The S.A.L.U.S ‘W’ SPACE Project
Journal N°1

Project led by the City of Bologna

INTEGRATION OF MIGRANTS AND REFUGEES
The S.A.L.U.S ‘W’ SPACE project

The purpose of Salus Space is to create and define an innovative and replicable model of reception and integration for refugees. The overall objective of the three-year project is to build a centre for hospitality and work as well as intercultural welfare and wellness. The project will use the regeneration of Villa Salus, an abandoned clinic, as an experimental site that aims to boost the local economy, to create occupation for migrants and refugees as well as disadvantaged groups and to train them professionally to manage the centre and to create entrepreneurial activities for the benefit of the local area.

The proposed solution can be summarised as follows:

1. Creating a reception centre for refugees which is also a neighbourhood centre, offering a pleasant and relaxing environment, educational gardens, artistic workshops, co-working, a multi-ethnic restaurant and accommodation facilities; the centre provides a housing social mix to sustain social cohesion and avoid the "ghetto effect"
2. Turning threat into opportunity, by supporting the refugees in their process to become more autonomous and fostering micro-entrepreneurial development;
3. Reusing abandoned areas as new lively spots for developing community based projects, through a participatory design process;
4. Creating employment support and self-employment guidance, as a unique field-training experience. The refurbishment itself is conceived as training opportunity
5. Enhancing a balanced demographic structure within the city, giving the possibility to the refugees to become economic actors.

Partnership:
- Comune di Bologna
- Istituto per la ricerca sociale - Research Centre
- ASP Città di Bologna - Public Agency
- Open Group Società Cooperativa Onlus
- ICIE Istituto Cooperativo per l’Innovazione
- Antoniano Onlus
- Cooperativa Sociale Camelot
- Associazione Cantieri Meticci
- Società Dolce -
- Eta Beta Coop Soc– Onlus
- CIOFS FP Emilia Romagna - Training Centre
- Microfinanza SRL - Business support organisation
- CEFAL Emilia Romagna - Training Centre
- CSAPSA - Training Centre
- ACLI Provinciali Bologna - National Agency
- Università di Bologna – University
- Associazione Mondo Donna Onlus
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1 Executive Summary

This first journal account dated December 2017 explores the design and structure of the Salus Space project in Bologna and examines the challenges that the project will face.

Section 2 looks at the refugee situation that faces Italy. Since Libya was thrown into chaos following the West’s attack on the Gadhafi regime the route across the Mediterranean has become one of two principle crossing points. Over 130,000 refugees applied for political asylum in Italy in 2016. Most of those coming to Italy from Libya are male, in their 20s and hail from West Africa, though the source countries are many and various and include Pakistan and Bangladesh.

Most applications are turned down and as with delays in the appeals procedure, applicants can wait for many years before their status is either accepted or refused. Relatively few are deported after refusal. Bologna has approximately 800 refugees living in temporary accommodation across 48 sites in the city.

The city of Bologna launched the Salus Space project with the intention of creating a new type of refugee integration. The project combines accommodation for about 100, of which approximately 80 will be refugees with a suite of other activities mostly structured as social cooperatives and ranging from running a restaurant and Bed and Breakfast, to horticulture, arts and crafts and cultural production. The Salus Space is intended to be a destination for anyone in the city, not a ghetto for refugees.

Section 4 looks at the current situation of the project. The original intention was to regenerate the existing 6-storey former hospital building. However, surveys revealed that it would be difficult to achieve the standards required for earthquake protection within reasonable cost limits. The difficult decision was taken to demolish the building and replace with a new structure.

Section 5 explores the challenges that the Salus Space project will face during implementation. These challenges are explored below and in more detail in the main journal:

- Collaborative leadership: the need to practice a new agile and enabling leadership with a wide partnership
- Procuring the construction works: including social and environmental clauses and keeping contractors to time
- Working with stakeholders: the partnership has 17 members with a further 12 organisations that are termed stakeholders. Keeping all involved and informed and coordinating everything is a complex task.

- Citizen evaluators measure results: the project has already started training citizen evaluators in interviewing and survey techniques. Some aspects will be hard to measure and will require new approaches.

- Communicating with incoming and host communities: A sophisticated social media campaign will aim to inform through balanced reporting. Citizen journalists will produce content for the blog.

- Mainstreaming the Salus Space model of migrant integration: the scale of the project is modest compared to the scale of refugees arriving in Italy and Bologna. Mainstreaming means spreading the concept of Salus Space and thereby changing the narrative on what migrants bring.

The journal concludes that the Salus Space by its very nature is experimental and innovative. Its strong emphasis on co-production and on creating a new ‘generative model’ of intercultural welfare are ambitious, but well founded in a strong partnership.
2 People on the move to Europe and Italy

The refugee influx is the largest humanitarian crisis ever faced by the European Union. However, in global terms the numbers received by Europe are modest in relation to the overall numbers. An estimated 65 million people around the world are displaced\(^1\) of whom about 21 million are refugees outside their country of origin with a further 3 million seeking asylum.

Syria alone generated 4.8 million refugees in 2016. Afghanistan, Syria and Somalia account for more than half the refugees. Most refugees are being supported in developing countries with Turkey (2.7 m), Jordan (2.5 m), Lebanon (1.5 m) and Iran (980 000) leading the host nations.

A relatively small proportion of these find their way to Europe. In 2016 about 370,000 with Greece and Italy as the two main arrival countries taking roughly equal amounts. This was considerably down on 2015 when the route to Lesbos and other Greek islands was open and before the deal between the EU and Turkey stalled the flow.

EU Regulation

Between 2011 and 2014 the EU developed new regulations for the Common European Asylum System or CEAS which was first legislated in 1999. At the core of CEAS is the right to asylum and prohibition of refoulement by which refugees must not be returned to countries where they would face persecution. Alongside the regulation, the EU set up a refugee fund worth about 3 billion euros over the seven years 2014 to 2020.

CEAS is based on the charter of Fundamental Rights and the 1951 Geneva Convention relating to the status of refugees and its 1967 Protocol. EU Member States must comply with case law of the European Court of Justice and the European Court of Human Rights. It guarantees a set of common standards and requires stronger cooperation by EU Members to ensure that asylum seekers are treated fairly and equally wherever they apply.

However, the refugee crisis has slowed up further progress and has also put the Schengen system in jeopardy because many Member States reinstated temporary border controls. The countries of first entry and especially Italy and Greece have faced major pressure. Under the Dublin Regulation applicants for asylum must be finger printed and registered in their first country of entry. This country is responsible for processing their asylum application.

2.1 Arrivals in Italy

The Financial Times reported that in 2016 a record 181,000 people arrived in Italy by crossing the Mediterranean. 97% of them originated in Libya where militias control the people trafficking business. Over the past three years more than 500,000 people have taken this perilous route to Italy. In the same period the Northern neighbours of Austria, Switzerland, and France have tightened their borders and introduced emergency measures, aided by the barrier of the Alpine arc. As a result, Italy has turned from being a transit country into a destination country.

Italy recorded 10% of EU asylum seekers in 2016. Many fewer than Germany but still the second highest figure among the EU Member States.

Over the past ten years the figure has risen from around 20,000 applications per year prior to 2010 to 150,000 in 2016.

These people seeking refugee status come from a bewildering array of countries, some of which have repressive regimes such as Eritrea, or are suffering from Boko Haram violence as in Mali and Northern Nigeria and Northern Cameroon. (see figure 3 above). Nigeria is the largest source country with about 38,000, Pakistan is second on 18,000 followed by Gambia and Bangladesh, Senegal, Ivory Coast, Mali, Eritrea and Ghana.

UNHCR reports that the majority of asylum seekers going to Italy are ‘economic migrants’ rather than refugees.

Relatively low proportions of those arriving in Italy are accepted for asylum on their first application. In 2016 only 4800 out of 130,000 applications were accepted outright, while a further 18,000 were accepted for humanitarian protection and 12,000 for subsidiary protection. 54,000 were rejected. Only 5800 of those rejected were deported by Italy in 2016. The remainder go into the appeal system and often authorities lose track.

<table>
<thead>
<tr>
<th></th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total number of applicants</td>
<td>123,370</td>
<td>100%</td>
</tr>
<tr>
<td>Men</td>
<td>104,785</td>
<td>84.9%</td>
</tr>
<tr>
<td>Women</td>
<td>18,585</td>
<td>15.1%</td>
</tr>
<tr>
<td>Children</td>
<td>11,240</td>
<td>9.1%</td>
</tr>
<tr>
<td>Unaccompanied children</td>
<td>5,710</td>
<td>4.6%</td>
</tr>
</tbody>
</table>

*Figure 1: By gender and child applicants for asylum in Italy in 2016.*

About 85% of arrivals in Italy are male, according to figures from Asylum in Europe while 9% are children of which about half are unaccompanied (see figure 1). Overall, the majority of migrants to Italy are adult males who are single and young with an average age of 22.

Whatever the reasons for leaving their countries of origin, migrants using the Libyan route face shocking abuse and exploitation both on the route to Libya and in the dangerous Mediterranean crossing. Most are moved by people smugglers who exact a heavy price. The typical fee is $10,000. In Libya, the migrants are forced to live in detention centres of which 34

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2 Financial Times 12th May 2017 https://www.ft.com/content/3d9ea99a-3706-11e7-bce4-9023f8c0fd2e.

3 Source Financial Times 1st August 2017 https://www.ft.com/content/b964453a-72b1-11e7-aca6-c6bd07df1a3c.

have been identified by UNHCR. 24 of these are run by the Libyan government, the remainder by the Militias. There they live in atrocious conditions – up to 20 in a room- and frequently have to work unpaid to cover the next stage of their journey. Women and children are most likely to be abused both in these camps and while making the illicit journeys needed to reach Europe and remain vulnerable after arrival.

The deal struck by the Italian government, which pays selected militias not to traffic people across the Mediterranean, risks leaving large numbers of people stuck in the detention centres in Libya for longer periods. Like the Turkish/EU agreement, it takes the pressure off the European political situation while exacerbating the humanitarian crisis.

Across Italy there are approximately 200000 spaces in official refugee reception centres, but the system is near capacity.

For people that are applying for refugee status the procedures can be tortuous and time consuming. Italy has modified its time limits in response to the EU’s Asylum Procedures Directive\(^5\) which called on the Member States to speed up these procedures with a target time of 6 months. In Italy, a first decision on refugee status is supposed to be made within 33 days of lodging an application. However, since more than 90% of applications are refused, the appeal process means that those seeking refugee status can remain in limbo for a long time. In Italy, the response time for appeals is theoretically 6 months with a commitment to make a final decision within 18 months. However, a recent study\(^6\) of the implementation of the new procedures across Europe suggests that the time limits are often not observed.

In Italy, the extra numbers in the past three years have led to the judicial system being overloaded with appeals and this is exacerbated by the low numbers accepted on first application. Although the Italian government is considering changing the laws on allowing applicants to work it is still the case that those waiting for formal acceptance cannot work in the formal economy.

The result is that many are begging, or working in the informal and illegal economy with all the accompanying risks. Drugs, prostitution and exploitation are commonplace.

The limbo of waiting for the outcome of appeals can last for many years. It is a recipe for non-integration and serves to increase hostility from the host community which sees asylum applicants begging, waiting on roundabouts to be picked up by a building contractor or hanging around doing nothing.

Any improvement in refugee integration such as that proposed by Salus Space must address the challenge that the problem is often generated internally within each Member State’s procedures which leave the lives of refugees on hold, unable to progress into regular work and unable to settle. They are stuck in a bureaucratic holding pattern. It is this reality that Salus Space attempts to unblock by an integrated approach to living, working and having fun.

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2.2 Bologna and the refugee crisis

Bologna estimates that about 850 people seeking refugee status were living in about 48 reception facilities spread across the city towards the end of 2016. The number of refugees living in the city is thought to be double this figure. A range of different organisations are responsible at local level and their efforts are supplemented by an impressive array of NGOs, many of which are structured as social cooperatives.

The response to the refugee crisis in Italy is characterised by a wide range of institutional and NGO responses. What distinguishes the response in Bologna is the enormous contribution made by social cooperatives and other civil society organisations and this also inflects the project design for Salus Space.

Bologna hosts a reception centre for the region of Emilia Romagna which is managed by social cooperative Lai Momo.

In the first 6 months of operation in late 2014 2580 people passed through the facility normally staying for between 15 and 30 days. The majority of those arriving in the Bologna centre were single adult men from West African countries including Mali, Gambia, Senegal, Nigeria, Ivory Coast, Guinea Bissau, Togo, Central African Republic, Guinea Conakry, Benin, Burkina Faso, Cameroon, and Congo. A second group come from Asia including Pakistan, Afghanistan, India, Nepal, Bangladesh, Philippines. The third group come from the Middle East including Syria, Iraq, and Egypt. Ethiopia and Morocco also featured.

Since mid-2014, the hub centre provides emergency support for 200 newly arrived refugees. The hub conducts the first medical screenings and the legal procedures are started as well as providing clothing and other essentials. From the Hub centre, the new arrivals are relocated to other facilities all over the Emilia Romagna region including within Bologna itself. Some of these longer-term facilities are run by project partners of Salus Space.
3 Salus Space: A new type of live work space for refugees

The original inspiration for the Salus Space project derived from the opportunity presented by the Villa Salus, a former elderly care hospital that had lain empty in the city for over a decade.

The original application assumed that the six-storey structure would be regenerated and take on a new purpose as a multi-purpose refugee centre.

Local people had complained for years about the increasingly derelict building and there were frequent reports in the press about gangs of people stripping the building at night.

However, detailed examination of the building following the award of the grant showed that it could not be rebuilt to conform with the norms for earthquake protection at a reasonable cost. In 2017 the decision was taken to demolish the building and to construct a new facility.

The innovation in the project comes less from the building and more from the process of cocreation in which participants wanted to integrate living, working and culture and leisure on the site. The live work space will include a social enterprise restaurant, horticulture, handicraft workshops and cultural performance in a holistic ‘healthy environment’ where health is defined not as the absence of illness but as the ability to live life to the full.

The structure of the project is defined by nine work packages. Some of these are straightforward. For example, work packages 1, 2 and 9 deal with preparation, project management and project closure. The project budget is dominated by the investment in demolition and construction which accounts for 69% of the expenditure. It is in the other work packages that the innovative approach being adopted by Salus Space comes through. Three of them: welfare, wellbeing and welcome drive the coproduction elements of the project.

- The work on Wellbeing takes a holistic view of health and integrates societal and cultural aspects with environment and economy. It leads on the codesign of all aspects of housing, living, green spaces and arts and crafts.

- The work titled ‘Welfare’ takes place during the construction phase. It will provide specific training courses and entrepreneurial assistance, financial education and personalized guidance for business plan implementation, with the final objective of launching start up and enhancing social economic empowerment. There are five tasks: Field training, internships and job placements; Creation of artistic professional teams; Creation of handicraft professional teams; Training for accommodation, restoration and green maintenance facilities; Support to micro entrepreneurship.

- The work on ‘Welcome’ aims to manage all new services and facilities provided within the new Salus Space with a direct role of the social enterprises to welcome guests and citizens that here can find green areas, spaces for psychological and physical wellbeing, cultural amenities, artistic
laboratories, a coworking space, a hostel and a multi-ethnic restaurant.

Bologna has developed its own approach to social innovation which was used to design the project which draws heavily on the participative and integrated approach acquired through being in several URBACT networks over two cycles of the programme. These have included Roma Net working on Roma inclusion, Job Town 2 working with unemployed youth and Creative Spin exploring the potential for using creative actors in more traditional sectors. Bologna is now active in the PROCURE network looking at creative ways to use public procurement to ensure social and environmental sustainability.

All activities are being co-designed with local stakeholders and engage actively refugees and asylum seekers, according to a model of empowerment and reciprocity.

The two other aspects that have a strong participative element are on communication and evaluation which involve citizen journalists and citizen evaluators working alongside professional journalists and evaluators.

The leaders of these five work packages will work closely with City of Bologna to manage the project while being accountable to the 17 partners through the steering group. The 17 partners each bring different experience and contributions to the project. These are summarised below:

The Institute for social research (ISR) has extensive experience of evaluating EU programmes, they lead the evaluation work and will train the citizen evaluators.

ASP of the city of Bologna is a public agency owned by the city which manages social service provision and residential services. They will manage the housing aspect of the project and lead the work on welcome.

Open Group is a social cooperative that specialises in communication and will lead that work on communication and train the citizen journalists.

ICI E as well as being co-designer of the project and directly involved in project management will lead the work on Wellbeing which focuses on participatory approaches to the other elements of the project including the welfare and welcome parts.

The other partners mostly make contributions to one or more of the three core themes of the project: wellbeing, welcome and welfare.

The work on welcome is supported by Antoniano Onlus an organisation focusing on integration of young people as well as by Camelot Cooperative Sociale an organisation with 10 years of experience of integrating asylum seekers and which refugees and manages projects funded by SRAR, CAS and AMF in Bologna and Ferrara. They are joined by Società Dolce an organisation which manages two houses for asylum seekers (one for single women with children, one for single men) and manages a hub for unaccompanied minors. ACLI Provinciali Bologna National agency is also
involved. Finally, Associazione Mondo Donna Onlus specialises in working with women.

The horticulture and landscaping elements will be led by Eta Beta Coop which sets up new cooperatives in this field. They contribute to work on welfare, welcome and wellbeing.

The work on welfare is supported by CIOFS FP Emilia Romagna who are experienced in managing vocational training schemes from their training centre. Support to the new enterprises being set up will be provided by Microfinanza SRL which specialises in supporting self-employment initiatives. Additional expertise in running training centres with a social inclusion focus will be provided by CEFAL Emilia Romagna and CSAPSA.

The Sociology department of the University of Bologna also contributes to both welfare and wellbeing.

The partnership has been configured to bring a wide range of experience in dealing with refugees into the project. This was carried out through an open process where local organisations could register their interest to participate. The result is a diverse partnership with an unusual richness of experience in working with socially excluded groups in general and refugees in particular.

4 The Current Status

The project is well into its stride the first work package is completed, the partnership agreement is signed but there has been a major change. Survey work on Villa Salus revealed that it would cost too much to conform to the norms regarding earthquake protection which are required in Emilia Romagna. Instead what is now proposed is to demolish the entire 6 storey structure and replace it with a new purpose-built building. Work on demolition will start in December and is expected to last four months. The decision to build a new facility has some upside. It will be possible to separate the residential areas and the more public spaces more easily than if the old hospital had been rehabilitated. The new facility will also be smaller, about a third of the size in terms of floor area and low rise. However, it may prove to be more difficult to involve refugees in the construction work. New build involves different building techniques that are more advanced than rehabilitation which tends to be labour intensive and has more openings for less skilled people.
The new design was presented to the public at the June 2017 consultation meeting and again at the meeting held in October 2017.

The work of the citizen evaluators has already started with an interview survey carried out of residents in the Savena district. There were 43 respondents mostly aged between 40 and 60. From the interviews 86% had a high perception of dereliction in the area due to the condition of the villa, this perception was improved with the cleaning and disposal of the waste made by a local social enterprise El Ihsan. In general 40% reported that perceived dereliction compared to before the start of the Salus Space project had reduced. 81.4% believe that mobility (bus, cycle links) needs to be improved to make Salus Space accessible. The participative evaluation will carry on monitoring attitudes to the project as it progresses and provide a valuable assessment of opinion both in the community and among refugees.

An interesting aspect running alongside the project is the setting up of a Think Tank to look at issues of interculturality and welfare based on the Bologna experience. An opening discussion was held with Matilde Callari Galli in October 20177 on the ‘Contemporaneous anthropological transformation’. The think tank offers the potential to link theory to practice and develop a more reflective approach to the everyday events unfolding in the city and more specifically at the Salus Space project.

According to Roberta Paltrinieri from the University’s sociology department: “We have decided to organize many initiatives that have the formula of a seminar: the speakers will be experts and professors from the University of Bologna who will illustrate some of the theories and principles to be applied within the project. We will talk about interculturality, social innovation and neighbourhoods; we will talk about social capital and urban regeneration. This will allow us to have a common and shared vision of the work to be done at Salus Space. ”

The Think Tank offers the city the chance to develop reflective practice that focuses on Villa Salus as an example of a new welfare model that the city is experimenting with.

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5 Challenges

This section looks at the challenges Bologna faces in implementing the Salus Space project. These challenges include collaborative leadership, public procurement, working with stakeholders, measuring the results, communicating the project and mainstreaming the new model.

5.1 Collaborative leadership

Bologna is working with an informally developed model of collaborative leadership which is highly participative. At political level the project is strongly supported by mayor Virginio Merola.

Within the city there is a core team who are responsible for advancing the work. This team is led by Dino Cocchianella, Manuela Marsano from the European Office and Inti Bertocchi whose speciality is social inclusion. They have worked closely with ICIE the Istituto Cooperativo per l’Innovazione which is a specialist organisation working on social innovation processes in the city. ICIE is a partner of the project, in charge of the work on wellbeing. They bring extensive experience of using co-design and participative processes.

Within the city administration, meetings are held every week to progress the project.

The second circle is made up of the other work package leaders who play a key role in the delivery of the project.

The challenge for the city is that they are ‘first among equals’ within the partnership. They will need to find a way of operating with other partners and in the longer term a governance structure that maintains collaboration while recognising their special role both as the city council and their responsibility to funders.

Up till now they have been impressively collegiate, running the project in the most inclusive way possible. However, the test for all projects comes during difficult times.

5.2 Procuring the construction works

The project has changed radically since the original proposal to transform the old hospital building. Now the focus is on rapid demolition and new construction. The demolition contract has already been tendered and is due to start in December 2017. The next step will be to procure the construction of new buildings on the hospital site. Design work is being done in house by city architects which has saved some time in the process. Bologna is a member of the URBACT PROCURE network led by Preston UK, which puts them in a good position to learn from European good practice on the use of social and environmental clauses in contracts.

Specific environmental criteria have been included in the terms of reference for the demolition works to ensure that the waste is...
separated. In addition, some of the contents of the hospital is being saved so that the memory of the old building can inform the new structure which will be built on the same site.

Environmental criteria are being included in the design of the new buildings, to ensure that they are thermally efficient and use materials that are more environmentally friendly.

Opportunities will be explored to see if jobs can be created for disadvantaged groups, including refugees, in the building phase. Later in the process, there will be a procurement contract for the managing organization of the site. It is not clear if this will be a contract let by the municipality or by one of the partner organisations such as ASP Bologna which will be managing the residential units on the site.

Figure 7: The former 6 storey Villa Salus now awaiting demolition.

5.3 Working with partners and stakeholders

The Salus Space project has a wide and extensive partnership. It includes 17 partners that signed the partnership agreement and a range of other stakeholders.

According to the partnership agreement the steering committee is the sovereign body of the project. It takes decisions on the general project activities. Decisions about individual activities of project partners are taken by the project coordinator and work package leader. General decisions on the project budget are taken by the management team. All decisions of the steering committee are taken by majority vote in which a quorum of nine partners is required. As things stand there is no management group between the internal city management team and the steering committee. This may present coordination problems in the future and perhaps some smaller working group that can meet more often than the steering committee will be needed.
Because of the diversity of partners the challenge will be to keep everyone actively involved in delivering their part of the project, while also being aware of what other parts of the project are doing. Good internal communication will be essential.

Figure 8: Partners and stakeholders at the meeting on 25th October.

5.4 Citizen evaluators measure results

The Salus Space project is innovative in its approach to evaluation. Citizen evaluators work alongside a more experienced evaluation specialist from IRS who also trains them in how to do aspects of evaluation. The idea is that citizen evaluators will provide a different perspective to that provided by a more traditional evaluator. In a controversial field like refugee integration there is added value in bringing other voices to bear especially in terms of building greater understanding in the neighbourhoods.

Each work package in the project has specific deliverables and outputs to achieve by set dates. These milestones in project management are relatively easy to track. The bigger problem is finding a way to measure results, especially as results for individual beneficiaries may not be realised during the lifetime of the project. Due to the timescales it is unlikely that the first cohort of refugees will have completed before the project ends in late 2019.

The impact on their lives may not be known until years later. It is a real challenge for Salus Space to measure added value after the project completes.

A project like Salus Space offers potential to explore new techniques in evaluation and measurement such as social return on investment (SROI). The way that SROI could work is that the ‘distance travelled’ in terms of integration can be measured – for example progress towards the labour market, progress in language acquisition and stability in terms of living arrangements. SROI looks for ways of measuring and putting a price on the value created by the intervention. This value is then
compared with the cost of the intervention itself to arrive at a social return figure. If such a social return could be identified and measured, it would be possible for future projects to be financed using innovative financial arrangements based on payment by results or social impact bonds, leading to a sustainable route for replication. This issue of how to measure and price the benefits will be explored further with the evaluation team.

One challenge in the evaluation will be to find appropriate ways to measure success of the complex co-design and co-management arrangements foreseen by the project. These are not easy to measure by traditional means. It is relatively straightforward to measure outputs and deliverables, for example, by recording who attended meetings. It is also not difficult to find out whether people were satisfied with the meeting.

However, measures of added value of the participative approach are more difficult. How to measure the sense of ownership of a project in the community. The participative evaluation methodology may open new possibilities for ways to look at these questions.

5.5 Communicating with incoming and host communities

The issue of integration of refugees is a hot topic across Europe with active and often destructive press interest. The project will explore how the communication can be maintained in a calm and beneficial atmosphere to ensure that damaging controversies are avoided and that both host and refugee communities are well informed about the progress of the project.

Significant emphasis is placed on the use of digital social media tools alongside a colour ‘book’ of the project.

The use of citizen journalists will build the capacity of the local community and the refugees to document what is happening. In turn this may open deeper insights than are possible with traditional press approaches which are all about messaging and control.

However, there are also questions about how to measure the success of the communication activity and the evaluators will be exploring new ways to measure the impact of social media efforts.

Figure 9: A refugee citizen journalist interviewing a local resident.
5.6 Mainstreaming the Bologna model of migrant integration

Perhaps the greatest challenge facing the project is how to scale up and mainstream the approach. As it stands Salus Space will make a modest contribution to migrant integration. With a residential capacity of 100 of which approximately 80 are expected to be refugees, the project is small in relation to the scale of the problem that Bologna is facing locally, with an estimated 850 refugees living in temporary housing and 1800 refugees recorded as living in the city in late 2016. The traffic across the Mediterranean from Libya was estimated at over 150 000 in 2016 and although numbers have been reduced slightly over the Summer of 2017, it is likely that there will be continued pressure from newcomers for years to come. There are two basic types of scaling available to any project. Either the size of the project can grow, or it can spread. In the case of Salus Space there are limits to what is both feasible and desirable on the existing site. The only way to scale the project is to spread, initially within Bologna itself and perhaps to other cities that wish to explore a deep approach to integration that goes beyond simple resettlement and provision of basic services. Bologna is seeking to develop a new form of what they call ‘generative welfare’ which is co-designed with both users and citizens.

However, it is still early days for the project and it will require deep understanding of the processes at work as well as an understanding of the resources needed and evaluation of whether this approach can work in other situations.

6 Conclusion

The big challenge facing Bologna with its innovative Salus Space model is whether they can do it all on time. Construction projects are always at risk of delay and this could mean that some of the more interesting parts of the project will only be starting towards the end of the three years allowed for the project (by end 2019). This could particularly affect the live/work/play aspects. The project team are already exploring the extent to which twin tracking is possible so that as much activity can start on-site before the residential units are completed. Fortunately, there is potential from one of the original low-rise buildings that is being preserved on the site. There are also opportunities in the horticulture and landscaping work that may not need to wait for the major building work to be completed.

The second problem could lie with the coordination. Salus Space has 17 partners to the partnership agreement and many more stakeholders across the city. Maintaining a sense of involvement and engagement during the period before the building is finished could be challenging. It was always foreseen that the wellbeing work package would work in advance of the opening with critical actions taking place through 2018, and this seems even more critical with the extended timescales ahead.

Finally, the greatest challenge of all will be to demonstrate that a more inclusive ‘generative’ model of social integration co-created with stakeholders offers a better and more viable long-term approach than the fragmented and patchy model that has been the dominant paradigm up until now. The next journal will look in more detail at the partnership itself and explore how individual partners are taking on the work now while the demolition and building work is getting started. It will explore the co-design approach being adopted within the wellbeing work package and look at the role of citizen journalists and evaluators.
Urban Innovative Actions (UIA) is an Initiative of the European Union that provides urban areas throughout Europe with resources to test new and unproven solutions to address urban challenges. Based on article 8 of ERDF, the Initiative has a total ERDF budget of EUR 372 million for 2014-2020.

UIA projects will produce a wealth of knowledge stemming from the implementation of the innovative solutions for sustainable urban development that are of interest for city practitioners and stakeholders across the EU. This journal is a paper written by a UIA Expert that captures and disseminates the lessons learnt from the project implementation and the good practices identified. The journals will be structured around the main challenges of implementation identified and faced at local level by UIA projects. They will be published on a regular basis on the UIA website.