also a process, a methodology, that is illustrated by solid examples of what works elsewhere, what is doable. We hope that for these reasons these guidelines are practicable and will also inspire the user.

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