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Abstract:

This working paper draws together four examples of social innovation and innovative territorial governance from the three case areas, Aarhus, Horsens and Lemvig in Denmark. The examples highlights the importance of networks across different sets of actors for mobilizing territorial capital and stabilizing territorial growth. Furthermore, while Denmark overall aims to strike a balance between utilising such networks for securing welfare and devolving power to "soft spaces" of territorial governance, the examples demonstrate that this is not always an easy balance to strike, as economic and competitive agendas tend to dominate.

Keyword list: Social Innovation, Social Investment, Bottom up development, territorial governance, territorial cohesion, inequality.

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Abbreviations

ALMP – Active Labour Market Policy

BRAA- Business Region Aarhus

BRMV – Business Region MidtVest

CSR – Corporate Social Responsibility

KKR – Kommunekontaktråd /Municipal Contact Council

RUP – Regional Udviklingsplan /Regional Development Plan

SME – Small and medium sized enterprises

STAR – Styrelsen for Arbejdsmarked og Rekruttering /The Danish Agency for Labour Market and Recruitment

VET – Vocational and Educational Training

WISE – Work Integration Social Enterprises

1   Executive Summary

This working paper outlines four examples of social innovation from the Danish materiel. The projects were chosen as examples of social innovation because of how they reflect the tradition for collaborative local governance and how collective efficacy in the local environments work as drivers for local initiative and collective action to tackle territorial problems and mobilize territorial capital. Therefore, they represent both institutional, governance and procedural innovations and serve as examples of how such innovations can support and facilitate the empowerment of local actors, the responsibility of local businesses and engagement of civil society.

From the urban case of Aarhus we have chosen the comprehensive regeneration plans, which serve as an example of collaborative governance tackling issues relating to vulnerable areas. From the Suburban case of Horsens we have highlighted the Horsens Alliance, which is an institutional and governance innovation in terms of building a cross-sectoral organisational framework that work as a driver for local growth along the agenda of "pulling together as a unit". We have two examples from the rural case of Lemvig. The first example, the Klimatorium, is an initiative instigated from below but anchored in a partnership with the local municipality, Lemvig Water and Sewage A/S, civil society actors and the European research grant Coast2Coast. The example show a long history of proactive and inclusive local government, which have been able to brand Lemvig as a dynamic place in finding new sustainable solutions, which in turn resulted in empowering the municipality to be able to secure the location of the Klimatorium in Lemvig ahead of the other participating municipalities. The second example, The Bovbjerg Lighthouse, is an example of a partnership initiated from below and formed as a joint-venture between public authorities and civil society trying to combine the maintenance of a local historical landmark as a public accessible place with cultural activities that engage and strengthen local community

The examples described in this working paper highlights the importance of networks across different sets of actors for mobilizing territorial capital and stabilizing territorial growth. However, the strategy and type of collaboration differs between the three case areas – the urban case of Aarhus, the suburban case of Horsens and the rural case of Lemvig. The examples show how growth and territorial cohesion are complexly related to a range of territorial conditions.

These conditions relate to scale. For example in the case of Aarhus, there is a tendency to working in silos, which work as a barrier for the spread of innovation from below across different policy areas. Another important territorial condition is the history of interlocking local relations. In Horsens, these form an alliance between labour market organisations, local government and local businesses, which supports growth and development in relation to lifting educational attainment.

Place identity, organisational density and organisational networks are important territorial conditions for mobilizing territorial capital. The innovative examples outlined in the analysis show that the level and type of collective efficacy play a crucial role in order to sustain growth and succeed in being competitive and attractive to investors, business owners and residents. In all three case areas, the level of collective efficacy is high. However, local efforts differ as does the extent to which collective efficacy is organized and institutionalised. The three case areas range from the less formalized, loosely coupled networks of Lemvig to the highly organized and institutionalised collective efficacy of Aarhus, with Horsens in-between where the scale both enables close personal contact but at the same time a highly organized civil society.

2   Introduction

Nationally, Denmark is characterised by a strong tradition for collaborative planning within spatial planning and welfare services. There are long, ongoing and close collaborations between government and labour market organisations. This creates fertile ground for a national culture of corporate social responsibility in identifying and addressing issues relating to territorial cohesion and equity for marginal groups. Local communities are highly organised in formal associations, and although they have less of a role in articulating national policies, they are involved in hearings at local government level. Additionally, they are heard through different forms of organisations working to promote their interest in relation to housing or local and rural development. Two policy areas do, however, involve stakeholders as part of their governance setup and policy programme: area regeneration and economic growth. Within area regeneration, key actors in the Danish context are the social housing associations. The social housing associations produce so-called housing-social masterplans for regeneration, and residents are represented in the boards of the local departments of the individual housing organisation. It is an important criterion in the Urban Renovation Act (Byfornyelsesloven LBK nr 144 af 21/02/2020) that local communities should be actively involved in the development of regeneration plans and their implementation in local areas. In relation to the area of urban and rural regeneration, implementation of policies are built around partnerships between local NGOs, housing associations, municipalities and local authorities (school and police, youth clubs etc.). Within the area of active labour market policies, there are no interactions with local communities in the development and implementation of policies.

Moreover, there is a strong tradition for cross-sectoral partnerships. Overall, Denmark aims to strike a balance between utilising such networks for securing welfare and devolving power to "soft spaces" of territorial governance. The examples outlined below demonstrate that this is not always an easy balance to strike, as economic and competitive agendas tend to dominate.

Economic growth policies have a strong local and regional connection by means of the Regional Growth Forums. These forums consist of representatives elected by the Regional Council (3), regional and municipal politicians (6), business representatives (6, elected by the Regional Council), education and innovation institutions (3, elected by the Regional council) as well as employee and employer organisations (3). The Growth Forums are responsible for contributing to regional growth and development strategies and for suggesting how EU regional and social funds are to be deployed.

In Horsens, the formalized network of the Horsens Alliance has anchored territorial development plans in close collaboration with all partners on the labour market, securing not only political stability but also sustaining the corporate responsibility of the big employers in relation to complex social problems. It is clear in the case of Horsens that specific individuals have played a huge role in the new branding of the town, but it is the Alliance that have made the sustained development effort possible, ensuring the coordination between labour market and VET policies locally. Childcare plays a less strategic role and is not as such integrated with ALMP and VET policies locally. In Aarhus, the institutionalisation and strategic coordination enables the synergy between different efforts to mobilize territorial capital. There is a political focus on involving and collaborating with the civil society and the importance collective efficacy has for stabilizing growth in newly developing areas. However, the size of the municipality means that there is a tendency to Departmentalism. Therefore, there is room for developing more collaboration between policy areas and bottom-up initiatives. In Lemvig, the role of informal networks is significant both locally and in terms of attracting external resources. The small scale plays a key role in enabling the development of such relations. However, it is also a conscious strategy of the public authorities to build on and develop informal relations of proximity

as a way to mobilize territorial capital and attract businesses as well as residents, who are connected in relations of mutual care and obligation from the start. Lemvig consequently provides an interesting case in relation to the importance of how economic growth is embedded in cultural and social capital. It shows that not only personal relations but also the historical path dependencies matter for ensuring cohesive growth. It is clear that in all three case areas, the extensive municipal responsibility for welfare services means that the consequence of uneven growth for spatial justice is lessened. However, the three case studies also indicate the growing significance of cross-sectoral and public-private partnerships in delivering territorial development.

2.1   Criteria for choosing cases

The five examples of social innovation and innovative territorial governance was chosen on the background of the fieldwork and policy analysis done in WP4 and WP5 of COHSMO. The criteria for choosing the cases were to:

- Choose cases that represent both top-down and bottom-up innovation in line with the ambition of the COHSMO project of highlighting nuanced ways in which localities matter. Thus, each case is also illustrative of the way that different degrees of collective efficacy play a role for territorial development.

- Choose cases that directly or indirectly seek to address issues of territorial inequality and develop territorial cohesion.

- Choose illustrative examples of the way that the tradition for collaborative territorial governance pans out locally.

- Choose innovative cases, which can initiate learning in other European countries, both in respect to directions to follow and examples that highlight what to be wary of especially when developing policies that shape the relation between scales of governance and which impact on the possibilities of local communities to influence future regional and territorial development policies.

Social innovation is a quasi concept (EU Commission 2013) which shifts definition depending on the particular context and political historical environment (Moulaert et al 2017). The examples drawn out from the Danish empirical material relate to the concern in the present project with territorial cohesion and inequality. Thus, as examples they relate to a notion of social innovation resembling what Moulaert et al. (2017:6) conceptualize as a territorial development approach to social innovation fostering SI as a concept to meet human needs and aspirations, but also for political mobilization among vulnerable and marginalized communities. This approach is different from a social entrepreneurial approach to social innovation that aims to develop value mainly through economic growth and organisational means. Moulaert et al 2017 broadly defines social innovation as a combination of at least 3 dimensions: collective satisfaction of unsatisfied or insufficiently met human needs, building more cohesive social relations and, through socio-political bottom-linked empowerment, work toward more democratic societies and communities (also called the socio-political transformation dimension of SI) (Moulaert et al 2017:10).

The examples of social innovation also resemble an approach to collective action, which is thoroughly focused on hands-on action among a broad range of actors. This resemble the shift identified by Moulaert et al. (2017) in their review. Tracing the approach to collective action through 30 social

innovation research projects, they identify "a general shift 'from talking to doing', with considerably more focus on the social and economic output of SI than on the prior decision making process, an important component of democratic functioning" (Moulaert et al 2017:p. 6). In the examples we have chosen, stakeholders are active in capacity building, training and facilitation of networking activities. They share a considerable similarity in their view on the role of the state and the private sector – all resembling an emphasis on the important role of the state as coordinating and facilitating innovation relating to the general shift from government to governance. This emphasis on the role of the facilitating state is partly due to the choice of examples which all relate to the solving of territorial needs and the mobilization of territorial capital, but also reflect the pro-active role of local and national government in securing a balance between economic growth and social and territorial cohesion.

3   URBAN CASE

3.1   Introduction: The comprehensive regeneration plans of Aarhus

For more than a decade, Aarhus has been a frontrunner in the approach to deprived urban areas. Aarhus has had a particularly comprehensive approach to urban regeneration; based on a strong collaboration between the municipality and the social housing organisations. Their approach is often referred to as the 'Aarhus Model' by actors in the field. In 2018, the Aarhus Model posed as inspiration for a national strategy called 'The National Strategy to fight Parallel Societies' (Regeringen, 2018); widely known as the "ghetto strategy". The strategy is an exception to the Danish rule of self-governance as it is a case of much more an example of direct governance by the state i.e. a national strategy to be implemented by municipalities. It is based on a political agreement across the political spectrum, thereby securing its longevity. As a basis for the strategy, deprived areas are divided into three groups: "Vulnerable neighbourhoods", "ghettos" and "hard ghettos". The goal is to not have any "ghettos" by 2030, and initiatives will be employed in the ten years until then. The plans do not envisaged what will happen after 2030.

The strategy specifies 22 different initiatives to combat the development of parallel societies, covering five themes: 1) Physical demolition and restructuring of vulnerable neighbourhoods; 2) Firmer control of newcomers in vulnerable neighbourhoods; 3) Strengthened police efforts and higher penalties in order to fight crime and increase safety; 4) A good start for children and youth; and 5) The government follows up on the efforts to combat parallel societies. The physical dimension is strong in that the strategy requires a physical restructuring of the so-called ghetto areas, including a reduction of social housing in so-called hard ghettos to a maximum of 40% of current numbers. Consequently, local municipalities and social housing associations have had to demolish thousands of social housing units or sell them as owner-occupied flats or for private rental. This national strategy impedes on the autonomy of local municipal planning, as municipalities have to make a development plan for these areas in accordance with the national strategy. Moreover, the social dimensions of the strategy implies that parents in the 'hard ghettos' are forced to send their children to pre-school child care, and that municipalities have to have an advanced job centre effort in the areas. This strategy and the following amendments to existing legal regulation are in the implementation process. However, already before its passing it had consequences for the approach in Aarhus. The move from a municipal model to a national plan changed the game, so to say, and led to changes in the approach in Aarhus. We shall return to this later.

3.1.1   Types of innovation

The innovation of the Aarhus model for deprived areas stands on two pillars: 1) a comprehensive approach combining a range of measures and 2) a strong collaboration between the municipality and the social housing organisations as well as with a range of other actors.

The comprehensive approach of the Aarhus model means that a range of measures are employed at the same time in order secure a lasting change in the deprived areas. The aim is to even out the differences between the deprived areas and the rest of the city, enabling them to catch up with the average in terms of income, share of unemployed, educational level etc. This is done through a social mix strategy combining social initiatives for the existing residents with physical initiatives to make the area more attractive to resourceful citizens. This is to change the social composition of the area as existing residents gain resources (get an education or employment) and in-movers are more affluent

than previously. Key measures involved are: renovating housing, selling blocks (converting to private rental housing), selling land to build owner-occupied or private rental housing, creating new infra-structure, opening up the areas to in-comers, locating municipal offices in the area, building leisure time facilities, changing school districts, offering job centre services in the area, supporting young people in finding spare time jobs and coordinating initiatives for the most challenges households.

The comprehensive approach is signified by the municipal organisation behind it. Programme steering committees are set up for each of the specific deprived housing areas; combined with a political steering committees. Representatives from the municipality's different administrations and the social housing organisations meet on a regular basis. The municipality has developed a rather sophisticated data-driven assessment tool ('bo-soc'), in which the socio-economic, tenure profile of each district is assessed (level of education, income, crime etc.) (Urb_PA_10). This provides the background for coordinating on going or potential initiatives e.g., whether initiatives should be more cross-sectoral. For instance, the initiative 'from stairway to stairway' is based on a joint team from the Employment and Integration Administration and the social administration visiting each family in a stairway to make a development plan (Urb_Pa_12). Cross-administrational collaboration within the municipality is described as essential e.g. in relation to creating a sustainable change for deprived families through creating closer connections between different municipal actors and between municipal actors and citizens. The efforts are coordinated by a secretariat that used to be called "Deprived city districts" but is now called "Attractive city districts". It is located in the Mayor's office; thus signalling how important and cross-cutting the issue is thought to be:

Everyone has committed to contributing to the transformation of Gellerup, and everyone has their professionalism in this regard. (...) So, apart from this secretariat about attractive city districts, the idea is that the different topics should be handled in the specific magistrates by relevant professionals, according to their procedures and what they can contribute with. In this way, they do not sit at the mayors department trying to reinvents ways in which to work with socially disadvantaged residents. It is about getting the different professions to pull in the same direction (Urb_PA_10).

Part of the comprehensive approach is to base it on a collaboration with all relevant actors in changing the course of the deprived housing areas. This collaboration is planned to take many different forms. Private companies are to aid in securing workplaces. Developers are to buy land and develop private rental and owner-occupied housing; offering more work opportunities for locals. Contracts on the sale of land to private developers include conditions on the local housing organisation approving the plan and if they cannot they can decide to cancel the contract. They also make partnership agreements with the developers on how the area is to develop and how they cooperate in doing so (Urb_Ba_1). NGO's and voluntary organisations are to be supported in activating residents and are to be part of an advisory board on citizen involvement. Local schools are to be key actors through securing a mixed pupil composition and contributing to the development of the area e.g. by utilising the otherwise seldom used possibility to draw private actors onto the school board. Some of these alliances with non-municipal actors are already in place; others are being built. Joint efforts are made in branding the area through positive stories. Accordingly, a model for joint marketing has been made, and the developer contributes to this (Urb_Ba_3).

A strong collaboration between the municipality and the social housing organisations has been the backbone of the strategy. It has meant that all initiatives, even tearing down units, have been based on an agreement between the municipality and the social housing organisations and has been passed through the resident democracy of the social housing sector. In 2017, a "Common strategy for the efforts in deprived housing areas" (05_Urban) was formulated in collaboration between the municipality and the housing organisations, building on the municipal housing policy (Housing Policy, 2016;

16_Urban) and the strategic document on diversity in Aarhus by the social housing organisations (Aarhus – a diverse city, 2016; 24_Urban). The municipal housing policy highlights the importance of collaboration with the social housing organisations throughout the document.

While the first of the two pillars still stand, the second has become more wobbly. The key reason for this is the national parallel societies strategy. First, the national ghetto legislation has to some extent suspended resident democracy. In principle, regeneration plans etc. are still to approved by the resident democracy process; however, the uncertainty of what will happen if they discard such a plan means that they do not dare do so. Ultimately, the ghetto legislation means that the government can take over the area and, if they deem it necessary, dissolve it (i.e. tear it all down). The most recent plan for the area Gellerup includes a further demolition of 600 units. It was passed by the board of representatives of Brabrand Housing Organisation 27 May 2019 with a small majority (50 for; 44 against). The chairman has stated that the majority was in fact against it but some voted yes out of fear of the alternative. In the agreement by the city council, the resident democracy is highlighted as leading to engagement and residents taking responsibility. Nevertheless, it is also highlighted that: *"The parts of the agreement that are a direct implementation of the coming legislation will therefore not be the subject of an involvement process"* (pp. 18).

Second, the national legislation has changed the power relationship between the municipality and the social housing organisation; something that Aarhus Municipality has been quick in taking to heart. The national legislation requires a reduction of social housing in areas on the hard ghetto list to a maximum of 40% of current numbers. Legislation was proposed during the first months of 2018 but was not passed until November 2018. However, the Aarhus city council passed an agreement in June 2018; proposing a reduction of social housing before this was made law. The agreement marks a break in the collaboration with the social housing organisations, as the city council decided to formulate and pass the agreement on deprived housing areas without the involvement of the housing organisations. The agreement states that the efforts in the deprived areas hinges on a continued close and good collaboration with the social housing organisation; however, the discourse of the agreement suggest otherwise. The document states that the parties behind the agreement have noted that the national parliament is expected to give the municipal council *"explicit authority to order the housing organisations to carry out efforts against parallel societies"* (pp. 17). Despite the national legislation being months away from being passed, the parties behind the Aarhus agreement chose to explicitly mention the authority expected to be given to them over the housing organisations. Both the housing organisation and the municipality acknowledges the current challenges to the strong collaboration:

"There are some trust issues going on at the administration level between the municipality and the housing organisation which all sums up to a difficult climate right now. So we've actually gone from the very positive changes of new buildings, actually beautiful buildings, roads, great buildings, positive things happening until now; everything is going to hordes. And actually the new plan will be delaying it. It will take longer time. The demolishing of the building blocks over here will probably not start until 2022. There are three years with nothing positive happening other than being in a [...] vacuum. And so, the positive things that need to happen are social and it's very difficult. It is much easier when you have the physical framework, new things happening." (Social housing actor)

The first plan had reached some sort of standstill. There were some disagreements on what should be the next steps [...]. The housing association was very keen on keeping the social housing buildings and filling in with private buildings as a way of mixing. The politicians in Aarhus were keener on tearing down some of the buildings and filling in with lower buildings like detached housing with private ownership. [...] The politicians; well the negotiations were very tough. I think you could say that the politicians had it more their way then the housing association (Municipal actor).

In November 2018, an agreement between the municipality and the social housing organisations was made regarding relocation and building of new housing as a consequence of the city council agreement and the national legislation. This later document is clearly a common document from the two actors but with a much more limited scope than the city council agreement. In May 2019, a more specific agreement was made between the municipality and Brabrand Housing organisation. It specifies how the national legislation is to be implemented in Gellerup-Toveshøj e.g. which blocks that are to be renovated respectively torn down. In the agreement, Brabrand also joins the agreement from November 2018. While earlier agreements pre-2018 included shared visions for the social housing areas, the newest agreement is merely a plan for the implementation of the national legislation.

Summing up, the innovation of the original Aarhus model for deprived areas, i.e. before the national legislation was imposed, lies in: the combination of a range of measures employed simultaneously, the coordination between municipal actors, the priority given to the efforts through placing the secretariat in the mayor's office, the (previously) strong collaboration between the municipality and the housing organisations and residents, the involvement of a range of public, community and business actors, the combined focus on structural measures and individual measures and using local knowledge and networks to aid municipal efforts. As will be clear from below, some of this was changed by the national legislation.

3.1.2   Strategy and practices of the comprehensive regeneration plans

As described above, the strategy behind the Aarhus model is to create a comprehensive plan. This entails a range of measures that are employed simultaneously in the area; covering both social and physical initiatives and targeting both the overall structure of the area as well as the individual challenges of individuals and households. To do this, SIS policies are employed as well; to a much greater degree integrated than previously. The Aarhus agreement of June 2018 includes ALM policy measures as an increased employment level is one of the measures for making the housing areas less deprived. The unemployment level is one of the five indicators used to determine which areas are on the ghetto list and employment is seen as the key to increasing the life chances of the residents of the deprived areas. Childcare is part of the agreement as well. The national ghetto legislation includes several measures aimed at children; leading to a focus on childcare. For instance, enrolment in childcare and a minimum attendance of 30 hours per week are made compulsory from the age of 1 for children living in deprived housing areas. The national legislation is mirrored in the Aarhus agreement; however, with a focus on encouraging parents to enrol their children in childcare to avoid the punitive sanctions of the ghetto legislation (a cut in benefits):

"Aarhus Municipality makes an effort to motivate children and families in order to as far as possible avoid force and sanctions. If the motivating efforts do not succeed, the measures are in place [i.e. in the national legislation]" (Agreement on deprived housing areas in Aarhus Municipality, 2018, pp. 10)

While the aim is to avoid force and sanctions, it is still underlined that they are in place if need be; secured by the national legislation. In this way, national legislation on urban regeneration affects the policy field of childcare. In general, urban regeneration in relation to deprived social housing areas represents a bundling of policies from a range of policy fields that are otherwise substantially less integrated. This is put in place and implemented through the practice of coordination between municipal actors at all levels; from politicians and chief executives of the municipality to the front-line workers from job centres, schools, kindergartens etc. This is signified by the programme steering committees for each area, the political steering committee, the coordinating unit in the mayor's office

and the different projects where municipal employees work together across administrations. Linked to this is the practice of utilising the employees of the regeneration plans (the so-called housing-social master plans) to gain an understanding of the local areas and its residents as well as to create trust:

"Our main goal in the project is to build capacity in the municipality to deal with a local area like this. And the employment agency is really learning a lot because they have been centralising. […] And it doesn't work. You have to be local, you have to be very specific in what we are talking about and it has to be relational because communication is difficult and you find out what the real issues are. Maybe they have a delinquent teenager so they don't think they can go to work because they have to take care of him or make sure that he doesn't get into trouble or something and you don't say that in an office downtown to someone who is only focused on a job. But you would say it if we get to know you here. Maybe we speak your language – Arabic or Somali. And we can start to address that issue and then they can get a job because they want to. The centre – the employment centre are now really seeing the benefit because the results are so much better here. It is the same people [from the job centre]; they just moved here and they have been in corporation with us." (Social housing actor)

Apart from the efforts in the areas already on the national ghetto list, Aarhus have a strong focus on identifying areas that are at risk of becoming deprived:

And that [the national] list only covers the areas where things have gone bad. Where problems are so deep that you have special legislation and that sort of thing. You can't actually see the other areas underneath because you don't get the stamp before you are on the list (Municipal actor).

To identify challenged areas before they end up on the national list, Aarhus has developed their own data tool BOSOC. BOSOC follows the development in areas of more than 500 residents on eight indicators e.g. unemployment, health, crime and education. Areas are categorised as green, yellow, orange or red, depending on how far they fall from the municipal average. Identifying at risk areas is a central strategy in avoiding the development of new deprived areas.

3.1.3   Conclusion

This is firstly an institutional form of social innovation connected to the institutional collaboration and cross-sectoral collaboration, which have enabled and legitimized radical changes to the vulnerable areas of Aarhus. Secondly, it is a processual innovation in the sense of deploying both innovative mapping tools and structural measures changing the physical form. The regeneration plans of Aarhus have been frontrunners in adopting a comprehensive approach; combining a range of measures employed simultaneously in order to, hopefully, secure a real and lasting change in deprived areas. Measures are substantial and includes physical initiatives, and as the challenges of the areas are extensive and structural, we have yet to see whether the plans will have the desired consequences. SIS-policies are integrated as well. Nevertheless, the Aarhus Model has been perceived as an ideal to follow by the national government, which has based the national parallel societies strategy on inspiration from Aarhus. A key element in the Aarhus Model has been the strong collaboration between the municipality and the social housing organisations of the deprived areas. This collaboration has secured an involvement of the residents in the regeneration plans and a legitimisation of the municipal plans; even the ones involving demolition of housing units.

The launch of the national strategy tipped the power balance, however, between municipality and housing organisations in favour of the municipality; a change that Aarhus City Council has not been

late in taking advantage off. This has challenged the strong collaboration between the two actors and thus one of the innovative aspects of the original Aarhus Model.

Case Study Area: Urban Level	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Have had several visits from other countries; looking for inspiration; no EU funding								
National	Has provided the model for developing and enforcing the national parallel societies legislation								
Regional	N/A								
Municipal	A comprehensive strategy that encompasses social and physical initiatives and directs investments into the area, e.g. new municipal workplaces and leisure time facilities, to increase the traffic of outsiders into the area	Levelling out differences between the areas and the city as a whole in terms of e.g. socioeconomic composition; tackling territorial disadvantage; growth for all					Between the deprived neighbourhoods and the other parts of Aarhus, cohesion is limited – that is one of the challenges	Yes and no – the aim is to even out the differences between the deprived areas and the rest of the city but not so much through initiatives for the residents of the deprived areas; more so through attracting more resourceful residents (which is then thought to impact inequality and life chances)	
Neighbourhood	Aims to address the challenges of the specific deprived areas as identified through municipal data; originally and	As above	Growth policies are to distribute growth across the city, including the deprived areas; ALM policies to get	Territorial challenges: segregation, deprivation, unequal distribution of growth	The resident democracy of the social housing sector (now reduced)	Coordination with social housing organisations (now reduced); coordinating unit in the mayor's office; deprived areas as a theme	Varies between areas	As above	No; in later years somewhat the contrary

	still in principle in-clude residents through the resident democracy		more people into em-ployment; enrolment of children in child-care as part of securing Danish proficiency of children	Territorial capi-tal: space for building new housing in a tight market		in several policies (e.g. growth); collaboration with a range of actors stated as the aim		

4   SUBURBAN CASE THE HORSENS ALLIANCE

4.1.1   Introduction

This innovation case focusses on the Horsens Alliance as an innovation in terms of how it generates a common narrative for the territorial development of Horsens that has subsequently been institutionalised as a formal organisational framework in which innovative ideas can find support and turn into collective action. Moreover, it is innovative in the sense that it has become a framework for corporate social responsibility utilized in tackling social inequality in Horsens.

In 2013, a strategic collaboration was formed between Horsens municipality, businesses in Horsens and labour market organisations, as well as educational facilities to promote labour market participation, agendas of education and improve conditions for local business, as well as promote local agendas within regional and national political platforms. This strategic collaboration built on already strong relations between local business interests and entrepreneurs formed around the transformation of the former Prison building into an event centre, as part of the transformation of the image of Horsens from a blue-collar prison town to an event city. There are different narratives around how this transformation came about. In some of the narratives, key entrepreneurs (Frank Panduro) were the key to putting things in motion. In other narratives, it was the coming together of the energy of the former Mayor and the drive of local businesses:

Some might say that it came from Frank Panduro. This is a good narrative, nearly a god like narrative. But actually it was local businesses who came and said; look here we have some millions that we would like to invest in branding our city differently. Then the municipality said that they would like to join in generating pride in the local community. You need this pride in order to lift almost anything else, that is the average living age, health, attract new citizens and businesses and growth...That was the underlying strategy but it could only be created if people believed that Horsens is a good place to live. (Sub_PA_22).

From the beginning the idea of the Horsens Alliance was enmeshed in the place narrative. This is articulated in the "Common Vision for the City Council: 2018-2021 for a good life in a strong community":

*Horsens is a place, where we are known for pulling together, contributing to the community and making things happen. We are pulling together as a unit. **This is the unique DNA of Horsens** that we should build on and develop in the common period for the City Council...We work from a focus on resources, where we build on what the individual, the association, the local community and business can do. We believe that all have something to give, and that initiative, collaboration and alliances are the way forward"* (2018, Suburb_1:2, emphasis added).

This statement on "pulling together" and doing things collaboratively, and joining up forces between public, private sector and civil society is a narrative that runs through a lot of the policy documents across welfare areas. Moreover, the focus on making things happen through "pulling together as a unit" is articulated as the backbone of a strong territorially cohesive local community.

In practical terms, the commitment to the alliance between partners is visible in this budget agreements from 2014, 2015 and 2016. Here there is a reference to a local collaboration agreement between

the partners on the labour market ensuring that a connection is made between lowering business taxes, and the alliance between business and municipality in solving the task of lowering the number of people on welfare transfers. More specifically the agreement states that municipal business tax rate is lowered with 1.5 per mille, which reduce municipal revenue with 11.25 million DKK. In return partners promise to cover this reduced revenue by ensuring that 150 long term job seekers are offered jobs and thus off transfer benefits. In that sense, it is an investment strategy in terms of the lower tax revenues are returned by reduced welfare budgets.(Horsens Kommune, 2013:2, 2015:4).

4.1.2   Type of innovation

The innovation of the Horsens Alliance lies not so much in the alliance itself, strategic collaborations are found in many cities across Europe. It is the way that Horsens Alliance has become a central coordination device in creating policy bundles which effectively couple economic growth, territorial cohesion and social inclusion, which is the interesting point that other places can and have been learning from. For example, through the Alliance it is possible to coordinate the promotion of economic growth, the connection of VET and the needs of the local labour market, and CSR in Horsens to bring about the inclusion of vulnerable groups and improve their social and economic position (Horsens Kommune 2018c (Suburb_16).

This alliance is a key actor in the territorial development in Horsens as it unites different interests and pools local resources making it possible to drive the development of Horsens forward even against the background of a tight economic budget. The alliance forms a political order that due to its tight social relations have been able to bring about change (Stone 2015). Central to this governance capacity is the formation of a common frame of reference (Magaelhães et al 2003, Fallov 2011).

In many ways, the common narrative of pulling together as a unit is what binds the Horsens Alliance together. Central actors like the Mayor have been central in promoting this as a narrative of necessity to turn the development of Horsens around. At the same time, this narrative of common ground and pooling of interests have legitimised Horsens successful lobbying for the location of VET facilities in Horsens drawing in a lot of territorial development in its wake.

Another example of this is how this common frame of reference enables territorial government to be flexible and agile. In the business strategy "Joined up future", "action, community and collaboration" this is identified as crucial to the success of attracting economic growth to Horsens (Horsens Kommune 2018? (Fælles om fremtiden Suburb_08):2). And further:

*In Horsens, the mentality is often "we will just do it". Here we dare to test out new ideas, or new technology in praxis, **we do this often in collaboration with others, that stand behind and are ready to back up**. This is evidence of a potent and entrepreneurial business sector.* (Horsens Kommune 2018b (Fælles om fremtiden Suburb_08):5).

Here the idea of community is framed as a collaborative mentality, which makes Horsens agile and geared towards new developments. It is also worth noting out, how the business strategy sets a framework for the integration of business promotion, infrastructural development, AMLP and VET strategies, and that this integration is coordinated through the Horsens Alliance.

Thus, the Horsens Alliance is both an example of a form of social innovation that focuses on a broad set of social goals (Moulaert et al 2017) and innovation in territorial governance with its emphasis on learning. The Horsens Alliance is represents an example of how a broad set of cross-sectoral actors

can work collaboratively to produce a holistically understanding of Horsens which are able to over-
come many of the typical policy silos (Vigar et al 2020).

4.1.3   Practices of Horsens Alliance

The Horsens Alliance works to secure a strategic collaboration between education, industry and em-
ployment and has a job task force, a business task force and an educational committee. These three
are together responsible for translating strategic initiatives into action and thus securing momentum
and synergy within and between the fields of education, industry and employment (Horsens Uddan-
nelsesråd, 2019)[1].

A chief executive explains about the role of the Horsens Alliance and how the job task force have
been instrumental in establishing new perspectives on the CSR policy and securing commitment by
central partners:

*It is this inspiration and feedback from those that have participated from the outside and they look at
what we [the municipality] offer of services [here in relation to active labour market] in relation to
meet the demand there actually is out there. In this way it has both a strategic and operational aim.
It has great significance. We utilize it when we have to develop new strategies then we think about
the Horsens Alliance….in relation to our work with the CSR strategy…they [the political committee]
decided to lift it into the job task force. Here the business leaders who have joined the job task force
work together with the municipality in articulating the CSR strategy and then carried into the Horsens
Alliance…one thing is what we as a municipality wants to do with regards to CSR but if we miss the
target then the strategy might become insignificant* (Sub_PA_21).

This interviewee explains how they have introduced a rotation in the members of the job task force
in order for it not to turn into an organisation that is dragged down by institutionalised interests and
inertia. The difficult part about the collaboration between the municipality and the Horsens Alliance
in relation to developing Horsens is that both partners have to be open to new input, be willing to
compromise, but then again stand fast to defend issues of public value (Sub_PA_21).

The Horsens Alliance is very central to local development not least regarding vocational education.
Through a tight collaboration between municipal authorities, educational institutions and local busi-
ness-life:

*There is no regional education council, but many years ago, vocational training started in East Jut-
land – the educational alliance. This has been expanded so that there are even social and health
schools, etc within this network. This is a network where there are some directors and managers etc.
and they meet approximately every 2 months. Here we talk about what the situation looks like right
now. This is an ongoing collaborations. In addition, of course, there is talk of apprentices. It is a
crisscrossing between the central actors and the central institutions for example, with a rural agri-
cultural school and with HF, VUC, etc. In Horsens we have an internship guarantee so that the there
is no break during the training. It ensures that the young people move on wherever they
are.(*Sub_PA_25*)*

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[1] file://sbi.aau.dk/Users/loj/Downloads/26321.pdf

Horsens has succeeded in creating sufficient internships that are necessary in relation to vocational education:

*The network with the companies is crucial. Business life has discovered that there is no danger in taking young people in and the youngsters in vocational education can see that you can move on. Both factors has a huge psychological significance. Even when parents from other cities has called it has been possible to find an internship in Horsens. (*Sub_PA_25*)*

Moreover, the tight collaboration enable educational facilities to be sensitive to the needs of the regional labour market through regular meetings and close networks of central actors. An example of the activities of the Educational council is the project SAMSPIL (interplay or collaboration when translated), which is a collaboration under Horsens Alliance educational council. Here knowledge of local businesses is promoted in educational facilities to maintain and attract qualified labour. The local VET strategy can be induced from an expressed mixture between aiming to raise educational standards, but at the same time focusing strategically on the semi-professions and medium length further educations. This is due, partly to the type of educational institutions anchored in Horsens, but partly, also, because that is the need of the local SMEs and a local innovative technological environment – not where new technology is developed, but where "technology is turned into praxis" (Horsens Kommune 2018b (Fælles om fremtiden Suburb_08). Horsens is attempting to find a niece in attracting SMEs and start-ups by specialising in implementing and spreading new technological solutions within industry and welfare professions.

4.2   The Horsens Alliance and social investment

Horsens has generally seen as an example of positive development in the last years in terms of the reduction of the number of people on different kinds of income transfers. However, Horsens is still lagging behind the national average in numbers of young unemployed, people on illness-related contributory benefits and the activation-ready unemployed. Therefore, Horsens Municipality has had an active labour market strategy anchored in the Job Taskforce, which is a subgroup under the Horsens Alliance and which they themselves describe as an investment model, e.g. in the most recent labour market plan:

Effect based labour market policy is the starting point for the investment made by Horsens Municipality in the labour market initiatives in the last years. Concretely, Horsens Municipality has invested in an active intervention in the form of interviews[2], early and intensive interventions, and follow up and business related activation. The investment has to a different degree benefitted all target groups… The savings on public transfers is by far larger than the expense of the investment in the active interventions. (Active labour market strategy 2019, 2018, Suburb_11:6-7).

In Denmark, there is also investment in social investment bonds which are also the targeted re-allocation of municipal investment. Here they can promote investment by municipalities in a special activity with the expectation that overall expenses towards benefit will drop. The usual way this works is that the municipality invest, for example, in extra focus on the quality of job-centre interviews with the long-term unemployed. They employ a project leader to oversee this for a period of time and which gets things going, for example in particular procedures of supervision or reduction of caseloads

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[2] Interviews refer here to the interviews that the job center have with the unemployed checking up on their job seeking activities and employability.

to focus more energy on interview situations. In Horsens this investment strategy can be traced back to the initiation of the Horsens Alliance 2013, which started out with ALM interventions in the form of mentoring arrangements tutoring vulnerable groups of the unemployed, especially the young. However, since the budget agreement 2014, this has been expanded to include a business tax deduction as an answer to the active collaboration with local businesses in reducing the number of people on labour market related welfare transfers. There are different perspectives on the effects of this. In the evaluation reports from the labour market area and in the budget agreements this formalised collaboration and its social impact is characterised as a success (Horsens commune/BDO Consulting 2017). However, some of the other informants are more sceptical about the results of this investment strategy and whether the focus is right (Sub_PA_23, Sub_PA_24) (see more details D4.6). This means that alliance-building has become more and more ingrained in the territorial governance of Horsens over the last five years. The mobilization of "pulling together as a unit" becomes a performative strategy (Kornberger and Clegg 2011) that is also seen as condition for developing Horsens in a direction based on a relation between economic growth and social welfare.

The collaboration was consolidated in 2016, when more money was allocated to the investment models, and the local authority incentive for corporate social responsibility was formalised through social clauses in contracts between the municipality and local businesses, and in the targeted collaboration to ensure an adequate supply of appropriately qualified labour for local businesses.

It is important to note, that performance-related governance is part of a general shift within national ALMP (Regeringen 2014). Denmark is pursuing a social investment approach that combines flows with strong buffers and stocks, the latter resulting in active measures resting on top of universal access to services and a high level of social security. Moreover, ALMP rests on a national and local tripartite agreement system between unions, employer organisations and government that ensures flexibility and focus on the integration of the so-called vulnerable groups. There is, therefore, strong evidence of corporate social responsibility underpinning investments in project related towards the integration of refugees or long-term unemployed. Furthermore, NGOs and other civil society organisations play a role as partners involved in the development of employability of unemployed. Moreover, it is a national tendency that ALMP is integrated with other areas, such as VET, and that regional coordination between job-centres and municipalities focuses on the intersections between VET and labour market issues. In this respect, Horsens mirrors the idea of investing resources in targeted interventions; however, the degree to which this is a coordinated and the collaborative effort is locally specific. Moreover, it is local specific in the way that it build on a strong place narrative of pulling together as a unit.

4.3   Conclusion

The innovation of this example is connected to the way that Horsens Alliance has become a central coordination device in ensuring policy bundles which effectively couples economic growth, territorial cohesion and social inclusion, which is the interesting point that other places can and have been learning from. Thus, the Horsens Alliance is both an example of institution building and in the new processes that this collaborative framework generates in tackling a broad set of social goals (Moulaert et al 2017) and innovation in territorial governance with its emphasis on learning. The Horsens Alliance is exactly the display of how a broad set of cross-sectoral actors work collaboratively to produce a holistically understanding of Horsens that overcome many of the typical policy silos (Vigar et al 2020).

Case Study Area Sub-urban Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European									
National									
Regional									
Municipal	The Alliance is an collaborative framework for local innovation	The Alliance addresses issues relating to active labour market, education, and place making and CSR.	Social investment in vulnerable youth, long term unemployed and vulnerable families.	The Alliance is behind the change of place image into an event city which is an important territorial asset.	The Alliance is an important anchor point for building relations between local government and key stakeholders which again build local resilience and innovative force from below. However, critical voices point to the risk of local elitism.	The Alliance allows for policy bundles between labour market and VET policies, and between economic growth and welfare.	The Alliance built on the strong local narrative of "pulling together as a unit". This enables the mobilization of territorial capital by a collaboration of local government and local stakeholders working to improve territorial cohesion.	It plays a key role in the articulation and implementation of policies that raise educational standards, improve job chances of young people and the long term unemployed.	The Alliance built local commitment of influential and resourceful actors for local development, but can also turn into a non-democratic forum if not kept in check by local politicians.
Neighbourhood									

5   RURAL CASE

5.1   The "Klimatorium" – an example of local social innovation with global reach

5.1.1   Introduction

At the harbour of Lemvig, a "klimatorium" is being built. The Klimatorium is to be an institute for knowledge creation about climate solutions and green transformation and a research and development centre for all types of climate issues[3]. It is an initiative instigated from below but anchored in a partnership with the local municipality, Lemvig Water and Sewage A/S, civil society actors and the European research grant Coast2Coast. As stated on the website of the Klimatorium, it is based on the quadruple helix idea of the importance of collaboration between research and education, the public sector, the private sector and civil society. The Klimatorium in Lemvig is part of realising the national Water vision of making Denmark an international frontrunner in supplying intelligent, sustainable and effective water solutions[4].

The Klimatorium is an innovative project, which aims to contribute to placing Lemvig on the international map for places promoting solutions to climate change. It is an example that provides learning about how small and rural places can have a global orientation. Moreover, it builds on initiatives from below which over time have been institutionalised through interlocking relations across several scales. An interviewee stated:

I think the area has been capable of gathering public and private actors in different types of groups, networks of which there is a great number in the area, and the locals back that. We are not talking about some exclusive groups that are very typical in other places. (Rur_Ba_3)

The Klimatorium facilitates the exploitation and spread of knowledge about solutions to climate change and green transition. It will be a learning centre where researchers can have meetings or research stays, it will house firms that work with climate adaptation and green transition, and it will be an educational centre where e.g. schools can visit. The Klimatorium wants to impact on various scales stretching from international, national and local level.

5.1.2   History

The area around Lemvig has a long history of being at the forefront of the green agenda primarily in Denmark but regarding wind turbines in the world as well; often with projects that engage different local actors from different fields in collaboration between local government, local business life and civic society. The wind atlas of Lemvig contains the highest wind speed in the country; providing the

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[3] (https://klimatorium.dk/om-klimatorium/)
[4] (https://www.vandvision.dk/)

nature-wise background for focusing on climate solutions and green transformation, and local patterns of collaboration and local collective efficacy constitutes supreme conditions for realising projects such as wind turbines. The municipality is in many ways proactive in relation to intervening in territorial problems and mobilising territorial advantages. The wind industry is no exception: among other things, efforts in this field has resulted in the localisation of several wind turbine-testing sites in Lemvig. The municipality has built on existing social capital in the process of securing these national and commercial testing sites in the municipality through cooperating with the cooperative movement that has grown around the wind turbines. The cooperatives consists of the farmer who owns the land where the wind turbines are situated and the people who live in the territory around the wind turbine (Rur_PACOMM_19). This has been coupled with a few entrepreneurs seeing the potential of the industry for the area.

The municipality has, as mentioned, built on existing forms of territorial capital in their support for this cause. No formal feedback mechanisms seems to be in place. However, the regular network meetings between the business actors and central public authority actors secure that public governance knows which interventions have worked and which needs adjustment. Moreover, the network meetings seem to be a forum for discussing ideas and new funding possibilities. When asked about whether there is room for innovation and creativity in the municipality, public actors and business actors agree that there is room for new ideas. However, such ideas have to keep within certain limits. An interviewee argue:

...the ships that are put to sea [figuratively] and those things that are worked hard on are in the high end of what you could expect from such a municipality [referring to size and political stability]. As long as you keep within the framework, that exists. That is, the municipality is good at keeping to its framework. If you keep within this then people will listen to you and then you can run with nearly anything (Rur_Pa_12).

Another example of collaboration in relation to the climate industry and the field of sustainability is the visionary ideas of the former mayor who together with a group of entrepreneurs created one of the first and largest biogas plants in the world. The municipality had a lot of bio-waste from the fishing industry, slaughterhouses and farms as well as local households. This territorial challenge became the background for building the then biggest biogas plant in the world. Currently, they have a recycling rate of about 97-98% and the lowest charge on waste in the whole country (Rur_PACOMM_19).

Similarly, Lemvig was also progressive as early as the 1990s with the establishment of the double sewer systems. The former mayor reports:

The first thing was that we invited all the key-organizations into the council chamber. I said, "if this is to succeed we have to stand together". We placed farmers, nature conservation organizations and all other relevant organizations within the field. We said, "what do we need to do to make it a success? We are all responsible" this process resulted in everyone agreeing on the establishment of double sewers in the whole municipality. I think this inclusive process explains how the second wind power plan was submitted for hearing without any objection. The chairperson of the Environment Committee of the European Committee heard about our double sewerage-project… He couldn't believe it. In this way, this story became visible. We have never been good at boasting it - we have just done it (Rur_PACOMM_19)

These examples show that the Klimatorium rests on a long history of proactive and inclusive local government, which have branded Lemvig as a proactive place when it comes to developing new sustainable paths. The proactive stance on these issues has led to the municipality being part of the regional EU-funded Coast2Coast project and has secured the location of the "Klimatorium" in the municipality. However, visionary ideas are not enough. Adaptability and the size of the municipality are crucial factors, as will be apparent from the sections below. On a more pragmatic note, an interviewee points to the crucial importance of development funds:

I have always complained that the municipalities did not do anything about this or that agenda, and why did they not develop this? However, in reality, if something should be developed then the municipality has to go out and apply for money for it. Therefore, it often takes time to develop things. No development funds – no development in the municipality. That is how easy it is, since the money is tied up in operation. Therefore, development depends on funds from the outside either from EU or from the region if something is to happen (Rur_Pa_12).

5.1.3   Innovation

When the building of the Klimatorium commenced, the chair of Lemvig Water and Sewage A/S declared: *"It will be a power centre where different actors will attempt to find the solutions that everyone are looking for"* (Gade & Østergaard, 29. juli 2019, DR Midt og Nordjylland; download, dr.dk, 06-08-2019). The Klimatorium is to be the anchor point for international researchers who by working together will find global solutions by researching local conditions. Already in the start-up phase, they have had visiting researchers from the Netherlands and New Zealand. As the EU mainly invests in the knowledge production, the utility company and the municipality have invested in the actual building. The ambition is that this centre will bring development to the area on several fronts. It is expected to influence the harbour front with its physical building, to place Lemvig on the European and international map for sustainability issues (as exemplified by a visit from New Zealand at the time our interviews took place) and to contribute to the development of the climate industry in the area. Business actor interviewees all relay how local businesses are strongly committed to local development, and how they not only sponsor local activities, but also spend time and energy on turning around territorial problems.

The "Klimatorium" is a physical example of the effort of Lemvig to establish an identity as a globally oriented local society. It is thus an example of a neo-endogenous development (Ray 2006) in which Lemvig aims to be a Mikropol (Fallov et al 2020) that projects local solutions to global problems. It is a form of innovation that is not only the result of a few activists, but also of a local entrepreneurial culture, an internationally oriented history and territorially cohesive interlocking relations to both different scales of government and the business sector. The Manager of Klimatorium is very pleased with the combination of local anchoring and commitment and the external connections to the surrounding world:

"One of the good histories that has emerged is our relation to NCC [building contractor and developer]. They have been involved in other Coast2Coast-projects and they have for example developed a type of road paving that allows rainwater to penetrate. We have connected NCC to our contact in New Zealand and now they are making climate-friendly roads down there. On that background, NCC has stated that they want to be a part of the Klimatorium. We have to keep on doing the hard work and to make sure that more and more locals are involved" (Rur_BA_5).

Interviewees refer to the importance of the municipality seeing the potential in new inventions. Several interviewees mention the small size of the municipality as a crucial condition for its ability to be agile and flexible. Small size does not only allows for quicker reactions to new ideas and changes, but also closer interaction between involved actors and therefore the possibility to attach common meaning to changes and public authority strategies (Rur_Pa_13). The interviews indicate that there is room for adaption and innovation, but at the same time also cautiousness if it depends on a long-term economic commitment by the municipality. This innovation has a great outreach and impact on the rest of the country, and the Klimatorium is part of putting Lemvig on the map as central to solving climate problems:

"Everyone looks to Lemvig and thinks that this is where we can solve the climate problems. The Institute of technology recommends that all coastal monitoring equipment should be tested in Lemvig. The Board for Data and Efficiency have some reflectors behind the town and therefore we have the most precise satellite-data in the world. We are able to see uplift of land and lowering of land. This will concentrate a lot of technology out here and will attract new businesses and jobs. Traditionally the fishing industry has accounted for many jobs here, but in the future climate will create many jobs too (rur_BA_5).

In this sense, the Klimatorium, the wind industry and the focus on solving climate problems in Lemvig is seen as the solution to the international problem of climate change and by generating development, growth and new learning spaces be an element in the tackling of the local problem of depopulation.

5.1.4   Conclusion

The Klimatorium represents an innovation in the sense that it produces a new type of learning space that is the outcome of cross-sectoral collaboration between public-private partnerships, utility firms and local governments. It is underpinned by a multi-level governance set-up that directs EU funding to local projects aiming to generate neo-endogenous development (Ray 2006). The social dimension of the Klimatorium is that it delivers a narrative of opportunities and hope; building on the momentum from below and the engagement of young people to act, which drowns out the usual melancholy and narratives of problems and hopelessness of the remote rural places.

Case Study Area Lemvig, rural Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Engages with European Funding – Coast2Coast	Climate change, climate adaption, sustainability, water solutions							
National	Part of realising the national Water vision	As above + putting Denmark on the global map re. water solutions							
Regional	Part of the regionally run Coast2Coast-project								
Municipal	The municipality is the main actor in building the Klimatorium and in securing its placement in Lemvig	Internationally oriented learning and knowledge centre for green transition. It can potentially address depopulation through creating workplaces and drawing residents to the area, as well as visitors	Not relevant	Builds on The wind atlas of Lemvig containing the highest wind speed in the country and on the human and social capital in the interlocking relations	High as it is based on a culture of initiative from below and a tradition for coupling the initiative from below to local and regional and national government as well as to business (the quadruple helix)	Not a policy coordinator but rather a specific project that will be the physical centre for climate solutions; providing a meeting place and thus coordination between actors both from different sectors, different countries and across governance scale	Seeks to support the development of an integrated and coherent territorial focus on climate problems and solutions based on the territorial characteristic of high wind speeds	Creating jobs that can counter depopulation and offer more opportunities for current citizens	Involves civil society and works across a diverse range of different stakeholders

Neighbourhood	The initiative builds on initiatives from below and works as a quadruple helix where civil society plays a central role							

5.2   Bovbjerg Lighthouse – a pressure from below over local and central authorities and back to civil society

5.2.1   Introduction

At one of the most remote locations on the West Coast of the municipality of Lemvig lies, the lighthouse called "Bovbjerg Fyr". Bovbjerg Lighthouse was built 1877 and is still an active lighthouse. Nowadays the lantern is run automatically by The Danish Maritime Safety Administration. In 2007 a foundation took over the tower and the buildings. The purpose of this foundation is to secure public admission to the tower and support the local cultural life and the local community. The foundation owns the buildings while an association of supporters with 500 members take care of the daily activities, which include a variety of cultural activities and stretches from art exhibitions over concerts and talks to the running of a café and a shop. 150 volunteers and 3 permanently employed staff run these activities. The Lighthouse has become the largest tourist attraction of the municipality with 50-60.000 annual visitors https://bovbjergfyr.dk/index.html.

The Lighthouse project is innovative as a bottom-up initiated partnership, based on local engagement and primarily run by local volunteers. Public authorities helped with the purchase of the buildings after local resource people had put a lot of pressure on local authorities:

You can say that there are three components in the success. Passionate souls who see the possibility, and put things in motion and create a movement. There are cross-municipality social relationships that can be activated and mobilised and finally the collaboration with local authorities – the municipal council, local authorities, central government and regional authorities. It is the three things entrepreneurs, social capital and the interplay with different public authorities that made it happened (Rur_COMM_16).

The Lighthouse is an example of a partnership initiated from below and formed as a joint-venture between public authorities and civil society trying to combine the maintenance of a local historical landmark as a publicly accessible place with cultural activities that engage and strengthen local community.

5.2.2   History

The Lighthouse was established as a cultural institution based on a civic movement who demanded that it should continue as a local gathering point, a meeting place, and as a tourist attraction. When it became known to the locals that the *Danish Financial Supervisory Authority* was about to sell the Light House, a group of passionate locals triggered a process of collaboration in order to maintain the Light House as a cultural meeting place:

It was passionate locals who feared what could happen. They united and decided that it must not happen and said - It is OUR lighthouse, and it has been a gathering point for generations, and we have come out here through many years, we have Christen Berg's memorial stone from the beginning of the 20th century here. Actually it has been a gathering point from before the lighthouse it was built because of the cliff that is out here too. Frederik the VI has been there, and people have been proud of this as a gathering place, so for heaven's sake it must not be sold (Rur_COMM_16).

Local people feared that The Danish Financial Supervisory Authority would sell the Light House and bringing it on private hands. A lot of speculations were shared in the local community. One occurrence was epoch-making:

"Then it happened – I think it is about 15 years ago – it got about that The Danish Maritime Safety Administration would phase out the light House. And then came the nightmarish scenario because a real estate agent from Copenhagen came over to have a look on it. It was the start of the whole process." (Rur_COMM_16).

Technically, it was a fairly complicated matter because The Lighthouse was owned by The Danish Financial Supervisory Authority which is a central governmental institution and as such obliged to sell the Light House to a fair price aligned with the local real-estate market. At the same time, there was a possibility for the municipality of Lemvig to enter an agreement to buy the lighthouse for a favourable price if the Light House was transformed to a culturally institution open for the public. The chairman for the foundation Bovbjerg Lighthouse says:

It's such a long story - the way it was made possible was because the municipality was allowed to buy it the lighthouse from the Danish Financial Supervisory Authority. They had bought it from the Danish Maritime Authority for 1 million kroner - of course, there was a discussion about it. What if it's worth 10 million, then you cannot give it away to the municipality. The politicians of West Jutland decided that nobody should interfere in that real estate deal. They bought it for 1 million, and the next day the municipality of Lemvig sold it to a foundation for 1 krone, with the aim of develop and operate the lighthouse for the benefit for the local civil society and the general public (Rur_COMM_16)

The process that led to the closing of this deal came, as already mentioned, from below. It was initiated by locals and especially is mentioned that woman age 65+ played a significant role:

Then there are some strong ladies - and it's funny, because it is always strong ladies - in the age of 60+ who gathered and made a petition for the retention of the Light House on public hands and against it to go into private hands. It must remain in the hands of the public for the joy and benefit of the general public. Without actually having a clear structure, they established the petition, writing letters to the editor, contributed to the debate in local media and made all sorts of activities in order to call attention to the future of the Light House. The municipality and was very attentive and started acting immediately. Local politicians contacted politicians on Christiansborg (the national parliament) and talked them into the idea of keeping the Light House on public hands (Rur_COMM_16).

5.2.3   Type of innovation - Collective Efficacy and cross-sectorial collaboration as a base for social innovation

The Light House is a very unique case of innovation because it grew out of local worries about the future of a specific location as a historical and symbolic landmark for Lemvig. It is a landmark both in terms of being a meeting place and as a unique physical location on the cliffs at a very remote position on the so called "Iron coast" distinctive for the municipal of Lemvig. Pressure from below

drove a political solution to the problem of ownership and afterwards local people developed a strategy for the Light House and organized the activities and the day-to-day running of a café, of exhibition activities, guided tours, concerts and so on.

For senior residents it has become a local trend to be a part of the running and maintenance of the Light House. It is a dynamic place with a lot of activities and in itself it has become a meeting place for the volunteers of the local community. A senior resident reports:

Yes, it is very, very popular now. Really. It is also because of the social needs that are satisfied and met there. It is fun to be a part of it and there is many things going on out there. Rur_PA/COMM_19 and Rur_COMM_17.

The volunteers has a variated social and educational background but they are all also known for being active in the local community and as who intervene in the local public debate in newspapers, at public meetings and where ever local debate might take place.

"They do not have special types of educational backgrounds they have a wide range of educational backgrounds, but they have in common that they "stick their nose" in many issues and I think they have done that since their childhood. They are distinctive and strong personalities who have opinions on everything – sometimes I think that they have been perseverance to an unbearable extend, but when it really matters they are marvellous and indispensable" (Rur_COMM_16).

The Lighthouse is organized and run as a professional business with a manager and a board. The form of organization is marked by a division based on the different activities. Hence, a body of volunteers is concentrated on art-exhibitions while another division is focused on the café and so forth. There is a yearly revenue of 2.000.000 DKK from the café, which means that the efforts from the 150 volunteers is the precondition for the 3 employees who are in permanent positions.

The volunteers does not take the work from the permanent employees, it is 180 degrees in a different direction and upside down. It is the volunteers who are the prerequisite for us to have 3 employees. 50.000 guests come and drink coffee and eat cake every year, and we have communal dining and all sorts of things. And our ambition is, of course, that we must be a lighthouses for all lighthouses in West Jutland and teach them to do the same (Rur_COMM_16).

The lighthouse of Bovbjerg is an example of collective efficacy as a territorial asset. The age-profile of the municipal has been helpful based on the large number of pensioners in Lemvig, who are used to participating and being active in the local community. They have formed an organisation that is initiated and driven from below, but still has the form and structure of a professional organisation. This ability to combine the opposite elements of bottom up and top down engagement is embedded in local traditions for participating in the local community and more generally the social capital that is tied to Lemvig. Lemvig ranges among the municipalities with the highest share of locally active residents in Denmark (Jakobsen, L.H. & Sørensen, S.Y. & Johansen, K. D., 2014). There is a high degree of interlocking and interdependent relations between entrepreneurs, business stakeholders, community stakeholders, NGO's and local public authorities. Distances between all categories of local stakeholders are short and communication is easy and effective. There is a mentality of taking care of problems in these varied and local webs of social relations – a mentality that is described as having been built on "the mentality of being self-employed farmers or fishermen located in a remote part of the country where you are not used to getting help" (Rur_Comm_17).

The difference between other remote areas in Denmark and Lemvig is described as related the local social capital.

"I mean the social life that is related to The Lighthouse and the Museum for Religious Art with volunteers running the activities and taking care of the main part of the work – you don't find it elsewhere in the remote part of the country. The associational life and association activities – it is about the will to participate in obligating mutual activities – it is a coon root here. It is different from Lolland (a remote Island in the south-east part of Denmark). There you have many vulnerable people moving down there and maybe it has destroyed local social structures from the past. We do not have that type of problem in Western-Jutland. The municipality of Copenhagen have send these people to Lolland. (Rur_COMM_16).

Many of the volunteers are also a part of the voluntary staff of the museum of religious art, which is widely known in Denmark and recognised for its high standard. This museum relies entirely on voluntary work. One interviewee argues for example that volunteering efforts help secure cultural life even in this remote area and that a rich cultural life is an important aspect of life quality. The same interviewee also argues that the efforts of volunteers help secure and develop jobs. She exemplifies with the Bovbjerg lighthouse that started with nothing but now sustains four full-time positions.

5.2.4   Conclusion

Bovbjerg Lighthouse is a social innovation in territorial development in the sense of a bottom-up generated territorial asset. Although the condition of being is dependent on the historical place identity of Lemvig, it can still serve as a policy learning example of how different scales of government can underpin the social capital and entrepreneurial force of local residents. Being an enthusiastic activist is not enough to put things in motion, although the area has a great many of these. It is the timing, the interplay with resourceful networks, and how they extend to relations to key public authorities that made the difference in the case of Lighthouse Bovbjerg.

Case Study Area Lemvig, rural Level (as relevant)	Innovative Initiatives /practices	Issues Addressed Keeping a cultural landmark as a public meetingplace	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European									
National									
Regional									
Municipal	Passionate locals pushed the initiatives from below – local and central authorities worked together in order to take ownership of the buildings. Gave it back to the locals that filled the Light House with cultural and social activities.	Can create and maintain local community and the high degree of local civic engagement that Lemvig is known for. Can potentially address depopulation because a vivid local community is attractive to potential newcomers	None – generally policies are sparse in Lemvig	Builds on the long and solid tradition for civic engagement and participation in associational activities in Lemvig and on the local patterns of collaboration and local collective efficacy	High as it is based on initiative from below and is based on volunteers taking care of the "day to day"-running of the Light House	Not a policy coordinator but rather an ad hoc political action for providing a meeting place and at the same time maintain a historical landmark as a public owned place	Seeks to create and maintain a high degree of collective efficacy in the municipal	Supporting the associational life and the tradition for participation in Lemvig	Involves civil society and works across a local and central authorities
Neighbourhood	The initiative builds on initiatives from below where civil society plays a critical role	Potential loss of a historical landmark and public meeting place -a symbolic location for Lemvig residents Lemvig.		Builds on the long and solid tradition for civic engagement and participation in associational activities and on collective efficacy	High as it is based on initiative from below and is based on volunteers taking care of the "day to day"-running of the Light House				

6   COMPARATIVE OVERVIEW OF CASES

The following section discusses the main findings from the analysis of the examples outlined above. The projects were chosen as examples of social innovation because of how they reflect the tradition for collaborative local governance and how collective efficacy in the local environments work as drivers for local initiative and collective action to tackle territorial problems and mobilize territorial capital. Therefore, they represent both institutional, governance and procedural innovations and serve as examples of how such innovations can support and facilitate the empowerment of local actors, the responsibility of local businesses and engagement of civil society.

The first example from Lemvig, the Klimatorium, is an initiative instigated from below but anchored in a partnership with the local municipality, Lemvig Water and Sewage A/S, civil society actors and the European research grant Coast2Coast. The example show a long history of proactive and inclusive local government, which have been able to brand Lemvig as a dynamic place in finding new sustainable solutions, which in turn resulted in empowering the municipality to be able to secure the location of the Klimatorium in Lemvig ahead of the other participating municipalities. The second example from Lemvig, The Bovbjerg Lighthouse, is an example of a partnership initiated from below and formed as a joint-venture between public authorities and civil society trying to combine the maintenance of a local historical landmark as a public accessible place with cultural activities that engage and strengthen local community

The small scale of Lemvig plays a role in how both of these examples are positively conditioned by a strong degree of collective efficacy and close interlocking networks between sectors and local government. Moreover, especially in the case of Bovbjerg Lighthouse the demography of Lemvig has played in favour of its success, as the screwed demography in relation to the proportion of elderly in the municipality has been a favourable condition for the large number of active volunteers. Nonetheless, they serve as important examples of learning with respect to how it is possible to achieve development of territorial capital despite tendencies to depopulation. In both these examples, high levels of social, cultural and human capital have been influential for the institutionalisation of these local initiatives and their access to support from local and regional government bodies.

The example from Horsens, the Horsens Alliance, represents a number of social innovations. First, the alliance has been able to generate a common narrative for territorial development in Horsens, which direct the agenda for change and growth. Secondly, the Horsens Alliance is an institutional innovation in terms of formal organisational framework where innovative ideas can find support and turn into action. Thirdly, it is innovative in the sense that it becomes a framework for corporate social responsibility utilized in tackling social inequality in Horsens. Thus, it is an example of the particular national approach to social investment with strong stocks and buffers, that both secure universal access to services and strong national emphasis on the development of human capital. Moreover, the example from Horsens highlight the strength of formalised cross-sectoral relations for tackling issues of lacking educational achievement relative to national standards, as well as inclusion of vulnerable groups on the labour market.

The Horsens Alliance also represents the increased influence of "soft spaces" of territorial governance (Olsen 2012) where economic stakeholders and business interests gain influence on the direction of the territorial development of the locality or region, and especially the development of Aarhus and

Horsens. The success and innovative power of this example thus depends on whether one views it as an intervention in securing economic development and competitive positions of Aarhus and Horsens, for example vis-à-vis, the metropolitan urban region around Copenhagen, or conversely whether focus is on how changing scalar relations influence democratic influence and the impact of the voice of local communities.

The example from Aarhus is a bit less straight forward as it represents social innovations that have a longer history and have been subject to changes during the past years. The examples of urban regeneration has been included here because of the role it has gained nationally during the past two years as a role model for collaborative networks between local stakeholders and local government. It has, however, also been subject to change as the actual collaboration has presently cooled somewhat, as outlined above. However, irrespective of its present state it does serve as representative of a collaborative approach to social innovation in urban regeneration.

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Abstract:

This report describes four examples of social innovation in the Austrian COHSMO case studies, illustrating different local challenges associated with urban, rural and suburban spaces in the Austrian context. Covering diverse territories, we base our analysis on a definition of social innovation as new solutions that meet social needs as well as improve capabilities to act using local resources. The selected examples of social innovation selected to address issues of integration and female empowerment, sustainability, city-suburban (cross-border) collaboration, childcare services and female employment in rural localities.

Common factors that facilitate social innovation in Austria are the active involvement of public actors and funding as well as networks and collaborations cutting across actor types. Civil actors, as well as public institutions, are part of innovation processes that seek to improve life chances locally. Public authorities, as well as private entities, provide funding for new initiatives that solve social issues. However, they can also be hindering factors for social innovation when funding is short, or when formal standards and informal norms are too rigid and prohibit an innovative (local) practice. The main lessons on social innovation identified from the analysis refer to the crucial role played by media support, lobbying and networking; creativity in business models and alliances, as flexible forms of interaction; the involvement of public actors to boost social innovation, its transferability and the upscaling.

Keyword list: Social Innovation, Good-Practice, Territorial Cohesion, Collective Efficacy, Territorial Governance.

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Abbreviations

NPO   Non-Profit Organisation

SIS   Social Investment Strategy

ESF   European Social Fund

RTI   Research, Technology and Innovation

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Executive Summary

Localities face different challenges due to their social and natural diversity. The territorial differences correspond with needs and social challenges to equality, well-being, as well as life-chances (Neumeier 2012). Social innovation strives to create solutions for social challenges in new creative bottom up ways, often stemming from local civil action. Thereby, social innovation needs to have an inherent connection to the local context, creating endogenous solutions linked to participation (Moulaert et al. 2017, 16f.).

This report describes four examples of Social Innovation in different localities in Austria based on the definition of social innovation as "new solutions that simultaneously meet a social need and lead to new or improved capabilities" (The Young Foundation 2012, p. 18). Moulaert et al. (2017, p. 10) conclude their research report that social innovation has three distinct dimensions that speak directly to this definition:

(1) **Satisfaction:** "Collective satisfaction of unsatisfied or insufficiently met human needs"

(2) **Cohesion:** "Building more cohesive social relations"

(3) **Democratic empowerment:** "Through socio-political bottom-linked empowerment, [Social Innovations] work toward more democratic societies and communities"

These insights informed our selection as we took examples of social innovation in the Austrian context from urban, suburban and rural territories to cover a typical range of localities. These four examples of social innovation illustrate different local challenges associated with urban, rural and suburban spaces in the Austrian context: integration and female empowerment (section 2), sustainability (section 3), city-suburban (cross-border) collaboration (section 4), childcare services and female employment in rural localities (section 5).

Social innovation in Austria has a relatively good standing. There are private foundation awards for social innovation initiatives (*SozialMarie* - (Unruhe Privatstiftung 2020), a specific research centre dedicated to social innovation (Centre for Sozial Innovation 2020), academic curricula on master degree level (Technical College Salzburg 2020) and dedicated funding opportunities for civil society neighbourhood projects sponsored by the city of Vienna and ESF (Social Innovation Vienna - (Dachverband Wiener Sozialeinrichtungen 2020). Moreover, social innovation is not understood as an exclusively private endeavour. Public authorities and institutions support foster and enable social innovation in some focus areas like technical innovation (in the energy sector), sustainability and climate change, work health, migration, rural development and elderly care.

Common factors that facilitate social innovation in Austria are the active involvement of public actors and public funding as well as networks and collaborations cutting across actor types. Social innovation takes hold in localities and policy areas that are affected by challenges that usual mechanisms cannot cover anymore. Civil society actors, as well as public institutions, are part of innovation processes that seek to improve life chances locally. Public authorities, as well as private entities, provide funding for new initiatives that solve social issues. In these ways, there is no clear-cut neoliberal approach to social innovation that reduces state involvement in social questions in Austria, as Massey et al. (2016) conclude for the UK.

However, public actors are also hindering factors for social innovation when funding is short, formal standards or informal norms are too rigid and prohibit an innovative (local) practice. In our examples here, even those hindering factors are sometimes cut through in the practice of social innovation in Austria: be it through international obligations (like the Barcelona goals), consistent lobbying or creative and radical actors that tackle local issues. These lessons learned from the Austrian examples are at the core of their transferability to other contexts. They point to what Pol and Ville (2009) suggest as being crucial for successful social innovation: the involvement of government interventions.

Our examples show that government interventions are relevant on two levels. First, in terms of funding and accountability, key steps determine the efforts and success of social innovation. The example of city-urban management highlights that government support is needed to keep a crucial programme running even though immediate successes are limited. Second, on the level of sparking innovation as well as supporting risk-taking to fuel dynamic initiatives. Social innovation in Austria needs to get a chance to identify challenges and work on solutions without relying on profit indicators, as is illustrated by the rural childcare and eco-social start-up examples.

From the analysis of the Austrian cases we identified five main lessons on social innovation, as general facilitating factors that may help foster transferability of innovative actions: media support, lobbying and networking proved to be crucial in diffusing the awareness of new challenges and promoting collaboration among actors especially in urban contexts; creativity in business models and alliances in rural areas refers to flexible forms of interaction that can be effective in tackling previously unmet social issues; finally, public actors can boost social innovation, its transferability and the upscaling of successful practices, in the presence of adequate resources and supportive institutions in all territories.

1   Introduction

This report describes four examples of Social Innovation in different localities in Austria. In WP6, the following working definitions (European Commission 2013) of social innovation, compatible with the overall approach in the COHSMO project, were identified:

A. "Social innovations are **new solutions that simultaneously meet a social need and lead to new or improved capabilities** and relationships and better use of assets and resources. In other words, social innovations are good for society and enhance society's capacity to act." (The Young Foundation 2012, p. 18)

B. "Social innovation is a process where **civil society actors develop new technologies**, strategies, ideas and/or organisations to meet social needs or solve social problems." (Backhaus et al. 2012, p. 11)

In the Austrian context, social innovation is not exclusively lead by civil society actors. Initiatives are mostly top-down, or, when bottom-up, supported by public finances. Austria has institutionalised social innovation concepts that we illustrate in the next subsection. Therefore, the practice focused definition of Social Innovation by the TEPSIE project (The Young Foundation 2012) seems more appropriate for our purposes in this report. TEPSIE's (2012) definition hinges on challenges and solutions rather than who are the actors of social innovation.

On Social Innovation, Moulaert et al. (2017) reviewed 30 EU funded projects from FP7 and Horizon 2020 that covered a wide range of research. The authors developed a working definition from the considerable variation in the use of the term concerning different policy fields. Their systematisation found that the practice of Social Innovation is a combination of at least three dimensions (ibid. p.10):

(1) **Satisfaction:** "Collective satisfaction of unsatisfied or insufficiently met human needs"

(2) **Cohesion:** "Building more cohesive social relations"

(3) **Democratic empowerment:** "Through socio-political bottom-linked empowerment, [Social Innovations] work toward more democratic societies and communities"

In line with these three dimensions, each Austrian example reflects the satisfaction of local needs, the building of territorial cohesion and democratic empowerment, i.e. civil engagement.

Like Social Innovation, **Social Investment Strategies** broadly follow the idea of increasing social capabilities and enhancing well-being. Concerning Social Investment Strategies, Social Innovation has two relevant notions found in the meta-review from Moulaert et al. (2017):

i. [SIS as] "actions aimed at the satisfaction of social needs that are not adequately met by market and macro-level welfare policies (content dimension) through the transformation of social relations (process dimension) which involves empowerment and socio-political mobilisation (political dimension linking the process and content dimension)" (ibid. p. 22)

ii. [SIS as] "the activation of economically and, consequently, socially marginalised and vulnerable people as productive economic subjects (Oosterlynck et al. 2013) – that is, there is an emphasis on individual (rather than collective) empowerment. As such, it can be seen as a discourse of 'caring neoliberalism' (Montgomery 2016; Moulaert et al. 2013; Peck 2013), with a strong focus on how to facilitate, enable and spread the 'right' kinds of SI, i.e. those making social welfare cheaper and more activating" (ibid. p. 25)

While the first notion is directly linked with the identified dimensions of Social Investment and the TEPSIE (2012) project definition, the latter notion emphasis individual responsibility and a neoliberal interpretation of SIS. We reflect on the connections between these notions of Social Investment Strategies and Social Innovations in each example within systemised matrixes.

The practice-led definition by the TEPSIE project as well as the three-dimensions of social innovation that Moulaert et al. (2017) put forward work best in the Austrian context because of the strong

involvement of public actors in social innovation, institutionalised operations of social innovation, and some top-down-led initiatives.

Austrian Context

In the Austrian context, social innovation is discussed by public agencies willing to invest into social entrepreneurs (Hochgerner et al. 2011), social partners (Wirtschaftskammer Österreich 2019) and scientific research (Wagner and Wilhelmer 2017; Hammer 2010; Perlik and Membretti 2018; Dax et al. 2016; Centre for Sozial Innovation 2020). Austrian discussions on social innovation are paired with technical innovation hinging on *Research, Technology and Innovation (RTI)* (Schuch and Testa 2018; Schuch and Gampfer 2016), corporate responsibility (Hochgerner et al. 2011), migration (Gretter et al. 2017; Perlik and Membretti 2018), rural development (Perlik and Membretti 2018; Dax et al. 2016) and sustainability debates (Wagner and Wilhelmer 2017; Hochgerner and Schwarz-Woelzl 2016; Schwarz-Woelzl et al. 2017; Wirtschaftskammer Österreich 2019). The business report by Hochgerner et al. (2012, 6f.) lists developing products for elderly, climate change and sustainability, changing work schemes, gender equality in the workspace, health at work, and improving education as well as personal and intercultural relations as examples for entrepreneurial social innovation in Austria.

Founded in 2005, the Austrian award *SozialMarie* is the first European price for social innovation. Fifteen annual prizes are awarded for projects that creatively solve societal problems in East Central European countries: Austria, Hungary, Czech Republic, Slovakia, Croatia and Slovenia. Examples of awarded projects range from education, diversity, work creation and climate change to art, poverty, local development and health. The private foundation *Unruhe Stiftung* finances it[1].

In 1990, a private research centre dedicated to social innovation was founded in Vienna (*Centre for Social Innovation – ZSI*[2]). This non-profit organisation (NPO) is the largest non-public research department for social sciences in Austria. Since 2006, the centre offers practical post-gradual training courses on international social science research in collaboration with private market research companies. ZSI introduced a social innovation Master's curriculum in 2012 together with the University of Applied Science of Krems.

Austrian Examples

Based on the previous country-specific insights, we chose four examples as cases of social innovation in Austria concerned with specific rural, urban and suburban challenges: The urban example of community integration (section 2) won the *SozialMarie* awards for different projects in 2006, 2014, and two projects in 2020. The urban eco-social start-up (section 3) represents both sustainability debates and the start-up scene in Austria. Supporting start-ups is of crucial concern to foster social innovation according to the economic concept report on social innovation in Austria (Hochgerner et al. 2011, p. 8). The suburban example of city-suburban management (section 4) illustrates the need and difficulties of policy coordination across borders. Finally, the example of rural childcare initiatives (section 5) describes the intersecting challenges of de-population and gender equality.

As part of our data collection for WP4 and WP5, we carried out in-depth interviews with people from innovative initiatives. Some of these respondents were kind enough to answer new questions relating to the goals of 6.1 in semi-structured interviews in 2020. Interview questions were tailored to guidelines for D 6.1 and each initiative.

In the following sections, we introduce each initiative in its local context. Then, we describe the type of innovation in more detail by highlighting concrete aspects. A subsequent part is dedicated to giving some details on the goals and practices of the initiative before we talk about governance aspects like top-down and bottom-up processes. Each example concludes with a reflection on the innovative character and transferability to other contexts. The final section compares the presented examples and gives an overview of the lessons learned from the presented cases of social innovation.

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[1] See https://www.sozialmarie.org/en/prize [last access: 21-09-2020].
[2] See https://www.zsi.at/en/about_zsi/profile [last access: 21-09-2020].

2   Community-based Integration in Urban Neighbourhoods

2.1   Introduction

Nachbarinnen[3] / Neighbours is a social association for integration, qualification for female migrants[4] and social work on the neighbourhood level in Vienna. It is financially supported by a federal ministry, the City of Vienna and many local private businesses. *Neighbours* was founded in 2012. They describe themselves as *social assistants* (not *social workers[5]*) who meet their fellow nationals at eye level to sort out their social difficulties. The project has a low-key, practical approach to support socially excluded families.

The association trains and employs social assistants from diverse migrant backgrounds to offer care, support and strategies for positive change directly to relevant families in Vienna. They work in public spaces and visit people in family homes. The social assistants actively approach socially weak families. These are families that live rather withdrawn from other communities or the general public in Vienna. They are therefore hard to reach with social programmes provided by public institutions since they give support to those who seek it. Due to their ties in the communities, the social assistants directly approach these families at their daily routines – a pro-active approach. Assistants assess individual situations, encourage parent's educational responsibilities as well as tackling family issues with the consultation and support of *Neighbours*. The project is the first of its kind in Austria.

The most crucial aspect is that they work in their recipient's respective native tongue. The aim is to activate newcomer's potential and spark motivation through self-empowerment. They want to achieve integration through professional support from their community via workshops and community events. The initiative interweaves intercultural knowledge with the expertise of social work innovating existing processes of social inclusion.

Every year they report bringing about 2000 exceptionally isolated people with migrant or refugee backgrounds into the centre of the city's social life. Their operation wants to benefit both the migrants and the entire Austrian population culturally, financially and socially through the investment in people with migration backgrounds. The initiative is an example of community-led (bottom-up) social innovation for integration.

2.2   Type of Innovation

The association tackles the typical urban challenge of social integration of newcomers with fresh ideas from multiple angles. *Neighbours* has five innovations relating to integration, empowerment of mainly female migrants and strategic implementation. The project seeks to change social work from a reactive to a pro-active form by involving the migrant community from the start and operating on the same eye level with their recipients.

Table 1 Types of innovation community-based integration – process innovation

(1)	Participation	From the initial idea onwards, local migrant consultants were part of the project. These women were vital sources of what was needed in the community. Social assistants, as well as the recipient families, are part of the project. Social assistants adapted work materials, and the first training course significantly influenced the

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[3] It is worth noting that the initiative exclusively refers to female neighbours by using the female plural for "neighbours" in German.

[4]. This group includes asylum seekers, acknowledged refugees and non-EU migrants

[5] Their idea is to distinguish their pro-active social work from classic (passive) social work with the new name of "social assistants".

		new curriculum for the next courses. Recipient families give feedback in exit interviews.
(2)	Enabling & Empowering	Individual approach to support in diverse ways instead of assumed homogenous needs. Focus areas of enabling self-help are German courses, Austrian bureaucracy, and education systems. The project seeks to empower female migrants with free of charge qualifications, family advise and training to highlight their potential (on the labour market).
(3)	Active Scouting & Prevention	*Neighbours* actively looks for families with challenges in migrant communities. Thereby, the project seeks to reach families that are excluded or unwilling to look for help in usual forms. Target groups are (1) mothers with migration backgrounds to prevent health issues, domestic violence and social exclusion as well as (2) children in compulsory education to prevent dropouts and low education levels.
(4)	Sustainable Integration	The trained social assistants / workers approach their recipients on the same eye level. Not only because they speak the same mother tongue, but also because they can relate to the experiences of being a migrant or refugee in Vienna. Thereby, integration moves away from assimilation and uses the experience of migration as a valid basis for (sustainable) integration.
(5)	Transparency	The organisation documents each of its steps concerning funding, recruitment, training and targeting families in helpful detail. Available evaluations and monitoring reports give insight into the work, challenges and approaches of the project. In this sense, *Neighbours* is also an excellent example of the transferability of social innovation.

Source: Own elaborations.

The project is innovative in its approach of using social workers with the same ethnic and language background as the recipients they work with. The social workers are therefore considered gatekeepers to a marginalised community of refugees and migrants that are often socially excluded from the rest of society. The operation actively approaches migrant families. It aims to empower especially women and help families navigate the Austrian society. So far, the project has assisted over 1600 families and conducted over 7000 home visits.

The project has received multiple philanthropic awards for its socially inclusive approach, such as "Sozialmarie 2020", "MigAward 2017", "Wiener Frauenpreis 2015", "Bruno Kreisky Preis 2015". These are Austrian awards for Social Innovation, the participation of migrants and human rights.

2.3 Goals and Practices

Neighbours aims to improve gender equality and equal opportunities for female migrants in Austria. The project seeks to achieve this by supporting the self-empowerment of women with a migration background. They provide education, contacts, work and knowledge to women (mothers) who often live in family structures with traditional gender roles. Because of these women's traditional family contexts, they often lack language skills, education and find themselves on the fringes of an urban community. Many have low perspectives on the job market and are, therefore, prone to unemployment and depend on male breadwinners.

The project offers outreach (social) work, operating in public space and visiting families at home. Their work ranges from after-school-programs and learning aid[6] for children to accompanying families when going to official appointments like municipal offices, hospitals or court. Besides that, the projects' in-house tailor shop provides the opportunity to learn the craft of tailoring. Since 2015, nine women that trained there are employed by the association. By training a new skill, the women

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[6] Other than specific tutoring; these sessions focus on general learning assistance and language support.

are enabled to find a job on the labour market and become independent from patriarchal family structures.

The project refers to "sustainable integration both from newcomers and residents" in its goal descriptions.

> "(…) enable the advancement of a disadvantaged group in Austria, namely solitary living migrant families. The weakest members of this group are children and women.
>
> (…) enable families in selected districts of Vienna to improve their health, educational and social skills, to promote the participation and integration of families with a migration background; to offer education as well as stable, long-term employment as NEIGHBOURS. The focus is always on the active and creative participation of the NEIGHBOURS, and the families cared for.
>
> (…) The supported families should find their way around the Austrian educational, social and health system more easily and be able to make use of it. Among other things, this is intended to counteract the more frequent school dropouts of children with a migration background and to strengthen preventive health education.
>
> (…) Establishment of the 'Scouting Family Work' method as integration measure" (Fischer and Krainhöfner 2013, 10f.)

The project selected target groups and their respective languages based on social work experiences in focus districts in Vienna. Recruitment of women for the training as a social assistant started from three language communities: Turkish, Arabic, Chechen. Required were women who speak German, are interested in new qualification, are well connected within their community and know their neighbourhood both in terms of spatial structure as well as in terms of challenges and social issues (Fischer and Krainhöfner 2013, p. 22).

The training to become a social (integration) assistant lasted five months. A professor of interdisciplinary research and education at the University of Klagenfurt (department located in Vienna) developed the curriculum. The association *Neighbours* executes the training. The course taught practical social inclusion with a focus on health, sexual education, Austrian education system, non-violent upbringing and media competence as well as legal issues like rental law and dealing with Austrian bureaucracy (Fischer and Krainhöfner 2013, 22f.).

Based on experience with other neighbourhood social work approaches in Germany (Diakoniewerk Simeon 2020), *Neighbours* connected with local social institutions and private parties early on. First, to recruit suitable social assistants. Second, to identify families who do not use classic available assistance and are socially, culturally and spatially isolated.

Up to eleven (2014) social assistants are employed for 20 - 35 hours a week (part-time) but are paid a higher salary than the collective minimum wage (€730 instead of €650). Each social assistant is in charge of around 15 families for six months, five families at a time. The work includes assisting families with bureaucratic work, learning aids for children in compulsory education, educational events (e.g. 14 days of "educational breakfasts" on nutrition, education, health and psychology) and providing regular physical exercise for mothers and children. Initially, their work focused and three districts with a high share of the migrant population. However, the association adapted to demand. After one assistant received some requests in her immediate neighbourhood in 2014, a fourth district[7] was added, and her working hours increased (Fischer-Hadwiger et al. 2014, p. 10).

Apart from empowering women from migrant backgrounds, the project focuses on educational support for pupils in compulsory education (6 – 15-year-olds). Learning sessions are mainly sponsored by donations with low contribution costs for families (€ 2/child/hour). The learning aid section of the project shows successes in terms of grades, improved learning capabilities and environment at home

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[7] Viennese districts 12., 02., 20, and, in 2014, 11.

as well as increasing parent's engagement with schools. Together with the learning aid, the social assistants introduced an accompanying rule that obliged mothers to educate themselves while their children receive support. Most often, this education was used for German classes. (Fischer-Hadwiger et al. 2014, p. 25)

2.4 Multilevel Governance

Neighbours is a non-profit organisation. Except for the training and work of social assistants, all other work is voluntary. The City of Vienna paid for the training costs of 16 social assistants. The Austrian Public Employment Service also covered some course costs during the social assistants' training. The federal ministry for social affairs paid salaries for eight social assistants for one year as financial support. Apart from subsidies, the project collected private donations related to tuition sessions for assisted family's school children. In 2013, the association used the prize money to employ a ninth social assistant and the employment of a tenth and eleventh (2014) via private donations. Eleven trained migrant women started the operations in 2013. Four positions (with increased salaries) were secured for three years with (big) donators in 2014.

The project's budget for 2019-2020 was € 461.000. Two-thirds (€ 296.000) came from private donations, sponsoring and profit from the in-house tailor shop. *Neighbours* also received subsidies from the City of Vienna (€ 67.800), the Federal Ministry for Social Affairs (€ 90.000) as well as the Austrian Public Employment Services agency AMS (€ 7.200). (Nachbarinnen in Wien 2020)

The project is very active in the media outreach to get permanent collaborations, donations and legitimation. It collaborates with universities, public bodies, NGOs, theatres, cultural events, creatives and companies. It started a line of branded goods as information goodies and for recipient families. The project received numerous prizes and awards. Through these vital networks, *Neighbours* was able to secure and professionalise its operations.

Additionally, the project is very transparent about its processes. In the first three years, external evaluators collected vital information in reports that details the operations (e.g. funding, training and in-family work). The outreach and transparency dimensions of the project are exemplary both in terms of transferring innovation elsewhere and in terms of securing funding for non-public integration programmes.

In 2014, an association in Upper Austria, together with the city of Linz and AMS started a sister operation. In close collaboration, *Neighbours* in Vienna provided insights from training to work material to the new branch. Again, 16 migrant women were trained, and the federal ministry funded eight social assistant positions.

2.5 Conclusion

Neighbours is an example of social innovation in a public-private collaboration that tackles the complex issues of integration, participation and female empowerment. The project aims for "sustainable" integration by including the migrant community and adapting to their needs. Families and specifically mothers are the target group for the initiative. It seeks to educate women in navigating the Austrian bureaucracy, school system and society but also exchange on health, family issues and children's upbringing. Aside from its social work mission, the association wants to help women become independent and empowered by providing training and work. Children in compulsory school get learning assistance to prevent dropouts.

Lessons can be learned from the projects creative and transparent way of approaching integration and funding its operations. Collaborations with public bodies as well as NGOs and private companies are essential for their hands-on approach to integrating socially excluded families on the same eye-level.

Table 2 Matrix: Urban Integration Case Innovation Levels. Main Scale of practice highlighted.

URBAN COMMUNITY INTEGRATION	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital	Collective Efficacy	Policy Coordination Mechanisms	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Operational transparency	Integration	Qualification	NGO exchange and subsidies for social innovation	Low	NGOs exchanges	NGOs exchanges	Qualification & well-being of migrants	NGOs exchange
National	Operational transparency to pick up innovation. Collaboration on "sustainable integration" in migration hot spot of Austria.	Unfruitful top-down integration practice	Qualification and Language skills of migrants	Collaboration and funding	Improving integration practice	Integration, Social Affairs, and Public Employment Services	No involvement	Qualification & well-being of migrant families and communities	Empowerment and participation
Regional	Transferring insights and practice to other cities and regions	Top-down integration practice	Qualification and language of migrants	Collaboration and Exchange	Exchanging best practice	Cross-regional learning	Exchange on practice	Qualification & well-being of migrants	Empowerment and participation
Municipal	Private-Public collaboration on "Sustainable Integration"	Social exclusion of migrants	Qualification and Language skills of migrants	Funding social innovation; Migrant's potential	Strengthening urban community	City investment in innovative integration	Improving	Migrant families and communities	Empowerment and participation
Neighbourhood	Integrating socially excluded families; empowering mothers	Social Issues in migrant families, participation, female empowerment, school-drop outs	Training of female migrants for society and labour market	Urban migrant community assisting integration;	Increasing self-help and community interaction	NGOs, public bodies and private actors	Improving	Of female migrants, children's education and family in a new society	Empowerment and participatory practice

3   Urban Start-Up: Eco-social Business in Food-waste

3.1   Introduction

The City of Vienna supports start-ups with subsidies targeting new business ideas and young entrepreneurs. Start-Ups get exclusive deals on renting city-owned spaces for stores and offices. The city also organises networking opportunities with public events for the community. Mostly, the city focuses this support on technical innovations, creative industries, social businesses, neighbourhood revival and sustainability.

A well-known start-up business that received several business awards[8] is *Unverschwendet* ("Un-wasted")*.* It started in 2015 as a non-profit association and turned into a business in 2016. One of the owners describes the company as "eco-social" with goals stretching beyond raising awareness about food waste. The company collects fruits and vegetables deemed not-supermarket-pretty (e.g. crooked) directly from farmers in the functional urban area of Vienna. *Unverschwendet* sells and cooks these products in chutneys, juices, or jams. Beyond their products, they are very active in the soft urban renewal of a marketplace in one of the "migrant-districts" of Vienna. The company takes part in reviving a run-down area with collaborative events and new business ideas. In 2015, *Unverschwendet* initiated a cooking workshop for asylum seekers to support cultural exchange and language skills.

The business is an example of a private-led social innovation aiming to (1) change food consumption, (2) improve urban neighbourhoods and (3) contribute to social integration.

3.2   Type of Innovation

Unverschwendet's innovation has two levels. On a meta-level, it highlights the possibility of non-profit missions turning into sustainable businesses without losing their principles. The company turned from a non-profit organisation with the socio-ecological mission of combating food-waste into an established business. On a concrete level, Unverschwendet tackles three urban issues ranging from neighbourhood to cross-regional scales:

Table 3 Types of innovation eco-social business

(1)	Consumption	Not only raising awareness about food-waste but also actively tackling its consequences. The Unverschwendet production helps local farmers to get more money for their overall harvest. Active in discussions on social and ecological solutions for sustainable production and consumption.
(2)	Reviving neighbourhoods	Its shop is in an old marketplace. The neighbourhood there is now revived in coordination with other shop owners and with active support from the city government. There is neighbourhood exchange with other local businesses to activate the public spaces together as an association (to get subsidies for collective endeavours like events or renovating the public market space). This collaboration fosters cohesion among the local shop owners and increases the quality of life for neighbourhood residents by reviving public spaces.

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[8] For example: One of three Austrian's of the year 2019 by the newspaper "Die Presse". Award for new female entrepreneurs 2019 by the Austrian Economic Chamber. European Advanced *Sustainable Development Goal (SDG)* Award 2020 for excellence in the implementation of the UN SDGs from the Diplomatic Academy Vienna. Trigos 2020 award responsible businesses in Austria in the category "social innovation & future challenges" by a publishing house for business publications and newspapers.

(3)	Social Integration	Unverschwendet tries to contribute to the integration processes of asylum seekers and refugees in collaboration with refugee organisations. Specifically, the company tries to train and employ newcomers to help stabilise their livelihood.

Source: Own elaborations.

On the last point, the business is less successful. In our interview, the manager points out that they would like to have hired asylum seekers for the fieldwork. Their efforts were stopped, as they got scared about the bureaucratic process and lack of information from central government agencies in 2015.

> I know that asylum seekers are allowed to be employed as harvest workers. So, I started a quick attempt to see if I could do something in that direction. That I could relieve the burden [of harvest work] at short notice but then it was simply - I got scared. The conditions I would have had to meet, what I had to comply with and how often I would have to be checked - that was simply [too much] for me - yes. [...] the procedure at the AMS, i.e. all the things you would have had to fill in, I would have had to undergo further training to be able to employ [an asylum seeker] at all. The recording obligations that I would have had! The examination of whether this is even allowed in this occupational field. And just the thought that. There was no list of what you have to do. I kept finding new things to consider, and then I was simply afraid I'd miss something. That was the thing that prevented me the most, the fear of not knowing if I thought of everything. (CU04, para. 48-50)

In the end, the company set up cooking workshops for asylum seekers and remains in close contact with shelters for homeless people who also organise food (waste) transfers.

Aside from its social integration goal, the company is successful in its innovative way of tackling food-waste as a business. *Unverschwendet* now sells its products in high-end supermarkets and has a high media presence. It also continues to contribute to the urban renewal process around its small shop by forming a lively neighbourhood community.

3.3   Goals and Practices

Aside from becoming a sustainable business, the company has a dedicated social and ecological mission. Their vision incorporates ecological and social goals, but also sustainable economic priorities to create "*a long-term functioning business model". The highest possible impact on the prevention of food waste! The production of delicacies is only the first step to great UNwaste, just like a surplus in the stock exchange. We also already work together with the Wiener Tafel[9] and other social institutions.* (Unverschwendet 2020, 41:00)

The decision to become a business was a conscious one. The manager explains in a public interview that only by making it her full-time job, he/she could have an impact on the situation. They are now able to save more fruits and vegetables because they are a growing business. (Gull 2019 41:00)

The company hit a nerve with local farmers who actively call the business to sell their "unpretty" harvest. *Unverschwendet* pays for the fruits and vegetables they get. In the beginning, they had to collect them themselves from the field. Their goal is to increase the value of local farmer's product by paying a fair price. Although this adds to their production costs, the company now sells its products in upper segment supermarket chains. The manager describes that their success has to do with the fact that they operate in the capital city. There, networking is easier for a young company. Not only because

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[9] Viennese association that organises food (waste) transfers from supermarkets to social centres, food banks and shelters for homeless people.

there are events organised by the City of Vienna, but also networking by the EU, the Austrian national government, stakeholder associations, and large Austrian companies invite for informal exchanges.

In 2018 they expanded their production because of the increased demand. *Unverschwendet's* network continuously widens as the company is active in the Food-Waste Community, the neighbourhood and the media. The manager also points out that they have a goal of building awareness and would like to educate especially young children on the topic of food waste. Their long-term goal includes expanding further to other cities in Austria and the possibility of providing solutions for other European cities.

Unverschwendet used available support for start-ups from the City of Vienna to get the company off the ground: Reduced rents for specific shop spaces, subsidies, vouchers for legal advice, networking events and promotion. The manager reported that they got valuable support from the chamber of economics with advice, workshops and training for young entrepreneurs. The interviewee highlights: "I am very satisfied. It is unbelievable what kind of courses, workshops, consulting and services are offered, and I must say that Vienna is a paradise, for what you get offered here." (CU04)

3.4 Multilevel Governance

The initiative to get the business started was tremendously helped by the start-up programme by the City of Vienna and the local branch of the Austrian Chamber of Economic activities. Both provide mentoring programmes, workshops, networks and subsidies for young entrepreneurs. The city's budgets for these schemes comes from national programmes as well as the city's budget. The chamber of economics has a long tradition of supporting member businesses with advice, workshops and entrepreneurial training.

The manager describes the multitude of support as crucial as people are willing to ask what one needs to get started. In the neighbourhood, there is a public agency for soft urban renewal that asks local business regularly if there are any issues and informs about new public constructions like parking spaces or street renewals. In the interview, they point out that sometimes the funds are eclectic in their focus on specific branches with some getting less support than others, but that overall, the institutions do what they can to support start-ups.

> Of which I am also a member is "food is precious". That is from the Ministry of the Environment, where all the business initiatives concerned with food-waste are members. [The idea] is fantastic, but unfortunately, it is also under-budgeted. [These] people only meet every two years. […] That is, of course, very sad. (CU04, para. 173)

Unverschwendet thereby highlights the interaction between bottom-up and top-down governance. While the initiative was founded bottom-up, the support frame in place could foster this innovative idea for broader benefits. However, underfunding good initiatives and networks remains alive even in the vibrant context of the Viennese and Austrian support frame.

3.5 Conclusion

Unverschwendet is an example of an innovative business that addresses both social and ecological issues in the urban context. While its ecological mission of preventing food-waste is on the foreground, the business social mission of integration and reviving urban neighbourhoods is a co-benefit of the operation. Unverschwendet still describes itself as an eco-social business, even though the company struggles with its practice of helping asylum seekers to get started. Mainly bureaucratic hurdles impeded this endeavour.

Broader lessons can be learned from the initiative's perseverance to transform a non-profit association into a for-profit business with a social impact. The innovation is the business transformation, the social mission and the tackling of socio-ecological issues with immediate risk-taking via starting a business. Unverschwendet is a best practice example in tackling food waste, and their approach of connecting with farmers as well as persistent networking can be transferred to other urban contexts. Beyond that,

the support and targeted subsidies by local government and interest groups highlight crucial ways to help businesses to experiment and go beyond classic profit-orientation.

Table 4 Matrix: Urban Start-Up Innovation Levels. Main Scale of practice highlighted.

URBAN START-UP	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital	Collective Efficacy	Policy Coordination Mechanisms	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Foresees future transfers and exchange across Europe	Food-waste, Food supply and value	Asylum policies and refugee integration	Support for start-ups	Future exchange possible	Funding through national level	Single (future) initiatives	Food-waste, small farmers' struggles, integration	Cross-border exchange
National	Raising awareness of food waste and how to tackle it	Food-waste, Food supply and value	*Possibly* training and integration of newcomers	Support frame: subsidies, networking; Hindering: asylum policies	Federal ministry network (underfinanced)	National policies for supporting young entrepreneurs	Theme-oriented exchange	Integration of refugees; small farmers struggle to survive	Food-waste Network; Start-Up Network
Regional	Cross-regional collaboration to prevent food-waste; supply between farmers and urban consumers; Integration practice	Food-waste, Food supply and value	*Possibly* training and integration of newcomers	Easy mobility between rural and urban areas;	Connections (family backgrounds) from rural areas in the city	None at the moment. *Possibility* to connect rural and city areas is given	Low	Integration of refugees; small farmers struggle to survive	Food-waste Network; Start-Up Network
Municipal	Awareness; tackling food-waste; innovative business; integration of refugees	Food-waste; Integration; Food supply and value	*Possibly* training and integration of newcomers	Active Start-Up Scene; available support and networks (city and interest group);	Start-Up Networks and interest groups	City policies for supporting young entrepreneurs	Strong networking and coordination	Integration of refugees; small farmers struggle to survive	Food-waste Network; Start-Up Network
Neighbourhood	Reviving marketplace; Integration of refugees; Awareness building	Food-waste; Food supply and value	*Possibly* training and integration of newcomers	Market owner collaboration; City support agency	Active market owner association	Neighbourhood agency "soft urban renewal"	Strong (among young businesses)	Small farmers' struggle to survive	Marketplace association

4   Fostering collaboration: City-Suburban Management

4.1   Introduction

Stadt-Umland-Management (SUM) / City-Suburb-Management aims to foster collaboration between the capital city of Vienna and its surrounding suburbs in the *Bundesland*[10] Lower Austria. The Bundesländer Lower Austria and Burgenland (southeast) from Vienna's Functional Urban Area. From these regions, a significant number of commuters travel to the capital city each day, goods are exchanged daily, and Lower Austria's farmland supplies the city to some extent.

SUM aims to facilitate coordination for mutually beneficial development in the areas of mobility, economy and demography. The work is challenging given the coordination effort of three different Bundesländer governments with diverse interests. Some small successes have come out of the collaborative effort on mobility planning and funding new public transportation across Bundesländer borders. These are financed by the City of Vienna and Lower Austria. The SUM initiative is an example of mutually beneficial cross-border-collaboration on crucial issues of mobility, settlements, green spaces, climate change and coordinated economic development. The organisation is a top-down innovation with attempts to connect policies horizontally into policy bundles.

4.2   Type of Innovation

SUM is a public management agency that works towards knowledge exchange between two *Bundesländer* with different political traditions. The political history of Vienna and Lower Austria is crucial because it highlights the opportunities for and obstacles to the coordination efforts of SUM.

Until 1920, Vienna and Lower Austria were one *Bundesland*. The split happened due to the election of a social-democratic majority. This electoral win is attributed to the votes from the growing population of workers in the city. The mainly Christian-conservative farmers in the surrounding areas did not want to be under the social-democratic rule and pay taxes as well as social reforms benefitting mainly city residents with their taxes. Conversely, Vienna's social-democratic party did not want the hassle of compromising with the conservative party and farmers as they envisioned major reforms (the era of Red Vienna's Housing projects starts here). All the other *Bundesländer* agreed to this split into two regions as their population, and therefore power outgrew the rest of Austria. From then on, except during Nazi rule, Vienna has always had a social-democratic mayor.

Similarly, Lower Austria has always had a Christian-conservative governor. However, even though each *Bundesland* has its own capital, where the regional government resides, and vital public agencies operate, Lower Austria's official capital was Vienna until 1986. In 1997, the government moved to another city.

According to our interviewee, a manager at SUM, these historical political and institutional interrelationships, as well as divergences, still, play out in the operations between these two *Bundesländer*. Even though the coordination efforts by SUM are seen as vital and necessary, especially in terms of mobility and economic coordination, the process of knowledge exchange and collaborative planning is very slow. The obstacles are mainly political interests of each regional government but also mayors of Vienna's surrounding municipalities (AS01).

SUM's innovation is to create exchange platforms for coordination and mutually beneficial planning across city/Bundesländer borders. Overcoming the political obstacles and prejudices in the two

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[10] Like Germany*,* Austria has a federal set-up that grants regional governments some degrees of freedom to govern. However, since it is less authority than in the US context of *states*, we will refer to regional governments as *Bundesländer* to avoid confusion with a forced translation. The comparison with German *Länder* should not be overstretched though. The Austrian federal state is more centralised than Germany when it comes to education.

administrations are key to the agency's attempts to create win-win situations for the entire urban agglomeration, improve regional socio-economic development important for the region and residents' well-being.

Table 5 Types of innovation city-suburban management

(1)	Coordination	The public management agency works with two independent regional governance structures that are not obliged to collaborate but would benefit from coordinated endeavours. SUM seeks to overcome mutually exclusive interests and prejudices to create platforms of regular exchange. Coordinated policy bundles and projects are pursued to benefit both regions instead of single and short-term classic project management.
(2)	Sustainable development	Instead of economic development based on competition for business settlements between the two regions, SUM promotes coordination and exchange to arrive at win-win situations collectively. Even though this is a visionary goal, the practicalities of this endeavour are very challenging given the different regional government' political traditions.
(3)	Mobility	In terms of mobility, SUM has had its biggest successes by lobbying for better cross-border coordination to improve public traffic coordination. Sharing the costs of new traffic lines relieved pressure from jammed highways and roads into the city.
(4)	Land use and ecological protection	SUM aims to mitigate urban sprawl and the accompanied ground sealing in the suburbs of Vienna. Lobbying for denser housing also in the suburban area is especially tedious both with local administrations and public awareness. SUM works towards cultural shifts and a rethinking of the "house in the green" mentality.

Source: Own elaborations.

One SUM manager describes the work as vital but prone to political obstacles and cultural hurdles:

> "One notices a little bit of big city bashing. (...) It is partly about the distribution of funds and these things, and that is currently rather exaggerated, but rather strongly in favour of urban areas. (...) Vienna is doing the whole migration issue. [Some] are really glad that they can pass the problem on to Vienna, and then say that [the city] is to blame for [their high migration influx]. That it is the higher than standard means-tested minimum-security benefits there because that is so generous." (AS01, Pos. 244)

> "One must now say that Vienna, emotionally, but also Lower Austria as well, but Vienna has really withdrawn very much from this regional cooperation in recent years, because, on the one hand, this is due to the fact that if you look at other city regions in Europe, then you can say that in the city of Vienna, probably 90% of the population live in the core city of Vienna. If you look at the proportions now, I mean, the second largest, the largest surrounding municipality is Klosterneuburg with 25 000 inhabitants. [...] If you compare it with other urban regions […] Well, there you see completely different necessities of cooperation. [...] We also have the feeling that in recent years, [...] [only when one] has hit the fist on the table, then we met and so on. [...] You realise that it is incredibly tedious. You have to sit together a lot; you don't have quick political success. Well, it's not easy, but of course, it could be now with [new mayor of Vienna] - and that was already exciting - [he] met with the SPÖ leaders of Lower Austria, and then it started again." (AS01, Pos. 239f.)

SUM's successes are limited, but their overall goal is innovative in overcoming obstacles in vital spaces of coordination. Examples of successful projects are cross-border leisure initiatives, shared investments in public transport, revitalising industrial zones between the city and suburban municipalities, and coordinated economic development of suburban municipalities.

4.3   Goals and Practices

Two managers divide the surrounding areas of the city in the north and south area. They inform partners in the municipalities in Lower Austria and Vienna's city administration. They have regular exchange meetings but mostly focus on incident-based exchanges in the fields of regional planning, landscape planning and mobility. For example, coordinating public transports cross the city borders with a particular municipality in Lower Austria to mitigate rush-hour jams. Thereby, the organisation has concrete operations within a rather fuzzy goal of improving information and collaboration between two governments. Overall, SUM describes its work as that of a mediator and facilitator between the interests of two parties:

> "The SUM develops solutions for problems and challenges that transcend city boundaries together with the actors of the city region in order to create added value for the region. It supports the decision-makers in the city region in their decision-making process." (SUM 2020a)

SUM initiates incident-based meetings and facilitates new collaborative projects instead of providing short-term project management for single issues. The organisation is an attempt to create coherent and comprehensive policy coordination in a territory that is politically and administratively separated but socially, economically and environmentally strongly intertwined.

Beyond its extensive Austrian networks with research institutions, public officials and social partners, SUM reaches out to other European metropolitan region management organisations like Berlin-Brandenburg. However, these networks are limited to German-speaking countries. The organisation is part of EU urban platforms like URBACT[11], PURPLE[12] and METREX[13]. These exchanges aim to improve metropolitan well-being and increase metropolitan collaboration.

The main goal is knowledge exchange and policy coordination, especially in the fields of mobility and local economic development, but also in establishing cross-border governance that includes interest groups, social partners and civil actors. SUM describes its work:

> "The core task of SUM is to initiate and manage cooperative processes together with the actors of urban region development in Vienna and the surrounding area of Lower Austria. The all-party attitude of the SUM is an essential success factor for this. In many planning or communication processes, the SUM takes the initial initiative. It creates a platform and thus gets the processes going. In some key projects, process management remains with the SUM in coordination with the network partners.

> Urban-Rural Management is not a project organisation in the conventional sense: it is not financed through individual projects. This situation creates a certain degree of independence and neutrality, especially regarding those organisations and companies that have to generate income from the private sector." (SUM 2020a)

The political divide between the two Bundesländer is one of the main challenges of SUM's work. The need for neutral coordinative management is underlined in the SUM's mission and goals.

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[11] https://urbact.eu/ [last access: 01.09.2020].

[12] https://www.purple-eu.org/home/ [last access: 01.09.2020].

[13] https://www.eurometrex.org/ [last access: 01.09.2020].

4.4 Multilevel Governance

SUM was founded in 2006 and is organised as an association of the Bundesländer Lower Austria and Vienna. Both governments share the financial burden. A board advises two operative managers of members from each regional government. Since 2007, the advisory board has 26 members from planning departments, political representatives of each Bundesland, mayors from surrounding municipalities and key Viennese district public representatives. (SUM 2020b)

Across Austria, there are at least three similar agencies that work towards the coordination and representation of urban-suburban regional interests. Interested representatives, public authorities and these organisations are in regular exchange with each other to inspire new initiatives and identify challenges. From 2012 until 2016 SUM was part of a platform lobbying for more agglomeration management and funding of the urban-suburban coordination. This platform is more limited now in its operations than before, but there is still a yearly conference lobbying for more agglomerative governance.

4.5 Conclusion

SUM is an example of social innovation in coordination across administrative and political boundaries. The organisation aims for integrated, coordinated and concerted development that creates mutual benefits for the city and suburban areas. Mobility, demographic and economic development are at the forefront of its issues. Also, issues of climate change, governance and civil participation play a role in the organisation's strategy to foster policy bundles. Knowledge exchange, mediation and reliable management are SUM's practical contribution to achieving broader regional development. As part of national and international networks, SUM seeks to learn from other international initiatives as well as share their specific experiences.

The organisation has to contend with administrative boundaries, opposing political traditions and prejudices between the city and rural life. Nevertheless, the management seeks to overcome these hurdles by staying consistently impartial and managing agglomeration projects with stable funding from both Bundesländer. Lessons can be learned from the organisation's approach to regional planning through the provision of stable long-term funding to attach to single projects. SUM's small persistent successes and lobbying work can inspire national as well as international contexts.

Table 6 Matrix: City-Suburban Management Innovation Levels. Main Scale highlighted.

CITY-SUBURB MANAGEMENT	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital	Collective Efficacy	Policy Coordination Mechanisms	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Agglomeration management and collaboration	Mobility, Governance, Climate Change	Knowledge-Economy	Exchange platforms on agglomeration management	Medium – Exchange with German-speaking countries	Exchange on agglomeration management	Only with German-speakers	Collaboration instead of competition between urban and suburban settlements	Urban-Suburban administration engagement
National	Agglomeration management and policy bundles	Mobility, Urban Sprawl, Circular Economy, Governance, Climate Change	Skilled labour mobility and business settlements	Exchange platform on agglomeration management	Low – Few other urban-suburban initiatives even though there is exchange	National spatial planning experts, elected officials and administration	High between 2012-2016, still annual meetings on the national level	Collaboration instead of competition between urban and suburban settlements	Urban-Suburban administration engagement
Regional	Non-partisan collaborative management not tied to single project funding	Mobility, Settlements, Local Economy, Governance, Climate Change	Skilled labour mobility and business settlements	Mutual funding of neutral management	Medium – political and administrative hurdles	Substantial exchange with public actors, social partners, research institutions and specific administration	Medium – depending on key actors (like Vienna's mayor)	Life Chances in suburban areas and urbanities access to leisure activities in nature	Low engagement of civic actors but high integration of administration, interest groups and business stakeholders
Municipal	Beneficial cross-regional projects	Specific issues each municipality struggles with	Local economy, employment, migration	Nature, labour market opportunities, higher education facilities	Medium-high on pressing issues directly affecting municipalities	Integration of town councils and civil actors	Medium – Prone to political agendas	Co-funding of vital services and collaboration on challenges	Expanding horizon of possible projects and mutually beneficial collaborations
Neighbourhood	Border neighbourhoods (city districts) benefit especially	Specific issues (border) neighbourhoods struggle with	Skilled labour and business settlement	Nature, Settlement spaces	Medium-high	Integration of local agendas and actors	Depends on issues and immediate benefits	Co-funding of vital services and collaboration	Expanding horizon of possible projects and mutually beneficial collaborations

5   Rural childcare: Civil initiatives and Company daycare

5.1 Introduction

Adequate childcare is an essential challenge for rural regions both in terms of (female) employment and de-population. In the concrete Austrian context, the issue of affordable childcare service available in afternoons and during school holidays is most pressing in rural localities. Although investments have been made by the government to expend childcare and finance the building of new facilities, thinly populated localities are left at a disadvantage. The budget for such national investments (15a regulation) are assigned based on demographic indicators (mainly number of residents and demand) but also follow political goals. The expansion of childcare under the *Barcelona Goals* has been a target in the budget regulations since 2014. Even though these consider a base level of investment, regional governments and individual municipalities must contribute to the investment financially long-term. For rural localities, struggling with over-ageing and out-migration, these policies are insufficient because the services set up by the government focus on current demand instead of being future-oriented. This approach means that instead of trying to improve the services and thereby the attraction of staying or moving to these places, the childcare services cover the required minimum: open in the mornings, during school days, required attendance of all 6-year-olds (pre-school year). For young families, single parents and independent mothers, these conditions force one either to pay high amounts for private nannies or to move to bigger towns. While the former is uncommon in Austria in general, the latter can be witnessed in the rural (young) female exodus (Dax et al. 2016, p. 16).

The presented innovation case study focusses on the childcare and daycare initiatives in the COHSMO rural case of Kleinregion Waldviertler Kernland[14] as an example of a bottom-up or community-led practice. The innovation is mainly twofold: First, the childcare service is future-oriented instead of demand-sided. Second, the services are organised collaboratively and flexible. We present two initiatives that tackle the same issue of lacking childcare facilities in rural municipalities.

5.1.1   NÖ-Kinderbetreuung (subsidised, collaborative initiative)

The first initiative is a community-led childcare facility that provides flexible and demand-oriented childcare services for children of the ages six months to twelve years across municipal borders - *NÖ-Kinderbetreuung*. Other than most rural Austrian kindergartens (three to six-year-olds), their facilities are open until 17:00 Monday to Friday and during the summer if there is a demand for it. NÖ-Kinderbetreuung was founded as an association in 2014 by residents after a successful cross-municipal children's summer camp and accompanying demand evaluation. In 2019, municipal governments joined the association to support and steady the supply of childcare in their localities collectively. It provides non-public/private childcare flexible to the individual demand with a multilevel payment system according to individual needs of hours a week, weekdays or schedule. The collaborative childcare operates 16 facilities across the municipalities. Each facility opens with a minimum number of four children with a maximum capacity of ten children at a time. However, these individual facilities sometimes struggle with low capacity rates.

Users are eligible for subsidies from the regional government, which prioritises employed parents (see details below). The initiative's founder describes her motivation with her own experience and evaluated demand after the first summer camp: "We looked, we saw: ‚Okay, we need childcare. '(…) The regional government always said: ‚Ms. [anonymous], wait a little bit! Wait just a bit longer. 'And I

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[14] Kleinregion are voluntary inter-municipal cooperation between municipalities with up to 12.000 residents. It serves to coordinate, define and implement regionally significant goals, strategies and measures. The first ones were founded in the 1980ies. The regional government - *Bundesland* - funds them with specially tailored budget instruments.

said: ‚I can't wait. 'And then the 15A agreement[15] came along, where there was massive funding for the construction of daycare facilities. We were just a bit faster and then, we were already there, we already had the concept. "(BL02, para. 152)

5.1.2   Company daycare at Sonnentor (private)

Another initiative battling the lack of childcare in the rural case is a company daycare by an innovative local business that very successfully produces and exports organic teas and herb products using the local capital – *Sonnentor*. Other than NÖ-Kinderbetreuung, Sonnentor does not receive subsidies or applies for funding from the regional government. Since 2014, their daycare takes in up to thirteen children from the ages of one to six years from Monday to Thursday 07-17:00 and Fridays 07-13:00. Their pedagogical concept hinges on the company values of "personal responsibility, respectful appreciation, and enthusiasm "(Sonnentor 2020). Although initiated for their employees, the service is accessible to non-employees, which elevates their services to impacting the entire locality. The head of the company describes the motivation to initiate the facility due to a lack of services in the region: "We need this structure, which must work so that we can do well. Actually, what we are doing is making sure that we keep doing well. But we know exactly where we have to look and start. That is the future that are the children that are the proper jobs, the added value. "(CL03, para. 78)

The innovation of both initiatives lies in (1) flexible services with (2) full-time care options (3) covering early ages and teens in (4) rural areas and – for NÖ-Kinderbetreuung – (5) cross-municipal cooperation.

5.2 Type of Innovation

Based on the insights from WP4 and WP5, we consider both presented initiatives as innovative ways to tackle the specific issues of childcare in rural localities. They illustrate the high level of collective efficacy found in the rural case and the mentality of effective self-help. Both initiatives are examples of innovative action even though their services are relatively new, and the long-term effects on de-population and over-ageing remain to be seen. There are indicators of a positive trend, though: the thriving business of Sonnentor and the strong collaborative spirit as well as the capacity to act collectively across the municipalities on social issues.

Both services focus an Achilles heels for childcare in rural localities. They use the local social capital of strong communal ties (collective efficacy) to overcome territorial challenges. Even though company daycare facilities are not entirely new, they are rare in Austria, and only large companies provide such services for their employees (Baierl and Kaindl 2011). Moreover, it is unusual to find such services in rural localities. Childcare organised across municipal borders is even rarer in the Austrian context since the individual municipal administration operates most childcare facilities outside of large cities. Early childhood education and care (ECEC) that covers the ages 0-2.5 is even more problematic outside of larger cities. Small municipalities do not operate them, and private or NGOs concentrate their services on the largest cities.

The detailed innovations of these initiatives are in five aspects that separate the presented initiatives from other (public) options for ECEC in the Austrian context:

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[15] Budget allocation mechanism from national down to regional and municipal authorities.

Table 7 Types of innovation in rural childcare

(1)	Flexible service	Individual options for hours, weekdays and summer holidays organised in close coordination with families. Payment schemes are also based on individual use, which is not the case with many other providers in Austria.
(2)	Full-time care options	Other than public services in rural localities, both initiatives provide care services in the afternoon for full-time working parents.
(3)	Coverage	In rural areas, afterschool services and childcare for the ages 0-2 are usually not available at all. The initiatives cover these ages.
(4)	Service in rural areas	Most often childcare services are focused on larger towns and demand-side oriented without looking to the potential need in rural localities.
(5)	Cooperation	Municipalities work collectively on their issues, increasing their mutual development as well as bargaining power.

Source: Own elaborations.

5.3 Goals and Practices

Similar to Sonnentor, *NÖ-Kinderbetreuung* outlines goals beyond pedagogical sound education (NÖ-Kinderbetreuung 2020):

- Support parents in the care of their children!

  – Support for the balance and compatibility of family and work

  – Free space for professional career development (increase in care hours)

  – Support for single parents

  – Performance-independent feedback about your child

- Support the children in their natural, individual development!

  – Increase of social, societal competences (group awareness)

  – Promotion of child health

  – Promotion of equal opportunities

- The value within the community

  – Increasing the status of children within the community

Thereby, the form of innovation goes beyond mere service provision. The goal is to strengthen the community, support vulnerable residents and kick-start a prosperous future in the localities. Aside from the concrete service, the association engages the diverse municipalities to tackle their challenges collectively. Members of the Kleinregion association for regional development initiated the cross-municipal organisation of childcare. They used both the network between mayors and the connections to the regional government to set up their initiative. The federal funding for the building, renovating and personnel cost ended three years after the childcare was set up. Since then, costs are split between regional funding, users and individual municipalities. Most of the costs are paid by municipalities to keep the services affordable. The association is happy to share the details of their set up with other rural municipalities that need this collaborative way to provide flexible childcare. However, the details

do not transfer easily from one *Bundesland*[16] to another since the regional funding divers in some ways.

Our interviewee highlighted how there is more to the initiative than providing childcare services. As a meeting space, the facilities create a sense of community and include especially new residents. Church activities lose their central spot for the community. Other associations and spaces need to develop. The childcare facilities bring parents and children together to foster cohesion in the locality. The interviewee envisions that the childcare services spark more community work that fosters local life chances (BL02, para. 140).

For *Sonnentor*, an even broader context forms its ethos of ecologically sound sustainable development and socio-political philosophy. Their mission statement refers to individual development and well-being connected with nature as a territorial asset, but also to familiar themes. Sustainable development, mutual respect and collaboration are common themes in their mission. (see mission statement, Sonnentor 2020)

Therein, Sonnentor relies on nature as a local asset and territorial capital not only in terms of childcare but also in its business model and branding. Thereby, the company uses local assets not only in their business but ties it to a concept of local development in general. Personal, business and even philosophical engagement are part of the business brand. Nature and sustainable development are at the forefront of doing business differently. Providing childcare in a lacking locality is only one iteration of the company's transformative and innovative character.

5.4 Multilevel Governance

Exchange happens on a small scale between municipalities and regional government. The head of NÖ-Kinderbetreuung emphasised that she happily shared their documents with other municipalities. Nevertheless, their innovative approach does not cross regional borders since there are other legal contexts for childcare and notably different funding opportunities in each Bundesland. Still, the general approach of combining top-down with bottom-up mechanisms to provide childcare in rural areas seems to be transferable with political intervention. European level involvement was not mentioned.

Funding is a crucial issue for the association. NÖ-Kinderbetreuung receives funding from the national government through regional governments to subsidise the expansion of childcare services in municipalities. These funds were for creating new facilities or renovating unused buildings like rooms of a parish. The head operator explains: "We had planned this project for quite a while. […] this 15a agreement came about, it was another incentive system where I said to the communities' please, people, use this money we can renovate and prepare rooms and if we don't need it for the child care, we can use it for other community-related events. It was a pilot back then. Nobody could imagine that we would need it. With this argument, we brought together this dense childcare, and we did not have to close a single facility because people use it. […] That was not to be expected. We are too sparsely populated for that. But with this combination of school afternoon care, kindergarten afternoon care and for the little ones, it gives an optimal solution." (SI01, para.262f.)

For three years, the regional government also covered personnel costs. This funding ended in 2019. Now, the association uses a mixture of regional funds and municipal budgets to keep up the services. Essential for their initiative was the commitment of mayors as their persona is vital for support. Mayors are also the first obstacle when they do not see value in out-of-family childcare or the added benefits beyond the service.

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[16] Like Germany*,* Austria has a federal set-up that grants regional governments some degrees of freedom to govern. However, since it is less authority than in the US context of *states*, we will refer to regional governments as *Bundesländer* to avoid confusion with a forced translation. The comparison with German *Länder* should not be overstretched though. The Austrian federal state is more centralised than Germany when it comes to education.

Users of NÖ-Kinderbetreuung may receive subsidies from the regional government for costs of up to 75 %. Employed residents are a specific target group for this scheme. Users classified in social need receive refunds for using the childcare services. There is also funding for parents in re-training or looking for jobs by Public Employment Services branches.

5.5 Conclusion

Both initiatives have been successful in providing adequate childcare in thinly populated areas. It was set up with government support to establish childcare outside of demand calculations, providing the localities with crucial investment for social and economic development. The initiatives represent an example of territorial cohesion in that the organisation highlights possibilities to tackle challenges collaboratively. The municipalities work together to create services beneficial for each of them in terms of attracting new residents and creating a healthy community. This practice points to high levels of collaboration and collective efficacy in this rural case study. Nevertheless, financial support from higher tiers of government is crucial as a future-oriented investment that fosters social and economic development, the spirit of active engagement and territorial assets.

As observed in WP5, childcare is considered as a key policy field in the Social Investment perspective, as it contributes to the development of human capital, the promotion of female employment and the mitigation of territorial disparities. The rural childcare case also exemplifies how Social Investment services are part of a multilevel governance structure.

Broader lessons can be learned from the examples focussing on the ability and opportunity to collaborate across municipal borders and to tackle local issues supported by regional governments creatively. The example highlights how future-oriented investment in services brings added benefits for struggling communities.

Table 8 Matrix: Rural Case Study Innovation Level. Main Scale of practice highlighted.

RURAL CHILDCARE	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital	Collective Efficacy	Policy Coordination Mechanisms	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	No direct engagement with the EU level.	Female employment	Not relevant	Not relevant	No influence	Barcelona Goals	No influence	Female employment	Local self-help
National	Municipalities received subsidies for facilities. Association received funding for starting services.	Lack of adequate childcare facilities.	National budget allocations (15a) subsidise the expansion and update of childcare facilities.	Exchange structures and new ECEC policy goals	Solutions to rural ECEC coverage	Defines standards for subsidies — implementation on the regional level.	Little to no influence	Lack of rural ECEC provision; female employment in rural areas	Local self-help
Regional	Exchange with other municipalities in their Bundesland on how to set up childcare in rural areas.	Lack of adequate childcare facilities.	Distributes national funds. Focus on the expansion of care for zero to two-year-olds and opening hours.	Regional networks and exchange events	Cross-regional best practice	Subsidies for facilities. Users may receive refunds for using the services.	Strengthens inter-communal cohesion and collaboration.	Gender inequality, female employment and independence. Reducing pull- / push-factors of de-population	Exchange and new approaches to ECEC
Municipal	Cuts across municipal borders. Provides childcare services for each municipality's residents.	Lack of services. Full employment accustomed service.	Local coordination to get funding. Municipalities pay a share to the association for providing care services.	Nature, local collaboration and cohesion.	Very high	Municipal coordination to improve each other's services.	Strengthens cohesion	Gender inequality; Reducing rural de-population.	Strengthens self-help and coordination.
Neighbourhood	Strengthens community ties and tackles de-population issues.	Lack of services	Local coordination	Nature	Very high	Coordination	Strengthens cohesion	De-population, gender inequality	Self-help and coordination

6   Comparative overview of social innovation cases

In this last section, we look across the cases and examples of Social Innovation to identify common factors that facilitate or inhibit social innovation across the territory in Austria. The examples considered in this report show a variety of topics as well as initiating actors and scales. All the presented examples highlight the **involvement of public actors and funding** in the endeavours of social innovation. Each case has some form of institutional collaboration that is crucial to maintaining operations in socially beneficial but unprofitable sectors (cases: urban-suburban management, urban community-based integration, rural childcare services) or starting a business with new eco-social focus (case: Urban Food-waste Start-up). The aid and public actor support help reducing risks for these initiatives. This practice points to the importance of government support of "de-risking" in the balance between entrepreneurship and government intervention (Mazzucato 2014). Moreover, it helps the diffusion of such initiatives countering the risk of locally isolated good practices that could even increase inequalities, from a territorial perspective. In connection with Social Investment, the possibility of scaling up and transferability through government institutions becomes particularly relevant.

Nevertheless, public actors are also the ones that end up erecting bureaucratic obstacles to more radical social innovations by the initiatives. For example, the bureaucratic overload for hiring or training refugees scared the eco-social business into terminating this particular endeavour. For the rural childcare services, the bureaucratic standards have also hindered the supply of services over the long term. That changed when the national, and subsequently, the local, government introduced new supportive policies (due to international agreements) and more progressive mayors established new priorities and political values. As is illustrated in our examples, **formal standards (policies and structures) but also informal norms (values and prejudices of key actors)** can be the negative factors for social innovation. Identifying whom to lobby in order to remove such obstacles could be a way to facilitate social innovation in the most crucial areas.

So, while the public sector can deliver advantages, there might be some pitfalls. On the one hand, public actors help with the institutionalisation of socially innovative practice and mitigate risks of isolated best practices. This process can assist in, for example, easing territorial disparities between Vienna and the rest of Austria (see Rural childcare example). On the other hand, public actors may create red tape that impedes socially innovative practice or only provide limited funding (periods). Such actions run the risk of limiting the scope of radically new social innovations (see Urban Start-Up and, to a degree, City-Suburban-Management).

In all cases, the **importance of networks and collaboration** was indicated - be they the start-up scene, solidarity between mayors, funding through different sources, or cross-border and cross-policy coordination. Even though there are single actors ("facilitating leaders") at the forefront of managing these initiatives, their supportive networks make or break the social innovation they strive for. Particularly Vienna seems to be a fertile context for these networks. The city government itself enables social innovation with several funding opportunities. There are also entrepreneurs and private foundations investing in social innovations.

Common factors that facilitate social innovation in Austria are the active involvement of public actors and funding as well as networks and collaborations across actor types. Social innovation takes hold in localities and policy areas that are affected by challenges that usual mechanisms cannot cover anymore. Civil actors, as well as public institutions, are part of innovation processes that recognise unaddressed challenges and seek to improve life chances. Public authorities, as well as private entities, provide funding for new initiatives that solve social issues. In these ways, there is no clear-cut neoliberal approach to social innovation that reduces state involvement in social questions in Austria, as Massey et al. (2016) conclude for the UK.

However, in some cases, public actors are also hindering factors for social innovation when funding is short, formal standards or informal norms are too rigid and prohibit an innovative (local) practice. In our examples even, those hindering factors are sometimes bypassed by the practice(s) of social innovation in Austria: be it through international obligations (like the Barcelona goals), consistent lobbying or creative and radical actors that tackle local issues.

These lessons learned from the Austrian examples are at the core of their transferability to other contexts. They point to what Pol and Ville (2009) suggest as being crucial for successful social innovation: the involvement of government interventions. Our examples show that this is true on two levels. First, in terms of funding and accountability, key steps determine the efforts and success of social innovation. The example of city-urban management highlights that government support is needed to keep a crucial programme running even though immediate successes are limited. Second, on the level of sparking innovation as well as supporting risk-taking to fuel dynamic initiatives. Social innovation in Austria needs to get a chance to identify challenges and work on solutions without relying on profit indicators, as is illustrated by the rural childcare and eco-social start-up examples.

In terms of **transferability**, all four examples indicated ideas of branching out, networking with other localities that struggle with similar challenges. However, these concrete endeavours (community-based integration) or considerations (urban food-waste start-up) rarely crossed national borders. The international exchange remained within the German-speaking community, which indicates a relatively limited scope of immediate transferability considerations. Nevertheless, it is clear from our investigation that certain practices are transferable given a willing institutional structure or adaptation.

In Table 5, we identified the main **lessons on social innovation,** as general facilitating factors that can be gauged from the analysis of the Austrian cases and may help foster transferability into other (territorially similar) contexts. Media support, lobbying and networking proved to be crucial in diffusing the awareness of new challenges and promoting collaboration among actors, especially in urban contexts. Creativity in business models and alliances in rural areas refers to flexible forms of interaction that can be effective in tackling previously unmet social issues. Finally, the Austrian cases show how the involvement of public actors can boost social innovation, its transferability and the upscaling of successful practices, in the presence of adequate resources and supportive institutions in all territories.

Table 9 Lessons Learned

Urban	Dedicated media work in search for legitimacy, creating public discourse but also to enhance co-funding and alliances for social innovation	Exemplified in urban social innovation of processes for pro-active integration. Idea, lobbying and operations started from philanthropic networks and are now operating mostly self-sufficiently.
Suburban	Steady and incremental lobbying for social innovation and introduction of policy bundles	Mediating organisations between two regional governments have to work on long-term goals with small successes but stable funding to achieve social innovation.
Rural & Urban	Creative business models and alliances to tackle multiple issues, e.g. de-population and gender inequality	Based on interlocking membership in small communities this practice is particularly well illustrated in the rural case with engaged actors (especially mayors) that tackle local needs for childcare

	(International) networking and lobbying especially with public authority actors	Exchange not only transfers practices; it also sparks new ways of looking at local practices and mechanisms. Exemplified in all described cases.
Cross-Territorial	Government involvement to boost social innovation, its transferability and upscaling of successful practices	In all cases, the central role of adequate funding, stable conditions and supportive institutional structures to foster social innovation became clear. Without these conditions, social innovation is stalled as is exemplified in the eco-social business with employing an asylum seeker.

Source: Own elaborations.

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Abstract:

This deliverable builds on the case study work carried out for Workpackes WP4 and WP5. In it we present three examples of (social) innovation. Two from our urban case study (Greater Bristol) and one from our rural case study (West Dorset). They provide illustrations of forms of innovation that, while context specific, also have wider implications that can be adapted by a range of places facing similar problems. Additionally some of the potential lessons with regard to issues such as leadership, engagement and knowledge integration are of much wider relevance.

Keyword list: Innovation, Leadership, Engagement, Knowledge, Integration, Good-Practice, Territorial Cohesion, Territorial Governance.

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Abbreviations

BCC – Bristol City Council

DCF – Dorset Coastal Forum

OECD - Organisation for Economic Co-operation and Development

1   Executive Summary

This deliverable builds on the case study work carried out for Workpackages WP4 and WP5 to provide examples of (social) innovation. Additionally some of the potential lessons with regard to issues such as leadership, engagement and knowledge integration are of much wider relevance. There are two examples from our urban case study (Greater Bristol) – the Bristol *One City Plan* (based on an Inclusive Growth Strategy) and the Bristol *City Funds* – plus one from our rural case study (the Dorset Coastal Forum).

The three studies we present provide examples, although context specific, offering illustrations of approaches, process and practices that are relevant to other places and opportunities for learning. In particular they are of relevance to places attempting to develop place-based approaches (the *One City Plan*) to their problems/issues and to address complex problems that transcend administrative, organisational and professional/managerial boundaries related to a particular spatial configuration that requires a holistic and integrated approach incorporating a range of different knowledge-forms (the Dorset Coastal Forum). The Bristol *City Funds* represents an example, albeit relatively small scale, of an attempt to support community and voluntary sector organisations and initiatives in a climate of austerity.

In the final section we draw out these wider lessons and implications of our three examples for other places. These are:

1. At a very general level it is important to recognise there is a problem and that past policies have failed to address it. This in itself is a generic issue, but nevertheless important.

2. In part related to (1) political *leadership* needs to acknowledge past failure(s) and the necessity of developing a new approach.

3. Following on from (2) it increasingly appears to be the case that the more traditional top-down directive form of leadership is inappropriate and that a form of leadership which is more collectively orientated is required. A leadership approach that is open to co-decision making and *enhanced democratic engagement*. In a sense it may be described as *facilitative leadership*.

4. As part of this approach to innovation it will be necessary to bring together a range of *different knowledge forms* (e.g. professional, managerial, local, every day) to inform policy development.

5. As part of the above a crucial element is *empowering local communities and voluntary sector organisations* to address problems at the local level.

6. Innovation in terms of addressing what are often complex and multifaceted problems requires bringing together a wide range of *key actors and decision-makers* from a diverse range of organisations.

By engaging in the above, or an appropriate combination of them, this will help create collective ownership and the sustainability of any innovations.

2   Introduction

This deliverable builds on the case study work carried out for Workpackes WP4 and WP5 to provide examples of (social) innovation. There are two examples from our urban case study (Greater Bristol) – the Bristol *One City Plan* (based on an Inclusive Growth Strategy) and the Bristol *City Funds* – plus one from our rural case study (the Dorset Coastal Forum).

The three studies, whilst context specific, provide examples of approaches, process and practices that are of wider relevance and can be drawn upon and learnt from by other places that are seeking to develop place-based approaches (the *One City Plan*) to their problems/issues and to address complex problems that transcend administrative, organisational and professional/managerial boundaries related to a particular spatial configuration that requires an holistic and integrated approach incorporating a range of different knowledge-forms (the Dorset Coastal Forum). The Bristol *City Funds* represents an example, albeit relatively small scale, of an attempt to support community and voluntary sector organisations and initiatives in a climate of austerity.

One of the 'problems' when addressing innovation, whether it be social innovation or any other form, is defining what we mean by the term innovation. For instance Jensen and Harrison (2012) in a review for the European Commission noted "As of yet, little agreement exists about the definition of social innovation, about cause-and-effect relationships, or about the specific policies to follow so as to foster social innovation." (ibid, p14). They acknowledged the existence of multiple definitions and a lack of clarity. More recently Moulert et al (2017) carried out a systematic meta-review of 30 EU funded projects from FP7 and Horizon 2020 that covered a wide range of fields and found considerable variation in the use of the term in relation to different policy fields. The European Commission (2006) in a document describing the LEADER approach, an initiative to which innovation is central, described it in the following terms: "Innovation needs to be understood in a wide sense. It may mean the introduction of a new product, a new process, a new organisation or a new market." (ibid, p.12). What we can take from this is that innovation can take a wide variety of forms and should first of all be related/situated in the specific context in which it occurs before going on to consider its wider applicability.

3   URBAN CASE

3.1   Bristol One City Plan

This innovation case study focusses on the City of Bristol *One City Plan*[1]; the initial plan was published in 2019 (BCC, 2019a) and an annual update was published in 2020 (BCC, 2020). It is supported by and based on an Inclusive Growth Strategy (BCC, 2019a) and linked to the United Nations Sustainable Development Goals (BCC, 2019c). The One City Plan sets out the 'vision' while the Bristol Inclusive Growth Strategy sets out the strategy to achieve the former. As the Inclusive Growth Strategy notes: "The work is rooted in the One City Approach, acting as the driving force and action plan for inclusive and sustainable growth in Bristol." (BCC, 2019b, p.5). The two should be read in tandem as they provide the basis for an approach to addressing economic development, inequalities and cohesion at the local level. The One City Plan is a 'co-production' based on extensive consultations over an 18 month period with organisations from the private, community and third sector. In terms of the process of developing the One City approach community umbrella organisations (e.g. VOSCUR[2]), the private sector, other public sector organisations and the city's two universities were engaged with during the formation of the plan. This took place through City Gathering and dozens of workshops across the city. City Gatherings bring together civic leaders and have been held on a regular basis since the City Office founders meeting held in July 2016. City Gatherings, which take place every few months in different locations across the city. They create highly interactive 'city conversations', with participants working together in cross-sectoral teams, to examine the major challenges facing the city and to explore ideas on how to tackle them. Typically City Gatherings attract between 70 and 180 participants (Hambleton 2019). Interviewees from both the public sector and civil society suggested this process exercised a direct influence on the outcome of the Plan, thus there were inputs from multiple actor groups. It was written in-house by Bristol City Council civil servants in the newly created 'City Office' rather than by external consultants. A key driver behind the initiative has been the directly elected mayor, currently Marvin Rees, elected in 2016. "I think it would have been very hard to develop the One City Approach and the One City Plan if these efforts were not spear headed by a mayor…it is a very brave initiative to, in effect, take on wider responsibilities…it is a work in progress but I don't think this initiative would have happened without a directly elected mayor" (Sweeting et al., 2020). The approach also seeks to develop a new more inclusive approach to 'civic leadership' (Hambleton, 2020) related to the place-based approach, as a 'new way of governing a city' (Hambleton, 2019).

The Plan and the accompanying document(s) represent an attempt to engage with 'multiple audiences' and gain their consent for the One City Plan and ensure its longevity. The approach explicitly emphasises a place-based approach to territorial cohesion, territorial governance and collective efficacy. The Plan highlights key themes to be addressed such as: health and wellbeing, environment, connectivity, homes and communities, economy and learning and skills. In the context of the UK, Bristol is an affluent and competitive city with high levels of economic, human and social and cultural capital along with improvements in institutional

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[1] The website is: https://www.bristolonecity.com/

[2] VOSCUR is a charity that provides direct support services and specialist advice to organisations and social enterprises across the city in the Voluntary, Community and Social Enterprise sector. Website: https://www.voscur.org/

capital, albeit one with significant embedded social and spatial inequalities. It is acknowledged as an attractive place in which to live[3]. This set the overarching context within which the Plan was developed. As a Bristol City Council economic development manager argued:

> Diversity in terms of our economic structure and diversity in terms of our workforce we feel is one of the strengths in terms of driving productivity growth…we very much see as inclusion as a driver of growth and it's about participation as well as benefit.

Another interviewee (an advisor to the directly elected mayor) pointed out

> The central concept behind the city office…is something called the one city plan, which is not a conventional spatial land use plan at all, it's a collective plan for public service and public purpose in the city, but it has got a spatial component…it takes the vision for the city forward to 2050, so it's quite long term, and the idea is that the One City Approach, this collective effort by different stakeholders, will deliver to multiple agencies the One City Plan. That has a geographical dimension, there is investment for particular parts of the city emerging, which…it's hoped might address some of these inequalities.

Therefore, it is clear from a range of actors that they emphasise the inclusive nature of the City Office and One City Plan which is unique in the context of city management and governance in the UK. The next section highlights the specific nature of the innovation demonstrated by the Once City approach to tackling economic, social and environmental inequalities in Bristol.

3.1.1   Types of Innovation

The One City approach involves several forms of innovation:

1. An Inclusive Growth approach. It is inspired by a number of other cities within the UK and cities such as New York and Melbourne and the OECD's advocacy of such an approach (OECD, 2018). On this basis, Bristol set out to develop its own inclusive growth approach tailored to the needs and problems of the city. An interview noted (an advisor to the directly elected mayor) "It's probably not that well known, Bristol bid for European Capital Innovation in the summer, it's a bit like European green capital, but instead it's about what's innovative about your place, and the submission Bristol made was all around the One City approach".

2. A new approach to 'civic leadership' (Hambleton, 2019; 2020) centred on place-based leadership that brings together civil society, the private sector and the public sector. Underlying this approach to leadership is a recognition that the One City Plan should be a 'co-production' based on extensive consultations with organisations from all three sectors of society. By doing so, the aim is to ensure the development of a common sense of 'ownership' and thus the longevity of the Plan beyond the political cycle. By doing this it was argued by an advisor to the directly elected mayor: "So you're creating a culture of collaboration, I guess, in some ways, through this one city approach, that's the aspiration".

3. A new mode of organisation (process change). Following on from (2) the Plan brings together hundreds of previously unaligned strategies which are now within one

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[3] In 2017 in the Sunday Times Best Places to Live Guide Bristol was the best place to live in Britain.

framework to harness collective power to benefit the city as a whole. It is thus about systems change. In order to bring about this change at its core is a City Office that seeks to bring together stakeholders from across the city and encourage them to make contributions to addressing both current and long term challenges facing Bristol. It also aims to support the development of leadership in the different sectors, including the emergence of new forms of leadership. The Centre for Progressive Policy said of the City Office: "The Bristol City Office provides a cross-sector model for inclusive, place-based governance. With inclusive growth 'action plans', the mayor's approach has created a platform for the City Office to be an effective driver of long-term change that is…" (Centre for Progressive Policy, 2019, p15)

4. Each year there will be 18 tangible aims based on the Plan (totalling 546 by 2050), with three priority themes voted on each year at a City Gathering, regular City Gatherings are held throughout the year and this links back to the notion of 'civic leadership', identified above in (2) (see Hambleton, 2019, p231 on their of mode operation).

5. It seeks to mobilise and integrate a variety of forms of knowledge: intellectual, professional, managerial and local forms of knowledge (which itself is a form of territorial capital) that help shape the Plan and its regular updating.

6. Related to (5) the Plan also aims to mobilise various forms of local territorial capital (e.g. social, economic) to support the implementation of the Plan and wider inclusive growth in the city.

3.1.2   The Strategy and Practice of the One City Plan

The One City Plan articulates a 'vision' of what the city should aspire to be in 2050 while the Inclusive Growth Strategy (BCC, 2019b) sets out the pathway to achieve the 'vision'. The argument is:

> This is not a 'traditional' economic development plan. Rather it is a strategy that has examined all the drivers and challenges in Bristol for people from all backgrounds and all ages. It is led by the guiding principle that a successful Bristol will be one which understands how to achieve successful outcomes for both people and place that is inclusive and sustainable. (ibid, p5)

This point was explained by an interviewee (Bristol City Council economic development manager) in the following terms:

> Well, we see inclusion as a key part of driving productivity and growth and we see an economy that takes advantage of the role of inclusion in promoting growth. So, we're interested in an economy that isn't just looking to inclusion as being part of its distribution of wealth, it's about the creation of wealth so it's about people participating in economic growth, as well as benefitting from it.

Key to this strategy is bringing about systems change (i.e. process change) in four ways:

> 1. Bring clarity to what we are trying to achieve as a city by when – facilitating participation.
> 2. To create more resilient public services by promoting shared agendas across organisational leadership.
> 3. To solve complex city challenges more effectively and efficiently by using a City Office as a space to develop a deeper understanding of our challenges.
> 4. Increase the sustainability and scalability of innovations by supporting them with a new model of city partnership, with the City Office taking on a role as a key enabling

hub to support and coordinate city resources and assets through shared agendas and common city goals. (BCC, 2019a, p6)

Case Study Area (insert type)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
Level (as relevant)									
European	The One City Plan was central to the nomination as European Capital of Innovation.								
National	Has been nationally and internationally identified as an exemplar.								
Regional	N/A					.	.		.

Municipal	Operates at a city level with wide ranging engagement with a wide range of stakeholders. Seeks to bring together and integrate knowledge forms .This occurred both prior to the publication of the strategy and is ongoing. Also entrails organisational/process change and a 'new' form of leadership.	Productivity-driven growth. How to distribute benefits of growth equitably. Improving quality of life across the city for all.	Seeks to address labour market, training and more general education issues.	High levels of economic, intellectual, managerial and social capital.	High – based on the integration and collective exploitation of a wide range of knowledge forms provided by participants. This feeds into policy making.	An integrated place-based approach is central to the Plan. The City Office is a key coordinating mechanism for the process. Using available resources 'policy bundles' are to be created.	Seeks to support the development of an integrated and coherent territorial geography focussed on Bristol.	This is central to the approach. Acknowledgment of the existence of embedded spatial inequalities in certain neighbourhoods.	The approach adopted is based around extensive and ongoing engagement with a wide range of stakeholders.

| Neighbourhood | Actively works with communities. Explicitly recognises that certain neighbourhoods have not benefitted from the city's economic growth and this needs to be addressed. | | Seeks to address inequalities in neighbourhoods – e.g. educational underperformance and lack of access to employment. | Variable levels of social capital in different neighbourhoods | Varies in part related to levels of social capital. | | Some 'spatially isolated' neighbourhoods – poor territorial capital and connectivity. | Specific neighbourhoods identified and targeted for action. | |

What is key to the realisation of an inclusive growth strategy is the ongoing involvement/engagement of public, private and voluntary/community stakeholders and the mobilisation of the resources they control to support the Plan and develop 'appropriate policy bundles'. Moreover, it acknowledges the need for the implementation to be multi-level, multidimensional and integrated (vertically, horizontally and territorially). In this sense, it is about enhancing collective efficacy in order to deliver a strategy. It also addresses issues such as quality of life and well-being, distribution both between different groups and spatially and seeks to integrate existing policies (e.g. on education, labour markets, training, social protection) into the agenda. By acknowledging the presence of spatial inequalities, the document also implicitly addresses territorial cohesion and the need to ensure that not only is the city socially cohesive but also cohesive in a territorial sense.

More generally "The focus in Bristol is on productivity-driven growth together with the fair distribution of economic contributions and benefits" (BCC, 2019b, p. 5), albeit that growth should not be a short-term rush for growth and/or at the expense of environmental, health and quality of place and life. Creativity and innovation are central to the productivity driven growth strategy as is the need to ensure the related notion of Bristol's competitiveness vis-à-vis other cities in the UK and elsewhere. This entails an acknowledgement of deeply embedded social and spatial divisions within the city; the underlying narrative of the strategy is that everyone can benefit. However, ensuring this is by no means a straightforward task. The Inclusive Growth Strategy recognises this and expresses this clearly arguing there are:

> …also a number of challenges to address, including persistent concentrations of deprivation and earnings inequalities, which are reflected in and reflect the city's relative underperformance in education and skills, together with other factors creating pay gaps. Poor access to employment for under-skilled residents, barriers to economic inclusion including access to affordable childcare, significant increases in house prices and a local transport system which needs improving (so it can effectively link residents to jobs and training) are also key issues. (BCC, 2019b, p6)

The issue moving forward is to take action on the ground and through targeted policy initiatives to implement the strategy in a practical fashion, which will be developed and implemented over several decades.

The One City Plan also integrates the UN Sustainable Development Goals into it. Fox and MacLeod (2019, p11) point out "… the SDGs offer a common language for diverse city partners across the private, public and third sectors to address these issues. Moreover, the SDGs present an opportunity for Bristol, as an international city, to collaborate with other cities around the world and share learnings about how to address the most difficult challenges cities face.".

Despite the potential of the One City Plan it is important to emphasise that this is an approach and a strategy that is 'in the making'. It recognises past deficits of previous administrations vis-a-vis collective efficacy and seeks to address these and celebrates the territorial assets that have made Bristol a 'successful city'. Moreover, it seeks to enhance these and address past deficits in connectivity, education and training.

Nevertheless there are many diverse and potentially contradictory elements within it. For instance how will the emphasis on productivity driven growth in high value-added economic sectors be reconciled with the acknowledged deeply embedded deficits in education and training in the socially and spatially marginalised parts of the city that currently excludes people living in these areas from benefiting from productivity driven growth? Questions over

how people in these areas will be enabled to participate in these economic developments and enhance their life chances and well-being remain unanswered. However, for the moment many of the key actors in the business and community sectors have signed up to the approach. To what extent the leadership driving the associated governing and discursive coalition will be able to maintain it in the light of future developments when the distribution of the associated outcomes begin to emerge remains an open question.

3.1.3   Conclusion

Overall, at a city level, the One City Plan and Inclusive Growth Strategies are seen as innovative at a local and national level, as demonstrated by interviewees, academic research and independent think tanks. The One City approach is long-term by definition and is highly aspirational in nature. The challenge is to operationalise the strategy in the context of wider economic shocks and through future city administrations over several decades until 2050. As (an advisor to the directly elected mayor) stated:

> It's partly forced on the city, and I think this is across the country as well, because the state has cut back its central government support to the elected local authorities, they're having to come up with new ways of trying to meet some of these needs, and it often involves business and community and trade union voices coming in in a way that wasn't the case before.

Other cities and public policy think-tanks (cf. Clayton, Jeffrey and Breach, 2017, OECD Champion Mayors for Inclusive Growth, 2018) are already recognising that the Bristol model represents an innovative, inclusive, collaborative and long-term approach to addressing entrenched inequalities in urban areas.

Potential issues/problems were stated by another interviewee (a cabinet member of Bristol City Council)

> I think the jury's still out on how effective it's been because it's very much in the storming phase but I think it has the potential to do a great deal and if we can align a lot of these public bodies which have…I don't think there's anywhere else in the country probably going as far down that route as Bristol is in terms of trying to align people's approaches and strategies…it's been developed by the mayor much more on an American model than a British model.

Overall there is a sense of great potential mixed with a sense of realism that judgement on the One City Plan will have to be based on its outcomes and outputs several years down the road. Moreover, many of the deeply embedded social and spatial inequalities the Plan acknowledges will take a longer period of time to remedy and this will be made more difficult because of the relatively restricted financial resources the city has at its disposal. Much will depend on how the city can generate its own resources and use these in a strategic and targeted manner to simultaneously achieve both productivity driven growth and inclusive growth.

3.2   Bristol City Funds

3.2.1   Introduction

This innovation case study focuses on the Bristol City Funds, which has the slogan 'Funding Bristol's Brighter Future'[4]; it was established in April 2018. Essentially, in the context of a major reduction of government funding for local authorities, it is an organisation which is developing new matched-funding initiatives to focus finance via repayable loans and grant-giving to target the priority areas set out in the Bristol One City Plan (Hambleton, 2020). It is a third sector (i.e. neither part of the public or private sectors) organisation run by a board representative of the city's community and voluntary organisations and the local authority. Its overarching philosophy, as the website points out, is that 'money can be a tool to help local organisations make Bristol a place where everyone can thrive'[5]. Nine board members comprise City Funds and are drawn from a network of third sector organisations from across the city including VOSCUR[6], QUARTET, Bristol and Bath Regional Capital. It also has a board member from the mayor's office illustrating the support that comes from the local authority for City Funds. Application information and minutes of meetings are easily accessible on the organisation's website adding to visibility and transparency.

The role of the organisation is to ensure that new funds are raised from within and beyond the city, and allocated to organisations that are tackling local social and economic problems. These closely relate to the themes of territorial cohesion, collective efficacy and tacking disadvantage in the city working within the framework of the One City Plan (BCC, 2019a; 2020). City Funds help such organisations navigate what can often be a complicated and confusing process and helps them make best use of the funds that they provide to other third sector bodies working to improve life in the city. They fund 'impact-driven' organisations that target the causes and effects of inequality in Bristol, for example Cheyne Social Property Fund, United Communities Housing Association, and South Bristol Sports Centre. There has currently been one investment round. The website states "Our £10 million investment fund works alongside grants to strengthen organisations solving some of the biggest problems facing our city."   City Funds invests from £50,000 up to £1 million in organisations depending on the type of project and the experience of the leadership teams running voluntary and community organisations. It uses a mixed funding model to help design the best financial structure for the organisation's long-term success.

The overarching strategy articulates a vision that Bristol can be a thriving and healthy city, built on a fair social foundation within sustainable environmental boundaries. This is in close alignment with the local authority's One City Plan and Inclusive Growth Strategy (BCC, 2019b), as demonstrated in our other Bristol innovation case study. City Funds aims to attract new funding into Bristol to help solve the biggest problems facing communities, particularly deeply entrenched social and economic inequalities.

The history of the organisation (see the timeline below) shows that the initial idea come about following the election of Marvin Rees as the directly elected mayor of Bristol and how

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[4] The website is: http://www.bristolcityfunds.co.uk/

[5] https://www.bristolcityfunds.co.uk/what-we-do

[6] VOSCUR is the support and development agency for Bristol's voluntary, community and social economy sector. See https://www.voscur.org/

collaboration and partnership are central elements to City Funds. The mayor formed a strategic partnership with Bristol and Bath Regional Capital[7], Quartet[8] and other stakeholders in the city to establish City Funds to mobilise local investment into priority areas such as housing and employment, as part of the city council's inclusive growth strategy (Clayton et al. 2017).

Timeline of the development of City Funds[9]

- August 2017: A cross-section of representatives from communities, the business sector, finance providers and the public sector start to meet to discuss the needs for City Funds and the impact this could have.
- March 2018: A City Funds legal Collaboration Agreement was signed by representatives from Bristol's Mayor's Office, Quartet Community Foundation and Bristol and Bath Regional Capital. This outlined a governing structure to make decisions and launch Funding Priority Groups.
- April 2018: A Governing Board was established following applications from, and interviews with, a broad representation of the city. Founding members were appointed by the founding members, including the current Chair, from communities, businesses, education, the voluntary sector and the Mayor's Office. People can apply to join the Governing Board.
- June 2018: At Bristol's 'City Gathering' the City Funds team offered a progress update and opportunities for wider participation around the proposed funding priority groups.
- September 2018-March 2019: City Funds continued to develop a collaborative approach to funds design, engaging businesses and organisations whilst undertaking the necessary research and planning to finalise the Funding Priority Groups.
- April-June 2019: City Funds initiated a first investment round, seeking £10 million in new investment into Bristol.
- July 2019: City Funds secures its first two investors into the Fund, Big Society Capital[10] and Bristol City Council, for a total of £10 million.
- October 2019: City Funds closes its first fundraising round and begins investing in impact-driven organisations in Bristol.
- September 2020: There are nine board members comprising City Funds. There are 10 experts on the investment advisory committee.

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[7] Bristol and Bath Regional Capital CIC describes itself as 'a public benefit investment company that provides civic-led, commercially focused and innovative investment solutions that catalyse regional change'. It was founded with support from Bristol City Council and Business West. It recycles all profits for further investment and invests in projects that are commercially viable and deliver public benefit. See http://www.bab-rc.uk/
[5] Quartet is a Community Foundation that matches those who want to give money locally with those organisations and charities working to improve local communities. See http://quartetcf.org.uk/

[9] Source: www.bristolcityfunds.co.uk
[10] Big Society Capital is an independent financial institution which exists to improve the lives of people in the UK through investment with a sustainable return. See https://bigsocietycapital.com/

| Case Study Area (insert type)

Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances
European								
National	Has been nationally and internationally identified as an exemplar.							
Regional	N/A						.	.

Municipal	Operates at a city level with wide ranging engagement with a wide range of stakeholders. Seeks to bring together and fund third sector organisations tackling social, economic and environment inequalities and issues.	Social and economic inequalities and environmental sustainability. Improving quality of life across the city for all.	Seeks to address child hunger, economic and employment inclusion and area regeneration though funding of organisations addressing this.	High levels of economic, intellectual, managerial and social capital.	High – based on the integration and collective exploitation of a wide range of public and third sector stakeholders.	An integrated place-based approach to community and social inclusion.	Seeks to support the development of an integrated and coherent territorial geography focussed on Bristol.	This is central to City Funds. Acknowledgment of the existence of embedded spatial inequalities in certain neighbourhoods.
Neighbourhood	Actively works to fund community groups around the city. Explicitly recognises that certain neighbourhoods have not benefitted from the city's economic growth and this needs to be addressed by targeted funding.	Social and economic inequalities, and neighbourhood third sector group funding to address this.	Seeks to address inequalities in neighbourhoods – e.g. economic and employment exclusion and area community regeneration.	Variable levels of social capital in different neighbourhoods.	Varies in part related to levels of social capital and third sector organisations in different neighbourhoods.		Some 'spatially isolated' neighbourhoods – poor territorial capital and connectivity.	Specific neighbourhoods identified and targeted for action.

3.2.2   Types of Innovation

City Funds have received external recognition as an innovative initiative which supports inclusive growth in the context of austerity politics (Clayton et al., 2017). Hambleton (2020) identified it as one of seven elements of the wider pioneering One City Approach in the city. As a member of the Bristol and Bath Regional Capital CIC emphasised about City Funds is that it:

> …attaches to the One City Plan, and that really is saying now that there's a One City Plan that is City Funds clear about objectives and the vision of the city, and is a living moving breathing document…but there will be some of that plan where actually there's going to be a lack of funding or finance available and therefore either that means catalysing or it needs funding…so, the concept of City Funds is saying…'we have a pot there' – focused on Bristol in this case.

Below, five dimensions of innovation exemplified by City Funds are outlined, substantiated by evidence from key actor interviews.

1. Addressing inclusive economic growth by a third sector organisation

    City Funds operates in the context of the innovative One City Plan and Inclusive Growth Strategy, as a way of generating funding for organisations and projects focused on targeting inequalities and environmental issues in the city. As a board member of City Funds argued:

    > You look at community initiatives, it's all about communities, you l ook about inclusive economy, about, you know, employment and so forth, you know, absolutely is at the core of what City Funds is seeking to do. City Funds is one part of a jigsaw that's a picture of a city coming together to address those areas of inequality in an appropriate non-patronising way, then great.

2. Co-ordinating spending and attracting additional investment through collaboration

    City Funds brings together representatives from communities, business, finance, the public sector and the two local universities to tackle inequalities and issues related to sustainability. Bristol's emerging One City Plan, our other innovation case study, includes 20 to 30 priorities for achieving inclusive growth, and forms the business plan for City Funds. Three priorities per year will be selected for investment either through financing or grant funding. The governing body for City Funds has responsibility for reviewing the plan and selecting annual investment priorities. Decisions are guided by 'zones of innovation' where the intervention is 'different and additional to current activity' (Clayton et al. 2017). City Funds works closely with other voluntary sector organisations such as Bristol and Bath Regional Capital and Quartet. A board member of City Funds articulated the success of working with other groups:

    > I am really quite surprised in the way that the city has come together, and it's very difficult…if you asked me the question, why do you think that's happened? You know, we're seeing something that even other people from outside of the city are saying, gosh, we've not seen this before. I can't pu t my finger on it, so it's surprising, you know....the combined impact is significantly greater than it

would be if we were doing it alone, and that's the whole idea of City Funds. It's getting that joined up approach. Working with the directly elected mayor of the local authority.

As with the One City Plan and inclusive growth strategy, City Funds works in collaboration and for the mutual benefit of the public and private sectors, demonstrating collective efficacy and a tangible approach to addressing social and economic inequalities in the city, backed up by significant support and funding. A member of the City Office sits on the board and articulates with the One City Plan and wider local government policies for the city linked to inequalities. Additionally, City Funds is based in the mayor's office at City Hall.

3. Independence

City Funds are managed independently of the local authority as the political cycle is not likely to align with the investment timeframe. The organisations managing the funds, Bath and Bristol Regional Capital and Quartet hold contractual responsibility, rather than the city council, to build confidence with potential investors. A board member indicated that it can work with any city mayor, but also signified the importance of being independent of that elected position:

> There's always a certain amount of politics in terms of getting things done, but we wouldn't seek to align ourselves with a mayor of a particular colour. We would simply try to work constructively with whoever the mayor happens to be at any point in time. And for me, that's quite a significant issue in the context of City Funds because I'm keen that City Funds should be independent of the city office and not seen as being a creature of [the mayor].

4. Attracting funds from the public and private sectors

City Funds has created innovative ways of generating new funding streams to reduce poverty and create a sustainable city (Hambleton, 2020). The Fund is also targeting national organisations, such as the Big Society Capital, Power to Change, Esmée Fairbairn and the Big Lottery Fund. Success has been achieved to date with Big Society Capital and Bristol City Council funding of £10 million. As an advisor to the directly elected mayor commented:

> There's something called the city funds board which was created in March of this year. Again, it came out of a city gathering, this view that we need to look at new ways of getting financial, new financial streams working for the benefit of the city and that's got leaders from different private companies, from the universities, from communities as well, to look at new, new ways of conceiving funding a place, it's quite bold.

A board member of City Funds added:

> What we're trying to do is create the context that funds that are over and above those that already exist, but the change is additional, so it's not just having funds that top up a charity's fund raising or just maintains the status quo, where we're looking at systemic change and transformational change, and out of that conversation came the idea of, of that pot from business, and then it broadened out and, and we started having conversations with other wider funders

3.2.3   The strategy and practices of city funds

The innovations highlighted above also relate to the strategy employed by City Funds, working in collaboration with the voluntary, public and private sectors, and attracting additional investment to distribute to organisations that address social, economic and environmental issues. The overarching vision as laid out on the website is:

1. City Funds wants to help build Bristol as a city that works for everyone. By reducing the barriers which create inequality and poverty, we want to create a sustainable city where people thrive and are proud to call it home.
2. Working together, bringing local businesses, communities, funders and the public sector round the same table, we can share resources, expertise and pool knowledge. Through City Funds we can raise money locally and attract national finance, earmarking new money for Bristol to help our city to address its key priorities.
3. At City Funds we want to see positive change that transforms the lives of individuals and communities. We want an environmentally sustainable city. We want to see the value of every pound invested in our city amplified, through strategic, cooperative partnerships addressing the root causes of inequality and poverty.
4. City Funds has a vision to see Bristol transformed. Primarily, this means we will invest in four current priority areas:
    - No Child Goes Hungry
    - Economic Inclusion
    - Community Initiatives
    - Environmental Transformation

The practices involve applying to national bodies and the local authority for funds, and deciding which organisations deserve the funding for housing or employment projects, for example. The 2020 fund has focused the £10 million raised on economic inclusion, community initiatives, child hunger and moving Bristol towards being a carbon neutral city (Hambleton, 2020). The fund has been running less than a year so it is too early to evaluate any impacts or success. Given this it is difficult to show that it 'practices what it preaches' but the omens over the last year are seemingly positive. At this early stage, more substance on the strategy and practices of City Funds is difficult to ascertain beyond their internal evidence of targeting investment at impact organisations. The City Funds initiative has also been identified as an example of good practice (cf. Clayton, Jeffrey, and Breach, 2017).

3.2.4   Conclusion

Overall, City Funds is seen as a unique and innovative way of funding and financing inclusive growth in a city with significant social and economic inequalities, as well as environmental liabilities (see Clayton et al, 2017). As a board member of City Funds stated:

> I think City Funds is all about trying to contribute towards that more holistic, fairer way that we address issues across the city, yeah. Certainly…that sense of inequality and the need to address it is absolutely core to City Funds.

City Funds has only been actively raising and distributing funding for around a year, so it remains to be seen how resilient and sustainable the model will be in the context of continuing funding pressures on local authorities and the economic shock caused by the Covid-19

pandemic. Nevertheless, in mid-2020 its priority areas of addressing child hunger, economic inclusion, community initiatives and environmental transformation illustrate the focus on narrowing inequalities, inclusive growth and territorial cohesion thereby complimenting and contributing to the longer term aims of the One City Plan. Moreover, despite the fact it is still in its infancy the approach has been highlighted as an example of innovation by the Centre for Cities (see Clayton et al 2017).

4   RURAL CASE

4.1   Dorset Coastal Forum

4.1.1   Introduction

This innovation case study focusses on the Dorset Coastal Forum (DCF)[11]. The forum was established in 1995 and is well known nationally and internationally for its proactive and innovative work with regard to Integrated Coastal Zone Management (ICZM). It currently has approximately 1000 members drawn from 260 marine and coastal organisations, public and private sectors, academia and voluntary organisations. It is an independent organisation for which Dorset council provides office space. Its area of focus is sub-regional (i.e. the Dorset coastal area) and cuts across administrative, professional and management boundaries. However, it is not a planning authority and responsibility for planning resides with local authorities to which it provides advice and cooperates with various bodies such as Dorset Local Enterprise Partnership. It is fundamentally a knowledge-based body and as such is an example of knowledge-based innovation.

Over the years it has initiated and been responsible for the development of numerous projects related to ICZM including the Dorset Coast Strategy, which outlines a comprehensive integrated strategy to preserve Dorset's coastal resources whilst developing a vibrant coastal economy. It thus provides a platform that brings together a wide ranging group of stakeholders related to a particular place and its management in order to encourage dialogue, knowledge sharing, mutual understanding and data collection as well as initiating specific projects related to the coastal area of Dorset. It has also engaged with national and European coastal and marine policy, elements of its work being shaped by EU Directives and funding. The issues it addresses are thus related to coastal planning and development, commercial fisheries and the recreational use of the coast. It seeks to do this through a collaborative and integrated approach to the Dorset coast. It is important to note that this includes the World Heritage site of the Jurassic Coast and an Area of Outstanding Natural Beauty[12] which require sensitive management and planning and is a key element in the local tourist industry[13]. The Forum is considered to be an effective body (the Department for Environment, Food and Rural Affairs identified the Forum as an examplar of Integrated Coastal Management, see Stojanovic and Barker, 2008, p.351) able to influence the policy agenda and practice related to ICZM and thus can be seen as an example

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[11] The website is: https://www.dorsetcoast.com/

[12] An Area of Outstanding Natural Beauty is an area of countryside which has been designated for conservation due to its significant landscape value.

[13] In this sense the coastal zone has elements of environmental and economic capital and a careful balance has to be struck between the two dimensions.

of 'high' collective efficacy', knowledge transfer and policy learning. The Forum has influenced both local and national policy has been described as an exemplar (see Stojanovic and Barker, 2008). It is an example of a 'loose network' of key stakeholders that have a common spatial focus.

It describes itself in the following terms:

> The overriding aim of the Forum is to promote a sustainable approach to the management, use and development of Dorset's coastal zone to ensure that its inherent natural and cultural qualities are maintained and enhanced for the benefit of future generations. (Source: DCF website)

4.1.2   Types of Innovation

Based on our work for WP4 the Forum is considered to be an effective body able to influence the policy agenda about how these issues are addressed and thus can be seen as an example of 'high' collective efficacy'. It represents an example of a collective organisation/partnership organised around a set of specific identifiable territorial interests. However, it can only offer advice/proposals to other bodies such as local planning authorities and the Local Enterprise Partnership. Nevertheless, over the years it has established a reputation as an effective and reliable form of Integrated Coastal Management by engaging in the provision of relevant evidence/practice based knowledge and engaging in demonstration projects. This means its 'voice' is listened to and it is able to influence both the policy agenda and policy.

What the Forum focuses on is the mobilisation of intellectual, professional and managerial capital. The Forum is a form of bottom-up innovation arising from the recognition of the need to address a series of complex common inter-linked issues related to a particular place that cross administrative and professional/management boundaries. It is important to state that the forum is one that brings together key stakeholders from relevant professions, organisations (public and private sector), universities and voluntary bodies (e.g. those responsible for the management of the relevant countryside). The form of innovation exemplified by the DCF primarily relates to knowledge exchange and dissemination, in a sense it may be described as a 'knowledge partnership' focussed on a particular place and those who live and work there. It brings together a range of different 'knowledge forms' (e.g. scientific, professional, managerial) as well as more local knowledge forms (e.g. from fishermen). It is thus about 'collective knowledge related to a place,' 'knowledge transfer' and the co-production of knowledge. However, as it has grown and developed it the Forum gone beyond merely the provision of knowlede and runs externally funded projects related to the coastal area.

The former chair of the Forum described it in the following terms:

> It…works with people who have coastal and marine management…anything economic, social; it really has expanded. It sort of started off to do with the Jurassic Coast and looking at designation and coast defence, and really has gone into coastal communities; economic, social and environmental. So, it covers the whole thing. It's a multi-sectoral partnership. So, you've got fishermen, conservationists, businesses, ports [involved].

The current chair pointed out: "I think the key things for the way we work across all of our projects [is] as [a] partnership and having the right people in the room from the very early beginning and then using that to best advantage to pull money in from anywhere we can get it …". Moreover, key to the success of the forum has been the attitude of those stakeholders

involved, as the former chair pointed out: "They aren't blockers…they are open and…willing to negotiate some of…the way they normally work.". Key to this they pointed out was "…a lot of people have all said they take their hat off at the door, and so conversation and work happens,…I think that's a massive way to make any changes and get people working together, whether that's to do with policy or whatever.". They also work with local government and other local agencies such as the police and health authority as well as with local schools and colleges to publicise their work.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Engages with European Funding – European Maritime and Fisheries Fund								
National	Has been nationally identified as an exemplar.								
Regional	Primarily operates at a sub-regional level focussed on the Dorset coast. It thus cuts across administrative, professional and management boundaries	Integrated Coastal Zone Management (ICZM) related to the Dorset coastal area (land and sea).	One specific project might been as a form of SIS by supporting the modernisation of the local fishing industry.	Seeks to utilise positive assets such as the Jurassic Coast, develop new potential assets such as aquaculture but also to support industries in decline such as the fishing industry.	High – based on the integration and collective exploitation of a wide range of knowledge forms provided by participants. This feeds into policy making.	Not a policy coordinator as such, more a 'policy agenda' setter through the feeding in of new knowledge and practices to support policies related to ICZM. Does also run its own externally funded projects	Seeks to support the development of an integrated and coherent territorial focus on the coastal zone.	In some cases this is direct by supporting the modernisation of the fishing fleet, in others it is more indirect, (e.g. supporting the development of aquaculture as a thriving sector employing people). Also by seeking to ensure coastal	Does not do this in terms of local communities more widely. However, it does this indirectly terms of facilitating open discussions between a diverse range of different stakeholders.

						as part of ICZM.		communities benefit.	
Municipal	Works with local government., providing advice on planning issues, etc.								
Neighbourhood	Consults communities and publicises its activities. But does not actively involve them in its deliberations.								

The Forum is also based around a particular form of leadership that may be described as 'facilitative leadership' that brings together a range of different stakeholders to engage in a deliberation and knowledge exchange process within a 'neutral' situation. A study of marine spatial management and planning involving two coastal planning partnerships highlighted the DCF as one example of this approach:

> The main mechanism employed by [these] coastal partnerships to achieve improved governance is to provide opportunities for stakeholders to discuss shared matters of concern and to provide a neutral broker function to support the development of mutually beneficial outcomes. The working methods of both marine planning pilot studies therefore built upon the existing trusted communication networks of the coastal partnerships and adopted a highly participatory approach. Fletcher, et al, 2013, pp342-343.

However, it is important to point out that the local community in a more general sense are not represented on the Forum, although it does engage in extensive consultation and information exercises with local communities to inform them about its activities and projects. This was stressed by the former chair: "…you can only be on that forum if you're an organisation, so it's not for the public. We do connect with the public, but…they aren't our members."

Furthermore, the forum seeks to go beyond mere exchange of knowledge sharing between stakeholders, it does this by generating 'new' knowledge by encouraging dialogue between stakeholders to generate a more holistic and integrated understanding of the complex relationship between land and sea. Through this approach, it seeks to facilitate the use of the forum to actively encourage stakeholders to utilise this knowledge to enhance the knowledge base available to inform decision-making. In addition, it supports the collection of relevant data to enhance the evidence base for decision-making.

As DCF evolved it started to bid for external funding to support projects as part of ICZM including spatial planning, support of new industries (such as aquaculture) and the modernisation/survival of existing industries (e.g. fisheries) and the communities based in the coastal area. Here knowledge production is innovatively used but with the objective of supporting new innovative policy and practice.

4.1.3   The strategy and practices of the DCF

In what follows we will outline the overarching strategy of the DCF and examples of the projects it has engaged in to illustrate the form(s) of innovation it has engaged in.

The Forum sets out its strategy in the following terms:

1. A coast that is at least as beautiful, and as rich in wildlife and cultural heritage, as it is now
2. A thriving and diverse coastal economy which uses the resources of the coast sustainably
3. A coast that is used, enjoyed and appreciated by the people of Dorset and visitors
4. A coast where Dorset is a world-leading area in coastal management, where all the key partners are taking decisions and acting together to deliver the highest practical quality of management possible
5. A coast that is managed to adapt to the issues of changing climate, economy and communities (Source: Dorset Coastal Forum website)

The current chair of the Forum pointed out that they: "…run workshops, facilitate things for them but we also bid for money, we've brought in quite a lot of money for Dorset over the years and then work those projects up and make sure that they're delivered."

Below are two brief examples that epitomise the ethos and practices of DCF.

1. The Dorset and East Devon Fisheries Local Action Group Community-Led Local Development Strategy (FLAG)[14]. Funded by the European Maritime and Fisheries Fund[15] (EMFF) administered by Marine Management Organisation[16] (MMO).

The FLAG consists of 19 representatives from the fishing and aquaculture industry, non-public sector and public sector bodies with a chair elected from and by the group. It was set up to deliver Community-led Local Development in the area's fisheries sector. It has developed a Local Development Strategy (LDS) to support implementation of the EU Common Fisheries Policy (CFP) reforms and enhance economic growth in coastal communities by supporting the marine and fisheries sector. Its key priorities are to:

- Encourage and enable effective collaborative working across and within sectors
- Strengthen the aquaculture sector in Dorset
- Infrastructure and equipment improvements to enable safe, sustainable working ports and harbours
- Enable innovation to increase the value of catch and products
- Support the industry by enabling diversification, up-skilling and training, and increase the knowledge and understanding of the sector to attract a younger workforce

The current chair of DCF gave an example of one of its activities:

- …there are grants out there through the MMO for fisherman to access to improve the quality of their catch so that they can then sell it for more. To renovate their boats, [to] improve health and safety, to train young people, to get young people in but the gap is that the literacy amongst the fishing fleet is actually remarkably poor. A lot of these are now older people working in the industry, it's an aging industry and they mostly left school at 14 and went straight onto dad's boat. They don't have the level of literacy, numeracy [and] business acumen that you need in this day and age to run a successful small fishing business. So they find, although the funding is there they can't access it. So FLAG is a real go-between to allow them to…work up those projects so that they meet the requirements for the funding and access that funding and draw it down.

  The project also supports and encourages young people into fishing to help replace the aging workforce. FLAG also works to support the branding and marketing of Dorset seafood and to raise its profile, particularly raising awareness about its quality[17]. In this sense it *may* be indirectly seen as having a Social Investment Approach as it seeks to support and modernise the Dorset fishing industry. Moreover, it has invested in new facilities to help support and modernise the fishing industry such as a jointly funded

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[14] Website: https://www.dorsetcoast.com/projects/flag/
[15] One of the European Structural and Investment Funds.
[16] The Marine Management Organisation (MMO) is an executive non-departmental public body in the United Kingdom established under the Marine and Coastal Access Act 2009. Its role is to support sustainable development in the marine area, and to promote the UK government's vision for clean, healthy, safe, productive and biologically diverse oceans and seas.
[17] It is notable that to date when compared to Cornwall the Dorset fishing industry has been much less active in promoting both the range of its catch and quality.

initiative (with the Blue Marine Foundation) that built a lobster storage plant which allows those involved to even out their sales when prices drop.

2. Dorset Marine Aquaculture Strategy[18] (DMAS).

This strategy aims to promote the sustainable and responsible development of aquaculture in Dorset without impacting negatively on the marine environment. It looks at different methods to promote the cultivation of marine species onshore, intertidally, inshore and offshore by using a variety of methods. It seeks to work with a wide range of local and national groups including Dorset Local Enterprise Partnership, The Local Nature Partnership, Southern Inshore Fisheries and Conservation Committee, Poole Harbour Commissioners, Dorset Councils Harbour Committee, South West Marine Cluster, Department of International Trade. It will also work with potential investors to identify the needs of the sector and assist the sector to develop its potential.

The overarching strategy is:
- To encourage sustainable development of the aquaculture sector
- To provide a shared ambition and a collective voice
- To provide guidance on the needs of the sector and how to meet those needs
- To encourage investment
- To provide a framework for discussion of the issues, challenges and opportunities facing Dorset in relation to its marine resources with respect to aquaculture
- To provide some key action points to explore and drive development
- To link to and support other locally important strategies such as the Local Industrial Strategy, Dorset Local Enterprise Partnership Strategy, Dorset Council Economic Growth Strategy, National Aquaculture Strategy, Dorset and East Devon Fisheries Local Action Group Community-Led Strategy and the Southern Inshore Fisheries and Conservation Authority Annual Plans

After a process of engagement and consultation with relevant aquaculture stakeholders as well as discussions with relevant regional, national and international interests, four main strategic priorities were developed:
1. Infrastructure - such as buildings, land, ports and equipment;
2. Research and Innovation – research and studies that support new markets, opportunities and technology;
3. Industry Support – support with licensing, permissions, funding, promotion and project development;
4. Training and Skills – ensuring the work force has the skills and development prospects to help the sector.

The general approach is to support the development of aquaculture, in its various forms, as a thriving sector in Dorset. As a sign of the significance of this sector Dorset's thriving Aquaculture sector has been identified by the UK Government's Department for International Trade (DIT) as a High Potential Opportunity for inward investment.

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[18] Website: https://www.dorsetcoast.com/projects/aquaculture/

4.1.4   Conclusion

The DCF has been successful as a forum for knowledge and policy innovation and practice because it has provided a space in which a diverse range of key stakeholders/decision-makers across the relevant policy fields are able to put to one side their own, and their organisations, interests and discuss issues/problems based on developing a strategic and integrated approach to ICZM. It represents an example of territorial cohesion in that the Forum has sought to develop a strategic and integrated approach to a particular defined territory and to link it to the wider territory of Dorset. They have engaged in a collective process of the co-production of new knowledge that is 'collectively owned' and the forum has produced new data that can feed into evidence-based decision-making. Moreover, as the Forum has developed it has been successful in bidding for external funds to develop projects that relate to and support ICZM. It is a 'loose network' rather than one based around dense relationships, nevertheless it is able to exercise considerable influence on the policy agenda and policy related to ICZM because of its membership and established reputation. It has influenced both local and national policy. As such it provides an example of how a knowledge based partnership involving key stakeholders could be developed elsewhere and not merely in relation to ICZM. It demonstrates the importance of bringing together 'key decision makers' and those with relevant knowledge in a forum where they can put to one-side their own organisation's interests, exchange both knowledge and experience and freely discuss the development of a place-based approach to common territorial issues that no one organisation can address alone and thus encourages the development of a territorially integrated approach and the development of associated forms of territorial governance.

5   COMPARATIVE OVERVIEW OF CASES

Given what we noted in the Introduction the COHSMO project did not seek to identify a single overarching definition of (social) innovation. Nevertheless looking across the three examples we have discussed it does seem reasonable to identify certain 'drivers' of innovation. The Bristol *One City Plan* has its roots in a recognition that despite the fact the city was economically successful, significant sectors of the population had not benefited from this and that this was associated with long-term embedded social and spatial inequalities. Thus the development of an inclusive growth strategy. So as a first step we can say it requires *problem recognition* and the acknowledgement that past policies have failed to address these issues. This in turn requires political *leadership* that recognises past failure and the need to develop a new approach. The Bristol approach also sought to base the strategy around engagement with a wide range of stakeholders that would both generate the strategy and hold those implementing it to account. Such an approach involves a form of leadership that is more collectively orientated, open to co-decision making and *enhanced democratic engagement* rather than the more traditional top-down directive form of leadership. In a sense, it may be described as *facilitative leadership*. The approach also entails bringing together *a range of different knowledge forms* (e.g. professional, managerial, local, every day) to inform policy development. Moreover, even though the approach does not use the language of economic, social and territorial cohesion it is based on an *inclusive growth strategy* which highlights the presence of spatial inequalities that need to be addressed. Thus, it is reasonable to argue that the *One City Plan* implicitly addresses (economic and social) territorial cohesion along with the objective of creating a socially and economically cohesive city and one that is also cohesive in a territorial sense. Given this, an *inclusive growth strategy* is an approach that is relevant to a wide range of places territorially speaking and the *One City Plan* along with its Inclusive Growth Strategy has the potential to provide learning experiences for others. These are general lessons that are relevant to a wide variety of situations, but particularly 'successful cities/towns' which have embedded social and spatial inequalities. They also likely to be relevant to a wide range of situations and not just to urban locations.

The Bristol *City Funds* represents an example of *empowering local communities and voluntary sector organisations* to address problems at the local level. In part by supporting local organisations to access local and national funding sources from the public and private sectors, particularly in a period of austerity. But also to draw on their local knowledge and experience in order to find new and better ways to address local problems. It also sought to *support the development of local leaders* rooted in their communities. This reflects a recognition of the need to have local community leaders who can work both with their communities and city wide (e.g. with political and business leaders) and contribute to the development of a 'city vision' that will simultaneously address the needs of the city as a whole and particular marginalised communities. It is aligned to the *One City Plan* but independent of it. Again, these are relevant to a wide range of different contexts.

The Dorset Coastal Forum (DCF) represents a rather different type of innovation being based on bringing together a wide range of *key actors and decision-makers* from a multiplicity of organisations involved in maritime issues affecting the Dorset coast, an area which covers a variety of different spatial forms that creates a complex (spatial) management challenge. Since its creation, DCF has become well known nationally and internationally for its proactive and innovative work with regard to Integrated Coastal Zone Management (ICZM). In this sense it is place-based organised around specific identifiable territorial interests. DCF is not constrained by either political administrative boundaries or organisational ones, indeed it explicitly sought to transcend these boundaries. Its aim is to overcome these divides and bring together a wide range of knowledge forms to focus them on the issue of maritime spatial management in a holistic manner – thus it is *knowledge based*. Key to

the success of the DCF is *facilitative leadership* by its chairs who have worked to create an atmosphere of openness and a willingness among participants to put their political/organisational interests to one side in the forum and create collective approaches to the issues related to maritime spatial management. Furthermore as the forum developed it has sought to access external funds in order to run demonstration projects and support specific sectors, both traditional (e.g. fisheries) and new (e.g. aquaculture). It is also useful to note that DCF is not a decision-making body. However, its achievements and relationships with decision-making organisations means that it has been able to influence both the policy agenda and practice related to ICZM. In this sense, it is an example of 'high' collective efficacy', knowledge transfer and policy learning. Moreover, its recommendations/advice are taken seriously by all those involved in ICZM. This is a more specialised form of innovation but relevant to similar contexts in which a clearly delimited area crossing administrative and organisational boundaries requires the development of a strategic, integrated and holistic approach that a single organisation is unable to develop and articulate. This can be part of an approach that can be adopted where there is a there 'distinct place' that crosses boundaries but requires a more strategic, integrated and holistic approach and needs to bring together a wide range of organisations and knowledge forms.

Based on the above it is possible to identify a number of general issues related to and likely to support the development of (social) innovation that can be drawn upon and used as 'lesson learning' aids for a wide range of places. These are:

1. At a very general level, it is important to recognise there is a *problem* and that past policies have failed to address it. This in itself is a generic issue, but nevertheless important.

2. In part related to (1) political *leadership* that acknowledges past failure(s) and the necessity of developing a new approach.

3. Following on from (2) it increasingly appears to be the case that the more traditional top-down directive form of leadership is inappropriate and that a form of leadership which is more collectively orientated is required. A leadership approach that is open to co-decision making and *enhanced democratic engagement*. In a sense it may be described as *facilitative leadership*.

4. As part of this approach to innovation it will be necessary to bring together a range of *different knowledge forms* (e.g. professional, managerial, local, every day) to inform policy development.

5. As part of the above a crucial element is *empowering local communities and voluntary sector organisations* to address problems at the local level as part of a wider approach.

6. Innovation in terms of addressing what are often complex and multifaceted problems requires bringing together a wide range of *key actors and decision-makers* from a diverse range of organisations.

By engaging in the above, or an appropriate combination of them, this will help create collective ownership and the sustainability of any innovations. It is, however, important to adapt them to the particular problems and situation of individual places as part of a context sensitive place-based approach that takes into account the need to simultaneously address and promote economic, social and territorial cohesion.

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Abstract:

This working paper focuses on policies implemented in the Region of Attica (Greece) aiming at socio-spatial equity, justice and territorial cohesion, and standing for examples of "good practices", which other localities would learn lessons from. The "good practices" presented here lie in various different policy areas, they are significantly based on civic engagement and participation, and they promote innovative, democratic and effective (local) governance.

Keyword list: good practices; territorial cohesion; civic engagement and participation; innovative, democratic and effective governance; Region of Attica, Greece.

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Abbreviations

ECEC   Early Childhood Education and Care

NGOs   Non-Governmental Organizations

VET   Vocational education and training

1   Executive Summary

This working paper presents two innovative projects implemented in the Region of Attica (Greece) aiming at socio-spatial equity, justice and territorial cohesion, and standing for examples of "good practices", which other localities would learn lessons from. Both projects are drawn from the experience of the city of Athens, which is the urban study area in the case of Greece in the COHSMO research project. The other two (suburban and rural) study areas have also developed certain interesting projects aiming at socio-spatial equity, justice and territorial cohesion but, contrary to the projects in the case of the city of Athens, however, they did not have significantly innovative characteristics.[1]

The two projects presented here lie in various different policy areas, such as (early) childhood education and care (ECEC), integration into the labour market, vocational education and training (VET), and area regeneration (that the COHSMO research project particularly focuses on) but also welfare, intercultural coexistence and social cohesion, culture etc. A critical common characteristic is that both projects are significantly based on civic engagement and participation, while they actively promote cooperation between civic society, the public and the private sector. Thus, both projects enhance collective efficacy and democratic capacity (two fundamental notions closely related to territorial cohesion), and contribute to the development of innovative, democratic and effective (local) governance.

First, this working paper gives a general description of each innovative project and, then, it explores whether and to what extent each project was designed and implemented through the participation and collaboration of various different actors. In addition, the working paper highlights what are the most innovative characteristics of each project (thus constituting a "good practice") and evaluates what are the "lessons learned" (either achievements or failures).

The first project presented here, the "Athens Open Schools" project, was designed to transform public schools in various neighbourhoods of the municipality of Athens into vibrant community centres. In this purpose, public schools remain open after the end of school hours, including weekends and holidays. The project offers a large variety of free, targeted activities and workshops to all residents of the city's neighbourhoods (including not only Greek citizens but also immigrants and refugees) of all different ages (including from infants and children above 3 years of age to elderly people).

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[1] By "innovative characteristics" we refer to characteristics such as civic engagement and participation on behalf of a significant part of the local society and through new tools of participation like digital platforms. In the case of the suburban and the rural study areas in Greece, we identified interesting initiatives, which though involve a limited number of participants/volunteers who contribute (in an already tried and tested way) to the provision of social services already provided by the municipal authorities; or, we identified certain interesting citizens' initiatives which though are not related to official public policies or/and initiatives taken by the private sector. Another "innovative characteristic" of a public policy or/and a collective initiative would be the integration of several different policy areas as far as it concerns the strategic purpose. And last but not least, we consider as "innovative characteristic" the cross sectorial collaboration, that is, the collaboration between the public, the private and the "third" sector, in all phases of a policy or/and an initiative (the funding, the design, the implementation, the monitoring, the evaluation and the redesign). In the case of Greece and in the case of the Region of Attica, there is no long tradition in policies or/and initiatives with such "innovative characteristics". Especially among the three study areas chosen in the case of Greece and the Region of Attica, we managed to identify only few such examples and only in the case of the urban study area, that is, in the case of the central Municipality of Athens.

The second project, the "SynAthina" project, was designed to create a common (digital and physical) space which brings together, supports and facilitates citizens' groups engaged in improving the quality of life in the neighbourhoods of Athens through the design and implementation of innovative activities. First of all, "SynAthina" is a digital platform, where every active citizens' group may sign up, communicate its innovative action and seek support by available private sponsors and the (local) public administration.

After the relatively recent election of a new Mayor of Athens (back in May 2019), none of the projects presented here operates in the same way that it was designed to. This is related to changes in the priorities of the current municipal authorities, which is emphatically observed in this working paper.

2   Introduction

It has already been stressed in the previous reports of the COHSMO research project (see mostly reports of WP4 and WP5) that the most numerous and the most elaborated and innovative official policies or/and bottom-up initiatives with a view to tackling territorial inequalities and achieving territorial cohesion are observed rather in the case of the urban study area, that is, in the central Municipality of Athens (the capital city of Greece), than in the suburban or the rural study area, that is, the Municipality of Pallini and the Municipality of Marathon respectively. Moreover, previous reports of the COHSMO research project have already revealed various reasons why the central Municipality of Athens takes (in general) clear precedence over the other study areas, beyond the quiet obvious reasons, such as centrality and greater accessibility, the higher complexity and gravity of territorial problems and thus the higher need for interventions or, at the same time, the higher availability of material and human resources. Thus, it is not by chance that the two innovative projects presented in this working paper, providing examples of "good practices", are drawn from the experience of citizens and local authorities of the very central (urban) Municipality of Athens.

To present the two chosen innovative projects, we take into serious consideration the significance of the political and ideological profile of the elected municipal representatives and, therefore, the significance of the rhetoric that they choose to shape about the city, local problems and local challenges, as well as of the actual priorities that they set. At this point, the composition of the municipal authorities and, more particularly, the designed responsibilities of certain Deputy Mayors are absolutely indicative. During the period 2011-2019, the Mayor of Athens appointed –among others– a Deputy Mayor for Civil Society and Innovation, a Deputy Mayor for Children, a Deputy Mayor for Immigrants and Refugees, a Deputy Mayor for Social Solidarity, Welfare and Equality, a Deputy Mayor for Urban Green, Urban Fauna, Urban Resilience and Adaptation to the Climate Change, as well as a Chief Digital Officer. The responsibilities of the above-mentioned Deputy Mayors, that clearly reflect where the attention of the municipal authorities was particularly directed, are related to some of the most noteworthy policies, programs, projects, initiatives or/and actions, two of which are presented in this working paper. This is about two projects, launched by the municipal authorities, that entail various dimensions of social innovation, address various aspects of territorial cohesion, integrate different policy areas (such as those that the COHSMO research project focuses on, that is, area regeneration, economic growth, labour market, vocational education and training, and early childhood education and care) and, in the end, stand for examples of "good practices", which other localities would learn lessons from.

The above-mentioned composition of Athens' municipal authorities belongs to the tenure of the former Mayor of the city, during the period 2011-2019, who originated from the central-left political spectrum. After the last Municipal Elections in Greece, which took place in May 2019, the new and current Mayor of Athens originates from the right-wing political party (Nea Dimokratia) and has changed the chart of Deputy Mayors, adopting a different rhetoric about the city and setting different priorities.

3   URBAN CASE – MUNICIPALITY OF ATHENS

3.1   The "Athens Open Schools" project   (2015-2019)

The first example that we choose to present in this working paper is the "Athens Open Schools" project, which is an original initiative launched by the Municipality of Athens and implemented for the first time in Greece, at the local level, during the period 2015-2019, in collaboration with a large number of different stakeholders. As will be shown below, it clearly lies in the policy area of (early) childhood education and care, and the policy area of urban regeneration, but also concerns – in a more or less direct way – other sectors, such as lifelong learning, reconciliation of work and family life, intercultural coexistence and social cohesion in the city's neighbourhoods.

3.1.1   General description

The initiative "Athens Open Schools" was launched by the municipal authorities and, primarily, by the Deputy Mayor for Children back in 2015. The project was designed to transform public schools in various neighbourhoods of the municipality of Athens into vibrant community centres (while they would keep operating for "conventional" educational purposes during morning hours). The strategic purpose of the project was to strengthen social cohesion, especially in the most deprived neighbourhoods of the city, creating common open spaces where all citizens can meet and interact. In this purpose, public schools remained open from the end of school hours until 9:30 p.m., from 10:00 a.m. to 08:00 p.m. on weekends, and during holidays. The project offered a large variety of free, targeted activities and workshops to all residents of the city's neighbourhoods (including not only Greek citizens but also immigrants and refugees) of all different ages (including from infants and children above 3 years of age to elderly people). Overall, the project took place in 25 different public schools, dispersed across all 7 Municipal Departments of Athens and, more importantly, also in the most deprived neighbourhoods. Although it is not possible to list here all (educational, scientific, cultural, creative, sports etc.) activities and workshops offered by the project, we may mention some of the most targeted on certain population groups and certain scopes: outdoor games for infants, children and parents; creative pastime for preschool and school-age children with autism and pervasive developmental disorder; parent counseling; job interview preparation seminars for the unemployed; seminars on how to build a sustainable social enterprise; lifelong learning seminars for adults; courses on new technologies for the elderly; women's photo exhibition; language courses in Greek, English, Arabic, Farsi and Turkish for Greeks, immigrants and refugees; intercultural chorus; seminars on environmental awareness; seminars on familiarity with disabilities and many others.

3.1.2   Design, implementation and participation

As already mentioned, the "Athens Open Schools" project was originally conceived and launched by the municipal authorities and, more precisely, it was set as a major priority by the Mayor himself and was run under the Deputy Mayor for Children (assisted by other Deputy Mayors, such as the Deputy Mayor for Civil Society and Innovation and the Deputy Mayor for Urban Infrastructure).

But, in order for the project to be implemented, the municipal authorities mobilized various public organizations and services and their staff, obtained contribution by private institutions, facilitated collaboration between the public and the private sector, and, last but not least, implicated a large number of stakeholders and the civil society.

First, an implementing body, in fact a project team comprised of six members, was in charge of implementing and supporting the project, while a specific monitoring team was in charge of coordinating it.[2] At the same time, the Municipality of Athens activated various public organizations operating under its supervision (see, for instance, the "Directorate of Education" or the "Long Life Learning Staff"), as well as its available technical services. Furthermore, the Municipality of Athens engaged private actors, professionals and the civil society. First, the "technical" aspects of the project, such as security and cleaning, were entrusted to private companies that had to ensure that the opening of school buildings would be safe and independent from the morning operation of each school. Besides, the "essential" aspects of the project, that is, the various activities and workshops, were entrusted to professionals or/and volunteers, either independent or originating from various (public, private and non-profit) organizations, institutions, services or/and NGOs (see educators, scientists, artists, athletes etc.). The activities and workshops offered by the project were proposed by individuals or by civil society institutions and were finally selected after undergoing an evaluation process. This evaluation process was realized by a nominated working group (composed by school advisors, primary and high school directors, as well as professors and directors of environmental education), while the implementation was entrusted to the above-mentioned implementing body, with the support of the Municipality of Athens.

In financial terms, all procedures mentioned above managed to be implemented thanks to an exclusive grant by the (leading and very wealthy) Stavros Niarchos Foundation (SNF), which has been the "Founding Donor" of the project.[3] Additionally, during the period 2018-2019, a similar (again, leading and very wealthy) foundation, John S. Latsis Public Benefit Foundation, took over the role of a major "Activities Donor".[4]

Along with the high significance of (private) funding, the "Athens Open Schools" project has been successful thanks to the effective cooperation between the public and the private sector. This very difficult (coordinating) role was entrusted to the well-known now "Athens Partnership". The Athens Partnership (AP) is a nonprofit entity, launched in 2015, with a founding grant from the Stavros

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[2] Unfortunately, there is no detailed information provided about the status and the composition of the implementing body and the monitoring team, neither about the way of (co)operating.

[3] The Stavros Niarchos Foundation (SNF) is one of the world's leading private, international philanthropic organizations, making grants to nonprofit organizations in the areas of arts and culture, education, health and sports, and social welfare. SNF funds organizations and projects worldwide that aim to achieve a broad, lasting, and positive impact for greater society, and exhibit strong leadership and sound management. The Foundation also supports projects that facilitate the formation of public-private partnerships as an effective means for serving public welfare. Since 1996, the Foundation has committed more than $3 billion through over 4,700 grants to nonprofit organizations, in 132 nations around the world. For more information on the history and mission of the Stavros Niarchos Foundation (SNF), see the official website: https://www.snf.org/en/about/history-mission/.

[4] The John S. Latsis Public Benefit Foundation is a non-profit organization established in 2005 with the purpose of continuing the late John S. Latsis's philanthropic legacy […] The Foundation plans, manages, and funds programmes that cover a broad range of fields, such as education, science, arts and culture, social welfare and community development, in collaboration with civil society partners and key players within these areas. […] The Foundation's approach to grant-making prioritizes the emergency relief of citizens in need, infrastructural improvement, NGO capacity building and community development, academic and research output reward, and highlighting of the cultural wealth of Greece. For more information on the history and mission of the John S. Latsis Public Benefit Foundation, see the official website: https://www.latsis-foundation.org/eng/foundation#mission.

Niarchos Foundation and strategic guidance from Bloomberg Associates.[5] Its main scope is to facilitate high-impact partnerships between the (public) municipal authorities and private actors, addressing public priorities, including poverty alleviation, health, education, and community development. By leveraging both public and private resources, the Athens Partnership works with municipal agencies, private actors, as well as community partners (such as service providers and educational institutions) to pilot programs, support successful efforts and evaluate their effectiveness. Until today, the Athens Partnership manages to continue operating thanks to donations (in money and in kind) from foundations, corporations, and individuals.

"ATHENS OPEN SCHOOLS" IN NUMBERS
(from its beginning back in 2015 to its end in mid-2019)

1,143 proposed activities and workshops
546 free activities and workshops offered
in cooperation with 175 different organizations and individuals, and 500 instructors
36,000 participants
25 public schools
20,000 m² of open spaces and 75 multi-purpose halls
32 neighbourhoods of the city
38 months

Beneficiaries of activities:
Activities for infants and children: 43%
Activities for teens: 8%
Activities for adults: 19%
Activities for all: 30%

Categories of activities:
The most popular activities were those in the category of education,
including technology, such as social entrepreneurship seminars, robotics workshops,
music training seminars and 3D printing.

Education: 46%
Culture: 22%
Recreation: 22%
Sports: 10%

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[5] Bloomberg Associates is the philanthropic consulting arm of Michael R. Bloomberg's charitable organization, Bloomberg Philanthropies. Founded in 2014, Bloomberg Associates works side by side with client cities to improve the quality of life for residents, taking a strategic, collaborative and results-oriented approach to make cities stronger, safer, more equitable and efficient. A team of globally recognized experts and industry leaders has worked with cities across the globe on hundreds of projects in order to ignite change and transform dynamic vision into reality. For more information on Bloomberg Associates and Bloomberg Philanthropies, see the official website: https://www.bloombergassociates.org/about/.

3.1.3   An innovative example of "good practice"… In what ways?

The "Athens Open Schools" project, as presented above, appears to integrate many different policy areas (although it was run primarily under the Deputy Mayor for Children) and to entail various dimensions of (social) innovation, thus addressing various aspects of territorial cohesion. In the following, we stress the most important ways in which "Athens Open Schools" constitutes an innovative initiative and can be considered to be an example of "good practice", which other localities would learn lessons from.

- (Early Childhood Education and Care-ECEC): First, the "Athens Open Schools" project is taking place in school units, that is, in one major everyday space for infants and children, expanding school's operating hours and, more importantly, the content and the role of education and care. Furthermore, schools are open not only to pupils but also to their parents and grandparents, as well as to all residents of the neighbourhood, who have the chance to benefit from a wide range of activities and workshops.

- (Vocational Education and Training-VET): The wide range of activities and workshops offered by the project provide all participants with significant development opportunities. It is not just about after-school leisure activities for children but it is about educational, scientific, cultural, creative, sports and other activities and workshops, offered to various population groups and individuals of all ages, contributing to lifelong learning (see, for instance, the courses on new technologies for the elderly), supporting the (re)integration into the labour market (see, for instance, the job interview preparation seminars for the unemployed) and, more generally, improving life chances (see, for instance, the seminars on how to build a sustainable social enterprise).

- (Urban regeneration): With schools remaining open after the end of school hours, as well as on weekends and during holidays, the city's neighbourhoods gain an additional (freely accessible, vibrant, safe and clean) public space, where all residents have the chance to meet and interact. This is extremely important especially for the multiply deprived neighbourhoods of Athens, where there is high lack of public spaces and infrastructure, while social ties are significantly reduced.

- (Social Inclusion): Especially the most deprived neighbourhoods of Athens gain not just an additional but also an inclusive public space, that is, open to all residents (including not only Greek citizens but also immigrants and refugees) of all different ages (including from infants and children above 3 years of age to elderly people). The activities and workshops offered by the project respond to actual needs of many different (often marginalized) target groups, such as women, unemployed, elderly people, immigrants and refugees, people with disabilities etc. In this way, the project contributes to the building of more cohesive social relations at the local level and, thus, enhance the quality of everyday life. In "Athens Open Schools", all residents of the neighbourhood have the chance not just to meet but also to interact, get

familiar with each other and, finally, develop strong community bonds, which is an essential condition for peaceful coexistence and social cohesion.[6]

- (Democratic capacity): Beyond the innovative aspects mentioned above, the "Athens Open Schools" project appears to be innovative also in terms of democratic capacity, entailing critical dimensions of territorial cohesion, such as multi-scale governance (including from top-down to bottom-up initiatives), civic engagement and participation, and collaboration between the public and the private sector.

a) With "Athens Open Schools" project set as a major priority by the Mayor himself and with the municipal authorities implementing the project at the very heart of the city's neighbourhoods (in fact, in the major everyday space of school), the residents of Athens (especially those who live in the most deprived neighbourhoods) may feel less neglected by public authorities. Thus, the trust of people in public authorities is partly restored and civic engagement and participation is being activated.

b) The "Athens Open Schools" project was an official policy, initially launched by the municipal authorities but further designed and implemented through the involvement of a large number of stakeholders and the civil society. Large private and non-profit organizations ensured the financing of the project, while the offered activities and workshops were first proposed by individuals and by civil society institutions, then evaluated and selected by a nominated working group composed by experts and, finally, implemented by a nominated implementing body in collaboration with professionals or/and volunteers, either independent or originating from various (public, private and non-profit) organizations, institutions, services or/and NGOs.

c) The difficult role of coordinating all different actors (the public and the private sector, along with civil society) was taken over by a non-profit entity ("Athens Partnership"), which constitutes a remarkable (new) effort in municipal government. There has been a remarkable and –to a significant degree– successful effort to bring together cross-sector partners, to make

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[6] For its innovative and inclusive approach, in 2018, the "Athens Open Schools" project was included in the Council of Europe's handbook on "Promoting Human Rights at the Local and Regional Level" as a best-practice example for promoting the smooth integration of refugee children. The Handbook presents 65 good practices implemented in over 25 countries all over Europe, aiming at showing how Local and Regional Authorities can implement initiatives that make human rights a tangible reality at the grassroots level. The Council of Europe's handbook states: "By transforming 25 public schools into centres for scientific, creative and sports activities, as well as for language courses for Athenians and refugees, the city of Athens managed to bring together refugee and Greek children, increase the involvement and interaction of neighbourhoods and local schools in the refugee integration process and offer refugee children a safe environment where they can learn and spend time outside of their accommodation centres. […] Not only do the workshops enhance language skills and cultural understanding of refugee children, but they also contribute to a direct exchange among newcomers and resident population at all age levels. Using the school buildings to host creative workshops for all ages, revitalizes the spaces and brings the local community together in an effort to increase the involvement and interaction between neighbourhoods and local schools. […] During the summer of 2016, 450 out of the 1,250 participants in activities of the open schools were refugees. Today the initiative comprises 25 public schools in the municipality of Athens and numbers 170 courses with a total of 10,184 participants".

public-private partnerships work, to engage civil society and, on top of these, to garner also international acclaim.

d) A last innovative element is that the "Athens Open Schools" project has been systematically monitored and evaluated by "Athens Partnership" and, again, with the participation of the project's "beneficiaries". The "Athens Partnership" engaged in ensuring project deliverables, constantly monitoring the offered activities and workshops, problem-solving, evaluating the project, and reporting to inform any future investments through lessons learned.[7]

3.1.4 Conclusion: Assessment and lessons learned

After 4 years of being implemented, monitored and evaluated, the "Athens Open Schools" project has offered a valuable, quite unprecedented, experience and expertise, first to the municipal authorities but also to all other actors who have been involved. With know-how and lessons learned systematically reported, the "Athens Partnership" also tried to communicate the project to other municipalities across the country. At the same time, more than 10 municipalities and (public) schools in Greece have contacted the project team in order to find out more about "Athens Open Schools", how the project came about and how it can be replicated. The city of Thessaloniki, the second largest city of Greece, is already implementing the program, based on "Athens Partnership's" model.

So far, the project has been implemented independently from other projects but it appears to complement existing national, regional or/and local policies, funded by Greek or/and European Union's resources. To give only one characteristic example, the "Athens Open Schools" project complements the very well-known and widely implemented Act "Harmonization of Family and Professional Life". This Act is funded through the "Partnership Agreement for Development Framework 2014-2020" and, more precisely, by the Sectoral Operational Program "Human Resources Development, Education and Life Long Learning". Families of infants or/and children who are not selected to attend a municipal crèche or nursery for free and have to resort to a private crèche or nursery (because of the lack of available places in the public ones) are offered a subsidy (under specific criteria) so that they can afford the relevant fees. Thus, both parents are supported in order to combine their parental with their professional obligations. This kind of support is further provided by the "Athens Open Schools" project, which gives parents the opportunity to participate in common or parallel to their children's activities after the end of school or/and work hours.

We would like to close the presentation of the "Athens Open Schools" project by highlighting the major failure about it, which, in fact, is not a failure of the project itself but a failure of the public administration and, more precisely, of the elected political personnel. After the last Municipal Elections in Greece (which took place in May 2019) and after 4 years of successful implementation of an innovative project, the operation of "Athens Open Schools" has been interrupted. The new and current Mayor of Athens (who originates from the right-wing political party "Nea Dimokratia") has set different priorities about the city, excluding those served by the "Athens Open Schools" project.

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[7] An evaluation of the project by nearly 500 participants provided an overwhelmingly positive picture. According to the evaluation: 89.12% of the participants evaluate the offered activities and workshops from "excellent" to "very good"; 83.6% of participants intend to participate in other activities and workshops of the project in the future; and 88.05% of the participants consider that the communication and cooperation with the "Athens Open Schools" coordinators was "excellent" to "very good".

Not only has the project been interrupted but also its official website has been deleted while the official website of the Municipality of Athens offers no relevant information (for instance, a map that shows which 25 public schools the project was implemented in). The only way for someone to find information about the project is through its official Facebook page (which is not absolutely enlightening though), through the official website of "Athens Partnership" (which, fortunately, still exists and operates so far) and few websites (which provide secondary information). So, not only has the project been interrupted but also the ways in which the project could be widely known and inspire other localities has been –to a certain degree– blocked. At this point, the crucial thing is that a highly valuable, quite unprecedented, experience and expertise (which stands for an example of "good practice", which other localities would learn lessons from and which had already garnered international acclaim) is thrown away for political expediencies and not because the project failed to achieve its aims and it was time to be interrupted, replaced and, even worse, "disappear".

3.2   The "SynAthina" project   (2013-today)

The second example that we choose to present in this working paper is the "SynAthina" project, which is – again – an original initiative taken by the Municipality of Athens and implemented for the first time in Greece, at the local level, from 2013 to this day. As will be shown below, the "SynAthina" project brings together citizens' groups engaged in undertaking innovative actions, puts them in contact with sponsors willing to support the implementation and communication of their activities (described below) and, at the same time, brings them into collaboration with the local government and public administration. The innovative actions undertaken by citizens' groups and supported by the project lie in various policy areas, including most of those that the COHSMO research project focuses on, such as the policy areas of economy and the labour market, vocational education and training, (early) childhood education and care, urban regeneration, environment, social integration and cohesion, welfare and health.

3.2.1   General description

The initiative "SynAthina" was launched by the municipal authorities back in July 2013 and, one year later, it was placed under the authority of the Deputy Mayor for Civil Society and Innovation. Since then, the project has been directed and run by a specialized project team, under the Deputy Mayor's supervision. The concept was to create a common (digital and physical) space which brings together, supports and facilitates citizens' groups engaged in improving the quality of life in the neighbourhoods of Athens through the design and implementation of innovative activities. In other words, the project aimed, first, to collect innovative activities conducted by groups of citizens and, then, to support and facilitate them with the help of the (local) public administration and the help of sponsors willing to increase their positive impact on space and society.

First of all, "SynAthina" is a digital platform. Every group of citizens, who organize socially beneficial activities with a view to improving the quality of life in the neighbourhoods of Athens, may sign up for free, create their group's profile, post their logo, register and communicate their activities. At the same time, every single individual, business or organization that is willing to support innovative activities (by offering knowledge, technical equipment or financial donation) may also sign up as a sponsor. All registered innovative activities are shown on an interactive map, organized by spatial units (more precisely, by Municipal Department) and thematic categories. One can also find useful statistical data on the kind and the frequency of the registered activities, the list of the registered sponsors, news and articles, as well as open calls to participate in the registered activities.

Thus, the digital platform operates as a valuable (free and easy) tool, which brings the groups of citizens and the groups of sponsors into contact. Having access to the data stored on the platform, different groups of citizens can seek support from the sponsors and, conversely, the sponsors can directly provide support to citizens' groups of their choice. In addition, via the connectivity tool of the platform, the groups of citizens can communicate with each other and exchange knowledge and human resources. Last, the platform provides invaluable knowledge to the local public administration and helps the local authorities to understand the needs and the priorities of citizens, to cooperate with stakeholders of the civil society and, thus, adequately address some of the most significant challenges of the city.

Beyond a digital platform, the "SynAthina" project also offers a physical space for the registered citizens' groups to meet, to design and implement their innovative activities, as well as to collaborate with each other. This is about a self-managed kiosk, granted by the Municipality of Athens, that the registered citizens' groups can use for free after making a "reservation" on the digital calendar of the platform. In addition, on a weekly basis, every Monday evening, the project team meets with the registered groups of citizens in order to exchange information, knowledge and experience. The kiosk is located at the heart of the city centre, very close to the City Hall, in the middle of a central public square that has long been abandoned and degraded. The kiosk was renovated by the municipal authorities, in collaboration with the creative community "Imagine the City"[8] and private donors (Picture 1). The installation of the "SynAthina" kiosk transformed part of the square into a vivid place, with constant and vibrant human presence, thus contributing to the area's regeneration. The symbolic and the actual meaning of the "SynAthina" kiosk in the middle of a central degraded public square of Athens has been of great importance.

From when the "SynAthina" project was launched, back in July 2013, up to this day, the platform and the kiosk have hosted more than 4,000 activities, realized by almost 500 groups of citizens and institutions, in cooperation with almost 150 sponsors, dispersed across all 7 Municipal Departments of Athens and, more importantly, also in the most deprived neighbourhoods. Although it is not possible to list here all (educational, scientific, cultural, creative, sports etc.) activities realized by the registered groups of citizens and institutions, we may mention the basic thematic categories: solidarity, public space, education/information, refugees & immigrants, economy, children, environment, culture, technology, tourism and health. Unfortunately, there is no information collected or/and publicly provided about the profile of the "beneficiaries" but it is clear that the project targeted all citizens and especially those who have not access to basic services and activities, primarily in their own neighbourhood or even in other areas of the city.

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[8] The creative community "Imagine the City" is a social platform that aims to facilitate a direct and creative dialogue between citizens, the community of engineers, designers and creators, and local actors concerning the decision-making and planning of public benefit regeneration projects in Greek cities. The purpose of the actions taken by the creative community "Imagine the city" is to explore and promote new processes and institutions through which the identity of Greek cities, their image and the life experience that they offer could be highlighted and upgraded. For more information on the history and mission of the creative community "Imagine the City", see the official website: https://imaginethecity.gr/.

Picture 1. The "SynAthina" kiosk located in the city centre of Athens

Source: https://www.athina984.gr/2020/07/01/paremvasi-tis-anoichtis-polis-gia-tin-stegi-toy-programmatos-quot-synathina-quot/

3.2.2   Design, implementation and participation

As already mentioned, the "SynAthina" project was originally conceived and launched by the municipal authorities back in July 2013 and, one year later, it was placed under the supervision of the Deputy Mayor for Civil Society and Innovation.

In order for the project to be implemented, the municipal budget was not burdened with a significantly high charge. A private agency was hired to take over the development of the digital platform while the kiosk, as already explained, was owned by the Municipality of Athens and renovated in collaboration with the creative community "Imagine the City" and private donors. The Municipality of Athens also bore the costs of creating a specialized team to direct and run the project (including the development of networking and Social Media), under the supervision of the Deputy Mayor for Civil Society and Innovation. As will be stressed below, in June 2014, the "SynAthina" project participated in the "Mayor's Challenge" contest organized by the Bloomberg Philanthropies[9] (rewarding the development of innovative ideas to face the challenges of modern cities and to make local governance more effective) and was rewarded with the amount of 1 million euros. Apparently,

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[9] According to the official website of the Bloomberg Philanthropies (https://www.bloomberg.org/): "Unique among today's leading philanthropists, Mike Bloomberg has run both a multi-billion-dollar company — Bloomberg LP, a technology company he founded in 1981 — and one of the world's largest cities. His entrepreneurial spirit, public-policy experience, and belief in the power of cities to drive solutions to pressing global problems define Bloomberg Philanthropies' approach to making the world a better place. Bloomberg Philanthropies focuses on five key areas for creating lasting change: public health, environment, education, government innovation, and arts & culture".

this is about a significant amount of money added to the municipal budget, which further funded not only the "SynAthina" project but also other directly or indirectly related projects.

With a significant budget, guaranteed by the municipal authorities and the money prize that the "SynAthina" project managed to be rewarded with, the above-mentioned project team (under the supervision of the Deputy Mayor for Civil Society and Innovation) had to direct and run the project. The success of the project would be based on participation, that is, on the number of citizens' groups and sponsors registered on the platform and making use of the kiosk to further develop their innovative action. According to the numbers presented in the table below, the way that the project team communicated the project and called (the groups of citizens and the sponsors) for participation was proved to be successful.

"SynAthina" IN NUMBERS
(from its beginning back in July 2013 to this day)

4,130 activities hosted by the digital platform and the kiosk
realized by 449 groups of citizens and institutions
in cooperation with 148 sponsors
with hundreds of "beneficiaries"
across all 7 Municipal Departments and numerous neighbourhoods of Athens

Categories of activities:

Education/Information: 20.4%
Public space: 13%
Refugees & Immigrants: 12.4%
Health: 11.8%
Solidarity: 10.7%
Children: 10.4%
Culture: 9.5%
Environment: 4.1%
Technology: 3%
Economy: 2.4%
Tourism: 2.4%

3.2.3 An innovative example of "good practice"… In what ways?

The "SynAthina" project, as presented above, appears to be – by definition – an innovative initiative, since its starting point is the collection of citizens' groups which are already engaged in taking over innovative action aiming at the improvement of the quality of life in the city of Athens. In the following, we stress the most important ways in which "SynAthina" constitutes an innovative initiative, intersecting many different policy areas and addressing various aspects of territorial cohesion, and thus can be considered to be an example of "good practice" that other localities in Greece and abroad would learn lessons from.

- (Innovation in various policy areas): The digital platform of the "SynAthina" project collects citizens' groups which already design and realize innovative activities falling into many

different fields of everyday life and, thus, intersecting many different policy areas. As already mentioned, it is not possible to list here all (educational, scientific, cultural, creative, sports etc.) activities realized by the registered groups of citizens and institutions but they can be grouped into certain thematic categories: solidarity, public space, education/information, refugees & immigrants, economy, children, environment, culture, technology, tourism and health. According to these thematic categories, it appears that innovative activities realized by the registered groups of citizens and institutions are related to various policy areas, such as (early) childhood education and care (ECEC), vocational education and training (VET), integration into the labour market, area regeneration, improvement of the quality of life and life chances, welfare and social inclusion etc.

- (Connectivity): The digital platform (as well as the kiosk) of the "SynAthina" project brings together, first, the groups of citizens which are active in various neighbourhoods of Athens and realize there innovative activities aiming at the improvement of the quality of life. Coming into contact (easily and for free), the registered citizens' groups are given the chance to exchange knowledge and human resources or/and cooperate. In addition, through the digital platform, the registered citizens' groups are given the chance to further communicate and promote their action, and come into contact with sponsors (individuals, businesses or/and organizations) willing to support their activities by providing them with know-how, technical help or/and financial assistance. Overall, contact and cooperation with each other and with sponsors gives citizens' groups the chance to build up their existing innovative action and thus increase their positive impact.

- (Effective governance, Democratic Capacity): Beyond the contact between the citizens' groups and the sponsors, the digital platform of the "SynAthina" project, creates conditions for contact between the citizens' groups and the local public administration. In case that it actually manages to build a substantial relationship between the citizens and the public administration, the digital platform becomes an innovative tool for democratic and effective governance.
  By collecting and coordinating the innovative activities of the registered citizens' groups, the Municipality of Athens has the possibility to actively listen to the current needs of the local population and understand what the real priorities for people and the city are. This is a very fundamental precondition for the municipal authorities to adequately improve and expand the services that they offer to citizens, as well as to adequately redesign existing public policies. In other words, collecting and understanding the current needs and priorities of citizens can lead to the upgrading of public services, to the simplification of bureaucratic procedures, to changes in the municipal authorities' political priorities and, even further, to the design and implementation of well-informed and place-based public policies that adequately address the current needs of the local population and the significant challenges of the city. This is (supposed to be) the outcome of a successful public consultation and, then, the outcome of a democratic and effective local governance. This is a way to create a new perception about the relationship between civic society and (local) public administration, cultivating an active, dynamic and bidirectional bond, mutual trust and solidarity. Last, this gradually restores the (today widespread) lack of trust to politics and institutions, and increases civic engagement and participation.

- (Networking, Extroversion, Reinforcement of democratic capacity): In a spirit of networking and extroversion, and with a view to reinforcing participatory governance, the "SynAthina"

project actively participates in local and international networks, which exchange knowledge and experience about innovation and the participation of citizens in local governance.

At local level, the "SynAthina" project (on behalf of the Municipality of Athens) and the (leading and wealthy) Bodossaki Foundation[10] co-created the "Social Dynamo", which is the outcome of a common vision for a dynamic and solidary civic society, for participatory governance and strong democratic institutions. "Social Dynamo" highlights and develops the potential of engaged citizens' groups and NGOs, by providing them with knowledge and opportunities for collaboration and networking via a creative space (both physical and digital) where various educational events and training seminars take place.[11]

At international level, in May 2015, the Municipality of Athens took the initiative to create the working group "Creative Citizenship" as part of the network of elected representatives of European cities "Eurocities".[12] "Creative Citizenship", supporting the "SynAthina" project, is seeking ways for local governance to collaborate with citizens' groups in order to face the multiple and complex challenges in the city of Athens. It explores how this collaboration encourages innovation, leads to immediate solutions for the city and upgrades local governance.[13]

It is noteworthy that, for its innovative aspects, the "SynAthina" project received two major distinctions. In June 2014, the "SynAthina" project participated in the "Mayor's Challenge" contest organized by the Bloomberg Philanthropies. This contest rewards the development of innovative ideas to face the challenges of modern cities and to make local governance more effective. The city of Athens was among the top five participants (out of 155) and was rewarded with the amount of 1 million euros for the proposal of "SynAthina" to evolve into a dynamic system of upgrading local governance by collaborating with citizens' groups. In addition, in November 2016, the Municipality of Athens, via the "SynAthina" project, was honored with the Innovation Prize awarded by the annual contest "Eurocities Awards" of the European cities' network "Eurocities".

3.2.4   Conclusion: Assessment and lessons learned

During the last 7 years of being implemented, the "SynAthina" project followed one major procedure of assessment and highlighting the most important lessons learned. More precisely, the "SynAthina" project team, always under the supervision of the Deputy Mayor for Civil Society and Innovation, has been evaluating all innovative activities registered on the digital platform and realized in various

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[10] Bodossaki Foundation came into being in 1972 and works to promote its vision for a society of equal opportunities for all, which enables people to fully realize their potential. Its establishment was the ultimate offering of its founder, Prodromos-Bodossakis Athanassiades – an offering having its roots in the age-long tradition of charity and social solidarity of Anatolian and Diaspora Greeks. The Foundation's activities are organized in four strategic priority themes: promoting education, improving healthcare, protecting the environment, and empowering civil society. For more information on the vision and mission of the Bodossaki Foundation, see the official website: https://www.bodossaki.gr/en/the-foundation/vision-mission/.

[11] For more information on the vison of the "Social Dynamo" initiative, see the official website: https://www.socialdynamo.gr/en/about-us/vision/.

[12] According to the official website of Eurocities: "Eurocities is the network of 190 cities in 39 countries, representing 130 million people. Through joint work, knowledge-sharing and coordinated Europe-wide activity, we ensure that cities and their people are heard in Europe". For more information on the strategic framework of Eurocities, see the official website: https://eurocities.eu/about-us/a-better-quality-of-life-for-all-eurocities-strategic-framework/.

[13] For more information on the vision and the projects of the working group "Creative Citizenship", see the official website: http://wsdomino.eurocities.eu/v2/working_groups/Creative-citizenship&tpl=home.

neighbourhoods of Athens or/and in the "SynAthina" kiosk. Then, it has been acknowledging those that have been the most impactful in the city, and has been highlighting the "best practices". The evaluation process is taking place through field research, as well as through interviews with the registered citizens' groups. By highlighting "best practices", the "SynAthina" project traces opportunities for further collaboration (between the registered citizens' groups, the sponsors and the local public administration), and explores the potential of "good practices" to be used in local governance.[14]

In a spirit of disseminating the highlighted "best practices", the "SynAthina" project has been sharing its experience and know-how not only at the local but also at international level. To give only one characteristic example, with the Municipality of Athens being part of the network of elected representatives of European cities "Eurocities", the "SynAthina" project shared its experience and know-how with representatives of 70 different cities-members during the international event "City Hall 4 Citizens", hosted in Athens back in May 2018. Other projects that actively involve the civic society were also presented by the Municipality of Athens (such as the "Athens Open Schools" project presented above), while other cities also presented similar initiatives. During that international event, the Chief Digital Officer of the Municipality of Athens announced the transformation of the "SynAthina" digital platform into an "open-source" platform. This allowed every other interested city to copy certain tools or even the entire digital platform and use it for the benefit of its own local public administration.

We would like to close the presentation of the "SynAthina" project by stressing the major failure about it, which, in fact, is not a failure of the project itself but a failure of the local public administration and, more precisely, of the elected political personnel. After the last Municipal Elections in Greece (which took place in May 2019) and after 6 years of successful implementation of an innovative project, the operation of "SynAthina" has not been interrupted, as happened in the case of the "Athens Open Schools" project presented above. Today, the "SynAthina" digital platform still operates, citizens' groups and sponsors still have the opportunity to sign up and cooperate, while one can find a quite rich calendar of activities taking place across the city, as well as open calls to participate in such activities. However, the promotion of the "SynAthina" project, along with the many relevant events promoting extroversion, networking, participation and cooperation, have been significantly reduced, since the new and current Mayor of Athens (originating from the right-wing political party "Nea Dimokratia") and the current Deputy Mayor for Extroversion (not Innovation) and Civil Society have set different priorities about the city. Moreover, the "SynAthina" physical space, that is, the kiosk located in the middle of a very central public square, very close to the City Hall, has been recently evacuated and granted by the municipal authorities to the Municipal Police. The former symbolic meaning of the "SynAthina" kiosk as a visible meeting place of civil society, innovation and solidarity carries now a different symbolism for the city, that is, law and order. The evacuation and the new use of the kiosk took place abruptly, after no notice, consultation or/and search for alternatives. The opposition asks for the withdrawal of the recent political decision but there is no official response or relative developments yet. As already stressed also in the case of the "Athens Open Schools" presented above, the crucial thing here is that a highly valuable, quite unprecedented and successful experience and expertise is disvalued and the much-desired and much-promised continuity in public administration and governance are thrown away for political expediencies and ideological reasons. Undoubtedly, discontinuity in public administration and

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[14] For a short presentation of the "lessons learned from SynAthina", see:
https://issuu.com/synathina/docs/synathina_lessons_learned_2_spreads.

governance does not comply with notions related to territorial cohesion, such as civic engagement and participation, innovative and effective governance, and democratic capacity, which the COHSMO research project focuses on.

4   COMPARATIVE OVERVIEW OF CASES

If someone compares the two projects presented in this working paper, it is quite obvious that they present some very similar innovative characteristics, both in social and political terms.

First, both projects intersect many different policy areas. Concerning the "Athens Open Schools" project, although its starting point seems to be childhood education and care, it also relates to vocational education and training, (re)integration into the labour market, urban regeneration and social cohesion in the city's neighbourhoods. The wide range of activities and workshops offered by the project provide all participants with significant development opportunities. It is not just about after-school leisure activities for children but it is about educational, scientific, cultural, creative, sports and other activities and workshops, offered to various population groups and individuals of all ages. As for the "SynAthina" project, it collects and supports innovative activities realized by citizens' groups across various neighbourhoods of the city, again in many different fields, such as solidarity, public space, education/information, refugees & immigrants, economy, children, environment, culture, technology, tourism and health. Meanwhile, both projects appear to be socially inclusive. The designed, supported and implemented activities and workshops are offered to all residents of the city's neighbourhoods (including not only Greek citizens but also immigrants and refugees) of all different ages (including from infants and children above 3 years of age to elderly people).

Another common innovative characteristic is that both projects are significantly based on civic engagement and participation. The "Athens Open Schools" project was designed and implemented through the involvement of a large number of stakeholders and the civil society. Large private and non-profit organizations ensured the financing of the project, while the offered activities and workshops were first proposed by individuals and by civil society institutions, then evaluated and selected by a nominated working group composed by experts and, finally, implemented by a nominated implementing body in collaboration with professionals or/and volunteers, either independent or originating from various (public, private and non-profit) organizations, institutions, services or/and NGOs. As for the "SynAthina" project, it collects and supports innovative activities already organized and realized by a large number of citizens' groups and institutions. As already stressed, the "SynAthina" digital platform and the kiosk have hosted more than 4,000 activities, realized by almost 500 groups of citizens and institutions.

The "Athens Open Schools" and the "SynAthina" projects do not only bring together different actors of civil society and, thus, give them the chance to know each other, exchange knowledge and human resources or/and cooperate. They also bring into contact the actors of civil society, on the one hand, and private actors (such as private sponsors) as well as the local public administration on the other. The contact with the private sector may support the civil society's innovative actions, through the provision of know-how, technical help or/and financial assistance. More importantly, the contact with the local public administration may create conditions for innovative, democratic and effective (local) governance. Especially in the case of the "SynAthina" project, by collecting and coordinating the innovative activities of citizens' groups, the Municipality of Athens has the possibility to actively listen to the current needs of the local population and understand what the real priorities for people

and the city are. This is a very fundamental precondition for the municipal authorities to adequately improve and expand the services that they offer to citizens, as well as to adequately redesign existing public policies. In other words, collecting and understanding the current needs and priorities of citizens can lead to the upgrading of public services, to the simplification of bureaucratic procedures, to changes in the municipal authorities' political priorities and, even further, to the design and implementation of well-informed and place-based public policies that adequately address the current needs of the local population and the significant challenges of the city. This is a way to create a new perception about the relationship between civic society and (local) public administration, cultivating an active, dynamic and bidirectional bond, mutual trust and solidarity. Last, this gradually restores the (today widespread) lack of trust to politics and institutions, and further increases civic engagement and participation.

After being designed and implemented in the way described above, both projects follow processes of monitoring and evaluation with a view to summing up lessons learned and proceed to improvements. The "Athens Open Schools" project has been systematically monitored and evaluated not just by an expert working group but also with the participation of the project's "beneficiaries". The "SynAthina" project also followed a procedure of evaluation, through field research and interviews with the registered citizens' groups on the "SynAthina" digital platform, in order to acknowledge the most impactful activities for the city and highlight the "best practices". Both projects used the results of the evaluation process in a proactive way. They communicated their efforts both at local/national and international level, and actively shared their knowledge and experience. More than 10 municipalities and (public) schools in Greece have contacted the "Athens Open Schools" project team (the city of Thessaloniki is already implementing the project), while the "SynAthina" project shared its know-how with numerous cities participating in the European network "Eurocities".

It has been already emphatically stressed that both (innovative, successful and quite unique in Greece) projects have not been included in the new priorities set for the city of Athens by the new and current Mayor and the municipal authorities elected back in May 2019. The operation of "Athens Open Schools" has been interrupted while the physical space (the kiosk) of the "SynAthina" project has been evacuated and granted to the Municipal Police. Valuable, quite unprecedented, experience and expertise (which stands for an example of "good practice", which other localities would learn lessons from, in Greece and abroad) is being thrown away for political expediencies, reproducing the long- and well-known discontinuity in public administration, against an innovative, democratic and effective governance.

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6   TABLE

6.1   The "Athens Open Schools" project   (2015-2019)

Case Study Area (urban) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	-	-	-	-	-	-	-	-	-
National	The "Athens Open Schools" project has been successfully communicated to other municipalities across the country. More than 10 municipalities and (public) schools in Greece have contacted the project team in order to find out more about "Athens Open Schools", how the project came	-	-	-	-	-	-	-	-

	about and how it can be replicated. The city of Thessaloniki, the second largest city of Greece, is already implementing the program.								
Regional	-	-	-	-	-	-	-	-	-
Municipal	The "Athens Open Schools" project transforms public schools in various neighbourhoods of the municipality of Athens into vibrant community centres after the end of schools hours (including weekends and holidays). The project offers a large variety of free, targeted activities and workshops to all residents of the city's	In "Athens Open Schools", all residents of Athens gain access to activities that concern childhood education and care, lifelong learning, reconciliation of work and family life, intercultural coexistence etc. Thus, the quality of everyday life and life chances are increased. All residents of the city's neighbourhoods are given the chance to meet	Only indicatively, the "Athens Open Schools" project complements the very well-known and widely implemented Act "Harmonization of Family and Professional Life". Through this Act, families of infants or/and children who are not selected to attend a municipal crèche or nursery for free and have to resort to a	The "Athens Open Schools" project makes use of public schools and, after the end of schools hours (including weekends and holidays), transforms them into vibrant local community centres. In addition, the "Athens Open Schools" project makes use of actors of the civil society and the private sector willing to organize and offer activities	In order for the :Athens Open Schools" project to be implemented, the municipal authorities mobilized various public organizations and services and their staff, obtained contribution by private institutions, eased collaboration between the public and the private sector, and, last but not least, implicated a large number	The "Athens Open Schools" project clearly lies in the policy area of (early) childhood education and care, and the policy area of urban regeneration, but also concerns – in a more or less direct way – other sectors, such as lifelong learning, reconciliation of work and family life, intercultural coexistence and social cohesion in the city's neighbourhoods.	The "Athens Open Schools" project is a socially inclusive project. It gives all residents of the city's neighbourhoods the chance to participate in a large variety of activities and workshops that concern childhood education and care, lifelong learning, reconciliation of work and family life, intercultural coexistence etc. All residents of	In "Athens Open Schools", all residents of Athens gain access to a large variety of activities that concern childhood education and care, lifelong learning, reconciliation of work and family life, intercultural coexistence etc. This takes place in public schools of their own neighbourhoods (more importantly, in the most deprived	The "Athens Open Schools" project was designed and implemented through the involvement of a large number of stakeholders and the civil society. Large private and non-profit organizations ensured the financing of the project, while the offered activities and workshops were first proposed by individuals and by civil society institutions, then evaluated and

	neighbourhoods (including not only Greek citizens but also immigrants and refugees) of all different ages (including from infants and children above 3 years of age to elderly people).	and interact, which strengthens community bonds and contributes to social cohesion. Last, after the end of school hours, schools remain open, as vibrant community centres, and neighbourhoods (especially the most deprived ones, are being regenerated.	private crèche or nursery (because of the lack of available places in the public ones) are offered a subsidy (under specific criteria) so that they can afford the relevant fees.	and workshops to citizens of the city's neighbourhoods.	of stakeholders and the civil society.		the city's neighbourhoods are given the chance to meet and interact, which strengthens community bonds and contributes to social cohesion.	neighbourhoods of the city). Thus, inequalities in the access to basic "services" are decreased, while the quality of everyday life and life chances are increased.	selected by a nominated working group composed by experts and, finally, implemented by a nominated implementing body in collaboration with professionals or/and volunteers, either independent or originating from various (public, private and non-profit) organizations, institutions, services or/and NGOs.
Neighbourhood	ibid.	ibid.	ibid.	ibid.	ibid.	ibid.	ibid.	ibid.	ibid.

6.2   The "SynAthina" project   (2013-today)

Case Study Area (urban)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement

Level (as relevant)					include 'policy bundles')			
European	The "SynAthina" project has been sharing its experience and know-how at international level, through the network of elected representatives of European cities "Eurocities". In addition, the "SynAthina" digital platform evolved into an "open-source" platform, which allowed every other interested city to copy certain tools or even the entire digital platform and use it for the benefit of other local public administrations.	-	-	-	-	-	-	-
National	-	-	-	-	-	-	-	-
Regional	-	-	-	-	-	-	-	-

Municipal	The "SynAthina" digital platform records, brings together, supports and facilitates citizens' groups engaged in improving the quality of life in the city of Athens through the design and implementation of innovative activities.	The innovative activities realized by the registered groups of citizens on the "SynAthina" digital platform can be grouped into certain thematic categories: solidarity, public space, education/information, refugees & immigrants, economy, children, environment, culture, technology, tourism and health.	The "Athens Open Schools" project presented above.	The "SynAthina" project makes use of the very active human capital of the city, that is, of the groups of citizens that engage in improving the quality of life in Athens through the design and implementation of innovative activities in various neighbourhoods of the city.	Groups of citizens already engaged in realizing innovative activities in the city of Athens are supported by sponsors and the local public administration to further develop their (innovative) action and increase their positive impact. Municipal authorities listen to and learn from citizens' groups innovative activities (especially from the most impactful) and, thus, understand the needs and the priorities of citizens, cooperate with stakeholders of the civil society, adequately improve and expand public	The digital platform of the "SynAthina" project collects citizens' groups which already design and realize innovative activities falling into many different fields of everyday life and, thus, intersecting many different policy areas (e.g. early childhood education and care (ECEC), vocational education and training (VET), integration into the labour market, area regeneration, improvement of the quality of life and life chances, welfare and social inclusion etc.)	The "SynAthina" project seeks to support and facilitate innovative activities already realized by groups of citizens with a view to improving the quality of life in the city of Athens.	The innovative activities realized by the registered groups of citizens on the "SynAthina" digital platform seek to improve various aspects of everyday life in the city and, thus, increase life chances (for all). The thematic categories that these innovative activities fall into are indicative: solidarity, public space, education/information, refugees & immigrants, economy, children, environment, culture, technology, tourism and health.	The "SynAthina" project creates conditions for contact between the citizens' groups and the local public administration. Municipal authorities listen to and learn from citizens' groups innovative activities and, thus, adequately improve and expand public services offered to citizens, and develop well-informed and place-based public policies. This gradually restores the (today widespread) lack of trust to politics and institutions, and increases civic engagement and participation.

					services offered to citizens, and develop well-informed and place-based public policies.				
Neighbourhood	The innovative activities realized by the register groups of citizens on the "SynAthina" digital platform take place in various neighbourhoods of Athens (across all 7 Municipal Departments)	ibid.	ibid.	ibid.	ibid.	ibid.	ibid.	ibid.	ibid.

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Abstract:

This deliverable reports on good practice examples identified as social innovations: territorialisation of policies, job-counselling centre combining VET and ALM policies and local development association. The cases exemplify both innovative projects (in terms of content) as well as innovative management methods and novel forms of collaboration. Their innovative mechanisms are closely linked to the key COHSMO concepts: building on territorial capital, mobilizing civic engagement and use of various forms of territorial governance. The selected innovations come from the urban (Gdańsk) and rural (Debrzno) localities investigated in the COHSMO project. Empirically the report is based on findings from WP4 and WP5 (in-depth interviews, discourse analysis), combined with desk research technique.

Keyword list:
Social innovation, VET, ALMP, territorialisation, Local Economic Development, Poland.

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Abbreviations

ADTMD – Association for Development of Town and Municipality of Debrzno

TDC – Talent Development Centre

SEZ – Special Economic Zone

SIS – Social Investment Approach

1   Executive Summary

This deliverable reports on good practice examples identified as social innovations. The cases exemplify both innovative projects (in terms of content) as well as innovative management methods and novel forms of collaboration. The selected innovations come from the urban (Gdańsk) and rural (Debrzno) localities investigated in the COHSMO project. We showcase the following initiatives:

- Talent Development Centre (Gdańsk)

- Territorialisation of policies (Gdańsk)

- Association for the Development of the Town and Municipality of Debrzno (Debrzno)

Despite a very different character of the localities and the presented cases, the analysis revealed several commonalities, which can provide some transmittable instructions for other innovators. These include: aligning the scale with objectives, cross-sectoral cooperation and including community and business actors in policy-making process, overcoming "silos logic" and providing multifunctional and adaptable solutions.

2   Introduction

This paper presents three examples of "good practice" that exemplify social innovation in the context of local government in Poland. It is important to remark that *social innovation* is an elusive term without a fixed and generally accepted definition. Conversely, academics and practitioners give it various meanings depending on the policy area context (see in Jensen and Harrison in a policy review for the EC (2013) and more recently Moulert et al (2017)). In this report we will be using a broad definition of social innovation guided by the European Commission's encouragement to see innovation in "*the introduction of a new product, a new process, a new organisation or a new market*" (European Commission 2006, p. 14). At the same time, our choice of innovations is strongly linked to the key COHSMO concepts of territorial capital, collective efficacy and territorial governance. Thus the definition of social innovations as "*new solutions that simultaneously meet a social need and lead to new or improved capabilities and relationships and better use of assets and resources*" (European Commission 2013) adequately describes all the three examples. Two of the cases have emerged in the City of Gdańsk whilst our third case was instigated within the rural area of Debrzno. In this way, our case studies illustrate the possibilities of social innovation in both urban and rural Poland.

Gdańsk is a vibrant metropolitan centre and the economic engine for its region. The most important challenge it faces is maintaining a trajectory of economic growth whilst also living through demographic and labour market change that relates both to its aging population and skills shortages. The **Talent Development Centre** (TDC) is an innovative response to these challenges. It is a programme that tackles the emerging skills gap issue by combining Vocational Training (VET) and Labour Market approaches – in the Polish context VET and labour market programmes are often siloed. The TDC provides lifelong training and personal development sessions to young adults. The TDC is not only innovative in terms of what it offers as a service provider but it is also an example of a process innovation because of the way it is built upon collaboration between the public and business sectors.

The second innovation from Gdańsk's is a governance innovation with social ends. The city's policy ambition stresses harmonious social development through the provision of high life quality to residents and nurturing civic engagement. In order to achieve this policy outcome, key institutional actors within the city have set about improving the level of co-ordination between and across public service areas in the city-region. The aim is to both manage service delivery across jurisdictions in terms of quality and spatial equity. This process of **territorialisation of polices** is guided by the principles of accessibility and social integration on one hand, and effectiveness and adaptability on the other.

By contrast, Debrzno located within the wider Pomeranian region represents an example of a relatively poor [rural] area within a relatively economically vibrant region – an "inner periphery". The municipality has struggled with economic difficulties, poor connectivity with metropolitan centres and low levels of territorial capital. Facing a poorly performing local economy (high unemployment, low growth), key local actors came together to promote close cooperation between local government and a grass-roots organization of concerned citizens (**Association for Development of Town and Municipality of Debrzno - ADTMD**). This NGO, led by a determined and charismatic leader, earned an important role in formulation and implementation of local policies and brought about numerous pioneering projects and collaborations.

The descriptions are based on empirical material collected for WP4 and supplemented with online desk research and analysis of municipal documents: strategies, operational programmes and founding documents of the studied organizations. The following sections (2, 3 &4) provide a detailed description of the three good practice cases identified in the COHSMO project localities. Section 5 reflects on commonalities between the cases and offers conclusions related to some general features, which characterize social innovations.

3   URBAN CASE – Talent Development Centre

3.1   Introduction

Talent Development Centre (*Centrum Rozwoju Talentów*) is an innovative public institution established by the Employment Office in Gdańsk in 2016. The centre aims to improve the self-awareness of the employees and youth entering the labour market, which in turn should increase the compatibility between the employers' needs and employees' potential. A very traditional model of the public employment service has been re-thought and transformed to create a new institution with carefully designed space for workshops and meetings, a new type of services delivered for the local community, and new cross-sectoral partnerships. While the primary goal of the centre is to deliver individual and group professional counselling, it also plays an important role in coordinating the VET and ALMP policies on the local and metropolitan scale.

Gdańsk, being Poland's 6th biggest city (with a population of 466,631) and the core of the larger metropolitan region populated by more than 1 million inhabitants, has also a large and absorptive labour market. Gdańsk is the regional capital city, a traditional industrial and commercial centre with a rapidly growing offshore services sector, it is also an important tourist destination (with more than 3 million of tourists each year). This potential influences the situation in the local labour market. In 2018, the registered unemployment rate for Gdańsk (2.6%) was much lower than the average for the region (4.9%) and it has been decreasing over the years. The share of the long-term unemployed in the population of working age was only 1.1%. Low unemployment rate figures shifted the attention of local policy-makers: from organizing the support for the unemployed to helping the employers and improving the match between the labour force demand and supply. This switch is present in the mission of the Talent Development Centre (TDC), which primarily targets not the unemployed but the youth, their parents and teachers, as well as people already employed but seeking to change their professional path.

3.2   Type of Innovation

The TDC has been established in 2016 by the Employment Office in Gdańsk, which is a relatively autonomous part of the city administration[1]. The office decided to develop the tools for local ALMPs and extend its offer beyond the usual target group – unemployed – and beyond the typical services, it has been offering (similarly to other public employment offices located in each county). The TDC has been presented as a response to the mismatch between the skills required by the local employers and the educational background of the graduates entering the labour market. The innovation originates from the top-down process, yet it is embedded within a particular local community and it was not incentivized by the upper levels of government. It proposes new (at least in the scale of the country) institutional solution to use local assets and resources, with the particular focus on the quality of human capital and the match between individual predispositions (talents) and the career choices.

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[1] Each county in Poland should have an employment office, which is a semi-autonomous agency of the county government; the labour market policies are implemented mainly at this level, yet the offices operate in a highly regulated environment controlled mainly by the central administration – ministry responsible for labour relations. Gdańsk as a city of county status co-funds the Employment Office with the surrounding county. For that reason, the office serves not only the city but also the neighbouring municipalities.

The main challenge addressed was related to the sectoral division between VET and ALM policies and between the public educational sector supplying the labour force and the private sector searching for the qualified employees. Formally, the policy coordination between secondary education and labour market should be provided at the county level, as county authorities in Poland are responsible for the management and delivery of both services. However, the instruments for coordination used by the local authorities are rather weak due to the high level of uniformization and legal constraints. Very often this process is superficial, limited to the consultations of the schools' profiles and curricula and strongly driven by the path dependencies (see reports in WP5). The decision to establish TDC in Gdańsk was motivated by the fact that the career counselling was one of the most neglected functions of the public employment service. Despite the introduction of career counsellors in schools (which was a nationwide policy established by the educational reform about a decade ago), the educational choices, particularly these taken between the primary and secondary schools, were still not sufficiently informed and based on the proper recognition of individuals' strengths and predispositions. Despite the recent investments in vocational training in Gdańsk (and more generally – in Poland) the supply of the candidates for the vocational schools, and later – the supply of their graduates on the local labour market was unsatisfactory. Too few young people chose vocational schools, instead opting for general upper secondary education and university programs, which did not match their predispositions and labour market needs.

The TDC describes its mission in the following manner: "we are a modern, hospitable, and friendly place for all people seeking the support in creating their professional career. Our mission is to help build strengths and support talent development (…) We create a network of practical cooperation between employment services, educational institutions and employers to create common value, which is the use of the potential of talents on the labour market".

During the opening ceremony, the head of the Employment Office explained the origin of the TDC:

> *"While talking with entrepreneurs, it became evident that even the best recruitment process would not help if there is no suitable candidates. Still, too many people work inconsistently with their predispositions and professional skills. At the same time, there are numerous employers who frequently have problems with finding suitable employees. The centre is established to fill this gap on the labour market".*

The TDC, formally a branch of the Employment Office, currently with the personnel of 12 employees, offers innovative services of professional counselling, branded as "talent discovering" and "talent developing" in cooperation with schools and local companies. The offer is available for free, upon the arrangement of individual or group meetings. It is worth mentioning that the TDS is open also for the individuals from other places in the region, sometimes quite distant.
The TDS offices and workshop rooms are located in a modern business park – this location and the interior design, non-standard for the public institutions – aim to signal the understanding of the commercial sector and a break-up with the typical applicant-clerk relationship. Three main programs conducted by the TDC include:

- *Career Academy* – for youth seeking the support in the decisions concerning career plans and school choice, but also for the employed people who are dissatisfied with their current job and seek new career opportunities,

- *Land of Talents* – which can be seen as the "extension" of the Career Academy, funded by the Regional Operational Programme (co-funded by the European Social Fund); it is addressed for the youth (project target is 2750 pupils), their parents and teachers; its aim is to provide

early diagnosis of predispositions with the use of professional diagnostic tools used in the HR, better orientation in the professional training available and the demands of the local labour market

- *The Zone of Personal Development* – for the people registered as unemployed who need counselling and training of personal skills

Programs 1 and 2 intervene precisely at the junction of VET and LM policies. Contrary to the typical instruments targeting adults, they focus on the earlier stages of professional development, which precede the entry into the labour market. The TDC attempts to reverse the dominant approach of the youth to the labour market:

> *"We want to transform the way of thinking about the labour market: there are professions for which there is a market demand, of course, but the starting point should be: "what I am good in?" Not "what's the market demand?" (…) We need to reflect on our predispositions, personality, temperament, on whether such a profession is able to bring us any satisfaction (…) When it comes to these predispositions, personal strengths, it becomes clear at the age of 14-15 years, as the interests start to crystallize. And this is something we can build on – in order to avoid the "blind selection" of the school or degree program" [2_GD_COM_12]*

The group workshops offered by the TDC are focused on the development of personal skills, orientation in the local labour market and the available educational offer. Hundreds of such workshops take place each year – the director of the TDC set the goal that each 8th grade (the last grade of the primary school) from Gdańsk should have at least one workshop in the centre. In partnership with the local employers, TDC organizes the school trips to the various companies, demonstrating various professions – they are dedicated both for the primary and secondary schools (companies use this opportunity to present themselves as the attractive employers and signalize their demand for various professionals). In partnership with the vocational schools located in Gdańsk, TDC each year organizes the "Professional Week" (*Tydzień Zawodowca*), which promotes the vocational training and the educational offer of the local vocational schools. This initiative is a good example of how local authorities can promote VET, trying to overcome the unfavourable image of vocational training in Poland. The individual meetings in TDC allow to diagnose the predispositions of the pupils, and help them in making the informed decisions concerning the further education. For profiling the clients, TDC uses commercial HR diagnostic tools (such as Gallup StrengthFinder), typically unavailable for the professional counsellors in schools.

The Zone of Personal Development programme is a modified version of the standard service offered earlier by the Employment Office (the standard formula of support is still available directly in the Employment Office). One of the main improvements introduced in TDC is the focus on the role of the group as a learning environment. The centre offers space where the programme participants integrate and interact with each other freely, searching together job offers and working on application forms. The director stresses that this is an important support for the unemployed ("*it is a demonstration that they are not alone in such a situation, that others have to deal with the similar or even worse challenges*" 2_GD_COM_12)

3.3   Factors of success

It seems that the establishment of the TDC was based on the coherent vision of the public employment services in Gdańsk and its surroundings. The director of the Employment Office, supported by the political leaders of Gdańsk (mayor and deputy mayor) decided to **adapt the policies to the local circumstances** created by a very favourable situation on the local labour market (e.g. negligible level of unemployment). It is worth mentioning that apart from the TDC, the Employment Office established the Information Point for the Foreigners (targeting mainly Ukrainian workers migrating to Gdańsk), and the Work Centre for Seniors (targeting people who are retired but look for additional employment).

TDC contributed to the valuable partnership between vocational schools located in Gdańsk. The joint promotion of the vocational education helps to create the "critical mass" needed to transform the bad image of this part of the educational sector and improve its quality with the use of external funding (which is already taking place thanks to the joint EU-funded project, see report D5.4). This is also a good example of coordination between ALMP and VET. Other valuable partnerships have been built with the companies organizing "open days", school trips, and workshops in the centre. The ab**ility to build these partnerships** and **openness for cooperation** were also crucial for success.

Another an important factor contributing to the success of the TDC is the **highly qualified personnel** and a network of external collaborators (instructors, counsellors, etc.). They have been able to create the space open for collaboration, learning, empowerment, and self-reflection, which broke up with the typical model of the public employment office.

3.4   Conclusions

The table at the end of this section summarizes the description of TDC as an innovative public institution and a good example of "soft" coordination of VET, primary and secondary education, and ALMP policies. As a part of the public employment service, TDC in Gdańsk is placed within the structures of local (city) administration, yet it serves wider area of the metropolitan region. These two levels of governance are the most relevant in this case. Nonetheless, TDC is involved in the implementation of the EU-funded projects and it is recognized at the national level as an important element of the exemplary local labour market policy. TDC addresses the inefficiencies of the education system, which does not provide young people with sufficient knowledge about their own predispositions, and potential career choices, which – in the long run – negatively affects both local economy and the quality of life. While the core activities of TDC are focused on the individual careers, this innovation is not directly enhancing the collective efficacy, yet the indirect influence on the local resilience is visible: TDC, by its involvement in the partnerships with local schools and local employers, strengthens the local networks' capacity to face challenges. Moreover, the training offered in the centre for youth and unemployed (e.g. interpersonal skills, self-awareness, entrepreneurship) most likely positively influences the overall level of civic skills.

TDC in Gdańsk is an example of how the new service delivered by a public institution can respond to the identified challenges of the local labour market and vocational education, even if the rigid regulatory environment does not leave local authorities a large room for manoeuvre. The services delivered by the TDC are very much focused on the good recognition of the territorial capital, in this particular example – human resources and local educational infrastructure. Such a recognition is a key to improve the returns from education and – more generally – flexible functioning of the labour

market and local economic growth. TDC in Gdańsk demonstrated that it allows building mutually rewarding partnerships between public institutions, as well as between public and private entities. It also permits to coordinate the ALMP and VET, two policy areas of particular interest for the COHSMO project.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Some of the activities funded by the EU funds (ESF)								
National	Recognized by other cities as a model for an innovative local institution								
Regional	While being the local/county institution, it extends its offer to the individuals from the metropolitan region, which somehow refers to the *de facto* borders of the labour market	Unemployment, mismatch between labour supply and demand in the metropolitan region							

Municipal	TDC operates formally as a branch of the municipal/county institution. It offers innovative services improving the youth' informed career choices and better match between the VET and local labour market	Mismatch between labour supply and demand in the local market, mismatch between the predispositions of the young people and their career choices, unemployment	VET Primary and secondary education ALMP	Seeks to optimally utilize local human resources and highly specialized VET institutions with long traditions	Low, as the core activities of TDC are focused on the individual benefits and it is perceived as a part of administration; TDC builds and is involved in the functioning of local partnerships (networks of schools, networks of employers) which help to articulate issues related to education and labour market	Soft coordination of VET, ALMP and growth policies, focused on influencing the decisions of individuals	Focus on the better match between local VET institutions and local labour market	Satisfaction from the workplace, better match between the predispositions and tasks performed as a part of life quality	Indirect influence: higher self-awareness and interpersonal skills improving civic skills
Neighbourhood									

4   URBAN CASE – Territorialisation of policies

4.1   Introduction

Territorial and spatial policy coordination mechanisms have always been one of the biggest management challenges Polish municipalities were facing. The deficit of metropolitan coordination mechanisms, changing institutional context, diverse intra-municipal decentralization mechanisms together with management systems divided by sectors made it really difficult to conduct rational territorialized urban policy. However, Gdańsk is among several examples of city pioneers, where new solutions and ideas were and still are implemented very early comparing to other parts of the region and country.

Gdańsk urban space (within the city borders) can be easily divided into several parts. First, the centre is not actually punctual, but rather linear, it stretches along the railway from Sopot in the North-West to Pruszcz Gdański in the South-East direction. The railway and main transport corridor separate the so-called Lower Terrace from the Upper Terrace. The Lower Terrace is composed of several old districts. The Upper Terrace is mostly covered by newly constructed residential areas of diverse standards.

In general, Gdańsk is relatively well equipped in basic public services (schools, kindergartens, etc.), but the interviewees underline the need to increase access to supplementary services such as, for example, culture and day-care centres for senor inhabitants. The Upper Terrace is still defavourized in this context. Moreover, city authorities emphasize a change in urban spatial development logic. In order to avoid the urban sprawl problem, the new spatial planning instruments tend to densify central districts (the Lower Terrace) and not to allow extensive suburbanization. They also plan to concentrate the local industry within two areas within the city borders.

Thus, the city seems to formulate relatively clear spatial policy. However, according to most of the interviewees the main change for the spatial policy reorientation was its subordination to social goals, which are being territorialized under the framework of all sectorial policies implemented in Gdańsk. Thus, the main problem addressed by the policy innovation was an inadequate territorial policy scales used by the local government resulting in sub-optimal management of social policy related actions.

4.2   Type of innovation

The innovation is inscribed in the wider context of changes in the social development policy in Gdańsk, which consists in reversing the classical pyramid and making social development an umbrella of the intentional activities in other sectors, and not a separate element trying to fit into e.g. infrastructural development. In other words, the innovation is that spatial outcomes are to be explicitly managed and targeted in diverse territorial scales rather than just being outcomes of economic and service delivery processes.

The first innovative aspect is that the social development policy in Gdańsk is based on advanced territorialisation in spatial planning. Apart from well-established traditional districts, there are two other types of entities that set the basis for the location of key elements of social infrastructure:
  • macro-areas (makroobszary): groups of districts (see section 3.2.1.1)

- neighbourhoods (sąsiedztwa) defined as a part of a district, an area within 15-minute walk (see section 1.2.1.3)

An additional interesting and innovative element of this approach, is the adaptability and long-term planning; the buildings (located within the abovementioned areas) are to be designed in a way enabling future conversion. Moreover, social care centres are meant to be fitted into multifunctional buildings in order to avoid stigmatization of social care beneficiaries.

4.2.1   Territorialisation

The new territorial approach is been introduced into city policies' formulation and implementation since 2014. The idea had been promoted by the former mayor, Paweł Adamowicz. In what concerns its formulation within strategic documents, it had been to some extent introduced into the *Study of Conditions and Directions for Spatial Development* adopted in 2018. The new approach puts emphasis on territorial integration of all policies having social impact, thus, practically all sectoral policies (construction, transportation, culture, education, labour market). The integration is planned to be achieved in three basic territorial scales: macro-scale (macro-areas), districts scale and neighbourhood scale (see below).

4.2.1.1   Macro-areas

For the purpose of the *Study..* the city operated on 6 macro areas, however according to the city officials' declarations, the final territorial division into macro-areas is still being conceptualized. The main purpose of the creation of macro-areas is to synchronize school zoning with other social services (e.g. ambulatories, psychological consultation centres). This would enable more precise data analysis and policy formulation.

We talked about not only auxiliary units, i.e. districts, but also one level below and one level above. So the level above, these are macro areas, we are in the process of thinking how to divide it [2018], because we would like several districts to form a macro-area that would coincide, for example, with the area of the social work centre, with the area of the psychological consultation centre. We would synchronize it with school circuits so that it would be easier for both data and people to cover it territorially, then it is easier for me to analyse it and (...) distribute some services. (GD_Pub_11, public official)

4.2.1.2   Districts

Districts are very well established in the spatial structure of Gdańsk. In total, there are 35 districts in the city, the smallest Rudniki has a population of 1,2 th. inhab. and the biggest Chełm more than 32 th. inhab., so the average is almost 14 th. inhab. The district is the only among three submunicipal territorial levels which has its elected authorities – the district councils. They have a budget in disposal and are regularly consulted regarding, i.a., city spatial plans. Districts are traditional point of reference for any kind of territorial policies, however for some purposes they are perceived as too small (coordination of education policy) or too big (local service centres, libraries) to construct the territorial pattern of the city.

The biggest change concerning the vision of "how a district should function" took place over the last 5 years. The district service centres are not identified anymore as the big shopping centres (shopping malls). Instead of highly concentrated services, the spatial plan tends to disperse them among several

neighbourhoods within the district in order to make them more accessible and the urban space more attractive for citizens. Thus, the districts are planned to be composed of "main district centre" supported with a network of second-order district centres located within the neighbourhoods.

4.2.1.3   Neighbourhoods

The concept of the neighbourhood understood as a part of a district available within 15 minutes' walk is the most frequently used in the newest city policy discourse. The neighbourhood is the main territorial point of reference in Gdańsk City Street Standard (Gdański Standard Ulicy Miejskiej[2]), a document adopted in autumn 2019. The goal of the Gdańsk City Street Standard is to improve the quality of functional, aesthetic and natural public spaces. As the authors of the document emphasize, streets - as part of urban spaces - should be fully accessible and therefore designed universally. They must meet the needs of all users. The need to introduce solutions to improve the quality of streets was clearly visible during public consultations of the *Study of the conditions and directions*. At that time, a lot of street-related suggestions and comments were sent to the headquarters of the Gdańsk Development Office - most of them related to technical solutions and issues that were not covered by the Study.

The Gdańsk City Street Standard defines 3 types of neighbourhoods and street standards related to them as follows:

• Neighbourhood A - these parts of the city have a downtown character thanks to the numerous shops and gastronomy on the ground floors. It is about minimizing the speed of moving vehicles and calming traffic. Pedestrians are to gain more space than in other neighbourhood types.

• Neighbourhood B - typical of most residential and service areas, as well as arranged green areas. It is not as densely covered with buildings as type "A".

• Neighbourhood C - includes port areas, industrial areas, green areas and open agricultural areas.

The document also defines standards for bike routes, pavements, greenery and public transportation (i.a. max distance to the tram stop or between pedestrian crossings within a specific neighbourhood type). All city streets should be designed according to universal planning standards (accessibility for different groups of citizens including those with disabilities).

However, the neighbourhoods are not only used for the purpose of street planning. They have also aimed to fulfil all basic needs of citizens with a special emphasis on the need that can be assured by public sector institutions (culture, libraries, but also services of a different type). The city develops the networks of Neighbourhood Houses, a place of residents' integrations and a space for bottom-up projects. Thus, the neighbourhood is also seen as a point of reference to create territorial identity and social mobilisation.

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[2] https://www.gdansk.pl/wiadomosci/gdanski-standard-ulicy-miejskiej-poznajcie-nowy-miejski-dokument-ktory-ma-wplywac-na-jakosc-naszych-ulic,a,155981

4.2.2   Adaptability of public infrastructure

The key element of the idea to make all basic services available in the neighbourhood scale resulted in a radical change in city infrastructure planning. As a result of this new approach, public infrastructure becomes dispersed. In addition, it is not easy to catch up with changing local needs. In response to these challenges, the city tends to modify its public infrastructure policy. First, it is much more than ever before based on public-private cooperation (especially when it comes to kindergartens and nurseries). Second, the newly build objects are designed in an adaptable way, taking into account the possible change of their function taking into account the dynamic sociodemographic character of the neighbourhood.

We can already see that is actually impossible from the city's point of view to organise the [social] services in the place where the customer is. Because before the city builds something, the customer disappears from this place. As an investment process is planned for 5 years, (...) there are small children in this area at the moment, there is a kindergarten needed now, but in 5 years it may be needed somewhere else. (GD_COM_13, local activist)

We have, for example, kindergartens, there are wide doors everywhere. Two staircases. So, if the district is going to shrink demographically and we would not need such a large kindergarten anymore, I can cut one staircase off and introduce a new function, for example, I do not know, day-care for the elderly or a clinic. This has already appeared in the way of thinking about the infrastructure in the city (GD_PUB_11, public official)

The adaptability of public infrastructure is mostly planned in the moment of construction, however, there are also some cases of re-adaptation of "inherited" buildings. An interesting example of this approach was an adaptation of a former supermarket for the purpose of a kindergarten. The multi-functional character of public buildings has also another positive aspect: it decreases the risk of stigmatization of social services clients, as the services they benefit from are not spatially separated neither of a worse standard.

We will have a new facility in South Gdańsk, a hybrid one (..). It does not have an array "Centre of social work" [commonly understood as] this is where only the poor enter. This will be the centre of local activity, which will include a neighbourhood house with a neighbourhood library, and at the top, there will be a psychological and pedagogical clinic, and on the ground floor, by a neighbourhood house. (...) When I go in, nobody knows, maybe I am going to the library? So there is no stigma. (...) And then we have this effect, either 15 minutes on foot or by public transport. (GD_PUB_11, public official).

4.2.3   Integrated monitoring and planning

The compatibility of spatial divisions used by different sectors and city units allow integrating data collection and analysis. The link between diverse social policy sectors is obviously noticed by the city authorities and they put much emphasis on integration of diverse data sources to increase the quality of city development planning.

4.3   Factors of success

4.3.1   Cross-sectoral character of the change

Social policy irradiating other types of urban polices. Employees of other unit are already used to share information and consult their plans with Social Development Office. The cooperative culture has already infiltered to the way the city policy is conducted.

It is not like we just made it up, that now we, the social development staff, are the most important, and everyone is working for us. It just started to happen. When we opened a kindergarten on Stężycka Street (...), a seemingly banal problem appeared: we met a problem with recruiting staff, because there is no bus there. In the summer, in spring it is OK, but in the winter ... here is a quick reaction of our deputy mayor, who is responsible for public transport; he decided to extend the bus line. (...) As the message went to all the candidates, to the kindergarten employees, in the week we completed the staff. And this is probably proof that space and transport are inseparable from this cohesion (...) within the city (GD_PUB_11, public official).

4.3.2   Leadership

The former mayor of Gdańsk, Pawel Adamowicz, has decided to make to social policy the most important among city policies (4 out of 9 strategic goal are purely related to social policy). The emphasis put by the mayor had spilled over the whole city hall. This predominant approach is being supported after the change in mayoral office. However, the territorial character of social policy is only to some extent reflected in main urban strategic documents.

4.3.3   Public-private mixture – the city as a matchmaker

The new approach encourages the city to take over a relatively new role. First, a tendency to rely more on private infrastructure to supplement territorial needs induces an increase in contacts between the administration and business as well as makes the city hall a broker of business contacts. For example, when a construction company is planning to acquire clients by offering a certain number of places in kindergartens, the role of the city hall might be to find a private entity interested in establishing such a kindergarten in the area. This role is new and at the same time problematic – frequent contacts with business raise the question of transparency of the whole process.

4.4   Conclusions

The study shows that urban development policy of Gdańsk has visibly evolved over last 5 years. First, the social policy is to a growing extent treated as a leading drive of change. Second, the (social) policy becomes more and more territorialized in different scale according to the type of public action. For example, when it comes to education, the city moved up on the spatial scale by trying to gather and analyse data within the marco-areas. In contrary, when the access to public services is being

considered, the neighbourhood scale (15 mines walk) becomes predominant. The new approach is enabled thanks to evolution in the perception of public infrastructure: from single-function public offices to multi-functional convertible buildings where private and civic sector is involved.

In such a way Gdańsk becomes the leader in urban policy territorialisation in the scale of Central-Eastern Europe, and within the country. Diverse scales of territorial analysis and operation: metropolitan, urban, macro-area, district, and neighbourhood scale make local policies adaptable and optimised; diverse tasks are planned and operated in the best-suited way and data gathered can be more easily transformed and used across different sectors. In such a way sectorial policy can achieve the synergic effects or at least to support each other. A problematic aspect is relatively weak institutionalisation and enigmatic character of the lowest level in the ladder: the neighbourhood. It seems that territorialisation is mostly designed to enable more effective planning within the city hall, and not, for example, to reinforce local identities.

The change is commonly emphasized and accepted by the interviewees and promoted by the authorities. However, it also meets some obstacles, such as a fear of decreasing transparency in result of multilateral cooperation and mental barriers of inhabitants used to more traditional approach to public sphere operation.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Territorialisation as a response to the newest trends in European governance								
National	The most advanced identified territorialisation mechanism among Polish municipalities								
Regional			Urban regeneration						

Municipal	Advanced 3-layer intra-urban territorialisation of social policies, cross-sectorial coordination	Uneven access to public services	ALMP, education, childcare	Makes use of diverse territorial structure of the city, diversified tools depending on local assets	Empowers local communities: provides access to space for integration, creates spaces for mobilisation of the social capital within localities	The main idea of the innovation is exactly to COORDINATE diverse sectorial policies	The main goal is to offer even (or comparable) access to services of different type regardless the location within the city borders	It is designed to improve life chances of all, especially defavourised districts	Rather missing, this is the stage of conceptualization
Neighbourhood	Territorialisation aimed at assuring access to basic and second-order services in all neighbourhoods (neighbourhood as a point of reference to city infrastructure planning and distribution)	Uneven access to services taking into account the district level							It is seen impact of the as indirect change (building territorial identity, all services available within neighbourhood borders).

5   RURAL CASE – Association for the Development of the Town and Municipality of Debrzno

5.1   Introduction

In Polish administrative system, programming of local development is under municipal jurisdiction (Act on development policies, 2006) with more general guidelines and directions formulated at the central, metropolitan or regional levels. However, municipal management based on long-term development programmes is still an exemplary situation rather than a norm. Local development strategies which first appeared in Poland in the nineties where then adopted by the most progressive local governments. Even today, when about 80% of rural municipalities have a development strategy, only 40% ensures resources for its implementation in their annual budget. Furthermore, only one in four includes community and business actors in the policy formulation process[3]. Development strategies are often instrumentally used for grant acquisition and meeting legal requirements. In this context, the Association for the Development of the Town and Municipality of Debrzno represents an inspiring case of responding to territorial problems triggered by an economic breakdown. Its innovative approach manifests itself in the organizational format (non-governmental organization as a vehicle of local development), *modus operandi* (combination of strategic vision with adaptability and taking advantage of emerging opportunities) and collaborative skills (close cooperation with the town hall, building broad coalitions around common goals).

The Association was started in a small rural municipality in Pomerania Region in 1998. Presently population of Debrzno is 9000 citizens with 5000 living the central town and the rest dispersed in 18 sub-municipal units (*sołectwa*) of rural character. Similarly to other inner peripheries Debrzno suffers from its remote location, away from regional growth poles and administrative centres (160 km from the regional capital – Gdańsk). Poor connectivity and a small local market drive investors away. Depopulation and out-migration of young people aggravate the situation of the local economy. Acute unemployment from the nineties transformed into pockets of long-term unemployment combined with a general deficiency of labour force and mismatch between employees' qualifications and employers' needs. Prevailing agricultural profile of the municipality does not provide many attractive job opportunities for young people. The locality also needs to cope with its difficult legacy of State-Own Farms that bankrupted in early 1990s. Villages where the farms were located are characterized by high long-term unemployment rate, passive, helpless and dependent on social benefits community. As a peripheral, rural location Debrzno was underinvested in terms of basic infrastructure. Even now road network and public transport does not provide good connectivity – neither outbound nor within the municipality.

Despite of the remaining challenges the locality overcame its most acute crisis from the nineties with a significant help from the ADTMD. The following sections will cover the origins of the Association and its innovative character (5.2), provide examples of growth-oriented projects (5.3) and reflect on the factors, which made it so successful (5.4).

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[3] Source: *Barometr rozwoju instytucjonalnego jednostek samorządu terytorialnego*, 2017.

5.2   Type of innovation

Debrzno is a peripheral rural location, an inner periphery which economic and social situation aggravated dramatically in the nineties as a result of the transformation, which swept away its economic pillars: the State-Own Farms and the garrison. The soaring unemployment rate reached 37%. Without its main employers and social care providers, the community had to find its way in the new socio-economic reality. In the face of the crisis and no signs of a coherent vision of municipality's future development a group of active citizens who recruited from various professions (from priest, school principal and bank manager to farmer and unemployed) founded an association in order to acquire external funds (European etc.) and make Debrzno "an agricultural and industrial municipality with European standard of living". The Association was established in 1998 to support the municipal authorities in overcoming the crisis. Its foundation formed part of the first municipal development strategy as an instrument for generating funds and invigorating local economy – a solution rarely found in Polish local government practice and definitely novel at that time. One of the first objectives was to open a business incubator to provide jobs in private sector, offer appropriate training and change peoples' attitudes – overcome stagnation and inspire entrepreneurship. Ever since the Association for the Development of the Town and Municipality of Debrzno (ADTMD) has been the engine of social activity, the local pathfinder in the area of external funding and example for other organizations. Their efficiency in obtaining grants inspired others who replicated their model – similar associations were founded in municipalities of Czarne and Lipki. It is assessed that within 20 years the Association had helped acquire approximately 100-150 million PLN of funding (24-35 million euro). Furthermore it carried out, participated in or inspired initiatives such as two business incubators, Local Action Group "Necklace of the North", Local Fishermen Group, renovation of town's landmark and tourist attraction – The Mill Tower (Baszta Młyńska).

The significance of the Association is evident in the interviews: almost all interviewees spontaneously mentioned it and a large proportion of them directly named its chair Ms Hołubowska as the *spiritus movens*, key leader who eclipses even the local authorities. The following quotations depict the iconic status she has in the local community:

[about local activity] I think it is among other things thanks to Ms Hołubowska, who created it. (…) One needs to take their hat off to this lady who from the beginning till now has been a very active person. [DE_BUS_ 60– business actor]

We owe her a lot. She led the town so that we were known nation-wide. People came here for workshops, meetings to learn how she did it [DE_BUS_ 55– business actor]

Before the foundation of the ADTMD Ms Hołubowska was a schoolteacher and the principal of a primary school in one of the villages in the municipality. She got involved in local activism in the nineties: she was elected to the municipal council and became its vice-chair. Her growing involvement in the Association made her soon abandon her career in education. From the very beginning, she was engaged in strategizing process and cooperation with the town hall. After enacting the local development strategy in 1998, she was for some time employed in the town hall as the manager responsible for implementation of the municipal strategy. It surely facilitated her future cross-sectoral collaboration on local development.

Despite close cooperation with the municipal authorities, the ADTMD is an independent entity both from legal and financial perspective. It is a non-governmental organization with legal identity and its own chair and management board. At the very early stages dependent on municipal resources, presently the Association owns its own office and employs full-time staff and project coordinators.

The ADTMD's involvement in formulation and implementation of the development strategy resulted from a voluntary alliance of public and community actors in the face of economic crisis. The influence the Association has been given on growth policies stems from the recognition of its strategic approach, resourcefulness in problem solving and fund acquisition and ability to use generally available tools to remedy local problems. This kind of strategic symbiosis between local authorities and the Third sector in LED area constitutes an innovative configuration of cross-sectoral cooperation and an exemplary case of collective efficacy.

ADTMD fulfils all elements of social innovation definition formulated in TEPSIE project:
'Social innovations are new solutions that simultaneously meet a social need and lead to new or improved capabilities and relationships and better use of assets and resources. In other words, social innovations are good for society and enhance society's capacity to act.'(European Comission, 2013)

The driver of the ADTMD innovation originated in a bottom-up initiative of the local community. The collapse of the local economy constituted a founding experience, which urged the community to act. The goal of the local leaders was to counteract the economic crisis and provide people with job opportunities in the absence of big employers in the area. Economic growth and amelioration of life chances with means of employment have remained the core of ADTMD's activity and ethos. This makes it close to Social Investment Strategy concept: reconciling social inclusion with economic productivity, investing in future productive workers and preparing individuals to face social risks (Morel, Palier and Palme, 2012). ADTMD concentrates its efforts on increasing the stocks of human capital and supporting entrepreneurship. However, its understanding of entrepreneurship goes beyond business activities. The Association is also engaged in promoting civic activism and facilitating social initiatives. The organization's mission and main objectives formulated in its founding documents are based on three key pillars[4]:

The first one is participation in active labour market policies and promoting local development. These objectives are realized by providing vocational training for people seeking employment but also providing state-of-the-art, practical and academic knowledge about management of small companies. Strategy of local development includes building on territorial assets: natural environment, cultural heritage and agricultural tradition. One of the ventures of ADTMD was a trans regional cycling route and renovation of local landmark: medieval tower, which now hosts tourist information, a gallery and local events including the annual Festival of Witches.

The second pillar are civic participation activities where ADTMD plays both a role of key actor and a facilitator. The Association made as one of its objectives "consulting and taking stand in all matters concerning the municipality, including local government and development of local democracy, unemployment, ecology, healthcare, culture and education". It has taken part in drawing the key strategic documents and is involved in local regeneration programme. As a facilitator ADTMD is an organizer of multiple training sessions addressed to local activists and non-governmental organizations and a "go to" institution for local actors (e.g. village heads) needing support in grant applications.

Finally, ADTMD is a networking-oriented organization aiming to collaborate with partners from different sectors and tiers of local government, which share its objective of local development and amelioration of life quality. One of its early successes was establishment of a cycling route, which required cooperation of about 140 partners from four regions. The accomplishment was especially

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[4] http://stowdeb.pl/misja-i-zakres-dziaalnoci/. Access: 13/06/2020

impressing because it took place in times when cross-sectoral collaboration and IMC were still a novelty. The Association also participated in founding Local Action Group "Neckless of the North" which was an aftermath of the cooperation on Greenway cycling route. Its ALMP and social economy projects usually transgress the borders of the municipality of Debrzno, encompassing neighbouring communes and counties.

Summing up, although the most direct objectives of the Association revolve around improving societal welfare and local economy, ADTMD agenda leads to empowerment of the local community. This empowerment includes three dimensions: financial (acquisition of external funding), civic (building capacity for collective action, networking) and knowledge-based (introduction of new ideas and skills).

5.3   Examples of projects

Since its foundation, ADTMD has been engaged in numerous projects and initiatives. As estimated by its chair it has trained 5000 people and provided 6000 consultations[5]. Apart from already mentioned projects concerning development of leisure infrastructure in the region and renovation of historical monument there are three other programmes, which – as representative of ADTMD's strategy – deserve a separate mention:

Business incubators – are flagship projects of the Association. The first one was founded in 1998 and was an immediate reaction to the local economic crises (and one of the first business incubators outside metropolitan areas in Poland). ADTMD provided office space and equipment, counselling and loans for new entrepreneurs. However, its ambition was to open an incubator in the rural part of the municipality with investment areas to attract bigger production companies. It took almost 12 years to obtain funding (7 million PLN) and open one of the first business incubators in rural area. It offers 57 ha of investment area (10 ha in SEZ) and due to the financial scale of the investment is managed by the local government. Unfortunately, for several years the incubator did not managed to attract any bigger investor partially due to insufficient power supplies. After modernization of the electricity grid in 2018, Debrzno acquired a big investor. However, labour force deficit moderates the enthusiasm of local actors and make them fear a vicious circle on the labour market where lack of job opportunities drives out-migration and lack of employees pulls away new business.

Civic counselling is an ongoing initiative launched in 2001. It is aimed at providing legal advice and informing about civic rights and duties – thus it realizes the part of ADTMD's mission aimed at equipping citizens with essential knowledge about legal system and strengthening their civic awareness. Civic Counselling Office provides legal advice with regard to housing, family affairs, employment, social benefits and social insurance and information about immigration procedures, financial matters, inheriting, disability, relations between citizens and public institutions etc[6]. The Civic Counselling Office provides services in four counties and three jails.

Centre of Support of Social Economy (CSSE) – project launched in 2016 aimed at increasing employment in social economy entities. Addressed to people detached from the labour market e.g. long-term unemployed, disabled, with no professional qualification or low level of formal education.

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[5] https://weekendfm.pl/?n=73997
[6] http://stowdeb.pl/bpo_/

Territorial scope of its activity encompasses three counties – with one consultation point in each of them. As for 2018, CSSE helped establish seven new social economy entities and supported financially two already existing cooperatives[7]. The Centre is also engaged in consultancy and educational activities. The project received funding from the European Social Fund and is carried out in partnership with another non-governmental organization.

The innovative character of these projects lays in the organizational format, not necessarily in the very projects (though many of them are pioneering initiatives in the scale of Poland and rural areas). The involvement of an NGO in LED, its strategic vision (taking into consideration territorial assets and problems) and proactiveness in implementation of new ideas and growth tools constitute a new quality of community-led development management.

5.4   Factors of success

We can identify four key factors of ADTMD's success, which can be inspirational for other peripheral municipalities facing development challenges:

- **Adaptability** –The history of ADTMD indicates that since the nineties it has always been open for innovative, pioneering solutions. At the beginning, the lack of funding coupled with extensive needs and a strong goal-oriented approach encouraged resourceful tactics to obtain financial resources for the planned projects. With growing expertise in grant acquisition, the Association was able to adjust legal forms of partnerships, goals and activities, depending on the external incentives and altering problems of the municipality. The most telling example is a six-year struggle for funds to restore a historical tower, which involved applying to several programmes and founding Local Fishermen Group.

- **Strategic approach** – Unlike many non-governmental organizations ADTMD's activity is not guided purely by the available funding (grant hunting approach). For sure, the scarcity of funds available locally encouraged some opportunistic tactics. Nevertheless, the agenda of ADTMD has always had a clear objective of supporting local development and increasing life quality basing on local assets. Strong involvement in preparation of key strategic documents and to some extend providing the vision of development strengthened the focus of activity and ensured close cooperation with local authorities.

  Zdzisia Hołubowska is a woman I really value for her open-mindedness and will to act (...). On the other side of the table, there were municipal authorities who for many years had not had any vision of development for this town. Because it is not a vision of development to pave 10 metres here and do something else there. (...) When she came up with an idea, the mayor did it because it was in his own interest. Why oppose Zdzisia Hołubowska? [DE_PUB_43 – public actor]

- **Leadership** – Following Stimson et al. (2009) the key features of effective leadership in economic development include collaboration, trust, the sharing of power flexibility, entrepreneurialism and a willingness to be proactive. We can applying most of these characteristics to the chair of the Association. Ms. Hołubowska, has been holding this position for 22 years. Starting as a school principal, she became a self-made civic activist and expert

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[7] http://stowdeb.pl/biuletyn-informacyjny-4/inform

in grant acquisition. Good leadership has been a part and parcel of ADTMD's success. The foreground reason seems to be inspirational and inclusive style of leadership represented by the chair. One of the interviewees described it as follows:

There are 2 kinds of leaders. There are leaders who say: "Here, go and do it". Or others saying: "Look, this is our goal, come, let's do it together". It is the latter one and to my understanding is the real leadership. [DE_PUB_43 – public actor]

For sure, there is also a question of efficient cross-sectoral coalition building. A good example could be the "Necklace of the North" project, which united 39 partners (local governments, NGOs, entrepreneurs) from 4 regions and evolved into a local action group. The role of the ADTMD as initiator of alliances is based on horizontal, voluntary relations motivated by the common goal. However, open-mindedness and determination of its leaders brings about enterprises otherwise impossible and pioneering. Growing your own successors is also an important measure of leadership abilities. Some young collaborators of ADTMD continues their carriers in the Third Sector e.g. leading projects initiated by the Association such as business incubator in Cierznie or Centre of Support for Social Economy.

Cross-sectoral and multi-level cooperation - As already mentioned cooperation is *modus operandi* of ADTMD. We can distinguish several layers of its collaborative practices. These include empowering of weaker or less experienced actors, community-building initiatives and goal-oriented coalitions.

5.5   Conclusions

ADTMD is an example of a successful local organization, which effectively improves local life chances and actively participates in strategy making and implementation. In its over 20-year history it has contributed to providing better life chances and standards of living by means close to the social investment strategy. It also strongly resonates with LEADER approach and Community Led Local Development (CLLD). Area-based focus, local development strategy, designed taking into consideration local needs and potential; innovative or pioneering initiatives, networking and cooperation[8] are features, which can be attributed to ADTMD's activity.

Territory-wise the main arena of the Association's activity is the municipality. This is where the vast majority of interventions is addressed to and the scale which ADTMD's holistic approach to local development is applied to. This holistic approach draws on the territorial assets of Debrzno (natural environment, cultural heritage, human capital), diagnoses territorial problems (unemployment, deficiency of jobs, insufficient civic empowerment, unsatisfactory quality of life), offers solutions and resources (by acquiring national and European grants). Although it is definitely the municipality that is in the centre of attention, the activity of the Association both transcends the borders of its original domain/realm and trickles down to sub-municipal units. The choice of scale and partners is guided by the objectives. Most of the times it is based on voluntary collaboration in pursuit of some common goals. In some cases the cooperation or its form is incentivised by the EU funds' mechanisms or guided by the tier at which a particular policy is organized (e.g. ALMP). Table 3 summarizes the connections between the innovation and some key COHSMO notions and describes territorial scales the Association relates to in its activities.

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[8] https://ec.europa.eu/regional_policy/sources/docgener/informat/2014/community_en.pdf

Besides place-specific or serendipitous factors such as resourceful, talented leader, the Association exemplifies several good and replicable practices, making Debrzno an inspirational case for other peripheral, rural locations. These include adaptability based on expertise in sources of funding, strategy-driven social activity, use of place-based knowledge and territorial assets, cross-sectoral cooperation, empowering local community by both providing financial resources and strengthening civic society.

Case Study Area (insert type)\n\nLevel (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Engages with European Funding								
National	Has been identified as an exemplar NGO with representatives of other municipalities coming for study visits. The chair of the Association was a member of Rural Areas and Agriculture Council in the Chancellery of the Polish President								
Regional	Generally operates at municipal (LAU2) level, however, is open for intermunicipal cooperation. Additionally due to the fact that labour market policies are coordinated at county (LAU1) level some interventions are county-wide	Unemployment\n\ntourism	Vocational trainings, social economy counselling	Trans regional cycling route involved 3-sectoral partnership with 140 partners from 4 regions					
Municipal	The majority of projects is realized at	Unemployment	Strongly supports	Seeks to mobilize territorial capital:	Empowers local	Is not a policy coordinator,	Realizes territorial	Seeks to improve life chances by	Offers counselling for civic activists,

	the municipal level. ADTMD works with local government, providing knowledge and counsel, participating in strategizing process. Often enters cross-sectoral partnerships when applying for .EU funds.	Local economic development Civic and legal counselling.	ALMP: organization of vocational training, establishment of two business incubators for entrepreneurs	natural and historical assets. Examples: renovation of the local landmark – The Mill Tower	communities: provides advice for EU-grants applicants, co-founded LAG, offers training and consultations	however, played an important role in preparation of local development strategy	cohesion postulates focusing on economic growth and life quality	amelioration of citizens' situation on the labour market: providing training, support and loans for local entrepreneurs, encouraging social economy. Supports efforts aimed at modernization of infrastructure.	support in grant acquisition
Neighbourhood	Supports sub-municipal units in their efforts to acquire funds for small investments (local gathering places, playgrounds, sport facilities) from Pomeranian Programme of Rural Areas Regeneration.								

6   COMPARATIVE OVERVIEW OF CASES

The three described cases come from very different environments: a vibrant metropolis (Gdańsk) and a peripheral rural locality (Debrzno). They are different in terms of territorial capital, administrative status and path dependencies, which influence their current standing. However, we can extract some commonalities, which provide more general guidelines for municipalities in similar circumstances in Poland and in a broader European context. These common features comprise innovative forms of cross-sectoral cooperation and territorial governance.

First and foremost, the three examples illuminate the significance of the **appropriate scale** (i.e. the most effective one) for policy interventions in order to make them place-sensitive on one hand and to **efficiently manage the available territorial assets** and organizational resources on the other. Territorialisation policy of Gdańsk moves up and down the ladder of its territorial units depending on the particular objectives. It focuses on neighbourhoods in its community-building and civic engagement policies and in provision of basic public services and access to culture. Conversely, the city uses upper tiers of management in order to coordinate efforts and provide adequate resources in policy areas such as ALMP. Also, the Talent Development Centre, which is open for individuals from neighbouring municipalities, exemplifies aggregation of scale in order to provide top-quality counselling services, which are not available at more local level (e.g. schools).

Debrzno is a success story of a community which united its efforts (of public and community actors) in order to help their municipality recover from an economic collapse in turbulent times when self-governance, strategic development plans and fund acquisition were still new arrivals in Poland. Symbiotic relation between the Association for the Development of Town and Municipality of Debrzno and the local authorities, strong role of the NGO not only in strategy implementation but also strategy formulation turned out to be an unusual (and very effective) model of **cross-sectoral cooperation**. It could be inspiring for localities with low level of territorial capital and scarce human resources by illuminating the role of collaboration of actors with political power and those with needed know-how. The case of ADTMD also proves the salience of collective efficacy mobilized by good leadership.

Another factor facilitating innovative solutions is **overcoming silos logic** of service provision and making instead problem-driven policies. The social development policy of Gdańsk, which transcends all traditional organizational divisions of public administration, is a good example of such approach, which is visible in the construction of the city's operational programmes. More specifically the activity of TDC provides an innovative response to the changing situation on the labour market. Despite quite rigid legal arrangements of LM and VET policies, the city decided to come up with its own solution, which was aimed at mitigation of the mismatch between skills of employees and expectations of employers. It understood that vocational training of youth, identification of individual potential and cooperation with entrepreneurs are indispensable ingredients of the solution.

Finally, **multifunctional and adaptable institutions** are a key to social innovation. The already mentioned Talent Development Centre provides services for the youth and adults, employed and unemployed, employers and employees. Centres of services in Gdańsk where residents can fill

various needs (from education to health counselling) and which are designed to be convertible and house facilities addressed to different groups share the same logic of flexibility. Adaptability can be also seen in the functioning of ADTMD in Debrzno: awareness of changing challenges (e.g. from general unemployment to deficiency of labour force combined with pockets of long-term unemployment), resourcefulness in fund acquisition, supporting both LED and societal initiatives.

The cases of Gdańsk and Debrzno also bring to our attention the role of **good leadership**. Both localities have had charismatic leaders who combine vision with great dedication for encouraging civic activism. Referring to the John and Cole (1999) definition of styles of leadership, both Gdańsk and Debrzno had leaders in the consensus-facilitator style who invited stakeholders from various sectors and local government tiers to participate in policymaking and policy implementation.

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Abstract:

This report examines three examples of Social Innovation chosen in two of the three Italian localities of Cohsmo (Milan and Legnano). The objective is to investigate how SI can emerge in different spatial contexts characterized by a certain complexity in terms of territorial assets' distribution, horizontal and vertical governance networks, and multi-scalar interaction of public and private actors. Emphasis is placed on analysing the ways in which social innovation can incorporate multiple stocks, flows and clusters of territorial capital distributed across different spatial scales.

In the introduction, the objectives, the case selection criteria and the methodology are described. The central part of the report (section 3.1, 3.2 and 4.1) presents and analyses the three projects, with a focus on investigating the actors involved in each project, the overarching strategy and the

practices, the type of social innovation generated, and the implications of the projects on territorial capital, collective efficacy and inequality.

In section 5, an analysis of three drivers that can facilitate social innovation is presented. These are the presence of a multi-stakeholder partnership expressing a shared goal and performing a clear collective action (i), the coordinating, promoting and stimulating role of public administration (ii), and the effective mobilisation of endogenous territorial assets and resources (iii). The report ends with a reflection on the mechanisms and the processes that may be transferrable to other geographical and institutional contexts for conducing social innovation.

Keyword list: social innovation, collective efficacy, territorial capital, welfare, urban regeneration.

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Abbreviations

ACLI: Associazioni Cristiane Lavoratori Italiani (Christian Association of Italian Workers);

ALER: Azienda Lombarda per l'Edilizia Residenziale (Lombardy Company for Residential Buildings);

ALMP: Active Labor Market Policies;

NEET: Not (engaged) in Education, Employment or Training;

PON: Programma Operativo Nazionale (National Operational Programme);

SI: Social Innovation;

SIS: Social Investment Strategy.

1   Executive Summary

This report examines three examples of Social Innovation chosen in two of the three Italian localities of Cohsmo (Milan and Legnano). The objective is to investigate how SI can emerge in different spatial contexts characterized by a certain complexity in terms of territorial assets' distribution, horizontal and vertical governance networks, and multi-scalar interaction of public and private actors. Emphasis is placed on analysing the ways in which social innovation can incorporate multiple stocks, flows and clusters of territorial capital distributed across different spatial scales.

The methodology is based on a combination of desk research and field research. The first has employed a documentary analysis on a set of different sources: official project documents and presentations, local press review and academic articles and papers that analyse and discuss the projects looking at their content and process dimensions. The report also impinges on previous work done in Cohsmo, especially WP2 and WP4 (especially D4.6), which was useful for constructing a framework able to place the examples of SI within a range of contextual conditions and in relation to different dimensions of inequality, urbanization and territorial cohesion. Field research was conducted through semi-structured interviews to actors directly involved in project activities with the objective of deepening those aspects and issues that we did not succeed to investigate during the documentary analysis.

In the introduction, the objectives, the case selection criteria and the methodology are described. The central part of the report (section 3.1, 3.2 and 4.1) analyses the three projects. Section 3.1. presents the first project, "WeMi La Città per il Welfare". This was launched in 2015 by Milan Municipality and Cariplo Foundation with the goal of improving the access to and the quality of domestic welfare provision in the city of Milan. Section 3.2. analyses the second project, "Ospitalità Solidale" initiated in 2014 by a partnership including Milan Municipality and three third sector organisations. It consists in assigning some public dwellings at a controlled rent to young students or workers in exchange of volunteering activities. The project seeks to combine a response to the problem of access to housing for young generations with incremental actions for regenerating public housing neighbourhoods in Milan. In section 4.1. the third and last project, "Integration_Machine", is described. This was conceived in 2016 as the outcome of a cooperation between the Milan Metropolitan City and three Municipalities of the Alto Milanese area, Legnano, Rescaldina and Castano Primo. The project works towards creating a metropolitan cluster of housing and welfare services for the social integration of the most vulnerable sections of the population.

Each project presentation includes: an analysis of the actors involved focusing on their role in the process, their level of engagement, the resources they mobilise, and the patterns of interaction between them; a presentation of the overarching strategy and some practices of the project; a comment on the type of social innovation generated by the project; and a conclusion that recalls some significant aspects related to territorial capital, collective efficacy and inequality.

In the conclusion, by looking across the three projects, we identify and analyse three drivers that can facilitate social innovation. These are the presence of a multi-stakeholder partnership expressing a shared goal and performing a clear collective action (i), the coordinating, promoting and stimulating role of public administration (ii), and the effective mobilisation of endogenous territorial assets and resources (iii). The report ends with a reflection on the mechanisms and the processes that may be transferrable to other geographical and institutional contexts for conducing social innovation.

2   Introduction

2.1   Objectives and case selection criteria

This report examines a number of examples of social innovation in the Italian localities of Cohsmo. The purpose is to offer a knowledge basis for the cross-national evaluation and identification of 'good practices' that can guide the policy learning between regions and countries experiencing similar problems of spatial inequality and lacking territorial cohesion.

The Italian cases in the field of SI emerge as examples indicative of a transition of the role of the welfare state from an actor mainly protecting and redistributing resources to socially marginal and vulnerable individuals, to a one that activates social and human capital and invests on individuals as productive economic subjects. Alongside this evolution, more frequently the emerging societal needs are met by a socio-political mobilisation of civil society groups with institutional actors, rather than solely by top-down macro level welfare policies providing economic assistance to people in need. Thus, the idea of SI which these cases refer to is very much close to a corrective strategy or practice where social problems emerging from austerity are alleviated by the joint effort of civil society organisations and local institutions in softening its negative impacts (Moulaert et al., 2017).

An important aspect to consider regards the contribution of local institutions to the field of SI. In all the cases investigated, local authorities play a significant role in shaping social innovation by coordinating societal forces and initiatives, incrementing collective efficacy and empowering individuals. This report somehow demonstrates that social innovation can also be central to a certain kind of public action opting to impact positively on society, creating and securing a public value and promoting actions and projects characterised by a strong civic and place-sensitive dimension (Vigar et al., 2020).

The examples investigated in this report are three:
-   *WeMi La Città per il Welfare*, a project promoted since 2015 by Milan Municipality and Cariplo Foundation with the involvement of a wide range of local third sector organisations that has the aim of improving the access to and the quality of domestic welfare provision in the city of Milan;
-   *Ospitalità Solidale*, launched in 2014 by a partnership including Milan Municipality and three third sector organisations, is a project that combines a response to the problem of access to housing for young generations with incremental actions for regenerating public housing neighbourhoods in Milan;
-   *Integration_Machine* is an urban regeneration project conceived in 2016 and promoted by the Milan Metropolitan City, in cooperation with three Municipalities of the Alto Milanese area, Legnano, Rescaldina and Castano Primo, that aims at creating a metropolitan cluster of housing and welfare services for the social integration of the most vulnerable sections of the population.

While Integration_Machine is based in Legnano, the Italian suburban case for Cohsmo, the other two are based in the city of Milan, the urban case. The reason for excluding the rural locality from this choice lies in the scarcity of experiences of social innovation in Oltrepò Pavese, where the mobilisation of local assets is currently carried out only by a couple of development programs having an exogenous origin. Here, the scarce levels of collective efficacy mirror a persistent lack of endogenous resources, especially in terms of social capital, institutional capacity, and participative

structures (see D4.6). This leads to a situation in which the local community's ability to develop "technologies, strategies, ideas and/or organisations to meet social needs or solve social problems" is at most scarce or not present.

The main criteria that we considered in the process of selecting the projects are the following.

1. First of all, the capacity of the projects to mobilise a considerable amount of resources and assets, with particular reference to the reuse of the existing stocks of territorial capital available in each territorial context. This aspect allowed us to highlight how social innovation can take advantage of the latent resources already present in the territorial context and to use them for increasing territorial cohesion in a perspective which interprets as central the opportunity to guide citizens to make the most of the inherent features of their territories (European Commission, 2008).

2. A second aspect regards the scale which these projects refer to. The intention here was to select projects whose overarching strategy works across different scales, from the neighbourhood scale to the urban and metropolitan scale. Accordingly, while WeMi and Ospitalità Solidale jointly focus at city and neighbourhood scales, Integration_Machine embraces the metropolitan dimension, though the part of the project analysed in this report takes place in one neighbourhood in Legnano. This perspective is aimed to investigate the ways in which social innovation can emerge within a relational context characterized by a certain complexity of territorial assets' distribution, horizontal and vertical governance networks, and multi-scalar interaction of public and private actors and dynamics of power-relationships. As a consequence, it emerges the opportunity to look at these projects for analysing the ways in which social innovation can be spatialised in different territorial systems and can incorporate stocks, flows and clusters of territorial capital distributed across different spatial scales.

3. A third aspect concerns the opportunity to investigate how social innovation can be scaled up to a wider context. The success of Ospitalità Solidale and WeMi projects has convinced promoters to further enhance them: significant economic resources were allocated for increasing the material assets and enlarging the arena of people and places involved in the projects. In less than five years from their beginning, these projects now involve the whole city and a wide range of organisations.

4. Last but not least, when choosing the projects, we decided to focus on urban regeneration as one of the policy areas investigated by Cohsmo. Nonetheless, the analysis attempted to disclose the relationships that the projects develop with the other Cohsmo policy areas such as Welfare, Active Labour Market Policy (ALMP) and Economic Growth and Development.

2.2   Methodology

The methodology is based on a combination of desk research and field research. The first has employed a documentary analysis on a set of different sources: official project documents and presentations, local press review and academic articles and papers that analyse and discuss the projects looking at their content and process dimensions. An important step of the desk research comes from the analysis of the previous work done in Cohsmo, especially WP2 and WP4 (especially D4.6). These reports were useful both for constructing a framework for the examples of SI, and for identifying a number of cases and projects previously mentioned by the stakeholder representatives from the governance, business and community sectors that were interviewed and that could have been chosen as examples of social innovation.

Field research was conducted through semi-structured interviews to actors directly involved in project activities with the objective of deepening those aspects and issues that authors did not succeed to investigate during the documentary analysis. Two interviews have been made face-to-face by a researcher of the Italian Team in the office of the interviewees and one has been conducted by phone. Their duration has been among 30 and 45 minutes. All of them have been recorded, after obtaining permission. The interesting point here is that the face-to-face interviews have taken place in the spaces hosting the project activities and this has allowed the researcher to experience them directly, and to observe their accessibility, aesthetics, functionality and their management.

Each project presentation is organised in the following parts: an introduction for setting the context and providing some background information for each case; an analysis of the actors involved in each project with a focus on their role in the process, their level of engagement, the resources they mobilise, and the patterns of interaction between them; a presentation of the overarching strategy and some practices of the project; a comment on the type of social innovation generated by the project; and a conclusion that recalls some significant aspects related to territorial capital, collective efficacy and inequality.

3   URBAN CASE: Milan

3.1   WeMi La Città per il Welfare

3.1.1   Introduction

"WeMi La Città per il Welfare" ("The city for the Welfare") project was developed in 2015 by Milan Local Authority for improving the access to and the quality of domestic welfare provision in the city. The overarching strategy of the project is to increase the relationships among welfare providers and citizens, to improve the capacity of third sector organisations to meet citizens' social needs and to facilitate the sharing of domestic services among citizens. The project does that by introducing and offering to citizens two main infrastructures, the WeMi spaces and WeMi web platform[1,] and three typologies of supplementary services (babysitting and elderly carers, financial education and family reunification). While the WeMi spaces and the web-platform serve to intercept the so-called 'broad demand' for domestic services, the supplementary services are addressed to answer to specific social needs and are coordinated directly by the Local Authority. WeMi spaces are commercial or community places distributed across the city managed by a third sector organisation where citizens demanding a domestic service can go for interacting with professional staff, receiving information on and accessing the services available through the WeMi web platform. This latter is a digital space of exchange among welfare users and providers which reports all the domestic services provided by the third sector organisations affiliated with Local Authority. Most of WeMi spaces have been created in existing commercial or welfare spaces and this has allowed the project to take advantage of a variety of material assets, renewing / readapting them, and making them accessible to a wider range of users. Some WeMi spaces were established in traditional welfare facilities of the city of Milan, such as the Pio Albergo Trivulzio, a historical accommodation dedicated to the elderly care; others were located in problematic neighbourhoods like Quarto Oggiaro, where a community centre called "Spazio Agorà" managed by ACLI Lombardia, a long-standing third sector association active in Milan, has hosted the WeMi space. Few other spaces were designed *ex novo* as innovative multifunctional hubs where the welfare service coexists with other functions, such as the space in corso San Gottardo, where the WeMi point is integrated within a commercial activity (a bar).

WeMi represents a milestone in the reform of welfare system carried out by the Local Authority since 2011 which has the aim of strategically programming social services in the city of Milan following the idea of a welfare system which can involve the whole city and not just traditional welfare users. The project is promoted by Milan Local Authority and the Cariplo Foundation[2], a banking foundation which carries out philanthropic activities in the area of Lombardy and Piedmont (Novara and Verbano-Cusio-Ossola provinces) Regions. It involves an alliance of 16 actors from public, private, third sectors and academia which comprises the Polytechnic University of Milan, the National Association of Condominium and Real Estate Administrators and a number of social cooperatives and enterprises operating in the municipal territory.

WeMi was conceived within the first edition (2015) of the 'Welfare in action. Community Welfare and Social Innovation' Program[3] launched by the Cariplo Foundation and funded with 10 million euros covering a three-year period. The program has the objective to develop a new model of

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[1] www.wemi.milano.it.

[2] www.fondazionecariplo.it.

[3] www.welfareinazione.fondazionecariplo.it.

"community welfare" based on the idea that a coalition of citizens, third sector organisations, public administrations and enterprises can significantly contribute to improve the quality of social services (Guzzetti, 2014; Pasquinelli, 2017). In 2017 the project has also received funding from Central Government and EU through the urban development program for metropolitan areas (PON Città Metropolitane 2014-2020) promoted by National Agency for Territorial Cohesion.

3.1.2   The role of the Local Authority

Alongside the project, the role of Milan Local Authority is relevant; it strongly supports WeMi for its contribution in fighting social exclusion and strengthening the quality of domestic welfare provision. In 2017 the Local Authority decided to include WeMi within the list of projects forming the proposal presented within the "PON Città Metropolitane 2014-20204", a Programme promoted by the National Agency for Territorial Cohesion and funded by the European Commission and Central Government and oriented to promote sustainable urban development and implement the objectives of the Europe 2020 Strategy in 14 Metropolitan Cities in Italy[5]. Part of the European funding employed (446 million euros) belonged to the European Regional Development Fund (ERDF) and part (142 million euros) to the European Social Fund (ESF).

The Project Description highlights the key priorities of WeMi:

- recomposing the resources of the third sector organisations affiliated with Local Authority in the field of domestic welfare provision;

- fostering the encounter among supply and demand in welfare market;

- promoting forms of welfare sharing by facilitating the connections among families and their resources;

- increasing the number of citizens who turn to formal services for finding a response to their needs;

- collecting and analysing the needs coming from the city to highlight those (individual and collective) that are not currently recognized by the welfare system (Comune di Milano, 2018).

The strong support by Local Authority is demonstrated by the political engagement of the members of the City Council, two of which recently spoke about the project using the following words:

"The WeMI system was created to establish an innovative integration of public and private welfare services, offering citizens a number of 'defence points' in the city where

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[4] As specified in the last version of the National Operational Program, the strategy contributes to two development drivers among those defined by the National Urban Agency:
1. Implementing the "Smart City" paradigm for redesigning and modernizing urban services for city residents and users;
2. Promoting practices and projects of social inclusion for segments of populations and neighborhoods that present higher conditions of disease (see the website www.ponmetro.it).

[5] Metropolitan Cities are new institutional tiers that were introduced in Italy in 2014 by Law n. 56, the so called Delrio Law from the name of the main promoter, Graziano Delrio, a deputy member of the democratic party. They are institutional bodies with non-elective assemblies with competences over territorial and strategic planning, infrastructure and mobility, welfare programming and management, social and economic development (to further develop, see: Fedeli, 2016).

they can find information and be guided in activating services. We want to strengthen a network that has involved about 20 thousand people since 2017" (A council member of Milan Local Authority in a press release of January 2020).

"The challenge of WeMI is to represent and disseminate itself to citizens in an organic way and in its entirety for guiding users towards an increasingly simple and immediate access. Goals that are combined with those of the Social Policies Forum which, for eight years now, has been informing citizens about the welfare of the city" (A council member of Milan Local Authority in a press release of February 2019).

Milan local authority has materialised a complex stock of political, knowledge but also economic resources which have been crucial to implement the project and ensure its success. The ability to employ European and National economic resources for implementing WeMi is just one example of local authority's successful mobilisation of territorial capital in the project.

Nevertheless, the objective of local authority to enlarge the arena of actors involved in the welfare system and, more specifically, to directly engage third sector organisations in service provision, is indicative of a more general trend of depoliticization of the urban governance which is gaining ground in a number of Western Countries (Buller et al., 2019). According to this process, public authorities increasingly prefer to devolve responsibility away from the State to the non-governmental sphere because of the denial of political contingency and of the increasing disengagement from politics that frequently characterise their range of action (Sweeting & Hambleton, 2019). The reasons of this trend are manifold. In the case of WeMi, despite the permanence of a promoting and coordinating role of the Municipality in the welfare system, confronting with an increasingly fragmented and complex society and with the impacts of austerity has increased public officials' awareness on the difficulty to replicate a model of welfare provision based only on the contribution of the public administration. As a result, they have chosen to adopt a horizontal and flexible model of welfare provision that relies more on the contribution of civil society forces and resources and less on political choices and governmental forces.

3.1.3   The other actors involved

In previous section we have underlined the relevant role of Milan Local Authority as promoter of the project. It has mobilised political, knowledge but also economic resources and made the crucial decision to include the project within the proposal for the "PON Città Metropolitane 2014-2020" to be funded with European and National resources.

It is also important to highlight that WeMi refers to a governance arrangement in which the public administration no longer only acts as a provider of social services and policies, but increasingly plays the role of activator and mediator of local actors and resources, in this case especially those of the third sector organisations. In WeMi, its commitment to the project relates to the opportunity to increase the number of third sector companies as Local Authority's accredited organisations and to enlarge the range of welfare services available to citizens.

Moreover, WeMi well exemplifies the new trend of social policies implemented "through projects" more than through a coherent and comprehensive program set out by the public administration. What happens is that groups of business, third sector, community actors get together, they share their assets and resources and carry out their agenda in the field of welfare, which is often explicitly addressed to respond to social needs that are not adequately met by market or macro level welfare policies. To do

so, they build a project and they start to cooperate with the Local Authority to implement it. This situation shapes new relationships which develop both internally (among the companies) and externally (among the companies and the Local Authority) to the third sector. It must be highlighted that Local Authority currently does not have the resources nor the expertise to effectively coordinate and manage a comprehensive welfare policy program that is able to respond to the social needs manifested by an increasingly differentiated and complex population. As a consequence, the role of Local Authority weakens because it becomes gradually dependent from the resources and engagement of civil society. Hence, it relies on the resources, expertise and participation of the third sector organisations, that often have a knowledge on needs and vulnerabilities of the local community, which is deeper than the one possessed by the Local Authority. A relevant consequence of the new role played by third sector actors is that they become able to crucially influence the urban agenda, or to orient the action of Local Authority towards one issue over another.

Beyond the Local Authority, other actors have taken part to the project, each mobilising a set of territorial assets.

Cariplo Foundation has been the *promoter* of the project and it has contributed to WeMi by mobilising economic and knowledge resources needed for its initiation and implementation. For the Foundation, the project has been a mean to further consolidate its philanthropic presence and visibility across the city and develop its levels of social and civic engagement. As already mentioned, the project belongs to the first edition of the "Welfare in Action" program (funded by the Foundation with 10 million euros in three years). Alongside this program, the Foundation has allocated a budget of 1.300.000 euros for WeMi, and initially this amount of money was the only source of funding used for initiating the project. Hence, the role of Cariplo Foundation has been critical in launching the project. As written in the project document, the Foundation presents itself as an actor with enough resources, expertise and reputation to compensate the progressive decrease of public funding allocated to social services, somehow taking the place of the public administration in the welfare provision. Also, in order to justify the new role of the foundation in welfare system, the document reports that from 2008 to 2012 the contribution by central government to social services has decreased dramatically, passing from 2,5 billion euros to less than 230 million euros, and consequently "the welfare revolution [put in place by Cariplo Foundation] is not built from scratch, but it is the response of the Foundation to the increasingly evident shortage of resources from the State in the face of more and more pressing social needs" (Fondazione Cariplo, 2014: 1).

Third sector organisations become part of the project when they register to WeMi web-platform as affiliated organisations by the Local Authority or when they decide to host in their space a WeMi point. In particular, once expressed the interest to open a new WeMi space, they begin a direct interaction with the Local Authority which consists in a number of meetings among the third sector representatives and the municipal officers in charge of coordinating the project. Third sector organisations represent the actor that concretely implemented the project objectives. They can also be considered the *allies* in the process since they have the same objectives of promoters but they bring a different set of resources (knowledge and technical) than those mobilised by the Local Authority or by the Foundation. Looking at the size of organisations managing the WeMi spaces, in most cases these are large and consolidated third-sector cooperatives (sometimes even consortia of cooperatives such as the SIR Solidarietà in Rete Consortium or ACLI) in Milan with hundreds of members and employees. There are also few cases in which the WeMi space is managed by emerging young and small social cooperatives with dozens of employees such as Baracca and Spazio Aperto Social Cooperatives that manage respectively the Gottardo and Voltri WeMi spaces. Despite the recent decision by the Local Authority to partly co-fund the new WeMi spaces with the 10% of the total

costs and an allocation of 649 thousand euros, the cost and management of WeMi spaces have been usually a burden on the third sector associations' budget. As highlighted by an interviewee, this made difficult for small-sized social cooperatives to have the sufficient economic resources and to invest them for initiating the project. This explains why the majority of WeMi spaces have been created by large third sector cooperatives that have more resources and staff to allocate to the project. Apart from the 10% cofounding by local administration and the conventional mechanisms for accessing credit by private financing organisations, at the moment no other grants or sources of funding from public administration are available to third sector organisations that decide to join the project. Beyond this, also the issue of spaces is important since just the third sector associations which had large spaces available within their existing venues were able to host a WeMi point.

The Academic organisations (Polytechnic University of Milan, Department of Design and Department of Architecture and Urban Studies) have been in charge of developing the communication of WeMi spaces and web-platform and of coordinating some of the project activities[6]. Academic experts have played the role of *facilitator* in some of the project activities (Bucchetti, 2017) and they have mobilised technical resources and competences for improving the inclusiveness of the process and the effectiveness of project's collective and shared vision of welfare.

The peculiar aspect of WeMi is that the coalition of actors shapes the process both in material and digital sense. On one hand, the WeMi spaces are places where welfare providers and local citizens can physically meet and interact in an informal setting. On the other hand, the digital platform conveys a different form of welfare users-providers interaction since users have the chance to view the services available and the companies which provide them, and to contact them directly or through the platform. Accordingly, technology is used to rework, mediate, mobilise, materialise and intensify social and other relations among citizens and services in a mutual key (Ruppert et al., 2013; see also: Pais et al., 2018). In this sense, the We-Mi platform has originated new knowledge spaces that have impacted also the distribution of welfare services across the city since they became easily accessible to all citizens, depending on their capacity to have a digital connection. Despite the digital connection is a relevant means to access the welfare services, the function of the WeMi spaces is just that of offering a material support to those who lack a digital connection and proving a physical access to the platform.

The elements guaranteeing the success of WeMi are the effective coordination between different organisations, the clarity of the project goals, the institutional and economic support jointly given by Local Authority and Cariplo Foundation and the win-win strategy according to which every actor involved in the process is gaining benefits from the project and no one is losing. Some limitations concern aspects of *path dependency* which relate to two issues. On the one hand, there are significant resistances to innovation emerging from the third sector organisations because of their tendency to replicate and extend existing activities and preserve professional profiles in the welfare system, instead of innovating them. On the other, it emerges the already mentioned difficulty for small-size organisations to join the project for lack of resources or personnel. Concerning the first aspect, even though some welfare professions are considered to be fragile in terms of the typology of job contract –they often have a temporary or part-time contract– and social security treatment, there is a tendency to replicate and/or consolidate in the welfare market existing professional profiles, rather than transforming and adapting them to emerging social needs.

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[6] To further develop, see: Bricocoli and Sabatinelli (2017a).

3.1.4   Type of Social Innovation

The main idea underling the project is that currently "public welfare system is insufficient in answering to existing social problems" (Invernizzi, 2014: 2) and that the traditional social protection approach (see Cohsmo D.5.1 in WP5) is fragmented in terms of resources and interventions carried out. Hence, public services often do not match with effective social risks and needs, a problem which relates to the effectiveness of public social spending and to the risk that the money transferred to individuals do not successfully contribute to respond to pressing social needs, such as alleviating poverty or improving social cohesion.

Following this premise, these changes have fostered the emergence of new forms of welfare policies based on actions and programs carried out by the combined effort of local institutions, business, third sector and community actors. By cooperating together, these organisations bring different knowledge forms in the welfare system and they develop a "common understanding" towards some emerging societal needs. Here it is taken the view that the change in the welfare provision well exemplified by WeMi project has involved a social innovation which is connoted by three distinctive aspects.

The first aspect entails the form of innovation conveyed by WeMi, which is process-related and it mainly concerns knowledge networking and cooperation among welfare users and providers since it implies an idea of sharing and collectively delivering services which often relates to a demanding effort towards balancing cooperation and competition in our societies. Thus, WeMi invests on a more flexible and personalised approach of domestic welfare provision based on a collaborative network which is constructed after a negotiation among the Local Authority and third sector organisations weaving dense relations and strong interactions with the local community. This network plays a relevant role in answering to emerging social needs, facilitating the access to services and guiding community to share their use at neighbourhood or condominium level.

> "The point of WeMi is the possibility of expressing needs and constructing answers. Sometimes the answers are already there and the issue is to orient and give indications, other times it is a matter of [...] generating answers that do not necessarily correspond to the services already existing. WeMi's characteristics are openness to the territory, the act of listening to needs and the orientation and construction of answers" (*A representative of a third sector cooperative managing a WeMi space interviewed in July 2020*).

The second aspect concerns the typology of organisation promoting the social innovation, a local authority. Though it should not be underestimated the important role that Cariplo Foundation (and its economic resources) had in initiating the project, the fact that WeMi is promoted by Milan Local Authority, this relates to an idea of SI which can also emerge within processes and initiatives promoted by a public institution and not only on the ground of private organisations (Bricocoli, 2017. See also: Vigar et al., 2020). Rather than intervening on welfare by creating its own spaces or directly managing services, the Local Authority contributes to improve the coordination among third sector organisations, facilitating their competitiveness and incrementing their opportunities. This was done by creating a web-platform that third sector organisations can use for promoting themselves and their services and fostering their cooperation, and also by giving a financial support for the creation of new WeMi spaces.

The third aspect relates to the impacts of social innovation on the traditional organisation of welfare system across the city. The objective is to overcome the sectoral and hierarchical organisation of social policies connoting the past, based on a rigid recognition of categories of users in relation to the needs they express and on the presence of few facilities in the city traditionally devoted to welfare

provision. The past decades have seen relevant changes in the welfare system mostly due to a reduction of public expenditure in social policies and the emergence of poverty as a more heterogeneous and widespread condition than in the past. These changes have required a transformation of welfare spaces following a different model of distribution across the city. In this sense, WeMi well exemplifies the new welfare system promoted by the Local Authority in the last few years which follows a more horizontal model of governance which corresponds to the patterns of interaction between the local authority and the third sector organisations (Bricocoli, 2017). Accordingly, the presence of a range of small and flexible welfare spaces distributed across the city, more easily accessible than (though complementary to) traditional ones, responds to the need to provide a more dynamic and horizontal way to answer to emerging social needs.

3.1.5   The overarching strategy of WeMi

The project stems from the mobilisation of territorial capital by a coalition of public, private and third sector organisations guided by Cariplo Foundation and Milan Local Authority with the purpose of enhancing existing possibilities in terms of welfare networking, cooperation and access. The basic idea behind this mobilisation is what has been defined in D4.6. as "shared solidarity", perceived as a strong and distinctive element of territorial capital in Milan, since it is able to orient the action of local actors towards generating knowledge and using resources for improving the social and economic conditions of the more marginalised sections of the population (see Cohsmo D.4.6 in WP4).

The overarching strategy of the project consists in strengthening the relationship among demand and supply in the welfare market by creating a better interaction among services users and providers. It has also created a network of welfare providers with the possibility for them to better communicate their services to citizens and enterprises. Moreover, by joining the web platform, third sector organizations have the chance to easily access to qualified staff and to consolidate their presence in the welfare market. This last aspect relates to the advantages in terms of visibility and promotion for third sector employees and firms operating in the field of domestic welfare services.

Another project strategy is to fight unstable and informal working arrangements in the welfare economy. This issue is outlined as one of the critical problems emerging from the new socio-economic conditions which are challenging existing welfare systems in Europe (Ranci, 2010). The increasing number of insecure jobs has also impacted third sector organisations relaying on a growing number of precarious and informal or semiformal (grey) jobs, a problem which can also have an influence on the quality of the services provided. In this sense, WeMi is a tool able to guide local inhabitants to access more easily a welfare service from third sector companies that are affiliated to Local Authority. This allows citizens to use a service which is in a sense formally "recognised" by the public sector and which implies some kind of guarantees regarding the job condition of third sector employees.

The level of territorial capital mobilised by WeMi project is complex in terms of dimensions and assets involved. First of all, the project engages a number of existing commercial or community places that are used to create the network of WeMi spaces. Each WeMi space shows the same visual communication, is equipped with the same furnishings and is managed by the professional staff of one or more social enterprises. Since they are affiliated with the Local Authority, WeMI staff can access the WeMI platform and guide people to ask for the domestic welfare service they need. At the moment, there are 11 functioning WeMi spaces in the whole city and 5 new spaces are currently under implementation (Comune di Milano, 2020) following the intention by the Local Authority to have at least one space within each city borough. A distinctive element of some WeMi spaces is that

different functions (welfare, commercial, tertiary) coexist, and sometimes combine together, in the same space. For example, the WeMi space in corso San Gottardo in Milan is hosted in a coffee bar managed by a social cooperative dealing with job reintegration of young teenagers having physical disabilities. The internal organisation of the space has been redesigned by a local design studio through a participatory process involving the future users. The functional integration among social services and other functions and the new quality originated by the architectural project (see Consalez, 2017) have given a new meaning and aesthetic to the space. This process has allowed to redefine the ways in which social services are accessed and to improve their attractiveness to those who have not used them before.

From the institutional point of view, WeMI stems from the active role played by the Local Authority in promoting the project and supporting its implementation. The Local Authority has co-funded the project through the launch of a public tender open to third sector associations on the basis of which proposals for new WeMi spaces are selected and funded for at least the 10% of their total value. Resources allocated by the municipality for the expansion of the WeMI network with three new spaces in 2020 is 649.000 euros, mainly coming from the PON program already mentioned.

Looking at the project beneficiaries, a certain diversity emerges. Among the 20.000 people who have been involved in 2017-2020 as users of WeMI spaces, there are low-income people affected by growing social exclusion but also middle-class residents that have experienced the weakening of interpersonal relationships and social ties. As reported by a couple of interviews, a relevant amount of people (60% of the total users of WeMi Piazzetta) accessing WeMi spaces is foreigner.

3.1.6   Collective efficacy

In Cohsmo D.4.6. we have seen how the issue of fragmentation and the lack of coordination are two of the main problems connoting collective efficacy in Milan. Trying to answer to these limits, WeMi aims at promoting cooperation rather than competition in the field of domestic welfare provision. The project could be considered a good example of collaborative welfare since it is based on the idea that "by putting together shared needs and interests, more effective and powerful initiatives can be produced than the sum of the actions of each actor: because they produce bonds, trust, cohesion, and because individual and collective well-being are intertwined" (Pasquinelli, 2017: 4).

The cooperative dimension regards both welfare providers and users. On the side of welfare providers, when a third sector organisation joins WeMi, it starts to cooperate with other organisations as it enters in the network and creates a partnership based on mutual trust and shared objectives. This cooperation takes place in periodic meetings (usually one meeting every one/two months) mediated by the Local Authority to which members of third sector organisations participating to the project take part. These are intended as joint working moments where everyone exchanges experiences and ideas and sometimes gives each other indications on how to improve the activity. As highlighted by a third sector cooperative managing a WeMi space interviewed in July 2020,

> "There is a community of periodic exchange of practices and ideas that has been important not to standardise but to share experiences and to feel part of the network".

On the side of users, local inhabitants sometimes cooperate for the use of some services thanks to the spatial proximity (for example two elders living in the same block can use the same carer) with advantages in terms of reduction of costs and creation of social ties. Thus, the aggregation of both welfare supply and demand through a work mainly based on connections can result in better

answering to shared social needs (Pasquinelli, 2017). The consequence of this organisation of domestic services on collective efficacy is the production of a social interaction among welfare users living in the same block or neighbourhood and the intersection of their practices when sharing a service.

More in general, the project has a high collective efficacy since it is oriented to improve and facilitate the utilization of welfare services. In this sense, the network of WeMI spaces and the WeMi web platform are two infrastructures that serve to better mobilise territorial capital, particularly in terms of increasing social interaction among welfare users and providers and of supporting the levels of social cohesion in the city of Milan. We-MI digital and material networks also seems to be relevant in servicing civic participation and improving local citizens' capacity for collective action since they allow to increase the number of people that access existing services and directly interact with third sector representatives and enterprises.

3.1.7   Conclusions

WeMi exemplifies a successful case of process-related form of social innovation based on knowledge networking and cooperation among Local Authority and third sector organisations in the field of domestic welfare provision. By improving the access to and the quality of domestic welfare provision for citizens, and enlarging the platform of people reached by welfare policies, the project has innovated the traditional public welfare provision based on a rigid and hierarchical system towards a more flexible and horizontal model, based on both the autonomy of welfare providers and their capacity to proactively be part of a dynamic organisational network.

Implications for collective efficacy reside in the new model of community welfare exemplified by the project which opts to involve non-traditional users, such as middle-class residents, entrepreneurs or retailers, in the welfare system according to the idea that the whole city can contribute to improve the quality of social services. Until now this model must be considered successful considering the number of people (about 20.000 in 2017-2020) who have used the WeMi spaces until now and their widespread presence throughout the city. Collective action is also positively influenced by the new pivotal role in the welfare system played by third sector organisations as they engage in a process of collective welfare provision which is based on coordination, negotiation with public administration and production of new knowledge spaces.

The project has mobilised different stocks of territorial capital, exemplified by the creation of a network of welfare spaces and by the materialisation of political, knowledge but also economic support by Local Authority. The fact that these spaces are existing welfare or commercial places shows the capacity of the project to improve the utilisation of existing assets also in a perspective of impacting positively on neighbourhood liveability. Instead, the importance of the institutional support relates to the capacity of the Local Authority to shape the governance and the physical organisation of welfare system across the city and to influence the ways in which European and National economic resources are employed at local level. This process is nonetheless influenced by the transformation of Local Authority's role in welfare policies, which turns from creating and managing directly its own welfare spaces or services, to improving the coordination among and incrementing opportunities of third sector organisations.

Despite not being the central focus of WeMi, the project also impacts positively on inequalities in at least two aspects. On the one hand, it supports inhabitants' wellbeing and access to services by providing a fairly balanced distribution of welfare spaces across the city and in almost every city

borough. On the other hand, the project has improved the affordability of domestic services by promoting forms of domestic welfare sharing. Accordingly, some domestic services that would normally be too expensive for certain families, they become accessible as the price is lowered due to the fact that two or more families share the final costs.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European							Has had access to European Funds (Regional Development Fund and Social European Fund) through the Program "Metropolitan Cities 2014-2020".		
National							Has received national funds from the National Agency for Territorial Cohesion through the Program "Metropolitan Cities 2014-2020".		
Regional									
Municipal	Exemplifies a process-related form of innovation relaying on knowledge networking and cooperation among domestic welfare providers and users. It uses technology to intensify relations among citizens, and third sector organisations.	Improves access to and quality of domestic welfare provision. Experiments forms of domestic welfare sharing.	Answers to social needs that are not adequately satisfied by public welfare system. Reinterprets the role of local authority in social policies from mere welfare provider to activator and mediator of services.	Mobilises social assets such as the network of third sector organisations, for establishing the WeMi network.	Increases coordination and cooperation in domestic welfare provision by creating a coalition of public-private organisations.	Is part of the implementation phase of the Social Policies Development Plan of Milan Local Authority.	Seeks to reach a more cohesive urban community by giving equal access to domestic welfare to all citizens through the creation of a web platform and a number of WeMi spaces located all across the city.	Supports inhabitants' wellbeing by guiding them to access the domestic service they need. Develops forms of shared domestic welfare with advantages in terms of affordability.	Does this indirectly by improving the exercise of citizenship for local inhabitants, especially regarding the utilization of public services.
Neighbourhood				Mobilises a number of material assets, such as existing commercial and community spaces managed by a third sector association.					

3.2   Ospitalità Solidale

3.2.1   Introduction

Ospitalità Solidale is a project promoted by DAR=CASA Social Cooperative[7] and Milan Local Authority that consists in assigning some public dwellings at a controlled rent to young students or workers in exchange of volunteering activities. The project has started in November 2014 as an experimental initiative and it currently exemplifies a positive experience in the field of access to housing, territorial welfare and urban regeneration in Milan. It involves a number of residential spaces located in two public housing neighbourhoods in Milan (Niguarda and Ponti), in the Northern and Southern periphery of the city.

The dwellings assigned to project participants are empty small studios owned by the Milan Local Authority or the Regional Government (through the local public housing agency, called ALER) that are usually not usable as too small (23 sqms) and left in a condition of decay and obsolescence to be given to needy families through the Call for public housing. This happens since public housing agencies usually do not have the sufficient financial resources for renewing the dwellings that need to be restored and readapted.

Hence, after an agreement stipulated between the public administration and the social cooperative, dwellings are given on loan (in comodato) to DAR=CASA acting as a real estate manager and coordinator of the project activities. During the initial phase of the project, the cooperative had access to funding allocated by the national Ministry for Youth, through which dwellings were renovated and furnished before becoming suitable to be inhabited. The project is targeted to 24 university students or young workers with a temporary job position in the age bracket 18-30. Each studio is usually assigned for a pre-determined period, between 6 months and 2 years, though it depends on the needs of the tenants. In order to join the project, candidates must participate to a Call which is generally launched every year by project promoters and involves a variable number of dwellings according to their availability and the turn-over of tenants.

The basic idea underlying the project is an exchange which involves the young tenants participating to the project. While gaining economic benefits from the low rent, they are asked to contribute to the liveability of the neighbourhood by practising 10 hours of volunteering activities per month. Volunteering is defined by the project as a "solidarity neighbourhood activity" (attività di vicinato solidale) because the actions of the young tenants are carried out in the neighbourhood where they live and involve local inhabitants in a condition of vulnerability and marginality. Most of these activities are taking place in two community spaces located at the ground floor of residential buildings in Ponti and Niguarda districts. These are managed directly by the group of young tenants, supervised by the social cooperative representatives and in cooperation with other local volunteering and third sector associations.

Four are the organisations involved in the project.

- *DAR=CASA* ('dar' is an Arabic word that means 'home' but also 'right to remain') is the project promoter and coordinator. It is a social cooperative born in 1991 which operates in Milan metropolitan area and has the goal of providing homes at affordable rents and

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[7] http://www.darcasa.org/. The project webpage is http://www.darcasa.org/portfolio/ospitalita-solidale-2/.

promoting, through its action, the urban and social regeneration of the areas in which it operates. In particular, the model proposed by DAR=CASA aims at solving the housing problem especially looking at its social impacts. The social cooperative coordinates the project activities, manages the dwellings, invests in restoring and furnishing them and assigns them at controlled rents to young tenants. In exchange, it gains resources from the rents paid by the young tenants.

-   *"Comunità Progetto"* is a social cooperative operating in the field of social integration of vulnerable and marginalised people, especially teenagers, in the city of Milan. The projects implemented by the social cooperative deal with actions for increasing the wellbeing of people in deprived neighbourhoods in Milan and for involving local inhabitants in training and social integration paths.

-   *Arci Milano* is a network of more than 100 cultural and social associations that operate in the fields of culture, creativity, participation, education and volunteering. It collaborates with the public administration in a number of projects and activities. As partners of the project, Comunità Progetto and Arci Milano are coordinating the volunteering and solidarity activities, each in one of the two neighbourhoods.

-   *Milan Local Authority* participates as the promoter of Ospitalità Solidale and owner of most of the residential spaces mobilised in the project. By stipulating an agreement with DAR=CASA, it offers for free a number of small flats and studios. Milan Local Authority also contributes to disseminate through its social media and website the Call through which tenants are selected. It gains indirect advantages from the contribution of the project to the urban regeneration of public neighbourhoods and to the improvement of their housing mix (see next section).

3.2.2 Overarching strategy

The main project strategy is to combine a response to the problem of access to housing for young generations with actions for regenerating public housing neighbourhoods in Milan. To do so, the project periodically launches a Call through which it offers controlled-rent accommodations to answer to the housing needs of young students or workers. The rising prices of housing rents in Milan and the diffused precarious working conditions of young poeple are the problems to which Ospitalità Solidale wants to contribute. Normally, the rent for a studio (around 30 sqms) in Milan is among 500 and 700 euros, depending on the area of the city where it is located, while the project offers studios at a controlled rent of 380 euros, which is much lower than the market price. Formally, the tenants do not pay a rent but they transfer a fee to the social cooperative for supporting the project activities.

The prerequisites for participating to the Call are mainly three. The first is an age requirement: participants must not be younger than 18 and older than 30. The second is an income requirement as participants' monthly net income should not exceed 1.500 euros. The third one deals with the current job position: only university students or young workers with a temporary job position can apply to the Call. Thus, workers with a full-time job position are excluded from the project. Also, there are no formal requirements concerning the citizenship, although foreigner people should have a regular residency permit before applying to the project.

In exchange for the lower rents, young tenants need to do at least 10 hours per month of volunteering activities in the neighbourhoods. As already mentioned, most of the activities take place in the two

community centres managed by DAR=CASA, although some others happen in domestic spaces, for instance the actions helping the elderlies in their everyday life take place in their homes. The activities organised in the two community spaces are usually cine-forums, neighbourhood parties, school homework support and food bank activities. This last action consists in taking unsold food from local market and distributing it to local families in need. It became a particularly frequent activity during the ongoing Covid_19 health emergency. As written in the project presentation, usually the actions implemented aim at answering to specific social needs arising from the neighbourhood.

> "The proposed activities start from the needs of the community, they are targeted to children, adults and elderlies and can concern both individuals and groups: from the contrast to loneliness and isolation of elderly people to school support for children through the shared use of common areas, to interventions open to the proposals of local groups and activities already taking place in the neighbourhoods".

Three are the distinctive features characterising project's overarching strategy.

First of all, Ospitalità Solidale contributes to increase the attractiveness of public housing neighbourhoods as places to live by providing incentives for young generations to move there. This opts to wipe out the negative perception of most of them as dangerous and deprived places and to boost their housing mix, trying to balance a high percentage of seniors and of migrants living in them with groups of young newcomers. Thus, the project helps to remove the social barriers that prevent young people to move to these neighbourhoods, making them more permeable with the rest of the city. This aspect also deals with the opportunity to remove prejudice, reinterpreting in a positive way some conditions of decay and marginality and producing a new image of the neighborhoods as livable places, as also highlighted by a young tenant participating to the project.

> "When you experience the space, you load it with a different emotion, rather you no longer see that squalor, or perhaps you interpret it in a different way also because you know people's stories. Gray fades into the background and the neighborhood populates with souls, more than carcasses of wardrobes".

The second aspect lies in improving the access to housing for university students or young precarious workers and providing them with their own accommodation, autonomous from their families. In a sense Ospitalità Solidale helps young generations to build their own life paths. It does that by bringing together more effectively low-rent housing demand and supply and challenging the issue of unaffordable costs of living which in Milan are particularly high (the highest in Italy).

A third and last aspect concerns the opportunity to create a combined response for two collective needs, the access to housing and the urban regeneration. Instead of producing a sectoral intervention on these two policy fields, the project answers to the two needs under the objective of enhancing and supporting the social cohesion of public residential neighbourhoods. This aspect is also highlighted by two representatives of the organisations promoting the project.

> "With this project, we are not only experiencing a first concrete response to a widespread demand for housing, but we are also investing on the idea that young people are extraordinary resources to improve the neighbourhoods where they live".

> "The dimension of the housing need is accompanied by the theme of social relations, territorial activation and attention to people and context. An opportunity to enhance and support territorial resources".

In particular, Ospitalità Solidale contributes to increase the social cohesion of the neighbourhood because the actions implemented by the young tenants during their volunteering activities opt to reduce the exclusion and isolation of the more vulnerable people and promote the participation and the sense of belonging of the local community to the life of the neighbourhood.

Lastly, it must be highlighted that the form of urban regeneration promoted by the project is happening both through direct and indirect incremental actions. While the restoration of dwellings often in a state of degradation and abandonment is carried out directly by the social cooperative as a real estate investor and manager, the young tenants have sometimes been involved in establishing new uses and practices in the neighbourhood open spaces, starting processes of qualification and renewal. Hence, they have had a role in increasing the quality and intensity of utilisation of neighbourhood spaces.

3.2.3 Practices of Ospitalità Solidale

While tenants are formally required to do volunteering activities for 10 hours per month, their beneficial presence in the neighbourhood is continuous since they contribute during their daily lives to strengthen social relations and mutual trust among residents. Also, as reported in an interview to a young tenant, the project has helped to reinforce the sense of belonging to the area and the attachment to place, already seen as a problem characterising in the past the neighbourhood.

"Now that I live here, I am happy to be part of this neighbourhood".

An aspect which influenced the positive outcomes of the project is the motivation and the civil participation of the young tenants. When they applied, most of them already knew the project and were strongly interested and motivated to join it as they valued the idea of contributing to increase the quality of life in a public neighbourhood.

"I saw an enormous potential in the project [...] Each with his/her own life experience, perspective, thinking about what could be done in the neighbourhood, would have led to widen not only my perspective but that of everyone, and seeing the neighbourhood with a thousand different eyes".

Beyond the experience of project participants, also the experience of other local inhabitants is widened because their perspectives are somehow enriched by those of the young newcomers. Also, some of the activities organized by the project, especially the neighbourhood parties, have helped to create some collective moments of interaction and exchange among inhabitants that have served as arenas to enforce neighbourhood's social cohesion. For example, a young tenant underlined that when he moved to the neighbourhood, he reported no interaction or dialogue among the Italian and the foreigner families. After some events organised by the project, they began speaking to each other and an exchange has started among them as if these informal occasions have served as catalysts for an intercultural dialogue within the local community.

Also, the success of Ospitalità Solidale has helped to create other positive outcomes, though not directly related to it. This is the case of the new doorkeeper of the Ponti neighbourhood, a man from Romania whose work has started when the project was launched. The new doorkeeper has helped to keep tidy and clean the open spaces, to sensitise local inhabitants to collect separately the waste, to guarantee the safety of the block and to maintain a shared garden in good conditions. The fact that

open spaces were kept clean and tidy by the doorkeeper has allowed to use them for some project's events and activities.

Ten years after its launch, the project is considered a positive experience for linking successfully practices of urban regeneration with actions to support the access to housing for young generations. Despite this, there are few problems reported by some tenants. First of all, a scarce participation of the local inhabitants to project activities has been noticed especially in the initial phase of the project. Few of them were not willing to be involved in the activities because they saw the young tenants as sort of strangers to the neighbourhood. Also, a prejudice emerged due to the fact that among the project promoters there is the Milan Local Authority and few people said that they "didn't want to have anything to do with the Local Authority since it had left the area abandoned for decades without doing anything". Another problem concerns the lack of coordination and interaction among the young tenants and the project coordinators, leading some participants to say that they "were left alone without any control or support". The scarce communication happened both at the level of the flat maintenance and furnishings both in the project planning and organisation as sometimes the social cooperative did not control the activities for ensuring that every tenant was volunteering for the required number of hours.

3.2.4   Follow-ups and project developments

Following the success of Ospitalità Solidale, in 2018 the Milan Local Authority and Cariplo Foundation (alongside the already mentioned "Welfare in action" Program, see section 3.1.1.) have initiated the "Milano2035" project[8] with the goal of scaling up the activities of Ospitalità Solidale and increasing the number of dwellings given at controlled rents to young tenants –somehow enlarging the arena of people and places involved in the project. Though in "Milano2035" the initial idea of 'solidarity neighbourhood' has turned into 'collaborative housing' (Abitare collaborativo), the rationale of the project has not changed. The only difference lies in the age of project participants, as initially Ospitalità Solidale was targeted to young people not older than 30, while in Milano2035 the age of young people that can apply to the Call ranges from 20 to 35 years old. This is an evidence that the difficulties of access to housing for young generations in the last five years have not ended up. At the moment, there is a direct linkage among Milano2035 and Ospitalità Solidale as the latter is officially part of the Milano2035 network.

In the past two years, Ospitalità Solidale has also built positive connections with other ongoing projects, such as with QuBì[9], a project promoted by Cariplo Foundation that aims at fighting child poverty in Milan, promoting the cooperation among public institutions and third sector organisations. The cooperation has involved the young tenants of Ospitalità Solidale living in Niguarda district in contributing to the food bank sector by taking fresh food from solidarity shops or local markets and distributing it to local families in economic difficulties that are part of the QuBi network. This interaction has intensified during the recent health emergency as they have also distributed for free tablets or computers to children who did not have them for joining online school.

3.2.5   Type of Social Innovation

Ospitalità Solidale involves both a *content* and a *process* dimension of social innovation. The *content* dimension relates to the capacity of the project to respond innovatively to the problem of the access

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[8] See the website: https://milano2035.it/

[9] See the website: https://ricettaqubi.it/.

to housing for young generations, as a social need that is currently not adequately met by macro-level state policies. This issue represents an obstacle to the economic autonomy of university students and young precarious workers due to the mismatch among levels of income (and related job positions) and the high prices of accommodations. Opting to overcome this mismatch, Ospitalità Solidale mobilises social and territorial assets for allowing young workers and students to access housing, increasing the social cohesion of local communities and rising the quality of life of the neighbourhoods where the housing is located. The *process* dimension concerns the capacity of the project to transform the social relations of local communities living in public neighbourhoods characterized by high levels of deprivation, social problems and physical decay of buildings. In particular, with their perspectives of 'external' people that voluntarily decide to move to the neighbourhood, they play the role of a sort of bonding agent for strengthening the social ties among residents. Their exercise of civil participation through the wide range of social and cultural events and initiatives foreseen in the project has also helped to improve the activity patterns and network density of the neighbourhood, making it a more cohesive place.

Another significant aspect relates to the success in scaling the project up, as demonstrated by the follow-ups produced by Milano2035 initiative promoted by Cariplo Foundation and presented in section 5.1.4. Here is crucial the recognition of the project as a positive model of social innovation and of its potential replicability to a wider arena of people and places. At the moment, the network Milano2035, which is considered the legacy of Ospitalità Solidale, involves about 5.000 young people that are living in public housing and doing volunteering activities in public neighbourhoods in Milan.

Broadly speaking, Ospitalità Solidale can be interpreted as coherent with the Social Investment approach. Local Authority adopts a new perspective towards the problem of access to housing by mobilising empty public dwellings and giving them to young workers and students in exchange of volunteering activities and actions for poverty alleviation. This can be considered a sort of housing benefit (see D5.1.) which is given to young people particularly subject to the increasing housing costs and the precarious working arrangements as two of the present socio-economic challenges of the welfare state (Ranci, 2010). Ospitalità Solidale exemplifies not only a way of enabling young individuals to have an accommodation within their reach and to lower their budgetary pressures, but more importantly it can also be considered a sort of catalyst for encouraging them to be economically independent from their families and equipping them with tools needed to succeed in their personal lives.

3.2.6   Conclusion

Ospitalità Solidale can be considered a successful example of how to tackle the complexity of urban regeneration by mobilizing an organizational infrastructure for pursuing different although complementary goals; from the social cohesion and the material rehabilitation of public residential neighbourhoods to the enhancement of their housing mix and the improvement of the access to housing for young generations. The protagonists of the project are the young tenants as their activity contributes to transform deprived areas towards new attractive places to live in Milan. Collective efficacy of the project is conveyed by their volunteering activity, through which they engage in a process of collective action that involves local inhabitants in cultural and social activities for improving the sense of belonging and the attachment to place, and for strengthening the social relationships in the neighbourhood.

The territorial capital mobilised by the project includes material assets such as the unused and vacant dwellings given to young tenants at controlled rents and the community centres where the project

activities take place, and social assets, like the civic participation, the engagement and motivation by project participants and the knowledge resources and the organizational infrastructures of the third sector associations participating to Ospitalità Solidale. These assets are utilised for constructing new social relations, for strengthening the link among mutual trust and attachment to place and they have resulted in enforcing the social cohesion of the two neighbourhoods.

The social innovation disclosed by the project lies both in the capacity of the project to simultaneously solve a social problem and satisfy a social need which is not adequately met by macro-level welfare policies. Thus, inequality is addressed by empowering communities and individuals living in deprived neighbourhoods through practices that look at enforcing the positive relationships among people and their living context, and by facilitating the conditions under which university students and young precarious workers can build their own life chances and be autonomous subjects in contemporary societies.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European									
National						It has employed a funding from the Ministry of Youth for refurbishing the dwellings.			
Regional						An agreement is made with the Regional public housing agency (ALER) for offering for free dwellings to the social cooperative for hosting young tenants.			
Municipal				It has been scaled up to the entire city involving about 5000 young tenants.		An agreement is made with the Milan Local Authority for offering for free dwellings to the social cooperative for hosting young tenants.			
Neighbourhood	Creates a combined response for two collective needs, the access to housing for young generations and the urban regeneration of public housing neighbourhoods.	Access to housing for young generations; incremental actions for urban regeneration and creation of housing mix in public neighbourhoods.	Exemplifies a form of SIS for its capacity to empower young students and precarious workers and enable them to be independent, providing them with an affordable accommodation.	Mobilises material assets (unused and vacant dwellings) and social assets (e.g. the civic participation and motivation by project participants) to improve neighbourhoods' liveability.	Young tenants act as a bonding agent for improving social ties in the neighbourhood. It endows the area with two community centres, as cultural and social attractors.	It is somehow external to the policy dimension, but it well exemplifies the local authority's commitment in regenerating deprived urban areas and tackling the issue of access to housing for young generations.	It has constructed new social relations and strengthened the link among mutual trust and attachment to place. It has created interaction among different cultural and social groups living in the same neighbourhood.	It supports life chances of students and precarious workers helping them to become independent from their families. It also empowers local communities living in deprived neighborhoods.	It does that indirectly by improving the civil participation of local community and rising their trust in local institutions.

4   SUBURBAN CASE: Legnano

4.1   Integration_Machine

4.1.1   Introduction

Integration_Machine[10] is an urban regeneration project that aims at creating a metropolitan cluster of housing and welfare services for the social integration of the more vulnerable sections of the population. The project was conceived in 2016 by the Milan Metropolitan City, in cooperation with three Local Authorities of the Alto Milanese area, Legnano, Rescaldina and Castano Primo, and it formed, together with other 5 projects involving a total of 30 Local Authorities, the proposal presented by the Metropolitan City within the National Call for Urban Regeneration and Security of Suburban Areas launched by the National Presidency of the Council of Ministers in May 2016 (Presidenza del Consiglio del Ministri, 2016), according to which 40 million euros were allocated to the project.

The project started in 2017, has a three-year duration and involves an urban regeneration program taking place in three neighbourhoods within the Local Authorities above mentioned. The project works on three priorities: the physical restoration of vacant buildings in deprived areas to host new social housing functions (I), the creation of social and cultural services for local inhabitants (II) and the activation of sustainable mobility services (III) for improving the accessibility of the neighbourhoods.

Given the wide range of topics covered by the project, we opted to focus on the activities taking place in Legnano, the Italian suburban case for Cohsmo. In particular, emphasis is placed on investigating the actions for social cohesion of Integration_Machine and their contribution to social innovation. Hence, we will not analyse the part of the project related to mobility, which is not among the policy areas investigated by Cohsmo.

The area of Legnano where the project focuses on is Canazza, a neighbourhood located in the Eastern periphery of Legnano. Canazza is surrounded by congested infrastructural axes (a motorway and a provincial road) acting as physical barriers, that prevent its connection with the rest of the city. This part of Legnano is characterised by large social housing blocks built in the 1970s and '80s to host the growing number of immigrants that moved to the city from Southern Italy to work in local factories (see Cohsmo WP4.6). According to the local collective imaginary, Canazza is considered to be a fragile urban area in terms of social disadvantage and built environment decay (Torri, 2009; Marzorati, 2011). This condition had led in the past to a sort of discrimination which the inhabitants of Canazza were subjected to by outsiders, a situation that has been partly rebalanced in the last decade after the creation of a number of public services that have improved the urban quality of the neighbourhood, but also thanks to the explicit commitment by groups of local volunteers to tackle some social problems. Another aspect characterising the neighbourhood is the lack of security perceived by local inhabitants. This relates to the frequency of small crime happening in the social housing compounds but also to the fact that, as emerged from an interview, until the recent past some residential buildings of Canazza were inhabited by families related to organised crime.

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[10] www.cittametropolitana.mi.it/welfare_metropolitano/progetti/alto_milanese.

The governance pattern characterising the project is interesting in terms of the creation of vertical and horizontal inter-institutional relations among Local and Metropolitan Authorities. These institutions played a crucial role in designing the proposal and in selecting the range of priorities. In particular, the Metropolitan City has acted as facilitator in constructing the project and in coordinating the interaction among the three Local Authorities of the Alto Milanese area. In this sense, the project has served as a basis for the enforcement of the cooperation among Local Authorities in strategic policy areas, such as welfare provision and urban regeneration. A peculiar aspect is that the cooperation has happened among Local Authorities not linked by physical proximity, since Castano Primo does not border the other two, but it is located in the western part of Alto Milanese area. This demonstrates that intermunicipal cooperation can also emerge among municipalities which are not linked by physical proximity, but which share common goals in strategic policy areas. A second distinctive aspect of the project is the scale at which actions are taking place. The choice of project promoters has been to work at a neighbourhood scale, rather than on the whole city. This has allowed to concentrate the financial and human resources towards tackling some structural conditions characterizing particularly fragile neighbourhoods, such as for the case of Canazza in Legnano the presence of a large number of elderlies, the high rate of NEETs, and the high spatial and functional segregation of the area. Despite the engagement with the local scale, the involvement of the local community in project design and implementation has been limited to the representatives of local third sector associations operating in Canazza neighborhood. These have interacted with the Local Authority in the process of selecting the range of priorities and actions to be carried out in the project. Beyond the consultation of the local third sector associations, no formal participatory process has been put in place in project decision making and implementation.

4.1.2   Overarching strategy

One of the premises of the project is to construct "new metropolitan polarities" able to "move out of the big city, within the suburban context, services and facilities that answer to typically urban needs". This means to decongest Milan and distribute within a wider metropolitan space some of the functions and services that also suburban citizens demand. Here the objective is to develop a more territorially balanced model of welfare that opts to improve life chances of suburban communities, strengthening their capacity to contribute to the development of the whole metropolitan area. The project overarching strategy highlights the opportunity to construct "innovative models of metropolitan welfare that can socially integrate vulnerable populations" (Città di Legnano et al., 2016: 1). Looking at the part of the Integration_Machine focusing on Legnano, the project proposes two main actions:

- The restoration of a former care home (RSA Accorsi) which has been abandoned in 2012 after the construction of a new building elsewhere, with the creation of new social housing spaces;

- The definition of a social program including a range of activities and services aimed at improving the social cohesion of Canazza in relation to three main targets, young, elderly and fragile people. A pivotal role in the implementation of the social program is played by the "Spazio Incontro Canazza", an existing community centre that has been created by the Local Authority more than 15 years ago. It is located very close to the former care home Accorsi, where the new social housing complex is under construction. The center is about 500 sqms and is formed by two large rooms, three offices and a large outdoor green space. The project does not opt to build a new community space, but it mobilises an existing asset, by reinforcing the role of the Spazio Incontro Canazza as a social attractor for the neighborhood and as a

hybrid physical space where different functions and activities take place and different populations get together and socialize[11].

The importance of Integration_Machine lies in compensating the gap that sometimes characterizes the relationship among social needs and welfare supply, a sort of distance where people for several reasons cannot access the welfare system and thus remain excluded from it. This negatively impacts the levels of social cohesion since the condition of social marginality can worsen and potentially turn into social exclusion. To answer to this problem, the social program of Integration Machine acts as a filter among citizens and the welfare system, especially for those who are not able to access existing social services. An example of this is what happens within the Street Education Program. Social educators get close to young NEETs living a situation of disease or marginality, trying to understand their problems and guiding them to access existing welfare policies. The exchange among educators and vulnerable teenagers happens in the public space, hence in an informal setting where there are usually wider spaces of manoeuvre than in traditional employment or counselling centres.

4.1.3   Practices of Integration_Machine

As mentioned in previous section, most of the social actions of Integration_Machine focusing on Legnano are taking place in the Spazio Incontro Canazza, a community centre that has been created in Canazza more than a decade ago. The project has enforced existing social networks by creating a program of social activities (some of which new, some others already taking place in the past) oriented to "enhance urban-scale services, develop third sector practices for social inclusion and create new metropolitan and urban welfare models" (Città di Legnano et al., 2016). For implementing this social program, the Local Authority of Legnano has launched in 2018 a public tender with the aim of identifying a third sector company in charge of coordinating and implementing the social activities and managing the Spazio Incontro Canazza. The tender included the details of the activities to be carried out in a two-year duration (from October 2018 to July 2020) and the target to reach. Two social cooperatives based in Milan metropolitan area won the tender in partnership.

With respect to the initial proposal presented by the Metropolitan City, some changes have been made in the activities to be carried out and that were included in the tender launched by Local Authority. The more relevant one concerns the decision to reinforce the actions contrasting school drop-out and the NEET phenomenon, as also highlighted by the former Deputy Mayor for social policies of the Local Authority in a local press interview in 2018:

> "In the first months of the mandate, the social needs of the area were thoroughly assessed. On the basis of this observation, the initial programmatic lines of the project were partially modified, paying particular attention to the areas of elderlies, the promotion of youth volunteering, the contrast to school dropout, with specific actions for learning problems and 'light housing', updating traditional models of social housing".

The social activities carried out by the project are targeting two typologies of inhabitants living in the neighborhood, elderlies and young people. For elderlies, the project has created:

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[11] The completion of the works for the new social housing complex is planned in Autumn 2020. As mentioned by an interviewee, the Local Authority would be willing to move the Spazio Incontro Canazza to the ground floor of the new building. This would allow to solve the problems of scarcity of spaces characterizing the existing location.

- A service of Social Calling (Telefonia Sociale) according to which on a weekly basis the third sector cooperative phones the elderlies that they know are in a condition of loneliness or social and health vulnerability and, if needed, they alert the public social-health care services.

- A transport service with a car for helping elderlies with scarce mobility capacity to go food and medicine shopping, and to use existing public services for paying bills and carrying out administrative practices.

- A "Socialising Laboratory" conducted by a trainer and a professional educator proposing a number of recreational and sport activities.

- A range of social and cultural activities addressed to elderlies with Alzheimer disease or other forms of disability.

For young people, the activities put in place by Integration_Machine are the following:

- After-school support service for children to do homework, also addressed to those affected by learning disabilities;

- Workshops for rap music writing and composition;

- A "Street Education" Service with two educators (one male and one female) who approach groups of young NEETs in public spaces, listen to their needs or problems and eventually guide them in going back to school or in accessing active labour market policies. This activity is combined to an Observatory to investigate the data collected during the fieldwork and share them with Local Authority representatives and the network of other third sector organisations.

As highlighted by the coordinator of the Spazio Incontro Canazza in a recent phone interview, the last two activities are mostly addressed to teenagers that are in a condition of social marginality, meaning that they come from low-income families or belong to social groups where one or more members have been convicted for crimes. In particular, the Street Education Service has been created to cope with the NEET phenomenon which has been growing in the Canazza neighborhood, helping teenagers not working nor studying to go back to school or guiding them to access existing employment or training services.

It should also be noticed that some project actions reported in the initial proposal were not included in the call for bids and yet not implemented in Legnano. Most of these relate to the area of active labor market policies. For instance, there were actions oriented to provide a number of incentives for guiding fragile citizens to access the job market or to create some co-working spaces but these were not implemented. This change is probably due to the fact that the exchange between the local authority and the local third sector organisations has led to rework the initial project program (removing some actions and adding others), according to the key-priorities identified by local actors. This recalls the above-mentioned widespread tendency by third sector organisations to replicate actions and services already implemented and for which they possess the resources and the expertise needed (see 3.1.3.), rather than implementing actions on new policy areas, such as in this case ALMP. In this sense, the adherence of the project program to some activities taking place in the neighbourhood in past years (such as the rap music workshop, the after school support service and the social and cultural activities targeted to socially disadvantage individuals) has led to interpret Integration_Machine as an occasion to reproduce existing activities, rather than as an opportunity to generate new possibilities for action.

4.1.4   Type of Social innovation

Relevant features of Integration_Machine characterising the social innovation relate to its relationship with state intervention and the capacity of the project to act as a filter between inhabitants and existing welfare services and to shape social and institutional relations.

The first aspect is related to the changing form of public intervention and the relationships between state intervention and social innovation. Integration_Machine shows a process of social innovation generated by a pragmatic state policy which interacts with third sector micro-level practices. Moulaert et al. (2017: 39) underline that the interaction among public sector and civil society in producing social innovation is a result of the transformation brought by austerity politics in challenging the dichotomy among top-down state practices and positive bottom-up initiatives. This highlights an interpretation of social innovation as a process that can link state and civil society, each bringing forward their own goals. If we look at the social innovation originated in Integration Machine, the effort by Central Government in the National Call for Urban Regeneration and Security of Suburban Areas was to pragmatically select projects and priorities according to their capacity to answer to collective goals or emerging social needs. Despite this effort, some limits persist in the project, for example the weak role of the State in providing clear and effective regulations and guidelines for the implementation of the national policy program, but also the lack of integration between social and physical interventions which led to avoid considering urban regeneration as a systemic problem which requires integrated policies.

Despite these limits and the still overall weak role of Central Government in contributing to and fostering social innovation, Integration_Machine well exemplifies the attempt by the State to promote and support a model of urban regeneration which intersects social innovation. Thus, the project can be seen as a good example of the transition from a bureaucratically managed welfare state to activating social policies that look at regenerating deprived neighbourhoods and at empowering disadvantaged and vulnerable people through innovative actions.

The second aspect concerns the typologies of social activities put in place within Integration_Machine. In the previous sections we have seen how most of them act as a *filter* between socially vulnerable inhabitants and existing welfare services. This filter function allows to create a sort of soft space where the third sector organisation (a social cooperative in this case) can improve the matching of the social needs with existing welfare services and successfully tackle problems such as the social and economic marginality of elderly and young people. Nevertheless, this function can be considered complementary to the welfare system because the social program fills some gaps present in existing social policies. Accordingly, within the soft space created by the project, the social cooperative can carefully approach vulnerable or disadvantaged teenagers through the Street Education program, attempting to (re)construct a relationship of trust with institutions, and to empower marginalised individuals, e.g. reinserting them in school education or helping them to enter the job market. It is also within this space that elderlies suffering marginality are supervised through a periodic phone contact by the social cooperative making sure that no emergencies or problems arise.

Another generative aspect of social innovation is the project capacity to shape new social and institutional relations. Social relations are manifested in the way in which the social program taking place in Spazio Incontro Canazza has reinforced the social ties in the neighborhood. The presence of a lively community center with cultural and social activities has contributed to strengthen mutual trust among residents and a sense of cohesion and belonging to the neighborhood. Moreover, the mobilisation in the project of a number of organisations, each implementing a part of the social program, has allowed to reinforce horizontal ties among them and increase the levels of social capital

of the neighborhood. Institutional relations are shaped by local and metropolitan authorities cooperating together for the common objective of regenerating deprived neighborhoods, realizing new or strengthening existing welfare spaces. Thus, the project has created a new governance arena where institutions have mobilised knowledge and resources for implementing a project of urban regeneration.

4.1.5 Conclusions

In Integration_Machine, social innovation is generated by a process according to which third sector organisations develop new actions for empowering socially marginalized and vulnerable individuals, reconnecting their social needs to the existing welfare system. Despite the urban regeneration implemented by the project embraces both the physical and the social dimension and effectively mobilises existing assets and reintegrates vulnerable people into social and institutional networks, still remarks concern the need to better combine together these two dimensions according to an idea of urban regeneration which can effectively intersect social innovation.

The target group of the project are the socially marginalised and vulnerable who are not able to access existing social services. Looking at the collective efficacy, the project social and cultural activities led to strengthen social networks and reinforce the sense of belonging and the attachment to place in Canazza neighborhood. They also led to improve the life chances of vulnerable and socially marginalised teenagers, reintegrating them in school or guiding them in accessing ALMP. This has resulted in reducing inequalities in Canazza and in strengthening the social cohesion of the neighborhood.

The project has also utilised a complex stock of territorial capital. First of all, the institutional assets mobilised by local and metropolitan authorities, such as the capacity for action, the knowledge resources, the efficiency of decision making processes, and the type of existing relationships between institutions and local third sector organisations, have been used to construct a new governance arena upon which the project has been built and implemented. Another important asset utilised concerns the existing community centre, the Spazio Incontro Canazza, whose role has been enforced as a social attractor of the neighbourhood and as a hybrid physical space where different functions and activities take place and different populations get together and socialise. Lastly, also the involvement in project activities of the local third sector organisations operating in the Canazza neighbourhood made possible to take advantage of their local knowledge and existing social networks and to utilise them for empowering vulnerable subjects.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European									
National						Receives funding by Central Government through the Call for Urban Regeneration and Security of Suburban Areas promoted by the Presidency of the Council of Ministers.			
Regional	Operates at sub-regional level, involves three Local Authorities of the Alto Milanese area. It thus cuts across administrative boundaries and creates a peculiar intermunicipal governance arrangement.					It builds an intermunicipal governance arrangement coordinated by the Metropolitan City and involving 3 Local Authorities.			
Municipal						Local Authority selects some priority places and actions which the project focuses on.			
Neighbourhood	Acts as a filter among vulnerable people (NEETs, disadvantage teenagers or elderly people) and existing welfare services. Proposes alternative actions (rap laboratories, street education) to reintegrate vulnerable adolescences in existing social ties.	Tries to integrate urban regeneration of vacant buildings with the social integration of vulnerable people.	Empowers vulnerable young people by reintegrating them in education or employment. Cares about marginal and lonely elderlies and guide them to access health care services.	Utilizes existing assets such as a vacant building, and a community center to improve neighborhood livability. It builds upon existing social capital (local third sector organisations) to implement the social program.	Strengthens social networks, reinforces social cohesion and attachment to place.		Contributes to reduce the physical and social segregation of the neighborhood within the city. Enforces the internal social cohesion of the neighborhood.	For teenagers, it develops their life chances because it reintegrates them in school education or guides them in accessing active labour market policies.	Does this indirectly by improving the social cohesion of the neighborhood and reintegrating people in existing social networks.

5   COMPARATIVE OVERVIEW OF CASES

This final section includes a critical discussion of the main findings based on the analysis of the three projects of social innovation presented above. It is articulated in three parts: a reflection on the drivers that can facilitate social innovation, a comment on the contribution of the three projects on improving life chances, and some final remarks about the possibility to transfer some mechanisms from the cases investigated to other geographical and institutional contexts.

The report has investigated three cases of social innovation, two of which are based in the Italian urban locality of Cohsmo, Milan, and the third one is based in Legnano, the suburban locality. While WeMi deals with the dimension of domestic welfare, its access and distribution across the city and is aimed to develop an innovative model of welfare provision which involves the whole city and not just the traditional welfare users, the other two projects engage with the area of urban regeneration, though with an approach that significantly differs across the two. In Integration Machine, the idea of urban regeneration is framed in a rather conventional way; the project's overarching strategy lies in improving the life chances of people living in a problematic neighbourhood, combining together the rehabilitation of material assets and some social actions for improving the local community's social cohesion. In Ospitalità Solidale, the purpose is to trigger an incremental process of urban regeneration by working on the problem of the access to housing for young generations as an opportunity to enhance the attractiveness and liveability of two public housing neighbourhoods in Milan.

With the expression **drivers of social innovation,** we mean the factors, conditions and mechanisms that can facilitate the production of social innovation in a given context. Looking at the three projects investigated above, we have identified and described three drivers: the presence of a multi-stakeholder partnership expressing a shared goal and performing a clear collective action (i), the coordinating, promoting and stimulating role of public administration (ii), and the effective mobilisation of endogenous territorial assets and resources (iii).

The first driver refers to the presence of a **multi-stakeholder partnership** having a shared objective and performing a clear collective action (Le Galès, 1998). Emphasis is placed on the nature of the governance arrangement as a factor positively contributing to the production of social innovation. Every project has been constructed by the joint effort of different organisations (the city administration, third sector organisations and other local stakeholders) that have been engaged in a process of constant and fluid interaction and knowledge exchange on the basis of shared interests, clear objectives and well-defined roles and responsibilities (URBACT II, 2015). The space of the cooperation is *multi-scale* because it is stretching across different territorial scales, and *soft* in the sense that it takes place in-between the formal statutory units of government and allows for a diversity of actors to be involved in the governance arena (Haughton et al., 2013). The cooperative dimension is crucial since the social innovation is not generated by the resources of just one actor but by the combined initiative of a set of organisations, each of whom interprets the partnership belonging as an opportunity for scaling up the activity and reaching some objectives. The success of the cooperation also relates to the nature of the process of exchange already mentioned, a win-win strategy, which ensures that every participant is gaining benefits from the project and everybody comes out with positive outcomes (Dente, 2011). For example, in the case of Ospitalità Solidale, the third sector organisation coordinating the project invested in restoring and furnishing public dwellings and assigning them to young tenants. It then gained resources from the rents paid by the young tenants, that had in turn the possibility to live in an affordable accommodation while volunteering for 10 hours a month. The local administration, after putting the dwellings at the third sector organisation's

disposal, indirectly benefitted from the improved social attractiveness and cohesion of the area, generated by the young tenants' volunteering activity.

A second driver emerges from the **proactive role of the public administration in promoting social innovation**. As Moulaert et al. (2017) highlighted in a recent survey of 30 EU funded projects, social innovation may emerge in multiple ways, with manifold mechanisms and with considerable variation across different policy fields. Although a consolidated narrative traces the roots of social innovation within the bottom-up initiative of civil society actors, thus mainly interpreting it as a citizen-led phenomenon, in the recent period there has been a growing interest towards the forms of innovation generated from -or with the crucial contribution of- public administrations (URBACT II, 2015; Vigar et al, 2020). In relation to this point, the three projects show the positive contribution of the local institutions in creating innovative solutions, mechanisms and forms of organisation to tackle emerging social problems. It must be highlighted that the engagement of local authorities in social innovation can be seen as a result of their attempt to adapt to the ongoing social and economic challenges: from the shrinking budgets available for welfare and other policy areas produced by the impacts of austerity policies, to the new changing nature of social risks manifested by an increasingly differentiated and complex population (see D5.1.). Though with significant nuances across the three cases, the local authority has operated as an actor of coordination, promotion and stimulation of the social innovation, thus playing a *brokerage* role between stakeholders to implement innovative responses to the social risks affecting contemporary society. Also, it has often made available a support in terms of institutional and economic resources, crucial for the project implementation. A significant example comes from WeMi: here the local authority has created a material and digital platform that has served as an instrument to strengthen the cooperation with (and between) the third sector organisations for re-assembling their resources, fostering the encounter among supply and demand in welfare market, and encouraging forms of welfare sharing among users.

A third driver concerns the **effective mobilisation of existing territorial assets** as a relevant variable intervening in the creation of social innovation. The three projects manifest the capacity to mobilise and utilise different stocks of territorial capital already present in the local contexts. In this sense, the presence of a number of empty or underused buildings, the possibility to engage with existing social networks, groups and bottom-up initiatives, the knowledge and the expertise of the local public, private and third sector organisations, as well as the existing governance arenas and the institutional multi-level relationships among different governmental actors, have been all relevant factors for facilitating innovation. It is also true that, sometimes, endogenous resources may not be enough for generating social innovation. A push from outside is often needed. It may serve as a catalyst for disrupting some local conditions of inertia or for stimulating the creativity and the initiative of locals. An example is provided by Integration_Machine where the institutional initiative and the political strategy have been crucial to mobilise the existing assets –until that moment underused or used in a static way– in a project that uses them in a more dynamic way and to generate community value. Hence, what the analysis highlights is that a **careful combination of endogenous and exogenous resources**, of existing and new territorial assets, and, more importantly, of a political strategy (Camagni, 2009) able to effectively mobilised them, are fundamental to ensure the success of a practice of social innovation.

In discussing the findings of the analysis, another relevant aspect to consider regards the implications of the three projects on the dimension of **life chances' betterment**. This is evident in Ospitalità Solidale where the project emphasis is on taking advantage of the initiative of the young newcomers for improving the quality of life in problematic areas of the city, turning them into attractive places to live, and reducing the impacts of growing social marginality. This is also evident in

Integration_Machine where the social actions of the project are oriented to improve the life chances of the young NEETs through their reintegration in school education or guiding them in accessing active labour market policies. Finally, this is evident in WeMi for its capacity to improve the quality of and the access to welfare services across the city, supporting inhabitants' wellbeing.

The focus on life chances' improvement highlighted by the three projects somehow illustrates that succeeding (or failing) to empower marginalised individuals and groups and reconnect them to existing social networks passes through the capacity of the projects to reconstruct a positive relationship between the local community and its living environment, restoring the **attachment to place** and the **sense of belonging** that the growing social and spatial inequalities have in a way lost or compromised. What happened to the open spaces of Ponti neighbourhood in Milan, one of the areas of Ospitalità Solidale, is emblematic: thanks to the project, the neglected, dirty and marginal open space between the buildings turned into a well-kept community courtyard and an aesthetically pleasant garden that local inhabitants are using for cultural and recreational activities. The new space can be considered a sort of symbol of the higher levels of social cohesion and of the stronger attachment to place showed by local community.

Finally, reflecting on the extent to which these projects may be transferrable to other geographical and institutional contexts, a certain difficulty emerges in identifying practices that may be applied elsewhere due to their embeddedness on the social and economic contextual conditions and the different levels of territorial assets and collective efficacy characterising each practice. Thus, an alternative approach would be to consider **the mechanisms and the processes** that may be exported to other contexts for conducing social innovation. Three examples of transferrable mechanisms are the following:

- A first one is the *filter* function present in Integration_Machine and exercised by the third sector organisation for reassembling the needs of socially marginalised individuals within the existing welfare system. In this case, the filter function allows to create a sort of *soft space* where NEETs or other vulnerable subjects can be approached in an informal setting by the social employee that can read and analyse their social needs and try to reconnect them to the existing welfare services. This mechanism would be particularly useful in contexts characterised by significant gaps among social needs and existing welfare policies, thus requiring the use of some devices to fill this distance.

- A second example is the mechanism of *exchange* used in Ospitalità Solidale, which consists in transferring a material asset to someone and getting back a service. In this case, the assets made available are the empty public dwellings that are assigned at controlled rents to young students or precarious workers, and the 'service' is the neighbourhood solidarity activity provided by the young tenants. This is a mechanism that can be particularly useful in cities characterised by high prices of accommodations and problems of access to housing for new generations, and specifically in deprived neighbourhoods characterised by high levels of social and spatial segregation, and where the need to strengthen social cohesion and attachment to place and to encourage the housing mix emerges. One problem of this mechanism lies in making sure that the process of exchange leads to positive outcomes for both sides. For example, the material assets transferred should not be a burden to the person or organisation that receives them. Also, in order not to discourage the individual or collective commitment, the service or the activity provided in exchange of the material assets should not be excessively time or resource consuming for the people that are called to deliver them. This aspect is particularly sensitive if the exchange involves the local authority as the key actor transferring the assets, and the community or third sector organisation as the actor taking on

such assets, because the risk to interpret them as 'financial burdens' rather than as resources able to generate social and economic benefits clearly emerges.

- A further example is the creation of an instrument for aggregating both welfare supply and demand, like the WeMi platform. In this case the positive aspect lies in guiding processes of domestic welfare sharing among inhabitants living nearby and in better answering to the multiple needs coming from an increasingly differentiated and complex population. This instrument would be helpful in cities characterised by a highly fragmented welfare system and by mismatches among demand and supply of services, and would allow not just to optimise the resources of the welfare providers but, more importantly, to reduce the costs of services and to make them affordable to a wider range of people.

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Abstract:

The aim of the deliverable is to analyze three social innovation cases in urban, suburban, and rural localities in Lithuania. The social innovation cases are based on existing territorial policies and reflect the variety of territorial approaches and practices developed to provide services. It also reflects the policy learning process of combining capabilities and relationships and mobilizing the territorial assets. The analysis of social innovation cases (urban locality – tourism services based on inter-municipal cooperation; suburban locality - development of family-based childcare model, and rural locality - development of integrated cultural tourism model) reflect the variety of policy approaches (top-down, horizontal and expert-led innovations) to mobilize social needs, relations and knowledge for effective action.

Keyword list: social innovations, locality, Lithuania, services delivery, social investment policies.

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Abbreviations

ECEC – early childcare education and care system.

IMC – inter-municipal cooperation.

1   Executive Summary

The aim of the deliverable is to analyze three social innovation cases in urban (Kaunas city municipality), suburban (Kaunas district municipality), and rural (Pakruojis district municipality) localities in Lithuania. The urban locality example presents the case of development of a tourism model based on inter-municipal cooperation (adaptation of Kaunas fortification complex to tourism needs and establishment of a joint public institution). The case reflects the intersections of economic growth and urban regeneration policy field. Our suburban locality example presents the recent development of family-based childcare model (ECEC policy field) that is a new childcare innovation at the national level. The social innovation case is deeply embedded in the national policies on municipal ECEC system. Referring to our rural locality the PPP (public-private partnership service delivery model contracted out to the private enterprise (so called "*concession*" contract that allows a company the right to operate a specific business within a government's jurisdiction; hereafter "*concession*" agreement) case is analyzed. We investigate the development of integrated cultural tourism model in historical Pakruojis manor complex (economic growth policy field).

The deliverable focuses on the Lithuanian social innovation examples trying to grasp the relationship between territorial assets, local capacities and territorial cohesion policy strategies implemented at the local level. We also explore how the different social innovation aspects are targeted in local social investment policies by expanding different practices, innovative projects, entrepreneurship, and local collaborations.

The report D.6.1 is structured in three analytical chapters. Each chapter presents the aspects of strategic vision, mobilization capacities, deployment of policy bundles, influence of location, use of territorial assets, networking with stakeholders, target groups and services in every social innovation example. The social innovation cases are based on existing territorial policies and reflect the variety of territorial approaches and practices to the provision of services. It also reflects the policy learning process of combining capabilities and relationships and mobilizing the territorial assets. The analysis of social innovation cases (urban locality – tourism services based on inter-municipal cooperation; suburban locality - development of family-based childcare model, and rural locality - development of integrated cultural tourism model) reflect the variety of policy approaches (top-down, horizontal and expert-led innovations) to mobilize social needs, relations and knowledge for an effective action.

2   INTRODUCTION

D.6.1. focuses on the conception of social innovation that refers to improved capabilities and relationships and better use of assets and resources to solve local problems. In other words, social innovations introduce the development and deployment of effective solutions to solve challenging local problems. Another important aspect of social innovation is collaboration between different social, business, and governmental actors. Hereby, we focus on the Lithuanian social innovation cases in urban, rural, and suburban municipalities trying to grasp the relationship between territorial socio-economic context and territorial cohesion policy strategies implemented at the local level. We are interested in the aspects of social innovation drivers, local knowledge integration, territorial capacities to act and co-decision-making structure.

The previous analysis and collected empirical data in WP4 and WP5 have revealed the role of local social, business, political, and administrative stakeholders, and territorial policy bundles in selected urban (Kaunas city municipality), suburban (Kaunas district municipality), and rural (Pakruojis district municipality) localities. We selected our social innovation cases based on the following criteria: (1) innovative and new in the municipality, (2) relations with SIS policies, (3) based on territorial assets and capacities, and territorial efficacy, (4) reflect collective mobilization and (5) rely on networking and engagement with local stakeholders and local governance. **The aim of the report** is to analyze the drivers, processes, and outcomes of the social innovations in the localities referring to the impact of (1) territorial capital, (2) collective efficacy, and (3) territorial policy coordination mechanisms.

Following on from the above the urban locality example presents the case of development of a tourism model based on inter-municipal cooperation. We analyze the adaptation of the Kaunas fortification complex to tourism needs and establishment of a joint public institution "Kaunas Fortification park" using collective efforts of urban and suburban municipalities. The case reflects the intersections of economic growth and urban regeneration policy. Our suburban locality example presents the recent development of family-based childcare model (ECEC policy field) that is a new childcare innovation on the national level. The social innovation case is deeply embedded in the national policies on municipal ECEC system and refers to local problems of supply and demand of young families. Referring to our rural locality the PPP (public-private partnership service delivery model) case is analyzed. We investigate the development of integrated cultural tourism model in the historical Pakruojis manor complex contracted out to the private entrepreneurs (so called "*concession*" contract that allows a company the right to operate a specific business within a government's jurisdiction; hereafter "*concession*" agreement) (economic growth policy field). The social innovation cases reflect the differences in origins of the drivers. The suburban case is top-down innovation, while the urban and rural cases represent horizontal relations created by integrating top-down and bottom-up initiatives.

The content of the report. D.6.1. is structured in three analytical chapters. Each chapter identifies the aspects of strategic vision, mobilization capacities, deployment of policy bundles, influence of location, use of territorial assets, networking with stakeholders, target groups and services typical of the social innovation example. Each case is compared in the table that is structured around territorial capital, collective efficacy, and territorial policy coordination mechanisms. Finally, comparative conclusion of social innovation cases is presented.

3   SUBURBAN CASE: Kaunas district municipality

Development of Family-Based Childcare Model (ECEC policy field)

Social innovation introduction

We introduce the social innovation based on the example of a subsidized family-based kindergarten model development in suburban Kaunas district municipality for 0-2 year old children. A regulated home-based childcare regime did not exist in Lithuania before and is a country-level innovation in ECEC policy field. Kaunas District municipal council has approved the decision to establish and promote family-based childcare model in 2019 September 26 by the Order No. TS-325. The Council has also approved the description of the procedure (rules and quality standards) for establishing and subsidizing the home-based childcare services provided in provider's private homes or rented premises. The so-called "Family-based Kindergarten" model is designed for the urban elderships close to metropolitan area of Kaunas city, respectively, the elderships of the Academy, Domeikava, Garliava, Garliava districts, Ringaudai and Užliedžiai. By 2020 April 10 home-based establishments had started their operations (Kaunas district municipality official website, 2020). Increasing numbers of working-age middle-class families with small children and suburban sprawl define the specificity of these elderships. The territories report the continuing problem of shortage in early-age childcare provision services subsidized by the municipality.

In general, only several European countries provide regulated home-based childcare for early-age kids. Home-based regulated provision varies in different country cases, but in general, the early-age children from 2 to 5 years old are eligible for childcare services. The home-based model refers to the conception that small groups and home environment is convenient for small infants. For example, in France around 57% of childcare services for the kids under 3 years old are provided by private providers at home (EURYDICE report, 2019). In Denmark 33.8 % of 0-2 year old children attending ECEC were in home-based kindergartens (dagpleje) (Figure 1).
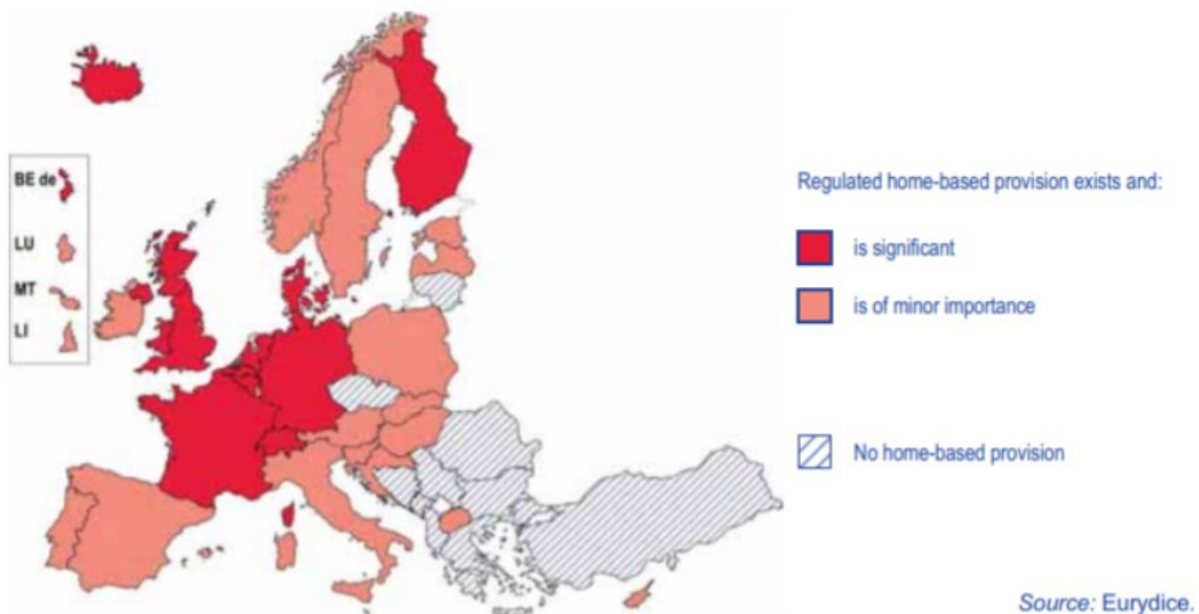

Figure 1. Home-centered childcare provision in European countries in 2018/2019 for children under 3 years old, EURYDICE, 2019.

Few policy-related factors regulate the agenda for the provision of childcare, respectively, the extent of public (municipal) and private childcare services provision, the parental and maternal leave schemes and cash benefits for children. In Lithuania, center-based childcare regime regulated by municipalities is dominating over the other service provision models. In Lithuania, the municipalities have not implemented the regulation for home-base childcare provision before. The previous input to WP4 and WP5 has demonstrated that suburban Kaunas district locality challenges the provision of ECEC in the area.

First, the provision of childcare services on the municipal level are deeply embedded in the national policies on ECEC and thus, the national level policies define the framework for the childcare strategies and collaborations. To recap: 1) the national funding scheme of ECEC partially covers expenses while municipalities also contribute partially; 2) the responsibility for the curricula of the ECEC and quality of the services is decentralized; 3) parents as the stakeholders are to a very limited extent involved in the governance of the ECEC institutions.

Second, the previous findings in WP4 revealed the impact of demographic fluctuations that change the supply-demand chain of the educational ECEC services. Internal migration, growth of the number of young families with children or ageing of the population resulted in the needs to re-structure the infrastructure. In Kaunas district municipality, the urban localities (elderships) experience growing number of young families that challenges the demand for the expansion of the center-based ECEC institutional network. The other suburban municipalities also experience the similar challenges in relation to growing young families' number; however, there is no unified ECEC approach implemented for all similar municipalities. The process of re-modifications in ECEC system also raise the issue of the accessibility and availability of appropriate childcare services (0-2 years old).

Type of Innovation

Home-based early age (0-2 years old) childcare provision refers to specific childcare regime that demonstrates the extent of government-subsidized service provisions and national preferences vis-à-vis maternity leave. This type of social innovation is new in the countries within the conservative family policy models that refers to the dominating role of mothers in taking care of children (Sekeráková Búriková, 2019). Limited access to childcare is one of the most important factors reducing female participation in labor market (van Ham and Mulder, 2005). However, the high female labour market participation rates in Lithuania and changing parental models enhances the discussion on more active need of available and, preferably, subsidized ECEC services for families.

In general, the Kaunas district childcare innovation refers to enhancing and mobilizing territorial capital in terms of enabling private initiatives to solve the supply and demand problems in territorial childcare system. The municipality carries out its own assessment of the demand and supply for ECEC services searching for new options. It is also an example of how municipal authorities seek to implement and experiment with the innovative approach to resolve the territorial issue of how to reconcile family-work needs. In terms of territorial capacity mobilization, we discuss few issues here:

1. Mobilization of private (parental) efforts and knowledge in providing "mixed" type of childcare. A growing number of young families with under aged children characterizes the socio-demographics of suburban Kaunas district municipality. Thereby, the municipal solution for home-base childcare provision suggests mobilizing both interested parties, private households and municipal administration. The growth of private sector in childcare is seen as an offer to meet growing parental needs. However, the private childcare is a costly service not

affordable for all families. Families are treated as informed consumers of childcare whose purchasing can regulate the costs of services and quality in private market. "Family-based Kindergarten" is a hybrid option of early-age childcare services that combines both parental interest and a subsidized regulated childcare market.

2. <u>Innovative approach to employ territorial assets</u> such as young staying-at-home mothers and their entrepreneurial and educational skills. The proposed home-based care solutions meet the care needs over the working day of parents. It also integrates the educative and social skills of young mothers who can apply to become service providers in their private homes.

3. <u>Limited infrastructural and financial resources of municipalities to secure availability of center-based ECEC places</u>. For the majority of family households, childcare is a costly service in the private sector. However, the financial and infrastructural resources of Kaunas district municipality are limited to establishing the network of affordable center-based services for all families in need. The proposed "Family-based Kindergarten" model tries to fill the gap between insufficient municipal administrative skills and financial resources by providing a diverse patchwork of childcare services provision.

4. <u>Limited range of stakeholders' involvement</u>. The "Family-based Kindergarten" model focuses on the involvement of parents and municipal administration as "top-down" initiative. The involvement of other social stakeholders (local community or NGOs) is very limited and not represented. The municipal administration brought together the efforts to recognize local needs in available and affordable ECEC services and combined this with foreign experiences in the field. The mass media coverage refers to the similar subsidized home-based childcare experience in Germany that was an inspiration for Kaunas district municipality.

In terms of territorial problems, the analyzed ECEC provision innovation seeks to address several territorial problems in relation to (A) services provision infrastructure (introduction of new service provision models), (B) supply and demand of services and (C) social welfare for local families. The previous analysis in WP4 has indicated that the demand and supply of ECEC services and re-modification of ECEC provision infrastructure is significant for the locality. The municipality offers private initiatives based childcare provision models by subsidizing a half of the fee for families in private kindergartens (100 Euro cost/month).

The intensive marketization tendencies in private land has also an impact of expanding public ECEC infrastructure. Referring to Kaunas District mayor: "The territorial development is very intensive, we are trying to keep up with it, but we are facing a problem - there are no more vacant state land in suburban settlements, all land is private and we cannot afford to build new kindergartens" (Interview with mayor, 2020, official website of the municipality). During the last 9 years, 75 new groups in municipal kindergartens have been established in Kaunas district municipality; about 1,500 of children have been admitted to subsidized childcare. However, a significant number of early-age kids are on waiting list. For example, according to Kaunas district municipality data in 2019 September 681 children of pre-school age (1.5–2.5 years) who did not attend an educational institution were on waiting list for kindergartens. The largest waiting list in the urban elderships of Užliedžiai, Domeikava, Academy, Garliava and Garliava districts (Kaunas district municipality information, 2020).

For this reason, the municipality had to accommodate kindergartens in other buildings, adapting them for childcare education, for example, student dormitories, former police station, or expanding the premises of the old kindergartens. Private kindergartens are establishing rather slowly, and the construction of new ones requires considerable financial resources. The idea of increasing the number

of places in existing kindergartens by building additional container modules nearby is currently being considered.

The Strategy and Practices of the Family-Based Childcare Model

In suburban Kaunas district municipality, the focus is *the infrastructure* ("*rationally planned development of the educational institutions and modernization of existing educational infrastructure*") and the *quality of the educational process* (Kaunas District Municipality Strategic Plan for 2021-2027), but the issue of accessibility is not part of the strategic policy agenda. According to Kaunas district municipality, the aim of childcare provision is to increase the availability of childcare services for families with early-age children and helps parents to reconcile family and work responsibilities, and actively participate in the labor market

The Family-based childcare model complements the ECEC development strategy in suburban locality by setting up few main principles (Kaunas district municipality official website, 2020):

1. SPATIAL PRINCIPLE. The principle is defined in terms of eligibility for early age children to receive childcare services based on their residential status (services are eligible only for children officially registered in Kaunas district municipality).
2. AVAILABILITY OF SERVICES PROVISION. The strategic focus is on increasing the availability of childcare services for families with early age children (from 2 to 5 years old). The childcare service model is targeting the early-age children (from 2 to 5 years old) living in the territory of Kaunas district municipality. The services are designed for children, residing in the locality, who were not admitted to municipal pre-school ECEC groups and do not attend private educational institutions.
3. SOCIO-ECONOMIC EFFECT. The family-based childcare approach contributes to enabling parents to reconcile family and work responsibilities, participate in the labor market and contribute to the family's material well-being.

Service providers supervises five eligible children from 2 to 5 years old in premises owned or rented by them according to the "Family Kindergarten model requirements". Technically, the municipal administration appoints the home-based childcare provider who should meet several criteria, including motivation, suitable premises for childcare services (enough space for childcare rooms) and equipment. There are several eligible criteria for enrolment of early-age children to receive family-based childcare in the locality defined in "Rules and Provisions for Establishing the Family-based model"(No.TS-325):

1. First, the child's residence place must be officially declared in the Kaunas district territory.
2. Second, the child is registered in the Municipal Centralized Child Admission Information system database and is not being admitted to the municipal financed ECEC educational institution.
3. Thirdly, the child does not attend any other non-governmental ECEC educational institution providing pre-school education services and does not receive a refund of part of the fee.

According to the municipal regulations, home-based childcare providers are defined as branches of municipal kindergartens. The persons who established them are employed officially in pre-school education institutions. The municipality pays them a salary including all social guarantees. If necessary, the municipality can buy furniture, toys and other necessary inventory for home-based kindergartens. Children will be able to stay in the kindergarten on demand - up to 10 hours during the

working day. The service providers do not need any special professional qualification, except the requirement for special pedagogy and special psychology course program (180 hours) and compulsory first aid, hygiene skills training.

<u>The role of location</u>. The strategic goals of home-based childcare model are defined in line with the planning framework in Kaunas District Municipality Strategic Plan for 2021-2027. In general, the Strategic Plan identifies three main issues related to the childcare services: *accessibility, quality of the infrastructure and capacity building of ECEC providers*. The introduction of the new childcare provision model is linked to the actual situation in the locality in terms of limited supply and demand of services. Thereby, the issue of availability and accessibility to ECEC in suburban municipality demonstrates the lack of municipal subsidized kindergartens specifically in urban elderships close to the metropolitan area of Kaunas city. More urban elderships have more advantage from increasing young population and fertility rates compared to rural elderships that are remote from the metropolitan area. In this sense, the role of location and its socio-demographic characteristics are one of the facilitators for implementing home-based childcare model.

<u>Networking</u> (territorial governance, engagement with stakeholders). Municipal subsidized family-based childcare is a social innovation example that needs to be discussed with the local stakeholders, especially parents. The dissemination of the knowledge and expertise between parenting communities can inform municipality on the childcare choices and options for affordable services provision. Even though it is early to evaluate the effects of the home-based childcare model, the example reflects the gap between targeting the policy and beneficiaries. The suburban municipality takes the largest share of responsibility towards the implementation of the childcare model, including planning, organizing, monitoring, and financing.

The family-based childcare model is a new trajectory in suburban locality introduced in 2020. It is too early to evaluate the effects and outcomes of the home-based model provisions for the local families. However, the introduction of a new childcare provision model is innovative in the way it deals with the limited availability of formal ECEC places in the locality. The innovation covers only parental interest to afford formal childcare and more actively participate in labor market. Municipal interests include political intervention to subsidized ECEC services and maintain affordable infrastructure that is a state-delegated function. Because of the limited infrastructural resources for ECEC services (e.g. lack of affordable buildings), Kaunas district municipality is being reoriented towards new models of childcare provision for early-age kids.

Concluding, the municipality subsidized family-based childcare model is an example of top-down social innovation that responds to the shortage of places in formal ECEC system for the children 0-2 years old. The child-care model case is deeply embedded in the municipal ECEC system policy in terms of services accessibility, availability, infrastructural development in all, rural and urban elderships. The suburban municipality benefits from the growing number of young middle-class families; however, it also challenges the supply and demand of ECEC system availability. Our family-based childcare model is an example of innovative process that develops innovative solutions for childcare combining municipal administrative and organizational knowledge, financial resources and entrepreneurial skills of mothers'.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Not new in Western European countries, but innovative in CEE region								
National	The first subsidized home-based childcare model introduced in the country								
Regional	The first subsidized home-based childcare model introduced in the region.	Promotion of new childcare delivery models as innovative example for other similar regional municipalities							
Municipal	Childcare innovation initiated by the municipal administration as a response to the limited municipal ECEC services supply.	Supply of subsidized home-based childcare for families in need; solving issues of availability and affordability of childcare	This is the example of the policy supporting labour activation and opening new potential areas for childcare service	Relies on territorial capital in terms of parental (mostly young mothers) competencies and skills to establish home-based childcare facilities. In addition, the local trust networks are	Average – integrates the expertise and knowledge of parents with early-age children and municipal administrative and financial resources.	Complements the municipal subsidized schemes of centre-bases formal ECEC sector. A bundle is related to the introduction of hybrid forms of childcare service	Not much integrated; seeks to contribute to local life chances by providing diverse options for subsidized childcare.	Directly addresses the issues of working families with the children in increasing the parental participation in labour market and household welfare.	The involvement of local social stakeholders or communities is limited. The effects are indirect for the local families' welfare.

			provision models.	established as basis for parental choice to use home-based services.		provision (integration of private sector).			
Neighbourhood		Options for subsidized home-based childcare for urban elderships that face the problem of availability for municipal ECEC.							

4   URBAN CASE: Kaunas city municipality

Development of Tourism Model based on Inter-municipal cooperation (intersection of economic growth and urban regeneration policy)

Description of social innovation

For the urban locality of Kaunas city municipality, we analyze the tourism services development model based on inter-municipal cooperation (further IMC) with a suburban locality (Kaunas district municipality). The case reflects top-down and expert-led initiative to develop cultural and tourism services provision. The example focuses on the historical object of the Kaunas fortification system. Kaunas Fortress is a unique heritage not only in Lithuania, but also in the whole of Europe. This fortification complex, dating back more than 140 years from the start of design, is becoming a park. Kaunas Fortress suffered decline mostly during the Soviet era - the buildings and their grounds were used by the Soviet army, therefore there was no proper management and maintenance. The buildings were not treated as heritage objects with exceptional historical, engineering and architectural value. After regaining independence, the Soviet army was withdrew from the forts. Over the years, the areas of the fortress were overgrown with greenery, had also become a place for illegal landfills, which endangered the historical sites.

Kaunas district municipality and Kaunas city municipality decided to mobilize their efforts and expertise to solve the problem of historical heritage use in the urban territory. In parallel local history enthusiasts established the association "Kaunas Fortress" in 2009 within the aim to implement ideas on how renovate the fortification. Finally, the joint municipal public institution "Kauno tvirtovės parkas" (Kaunas Fortress Park) was established in 2016 to organize cultural tourism and education in Kaunas fortification complex (9 fortifications in total). The municipalities have delegated the management and maintenance of Kaunas Fortress objects to a joint public institution. The main goal of the public institution "Kaunas Fortress Park"[1] is to organize the adaptation of Kaunas Fortress heritage to modern public and tourism needs, thus mobilizing the research, tourist and cultural potential of military heritage, to popularize Kaunas Fortress heritage on the national and international level. The municipalities of Kaunas city and Kaunas district have been actively participate ng in the projects financed by the European Union, looking for a way to effectively solve the fortress reconstruction problems and raise bring new life and use to the fortress. For this purpose, the Treaty establishing the European Fortress Network (EFFORTS) was signed in 2017, whereby Kaunas city and Kaunas district municipality have become the founders of this network and the first members in the Baltic States (Kaunas Fortress Park information, 2020).

In total the public institution "Kaunas Fortress Park" supervisors 69 objects in Kaunas city and Kaunas district. The main goal and strategic vision of "Kaunas Fortress Park" is maintenance, historical preservation, and adaptation of this heritage to the needs of society and cultural tourism (Figure 2).

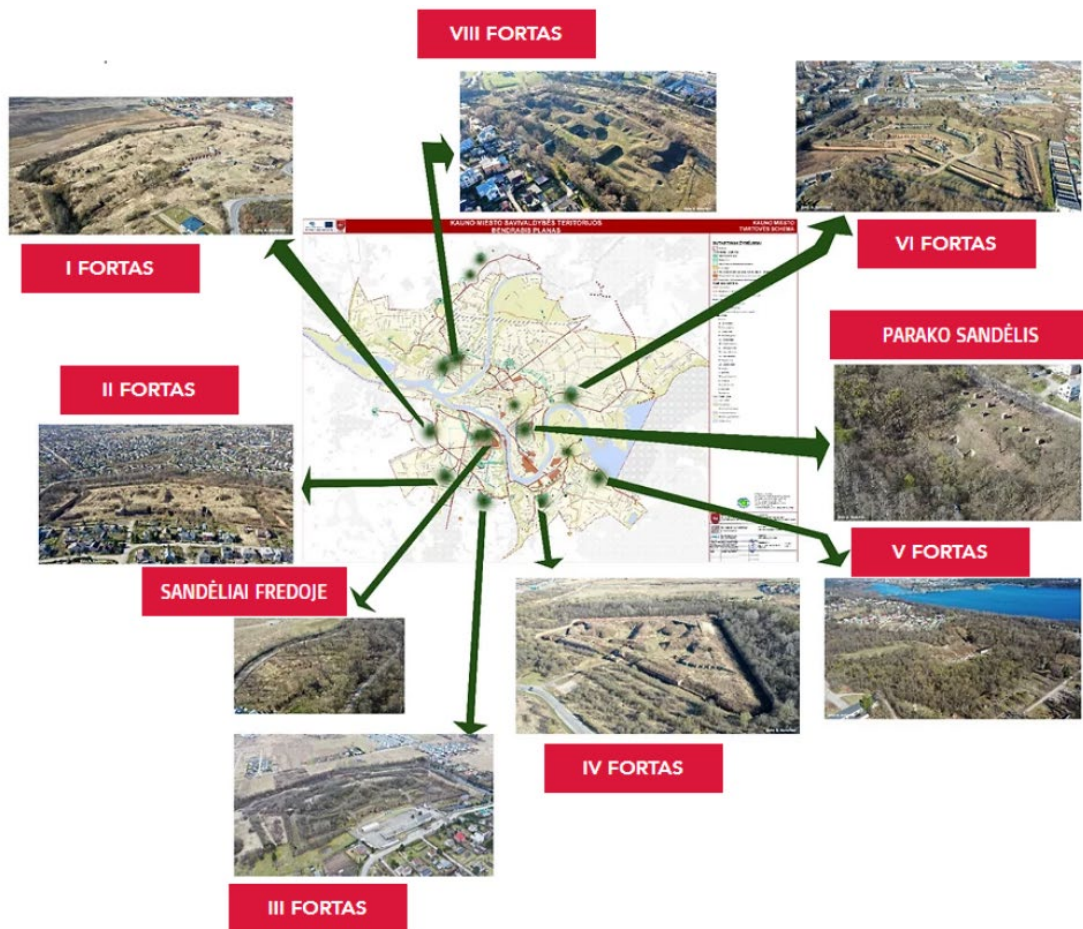[1] Website of the public institution "Kaunas Fortress Park", available online: http://www.kaunotvirtove.lt/.

Figure 2. A plan of Kaunas Fortification complex, Kaunas Fortress Park information, 2020, available on: http://www.kaunotvirtove.lt/.

The case of IMC based cultural tourism is described as an exemplar case of combining territorial resources, expert knowledge in history and heritage, and administrative support by local authorities. Regarding policy-related factors, the integrated economic and urban regeneration approach could be analyzed. First, the social innovation addresses the economic growth approach to convert historical heritage objects into public-interest related objects for the local inhabitants' recreational needs. This approach stimulates tourism development in urban area and provides more marketing and branding value for Kaunas.

Second, the social innovation brings a value to urban regeneration policy by converting abandoned places to tourism attraction places. It also requires managerial knowledge and administrative support to develop the Kaunas Fortress complex into an attractive public educational, historical and tourism space. The previous input to WP4 and WP5 has demonstrated that urban Kaunas locality has enough economic and entrepreneur potential to recover the urban infrastructure into "livable spaces". In this sense the collaborative approach with Kaunas district municipality opens the creative potential for joint funding programs and projects. One of the examples of collaborative funding efforts is the interactive map of fortress. Lithuanian Culture Council awarded the funding to create an "Interactive Map of Kaunas Fortress" in 2018. The aim of this project was to create an innovative dissemination and information online tool that will ensure successful continuity of educational and tourism activities

and accessibility for the city community. The map could cover Kaunas Fortress cultural heritage objects, and help improve education about cultural heritage, contribute to developing tourism and cultural industries infrastructure. The interactive map of Kaunas Fortress presents the data of Kaunas Fortress objects - historical, architectural, urban, iconographic, localized and marked as new. It also provides prompt information on education, tourist routes, management and events, security, and environmental   issues   (interactive   map: https://maps.kaunas.lt/portal/apps/Cascade/index.html?appid=69c608128d3940c899975caf5a1b128 f).

Type of Innovation

The case of tourism services development model based on inter-municipal cooperation represents an example of top-down and expert-led initiative. First, both urban and suburban municipalities have merged their efforts to institutionalize the project on cultural heritage by establishing a joint public institution to manage over the fortification complex. The municipal authorities took the responsibility over the management and financing schemes for the joint public institution. Second, local historical enthusiasts have also supported the institutionalization of the Kaunas Fortification Park. In this sense the social innovation reflects the expert-led approach that integrates expert knowledge in history and heritage and organizational efforts.

The strategic model of "Kaunas Fortress Park" activities is based on three stages: historical research, management and territory maintenance works, and creating a friendly environment for citizens' leisure, tourism, recreation, creativity, history, social employment and entrepreneurship. The public institution declares that their priority is increasing the physical accessibility to historical heritage sites. Another priority declares the approach of interdisciplinarity to tourism service provision. The tourisms services should combine history and heritage, landscape architecture and fortification spaces, the city's everyday life and nature conservation, volunteering, and social partnership Kaunas (Fortress Park information, 2020). **In terms of territorial problems**, the tourism services development innovation seeks to address several territorial challenges: (A) tourism and education services provision infrastructure (introduction of new service provision models in tourism area), (B) preservation of historical identity and local historical assets, (C) territorial branding strategy, (D) inter-municipal cooperation approach and development of new institutionalized forms of cooperation.

Looking from the territorial capacity and collective efficacy approach, Kaunas IMC-based tourism innovation refers to the case of complex top-down approach. It is also an example on how municipal authorities, both urban and suburban, seek to experiment with the innovative collaborative approach to solve urban regeneration and "livable" places development issues. We can point out several related issues that uncovers the use of territorial capacities and bottom-linked empowerment:

1. Mobilization of local expert knowledge. The history of establishing a municipal joint public institution "Kaunas Fortress Park" has demonstrated the need of expert knowledge, especially in the field of history and military sites renovation. The history enthusiasts have contributed to the recovery of cultural heritage places by sharing their knowledge in mapping, engineering, military history, and architecture. It also requires administrative, managerial, and financial skills to organize sustainable tourism, cultural and recreational activities in the fortress complex for different target groups.
2. Innovative approach to mobilize territorial assets and develop complex tourism services model. The case demonstrates the approach to mobilizing physical historical infrastructure, expert skills, and service provision models. The integrated approach

requires high-level managerial, outsourcing, and planning skills. Most of the employers in "Kaunas Fortress Park" have professional expertise, especially in cultural preservation and adaptation of historical sites to modern tourism needs. The analysis of social innovation also demonstrates the development of complex tourism services that combine historical sites preservation, sightseeing, historical experience of Kaunas city, learning and education, public festivities, and culture.

3. <u>Stakeholders' involvement and entrepreneurship</u>. The analyzed social innovation model focuses on the active involvement of social stakeholders, especially, NGO organizations working in historical heritage and local communities. For example, one of the most important collaborators is the association "Kaunas Fortress" established in 2009. The members of the NGO are enthusiasts in the history of fortification complexes who organize cultural, sports, and recreational activities. The municipal administrations of Kaunas city and Kaunas district contribute with the institutionalized approach by establishing a joint public organization and providing some administrative and financial support for the activities.

4. <u>Socio-economic effects</u>. The activities of Kaunas Fortification complex demonstrate the effective use of historical and infrastructural heritage for public tourism purposes. The growing number of visitors to sightseeing places of Kaunas fortification park generates not only economic profit, but also gives an added value to the territorial branding. For example, in 2019 the number of participants in education activities was 1565, in excursions - 890 participants. In total, 13,350 visitors have participated in tourism activities organized by Kaunas Fortification complex (Annual Report of "Kaunas Fortress Park" 2019[2]). The indirect socio-economic effect also involves the dissemination of territorial knowledge and historical identity to contribute to Kaunas city strategic development plan for 2019-2022 (measures on tourism development).

The strategy and practices of the IMC based tourism model

Kaunas city strategic planning documents such as *Kaunas city strategic development plan 2019-2021* within the Supplement on *Economic Development Promotion Program* and "*Integrated Territorial Development Program of Kaunas city*" emphasises the sustainable development of business infrastructure services in the locality. Considering economic growth policy, an emphasis is given to "*creation of economically attractive areas*" and "*encouraging entrepreneurship*" which acknowledges the importance of economic indicators for the territory. However, the integration of territorial planning problems, urban regeneration projects and historical tourism infrastructure is not well covered in strategic documents. On the contrary, the example of the 6th Fortification demonstrates the discrepancies between territorial planning and historical heritage. During the residential construction boom in 2004-2008, two multi-apartment 5-storey residential buildings were built within the territory of cultural value.

One of the social innovation practices is related to **outsourcing schemes,** especially in relation to EU funding. The implementation of the Kaunas Fortification complex strongly depends on external outsourcing projects that are the top priority of public institution "Kaunas Fortress Park". The first steps in financial outsourcing was implemented by Kaunas city municipality administration in the early EU accession financing period in 2004-2010. Kaunas city was invited to participate in the project, partly funded by the EU Regional Development Fund under the Interreg program "Baltic

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[2] Annual Report of "Kaunas Fortress Park" 2019, available online: http://www.kaunotvirtove.lt/dokumentai.

Strong Cultural Tourism Route" (development of Baltic cultural and tourism routes) in 2005. The aim of this project was to preserve former fortresses in the Baltic region, convert them into multifunctional centers of culture, arts, leisure, and tourism, develop multilateral cooperation between urban municipalities and scientific institutions. Although no specific fortification maintenance works were carried out during the project, it became a strong impulse for popularizing Kaunas Fortress as a unique cultural heritage and tourist attraction. At the same time, the Interreg program project "Sustainable restoration of former soviet military areas - opportunity for regional development" was implemented, in which Kaunas city municipality also participated with foreign partners. The aim of this project was to facilitate the promotion of polycentric infrastructure for converting former military areas to support balanced spatial development. The project examples demonstrate the collaborative potential and engagement of local authorities to find a solution for historical objects. Referring to Valdas Rakutis, the head of the "Kaunas Fortress Park", "*The problem is not to find money at all, but to use it wisely. The most important thing is to be a smart and good host. Otherwise, the money will go to the winds*" (mass media information, 2015).

Another strategy used by the social innovation model is effective **inter-institutional collaborations and partnerships**. The activities of public institution are organized mobilizing local authorities' efforts, local expertise, and voluntary participation. For example, Kaunas city deputy mayor Povilas Mačiulis states that the search for funds is a complex process and needs managerial skills. An attempt is made to attract both EU and private funds together with central government support. A good example of inter-institutional partnership is the reconstruction of the 6th Fortification. Kaunas city municipality and Kaunas historical heritage enthusiasts have organized a joint project for the first stage of reconstruction of the 6th Fortification, where a military equipment museum and amphitheater should be established. Kaunas city mayor describes the process of partnership referring to local knowledge and expertise:

"*Huge funds are only one side of the coin. It is necessary to create a proper management model to be a good owner of the fortress. And we have already moved in that direction. Another difficulty is the strict requirements for heritage protection. It is the case in many foreign countries that if the need to insert a modern glass and concrete structure during the reconstruction of antiquities, this is done without much doubt. In our case – differently, the legislation is very strict*" (Kaunas mayor Visvaldas Matijosaitis, source: mass media coverage, 2015 11 18[3]).

Role of location. The introduction of IMC-based institutionalized cultural services model is linked to the actual situation in the locality in terms of urban regeneration and use of public spaces for local inhabitants. The social innovation also reflects the discrepancies in urban planning where the function of historical sites and places are unclear. The maintenance and reconstruction of historical fortification complex needs high engagement in outsourcing, management, and careful planning to develop attractive tourism and recreational services. It also needs the active role of local authorities in developing sustainable territorial plans and strategic tourism development measures. In this sense the main beneficiaries are local inhabitants and local communities who benefit from growing consensus on historical sites' use and historical heritage awareness.

Integrated services. The management and adaptation of this heritage is organized based on three stages: design and documentation, management and maintenance, management and use to promote tourism, creativity, the needs of the local community and entrepreneurship. The main services are

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[3] https://www.lrytas.lt/bustas/nekilnojamasis-turtas/2015/11/18/news/daug-skausmo-regeje-kauno-fortai-vel-zadinami-515914/, accessed: 2020 09 14.

organized around two main principles: **enactment and environmental impact**. The groups of services provided by "Kaunas Fortress Park" include historical academy of the fortification (historical camps and lectures), tourism and education (festivities, sightseeing, educational seminars), and maintenance and reconstruction of the fortification facilities. According to the head of public institution "Kaunas Fortress Park": "*It is a great place for communities to express themselves, artisans, culture sphere people. For example, there is no public park in Šilainiai district. But there is an abandoned Fortification, a very interesting object. After arranging the historical place, the people of Šilainiai would have a great park*" (mass media information, 2015).

Involvement of social stakeholders and networking (local community or NGOs) is very important in urban IMC-based tourism development case. The social innovation represents a unique model of cooperation between the local community, urban and suburban municipalities, universities, and experts. The main idea that mobilize the interested parties is historical identity and Kaunas military history, as well as enactment of historical places to public needs. Currently the largest share of preservation and maintenance of Kaunas fortification facilities is carried out by public institution "Kaunas Fortress Park" and Kaunas fortress association (voluntary association). Urban municipality takes the responsibility external expertise in financial schemes and territorial planning. Each fort has its own workforces, and they receive assistance from local volunteer communities. This enthusiasm was crucial to mobilize local authorities to help with necessary funding. One of the examples of local community involvement is successful collaboration with artists in 2016. The closing of the tourism season was accompanied by a famous audiovisual installation and artistic performances. Kaunas Fortification complex also appears on the map of "Capital of Culture 2022". The successful community advertising and publicity caught the attention of Kaunas residents that significantly increased the number of visitors over the last few years. Another networking example is the first festival in 2015, called" Baterija" that brought together different arts and.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Not new, IMC based municipal cooperative initiatives for service delivery are highly used in Western European countries in different institutionalized forms and cooperative agreements. The model depends on the external EU and other funds.								
National	One of the successful examples of IMC based public institution for historic tourism services delivery.								
Regional	The first integrated historic services delivery model introduced in the region and used by two municipalities (urban and suburban).	Promotion of integrated service delivery models based on local resources (history, expert knowledge, and civic engagement) as innovative example for other municipalities							

Municipal	Cultural tourism innovation initiated by the two municipal administrations as a collective response to the sustainable territorial development and use of historical heritage objects for society needs.	Solving issues of territorial development and urban planning, use of historical heritage objects to the local society needs, promotion of territorial identity and territorial branding	This is the social innovation example of the policy contributing to economic growth and urban regeneration (territorial development and planning of urban spaces)	Relies on territorial capital in terms of historical heritage (Kaunas fortification complex), local expertise in military history, voluntary efforts, and municipal administrative and financial capacities (as a result the joint public institution was established for developing tourism model in fortification complex).	High – integrates the territorial identity, expertise, and knowledge of historic enthusiasts (volunteers) and municipal administrative and financial resources.	Policy bundles refer to the integration of territorial planning, tourisms sector development and territorial branding through strategic partnership (establishment of joint public institution).	Not much integrated; does not directly complements with the territorial planning documents of Kaunas city.	Indirectly addresses the issues of economic growth in terms of recreational zones development and local welfare (cultural and educational activities).	High involvement-voluntary efforts and involvement of stakeholders are important in preserving the memory of historical sites (maintenance, participation in cultural and educational festivities, historic enthusiasts)
Neighbourhood		Options for urban elderships to solve a problem of green public spaces and recreational zones.		Positive, based on local civic efforts and mobilization to preserve military history in the areas.					

5   RURAL CASE: Pakruojis district municipality

Development of Integrated Cultural Tourism Model (economic growth policy field)

Description of social innovation

We discuss the example of social innovation based on the use of horizontal level policy bundles in our rural locality of Lithuania. We present the case of cultural tourism development in Pakruojis district municipality where business efforts, economic growth strategy by local authorities and EU investments were integrated to re-construct Pakruojis manor complex (main house together with the other farm buildings, in total 43 buildings) for tourism needs. The Pakruojis manor complex is the largest fully survived ensemble in Lithuania established in 17th century. The Germany-based family of Theodor von der Ropp owned the complex at the beginning of the WW2. The Pakruojis Manor complex had a rich history. After the First World War Pakruojis estate was the exemplary economy, known for its industrial cattle breeding, milling, spirits and pharmacy. However, in 1940 Julius von der Ropp inherited the estate and later, in 1944 together with war refugees was departed to the West and disappeared. After Soviet private property nationalization in 1940 the agricultural collective farm was founded in Pakruojis estate. The manor palace was renovated in 1959. There was an agricultural technical school until 1979, later- an agricultural personnel training school and social housing facilities. Since 1992 the manor complex is under the supervision of Pakruojis municipality administration.

Geographically, Pakruojis manor is in the northern part of Lithuania, next to the Latvian border (28 km). The complex is listed in the Lithuanian Cultural Heritage Register and the Lithuanian Record Book as the largest protected manor homestead established since the Soviet period. The unique Arch Bridge, built on the river Kruoja, was also reconstructed a few years ago. It decorates the ensemble of Pakruojis Manor. This bridge is the only one dolomite structure of the late Classical style in Lithuania and one of the touristic objects in the area. However, for two decades the renovation and reconstruction of the manor complex was not implemented due to the lack of public financial support schemes for tourism objects.

Over the years the local authorities took a responsibility to integrate public and private resources for establishing effective tourism strategy in the area. In 2011 Pakruojis municipality received a financial grant for the project "Reconstruction of the buildings of the southern part of Pakruojis manor and complex arrangement of the territory, adapting to the needs of the society" prepared by the specialists of Pakruojis municipality administration. The reconstruction scheme has received more than 753.600 euros from the European Union Cohesion Operational Program for the period of 2007-2013 under the measure "Creation of preconditions for faster diversification of economic activities in rural areas". The main measures were related to urban development, preservation of cultural heritage and nature and adaptation for tourism development in rural regions. In 2012 the municipality invited private operators to join a public-private initiative for reconstructing Pakruojis manor complex for tourism purposes. In 2012 private a business company ("Pakruojo parkai") was established to implement the project. This represented the largest Lithuanian Pakruojis Manor adaptation for the needs of multifunctional public tourism from the above-mentioned Cohesion Fund Program for the measure "Development of tourism services / product diversity and quality improvement". The aim of the project was promoting local and inbound tourism, creating favorable conditions for active recreation, ensuring more efficient use of public tourism infrastructure, increasing its attractiveness to tourists, uniqueness and diversity of services and products. The reconstruction projects also aimed to

contribute to local and regional socio-economic development. The project estimated that after the implementation of the plans, about sixty thousand tourists from Lithuania and foreign countries would visit the manor per year. Pakruojis municipality administration also played a leading role in implementing the complex renovation procedure. In 2012, Pakruojis administration signed the concession agreement (PPP project) with the private operator (business company) for developing a tourism center in the historical complex.

Since 2012, the private operator (business entreprise) is responsible for renovated cultural heritage object that provide multifunctional tourism and recreation services (recreation activities, sports, historical performances, hospitality, restaurant, historical education, annual festivals, private events). The manor complex has also established a brewery and spirits production facility based on local traditions.

Figure 1. Map of Pakruojis manor complex, Pakruojis manor information, 2020.

A few policy-related factors define the social innovation in the rural locality. First, the implementation of comprehensive tourism and economic growth-related strategy using the local resources is important. The previous input to WP4 and WP5 demonstrated Pakruojis district locality faces challenges around its low level of employment, low economic activities diversification and sustainable locality branding schemes. The successful reconstruction of Pakruojis manor complex and adaptation for tourism needs could be analyzed as the case of collective efficacy where all key elements for tourism are involved: business, local labor, local branding and marketing, local cultural and economic resources and local knowledge.

Second, the provision of cultural tourism services on the municipal level are deeply embedded in the local resources. The Pakruojis manor project addresses recreational use of the landscape, cultural heritage, traditions, and economic dimension (new workplaces and increasing tourism flows). Finally, the integrated municipal approach to combine public and private resources was successful. In 2018 the Pakruojis manor complex was awarded prize for being among the best European cultural tourism destinations. This was organized by European Commission EDEN project (European Destinations of Excellence). In 2020 the manor complex was awarded a prize as the top-level tourist destination for cultural tourism in Lithuania. More than 250.000 tourists visited the complex in 2019 (Pakruojis manor information, 2020).

Type of Innovation

Pakruojis district municipality cultural tourism innovation reflects the case of horizontal policy bundles where private initiatives, top-down financial and managerial efforts and local community combine their knowledge and resources to solve the economic growth problem in rural locality. The case also integrates the importance of the EU funds that foster the development of cultural tourism strategy. Economic development, tourism planning and local branding schemes were articulated to correspond with the profile of the rural locality. It is also an example of how municipal authorities seek to experiment with the PPP (public-private partnerships) approach to take advantage of scarce local economic and social resources. Previous analysis in WP4 and WP5 has revealed the triggers and boundaries of local resources, for example, de-population, remoteness of the area, low level of economic activities diversification and focus on agriculture. Despite the rural challenges, the social innovation addresses complex territorial problems and challenges reflecting the local and regional context: (1) labor supply and demand, (2) effective use of local cultural, historical and recreational resources, (3) economic profit and economic productivity, (4) local branding strategy and territorial recognition. The current achievements (cultural tourism awards and increasing flow of tourists) has demonstrated that PPP partnership could be effective in developing complex tourism services and mobilizing local resources.

In terms of territorial capacity mobilization and collective efficacy, the rural social innovation points out few aspects:

1. <u>Innovative approach to employ territorial assets</u> such as historical heritage, territorial identity and traditions and local expertise in developing new public services models (in this case, public-private partnerships). The social innovation meets the needs of tourism development in the area and more active economic involvement of local inhabitants (approximately 65-80 employees every year).
2. <u>Mobilization of local knowledge in providing complex cultural tourism services</u>. The social innovation reflects the rural territorial resources combined with active enhancement of cultural and historical resources through increased supply, diversity, and quality of viable

cultural tourism services. Also, cultural tourism services of Pakruojis manor complex helps differentiate cultural tourism demands and expand the season by providing workplaces all year round. The case of Pakruojis manor complex is in line with the demand created by the rising educational levels, de-population, the increasing economic role of local labor force.

3. <u>The role of private sector involvement and cultural tourism marketization</u>. The integrated cultural tourism model focuses on the integration of business entrepreneurships and public infrastructure. The municipal administration of Pakruojis brought together the knowledge to combine local cultural heritage resources and business experience in developing profitable and sustainable cultural tourism services for a variety of target groups (families, young couples, elders, pupils).

4. <u>Local leadership and entrepreneurship</u>. Entrepreneurship plays the most important role in developing a long-term cooperative arrangement (PPP model) with rural municipality to develop cultural tourism for public. It also integrates the innovative, managerial, planning, and risk capacities and knowledge to develop a successful cultural tourism model.

The strategy and practices of the cultural tourism model

Concerning the bundles of policies in the rural locality and social innovations, one could recognize the specific territorial economic growth indicators in strategic documents. Unfavourable social-economic indicators and demographic decline in the Pakruojis locality drives the search for alternative improvements in economic activities. Our previous analysis has identified the main territorial challenges of the locality. The *Pakruojis Strategic Development Plan for 2014-2020* acknowledges that the main territorial problems are demographic decline, limited working age population, dependency on social benefits, insufficient public infrastructure, and roads. Additionally, *Pakruojis Local Action Strategy for 2014-2020* document acknowledges the integrity and identification with a border region of neighbouring Latvia thereby recognising this as an important basis for cooperation in cross-border cultural tourism and historical heritage. This document illustrates a somewhat different narrative of place understanding compared to official strategic planning documents of Pakruojis district municipality with a special focus on the territorial and cultural identity.

The role of location. Considering the development of cultural tourism services model in Pakruojis manor complex, some elements of a place-based approach could be identified in *Pakruojis Local Action Strategy for 2014-2020.* The document underlines the need for local place-based services development that reflects rural communities' needs and resources, for example, crafts or small-scale food industries. It is important to recognise the role of local identity that is strongly associated with territorial historical heritage. One of the strategic goals is "*development of regional products based on cultural and historical heritage*". The provisions in the document imply that the development of regional products and the implementation of special marketing programs enhances better use of the local cultural and historical heritage. The combination of historical heritage and entrepreneurship initiatives could become an alternative for territorial economic growth policy. This approach also ensures new added value for local production and services. This, in turn, would encourage the local community to participate in new activities.

In other words, the development of PPP-based cultural tourism model is linked to the actual situation in the rural locality in terms of a limited labor market, lack of attractive recreational and cultural tourism and economic activities diversification. Also, the form of social innovation is related to the mobilization of private and public investments and knowledge. It can be understood as some form of partnership focused on the specific qualities/assets of the location (historical heritage, food and brewery traditions, strong community) and its socio-demographic characteristics (unstable labor

market, de-population). Considering the role of local stakeholders in developing an integrated cultural tourism model in Pakruojis, the case brings together local authorities, relevant entrepreneurs, and local community (participation of local community organizations in joint manor festivities). On the vertical scale, the municipal administration takes control over a broad range of public infrastructure for developing Pakruojis manor complex and supporting marketing activities at national and international tourism events. On the horizontal scale the participation of local communities is also important in supporting social partnership and territorial social integration. The renovated Pakruojis manor complex is understood as a local heritage symbol that could successfully combine tourism entrepreneurship and local resources.

Services and target groups. The services provided by Pakruojis manor complex are very diverse and bring together the areas of hospitality, education, cultural heritage, and food. The main target group is incoming tourism, but the complex is open for local inhabitants as well. The municipality provides a local inhabitant card that gives free admission to the festivities in Pakruojis manor complex. The range of services are concentrated around these main principles:

- Learning and lively history: historical performances, museum, tours.
- Hospitality: hotel, restaurants, lodging.
- Local traditions: workshops and participation in local traditional crafts, costume room, local brewery.
- Recreation: SPA, riding, horses.
- Festivities: family events and large-scale festivals, for example, annual Flowers Magic Festival, local community festivals for local inhabitants.

Summarizing the cultural tourism model: it is compatible with the economic development strategy in Pakruojis locality by establishing the following principles (Pakruojis Local Action Strategy for 2014-2020):

1. **Effective use of local resources**. The principle is defined in terms of mobilizing local managerial and financial knowledge, business entrepreneurship and local labor force. Currently, approximately 68 employees are employed in the cultural object in hospitality, educational and recreational services, and maintenance[4]. In the tourism field, the company is the largest employer in the locality.
2. **Importance of historical and cultural heritage**. The strategic focus of the social innovation example is increasing the attractiveness of rural Pakruojis locality and creating new cultural heritage object providing multifunctional services on the Lithuanian scale. The other strategic goals deal with the promoting local tourism, ensuring more efficient use of public tourism infrastructure, and revealing the uniqueness and diversity of services and products of the locality.
3. **Socio-economic effects**. The cultural services model is more orientated towards targeting external national and international tourists (cross-border region with Latvia), especially families and large tourist groups. Additionally, the company works as a large employer for local inhabitants and contributes to the development of the tourism sector. Services provided by Pakruojis manor are designed for outsourcing the economic effect from incoming tourism and contributing to the socio-economic development of locality.

Concluding, for rural locality we have analyzed the case of public-private partnership service delivery model. The rural municipality has initiated the process of contracting out development of cultural

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[4] Official information, UAB „Pakruojo parkai", available:
https://rekvizitai.vz.lt/imone/traktierius_uab_pakruojo_parkai_karciama/

tourism services in historical Pakruojis manor complex (43 buildings in total) to the private entrepreneurs. The case reflects that the main social innovation driver is local authorities that mobilize their managerial and financial capacities to establish sub-contract with business enterprise. The integration of private capital with municipal support is considered as a successful example for cultural tourism services. It also reflects municipal approach to employ local assets, for example, historical heritage, local traditions and crafts, and local labor force.

Case Study Area (insert type) Level (as relevant)	Innovative Initiatives /practices	Issues Addressed	Locally relevant SIS policies	Territorial Capital/Assets – positive & negative	Collective Efficacy	Policy Coordination Mechanisms (this could include 'policy bundles')	Territorial Cohesion	Addressing Inequalities & Life Chances	Enhanced democratic engagement
European	Successful and internationally awarded example of the PPP (public-private partnership) concession-based cultural tourism model	Cultural tourism services delivery and development, internationally recognized							
National	The first awarded cultural tourism model in the country based on PPP (public-private partnership) concession agreement with municipality								
Regional	Regionally recognized cultural tourism model based on PPP concession agreement with rural municipality.	Promotion of PPP service delivery model as innovative example for other municipalities	Positive effects on regional economic growth and tourism branding.						
Municipal	Childcare innovation initiated by the municipal administration as a response to the limited municipal	Supply of subsidized home-based childcare for families in need; solving issues of	Supports the labour activation field and territorial	Relies on territorial capital in terms of entrepreneurship, municipal capacities in developing PPP	Average – integrates the entrepreneurship knowledge and municipal administrative resources in	Few traces of policy bundles include the integration of territorial planning, economic	Integrated with the municipal territorial planning documents, but no	Indirectly addresses the issues of labour participation. Pakruojis manor	The involvement of local social stakeholders or communities is limited

	ECEC services supply.	availability and affordability of childcare	branding policy.	services model, and historical heritage. Also, the skills in traditional crafts and brewery traditions are included.	developing PPP service model.	growth, and community development (strategic measures on territorial identity, local branding, and traditional crafts).	traces with the tourism planning policies.	complex is one the significant municipal employers, but mostly relies on seasonal workers.	except for cultural festivities. The effects are indirect for the territorial identity and territorial branding.
Neighbourhood	No direct impact on neighbourhood level.								

COMPARATIVE OVERVIEW OF CASES

Summarizing the examples of social innovation in our three localities in Lithuania, in general, the analysis reveals the variety of social innovation drivers based on local social-economic resources, stakeholders' empowerment and political mobilisation. Different examples of innovative practises demonstrate the processes through which new innovative approaches designed to solve local issues could be embedded in territorial context and policies. The social innovation analysis is arranged around the dimensions of strategic vision, mobilization and policy integration capacities, the role of local assets and capital, options for territorial networking and collaborations with local stakeholders, business, civic and municipal authorities. In the urban case we focussed on the development of a historical tourism model in the Kaunas Fortification complex. The joint public institution "Kaunas Fortress Park" was established by the joint efforts of urban and suburban municipalities with the support of military history enthusiasts (local experts). The institution developed complex tourism services based on recreation, history, active leisure, learning and renovating the historical forts. Similarly, the rural locality of Pakruojis presents the use of a PPP-based (public-private partnerships) cultural tourism model in relation to the historical Pakruojis manor complex. The manor was awarded prizes both nationally and on the European level as the best cultural tourism attraction site. Finally, the suburban case is based on the analysis of a municipal subsidized family based ECEC model that responds to the issues of formal childcare supply and demand in the area.

In terms of social innovation drivers, the analysed cases represent different approaches. However, the role of local authorities in initiating new practices and services models is significant. Municipal administrations are one of the key drivers in initiating social innovations in relation to public services provision. The suburban case of municipal subsidized family-based childcare model refers to the top-down social innovation type. The main driver was local authorities that were trying to solve the issues of demand and supply in formal childcare institutions for local families. Urban and rural social innovations reflect the horizontal approach to innovative practices and use of local resources (historical sites). In both cases the integrated approach to combine private and public initiatives was used. In rural Pakruojis cases we find the use of the PPP model for tourism services using concession contract combined with local entrepreneurs. In the suburban case the IMC-based public institution was established mobilizing administrative and managerial capacities.

In terms of local issues and territorial capacities (knowledge and process integration). All social innovation cases reflect the needed to integrate territorial capital to address local challenges. In the rural and urban cases, the reconstruction of historical objects, territorial identity and development of tourism activities became a driver for collaborative efforts. Expertise in history, entrepreneurship, municipal administrative, and territorial planning knowledge were mobilized to establish new models of service provision. The suburban case of family-based childcare model contributes to combining young families' childcare issues and local entrepreneurship of mothers. This is a new social innovation in the territory that aims to solve several problems of universally provided and accessible childcare and territorial socio-demographic specificity, e.g. intensive growth of young families. Our selected social innovation cases represent the bundles of economic growth policies. In the suburban case, the home-based service model contributes to labor activation and economic return in terms of households' income and welfare. However, the municipal ambitions around home-base childcare have not been applied equally to all households, e.g. the eligibility criteria means that only the children who are officially registered in the municipal territory (in specific elderships only) and were not admitted to any other center-based kindergarten qualify for the scheme. In the urban case the economic growth and urban regeneration policies were integrated to develop

a strategic vision and institutionalized tourism services provision. The rural case demonstrates the importance of an economic growth strategy, including the development of tourism programs based on cross-border cooperation with Latvian regions and creating new employment for local people in the tourism sector.

Referring to collective efficacy (capacities to act) we discovered similar approaches to collective action and abilities. In all cases the level of collective efficacy in the suburban locality is relatively high, mostly depends on interpersonal trust and interconnectedness on territorial level. Social innovation cases have demonstrated the efforts to develop service delivery in accordance with specific territorial assets (for example, historical heritage sites, territorial identity). The social innovations cases are concentrated on a territorial level, but their impact and scope turn to regional, national, or international levels (Pakruojis rural locality case). Local governance actors (municipalities) maintain the role of initiator and mediator between different stakeholders and their needs in improving accessibility and availability to public services, for example, the case of family-based ECEC services in suburban locality. Local authorities take a role of supervising procedures, financial control, public procurement rules and planning investment to large-scale projects (rural locality and cultural tourism project). Additionally, community actors are important to sustaining interpersonal and inter-organizational networks. For example, in rural locality of Pakruojis local community contributes in sharing their knowledge and skills in traditional crafts (local breweries). In urban locality the volunteers who are interested in military history of Kaunas fortifications contributes to the historical tourism service provision.

In terms of territorial policy coordination mechanism (co-decisions), our selected social innovation cases represent the similar approach to policy coordination mechanism. In all social innovation cases the municipal authorities are the main drivers and coordinators of the services delivery models, especially in attracting the EU funding programs (rural and urban localities). In all three cases, vertical and horizontal governance networks are used as an interest's negotiation and decision-making mechanism. In rural and urban cases, the horizontal approach allows combining the tourism development strategies of municipality, community, and entrepreneurs providing a formal basis for service provision (establishment of joint public institution). In suburban case, the vertical approach was used to stimulate the model of ECEC services provision. The urban social innovations demonstrate a model of mutual interconnectedness between the territories with an example of successful leadership and integrated local reproduction system (historical tourism model). The rural case indicates the capacity to combine the elements of the tourism strategy development, local communities' enactment through labour force and traditional skills, territorial identity, and tourism resources.

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