This book offers a multidisciplinary reflection on the rights, protection, reception and integration practices for forced migrants in Italy, with a specific focus on particularly vulnerable categories: women and children.

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EURO 29.00

ISBN (ITALIA) 978-88-7892-350-8 - ISBN (FRANCE) 978-2-336-31231-6

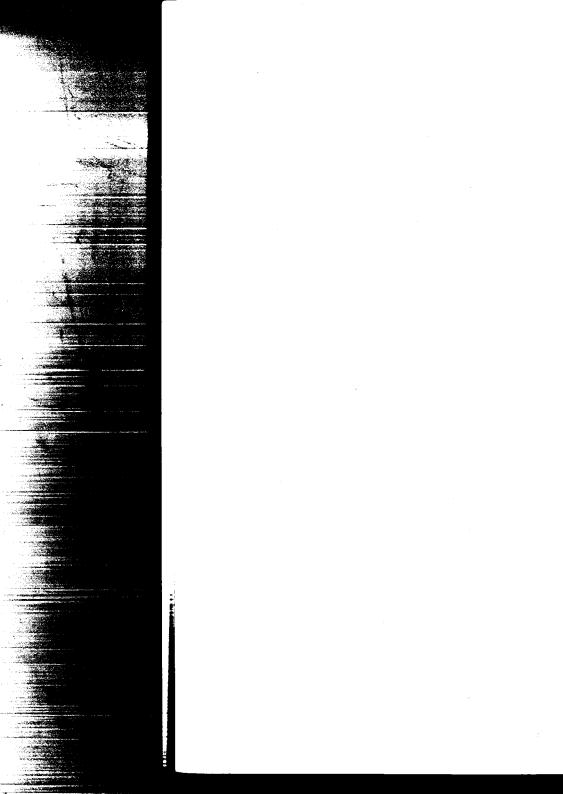
# WOMEN AND CHILDREN IN MIGRATION

PROTECTIONS AND RECEPTION SYSTEMS

Stefania Giova Antonio Mancini

(edited by)

L'Harmattan Italia - coll. Métissage



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## WOMEN AND CHILDREN IN MIGRATION

PROTECTIONS AND RECEPTION SYSTEMS

Métissage

This volume has been published thanks to the EU co-financed project "Forced migrant women: comparison study of reception policies and integration interventions in Europe" - ASY-LUM, MIGRATION AND INTEGRATION FUND (AMIF) 2014-2020 - Specific Objective: 2. Integration / Legal Migration - National Objective: 3. Capacity Building - letter m) Exchange of Good Practices (Notice "Promoting comparison between integration policies developed in Italy and in other Member States"), with the Italian Ministry of the Interior - Department for Civil Liberties and Immigration as Responsible Authority of the Fund.

Pubblicazione realizzata con il contributo di Dipartimento di Economia

harmattan.italia@gmail.com / www.editions-harmattan.fr

Università degli Studi del Molise

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ISBN (ITALIA) 978-88-7892-350-8 - ISBN (FRANCE) 978-2-336-31231-6

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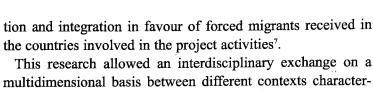
### **PREFACE**

### Stefania Giova, Antonio Mancini

Women and minors represents one of the priorities declared by the European Union for the reception and integration of forced migrants<sup>1</sup>. This is reinforced by the raise in the proportion of women in the total number of refugees and asylum seekers, a number which has increased considerably in recent years. According to the UNHCR2, in 2015, out of the approximately one million arrivals through the Mediterranean recorded in Europe, the percentage of forced migrant women grew by about 20 points, twice as much compared to previous years. Eurostat, in turn, reports that in Europe there were more than 1,200,000 refugees and asylum seekers in 2014 and 2015, of whom 27% were women. At the same time, organisations dealing with the protection and material assistance of forced migrants3 report that women and girls are exposed to different forms of sexual and gender-based violence both in their countries of origin and in the countries of first and second reception4.

In Italy, in 2015, just under 100,000 people requested protection, of which 1 in 10 were women. Recent research<sup>5</sup> shows that the smaller number of forced migrant women compared to men contributes to making interventions aimed at meeting initial reception and integration needs more demanding.

In the light of this scenario, in the years 2016-2018 the University of Molise coordinated a project entitled "Forced migrant women: comparative study on reception policies and integration interventions in Europe" which had as its main objective the construction of a theoretical-practical framework in order to investigate the policies and interventions of recep-



This research allowed an interdisciplinary exchange on a multidimensional basis between different contexts characterized by different power attributions and heterogeneous approaches to the reception and inclusion of applicants and holders of international protection.

The work presented here, therefore, represents a multidisciplinary reflection on the rights, protection, reception and integration of forced migrants in Italy in general, and in Molise in particular, with a specific focus on particularly vulnerable groups, such as women and children.

### **Notes**

<sup>1</sup> European Parliament (Policy Department C - Citizens' Rights and Constitutional Affairs) (2013), Comparative study on the best practices for the integration of resettled refugees in the EU Member States, http://www.europarl.europa.eu.

<sup>2</sup> http://data.unhcr.org/mediterranean.

<sup>3</sup> See United Nations Refugee Agency, United Nations Population Fund, Women's Refugee Commission (2015), Protection Risks for Women and Girls in the European Refugee and Migrant Crisis, https://www.unfpa.org.

<sup>4</sup> The condition of increased vulnerability of forced migrant women, with decisive consequences on opportunities for social inclusion, is highlighted by a wide multidisciplinary literature. See L. Bartolomei, R. Eckert, E. Pittaway (2014), "What happens there ... follows us here": Resettled by Still at Risk: Refugee Women and Girls in Australia, "Refugee", 2: 45-56; B. Ludwig, H. Reed (2016), "When you are here, you have high blood pressure": Liberian refugees' health and access to healthcare in Staten island, NY, "International Journal of Migration, Health and Social Care", 1: 26-37.

<sup>5</sup> M. Pizzolati, D. Sterchele (2016), Mixed-sex in sport for development: a pragmatic and symbolic device. The case of touch rugby for forced migrants in Rome, "Sport in Society", 8-9: 1267-1288.

<sup>6</sup> The project, led by the University of Molise, was co-financed by the European Union - ASYLUM, MIGRATION AND INTEGRATION FUND (AMIF) 2014-2020 - Specific Objective: 2. Integration / Legal Migration -

National Objective: 3. Capacity building - letter m) Exchange of good practices -, a fund managed by the Italian Ministry of the Interior.

<sup>7</sup> In order to encourage the sharing of models of service in favour of protection seekers between Italian and foreign institutional actors, the University of Molise has worked closely with two project partners: the Associazione Centro Astalli, a reality that has been engaged for many years in Rome in the reception of refugees, and the Istituto Gesù e Maria managed by the Caritas of Termoli-Larino (Molise), an organization that operates in the region in the field of integrated reception of asylum seekers and holders of international protection. The Lead Partner also involved in the research network the University of Leicester - Leicester Migration Network (United Kingdom), the University of Aalborg - Center for the Study of Migration and Diversity (Denmark) and the University of Granada - Instituto de Migraciones (Spain), academic realities that are characterized by a strong vocation for intervention on integration policies on a local basis and by some peculiarities of their respective national reception systems. The research and sharing activities in the four national contexts have been ensured not only by the expertise of the research centres involved, but also by relations already established by them at local level with numerous public and private actors involved in the policies and interventions for the integration of forced migrants. Finally, the exchange of skills was also encouraged through the involvement of institutions and the Third Sector, particularly in the Molise territory, in the field of reception and integration of asylum seekers and refugees.

<sup>32</sup> V. Scalisi, *Il superiore interesse del minore ovvero il fatto come diritto*, in *Riv. dir. civ.*, 2018, II, p. 405 ff.; for the balance of the interests of the minor with other interests provided that they "are of particularly high rank" E. Lamarque, *Prima i bambini*, p. 77 ff.

<sup>33</sup> L. Mengoni, *Il diritto costituzionale come diritto per principi*, in Ars interpretandi, 1996, p. 105.

## FROM THE INTEGRATED RECEPTION OF FORCED MIGRANT WOMEN TO A MODEL OF TERRITORIAL DEVELOPMENT: SOME POINTS TO CONSIDER

Concettina Buccione

### The territorial reference framework

The Protection System for Asylum Seekers and Refugees (SPRAR) was created by Law No. 189/2002; art. 32 of the Bossi-Fini law introduced art.1e, in Law No. 39/1990 which provides for its establishment. Within this system local authorities, which provide services aimed at receiving asylum seekers and protecting refugees and foreigners recipients of other forms of humanitarian protection, they can also host asylum seekers who do not have means of subsistence and who are not subject to detention. Moreover, in order to rationalize and optimize the protection system of the asylum applicant and the refugee, as well as to facilitate the national coordination of territorial reception services, art. 32 of the aforementioned law provides that, after consulting the National Association of Italian Municipalities (ANCI) and the United Nations High Commissioner for Refugees (UNHCR), the Ministry of Interior activates a central service for information, promotion, advice, monitoring and technical support to local authorities providing the aforementioned reception services (the SPRAR Central Service). The Central Service is entrusted to ANCI by convention. From 2003 to 2016, there were a series of legislative decrees, decrees and circulars of the Ministry of Interior,

ordinances of the President of the Council of Ministers, circulars exchanged between ANCI and the International Organization for Migration, decrees of the Head of the Department for Civil Liberties and Immigration, conventions that put SPRAR in a normative framework and contributed to stimulate a continual local planning, involving all stakeholders by the coordination of the various Municipalities. The several legislative measures regulate the reception of asylum seekers; the procedures to ascertain the number of places available for their reception; the criteria which Prefectures have to meet to evaluate if means of subsistence are adequate for the reception of asylum seekers not subject to detention; the guidelines for grant applications to submit to the National Fund for Asylum Policies and Services (FNPSA) in order to support SPRAR projects and to receive compulsory co-financing by the proposing local authority; the criteria for the correct management of the contribution granted by the FNPSA, as well as the related controls and reporting procedures; the expansion of the SPRAR network through an increase in the number of places available in the various facilities; the streamlining of the network access procedures allowing new local authorities to enter it, so overcoming that rigidity due to the periodicity of publication of calls for proposals and opting for an open lists management, so as to accept the requests of local authorities without time constraints, but only according to resources availability.

The Protection System for Asylum Seekers and Refugees – SPRAR – provides an *integrated reception path* for asylum seekers, refugees and holders of subsidiary and humanitarian protection through the provision of minimum services, in defined areas, which are the *core service* of the offer: Material reception; Cultural-linguistic mediation; Orientation and access to local services; Vocational training and professional retraining; Orientation and accompaniment to the employment; Orientation and accompaniment towards housing solutions;

Orientation and accompaniment to social integration; Legal support; Mental health and psychosocial protection service.

The actors in charge of planning and implementing these service activities are the local authority, promoter of the SPRAR project, the only partner to receive the funding, and the implementing-managing body, a voluntary sector organisation, which elaborate together the *project* aimed at meeting a demand for differentiated needs in a *triangle of constraints* (objectives, resources and time), beginning by a local stakeholders mapping and by the analysis of actual territorial services coordinated with ad hoc services.

### Theoretical framework and research design

The management approaches to SPRAR projects, as diverse as they are at national level, are based on supply and demand guidance. The former, a supply-oriented approach, opts for a standardized supply of services, efficiency and bureaucratic control inspired by the logic of fulfilment, provisions and respect for rules. The latter, a demand-oriented approach, plans personalized integrated reception paths in a project management perspective, where efficiency and effectiveness, effectiveness intended as social effectiveness, are complementary and synergic. Control and reporting take a positive meaning in a strategic process based on objectives, actions, resources, assumption of responsibility and outcome - meeting the needs of the SPRAR project beneficiaries and the resulting improvement in quality of life. Two main stakeholders, the project promoter and the project manager, promote a stakeholder engagement process that enhances resources and distinctive and dynamic skills (Hamit & Schoemaker, 1993; Barney, 2001; Teece, 2009) of the local territory, through the identification of stakeholders, the assessment of their importance and the influence they can exert in the SPRAR project management (Mitcell, Agle, Wood, 1997).

The present research is part of this theoretical context, and its analysis unit is made up of the SPRAR projects1 of Emilia Romagna, Lazio and Molise that receive forced migrant women. In July 2017, the SPRAR Central Network<sup>2</sup> showed that 31,313 places were financed at national level; 664 local authorities were project owners; 768 projects were financed. In Emilia Romagna 32 projects were financed (ordinary: 20; unaccompanied minors: 10; mental disorder or disability: 2); 22 local authorities were project owners and 2,681 places were financed. These local authorities were Municipalities, Union of Municipalities and New Imola District. In July 2017, 50 projects were funded in Lazio (ordinary: 44; unaccompanied minors: 2; mental disorder or disability: 5); 44 local authorities were project owners and 4,334 places were funded. The local authorities who were project owners were Municipalities, Leading Municipalities, Union of Municipalities and Mountain Communities. In Molise, in July 2017, 24 projects were financed (ordinary: 19; unaccompanied minors: 5; mental disorder or disability: 0); 23 local authorities were project owners and 652 places were financed. The local authorities owners of the projects were Municipalities and the Province of Campobasso. The empirical analysis was divided into three phases.

a) The first phase focused on the collection of anagraphic quantitative data of the SPRAR project in order to select the projects conceived for the reception of forced migrant women – the Local Authority proposing the project: Municipality, Province, Union of Municipalities, District, Mountain Community; the SPRAR project responsible in the municipality and position held; contact person for the project proposal in the municipality; the person responsible for the Databank; the SPRAR project manager; duration of the SPRAR project; number of staff working in the multidisciplinary team; number

of women received; women hosted in individual housings, in single parent and family households, and type of facility. These data were acquired by administering a questionnaire via e-mail to the project promoter local authorities, who submitted an Application for Funding concerning the Distribution of the resources available in the National Fund for Asylum Policies and Services of the Ministry of Interior. 83 questionnaires were sent out, of which:

- 20 questionnaires were administered to local authorities promoting and owning ordinary projects in *Emilia Romagna*: namely to 15 municipalities; to the New Imola District, consisting of 10 municipalities; to the Union of Valmarecchia Municipalities, consisting of 10 municipalities; to the Union of Terre d'Argine Municipalities, consisting of 4 municipalities; to the Union of Valle del Savio-Cesena Municipalities, consisting of 6 municipalities; and to the Union of Valli Taro and Ceni Municipalities, consisting of 9 municipalities;
- 44 questionnaires were administered to the promoter local authorities and owners of ordinary projects in *Lazio*, 35 of which were municipalities; 6 were leading municipalities, the Union of Alta Sabina Municipalities, consisting of 7 municipalities; the Union of Bassa Sabina Municipalities, consisting of 6 municipalities; the 5<sup>^</sup> Zone Montepiano Reatino Mountain Community, consisting of 12 municipalities;
- 19 questionnaires were administered to the local authorities promoting and owning ordinary projects in *Molise*, namely to 18 municipalities and one provincial authority.

The response rate was 80%, which showed a prevalence of the male component with regard to the gender composition of beneficiaries received in the SPRAR network of the three regions under analysis; indeed, 80% of the responses received showed that the presence of women was equal to 18% of the total number of beneficiaries received in the three SPRAR networks of Emilia Romagna, Lazio and Molise.

- b) The second phase concerned only SPRAR projects that received forced migrant women in order to collect *qualitative* data on possible capacity building and good strategic-management practices. The questionnaire had semi-structured questions and was administered via e-mail to the implementing-managing authority.
- c) The third phase will focus on semi-structured interviews with the staff of the multidisciplinary team and with women who have completed the integrated reception process to assess the satisfaction degree of the beneficiaries, through the service quality gap model (Zeithaml, V., Bitner, M. J., Gremler, D. D., 2008).

### Capacity building and good practices: workshop to get to project management orientation

Because of the heterogeneity shown by the acquired data analysis, two case studies were chosen for a first theoretical reflection. These cases stood out for their particular strategic-operational process oriented towards *capacity building* in all its phases, together with *capacity development*, i.e. development of a relational system, and *capacity strengthening*, i.e. enhancement of actual resources and territorial competences.

### The SPRAR Project of the Municipality of Larino<sup>3</sup>

The Municipality of Larino in the province of Campobasso is the local authority proposing and implementing the SPRAR project; the managing authority is Medihospes Cooperativa Sociale Onlus of Bari. Before identifying the beneficiaries of the SPRAR project and in a *demand-oriented orientation*, the municipality mapped the services and structures on the territory and presented the project to all local stakeholders. The project started in August 2014 and will end in December 2019. The expenses having the higher incidence on the total cost of

the project (amount co-financed plus the requested contribution) of the Preventive Financial Plan are the Cost of permanent subordinate and para-subordinate personnel (37%); General Assistance Expenses (34%) and Costs related to the adaptation and management of premises and/or facilities (14%). The multidisciplinary team consists of 10 units. The contribution was requested for 40 places; beneficiaries are 35: 28 men (80%) and 7 women (20%), of which 2 girls; women and their families where hosted in apartments.

The territorial reference network, as shown in Table 1, is made up of existing structures of the territory, such as health screening clinics, free clinics, GP, paediatrician, vaccination centre; Cultural associations, social promotion associations, Non-profit organisations; the diocese and the CPIA<sup>4</sup>. To meet the specific needs of the beneficiaries, targeted services have been created, such as the Art Laboratory; the Music Laboratory; individual Italian literacy workshops; Vocational training.

To integrate the existing services with the services created to meet specific needs «the social worker and the psychologist carried out a series of individual interviews to produce a mapping of the needs of the hosted women and an attempt was made to create workshops through which women could find time for themselves and have the opportunity to get in touch with the reality of the country. The workshops were started taking into account the family obligations that women have every day. In this regard, in agreement with the Italian teacher, we decided to activate a first level Italian course at home for women in the last months of pregnancy to ensure continuity in learning the Italian language».

The minimum guaranteed services were provided to all female beneficiaries, including two girls; at the time of data collection, however, none of the women beneficiaries had begun a professional Training and retraining, neither they used the services of Orientation and accompaniment to the employment or Orientation and accompaniment towards housing solutions.

**Table No. 1:** Territorial reference network of the SPRAR Project of the Municipality of Larino

Local Authority / Office	Services	Type of collaboration
A.S.Re.M	GP (General practitioner)	Pharmaceutical prescriptions,
		Medical examinations
A.S.Re.M	Free clinic	Obstetric visits
A.S.Re.M	Gynaecological clinic	Gyneacological visits
A.S.Re.M	Administrative offices	Apply for/renew medical card
A.S.Re.M	Paediatrician	Checking children's health at periodic
Municipality of Larino	Anagraphic office,	Enrolment in the anagraphic registry,
	social services office	Issuing of identity card
The Revenue Agency	Apply for fiscal code card	Assistance filling in and submitting application forms
Social Promotion Ass.	Sensitization events	Active participation in events setting up
	and activities	a Sprar stand
Employm. C. Termoli	Employment Service	Free service
	Centre for Foreigners	
Ricci Pharmacy	Drugs and medicines	Service agreement
	dispensing service	
Frentana Bookshop	Stationery supplies	Service agreement
Bolle di sapone	Provision of home and	Service agreement
	body care products	
Villaggio delle arti	Leisure time, cultural activities, workshops	Memorandum of Uunderstanding
"S.G." Kindergarten	Education	Memorandum of Uunderstanding
Primary School	Education, cultural activities	Memorandum of Uunderstanding
Secondary School	Education	Memorandum of Uunderstanding
CPIA Termoli	Education	Memorandum of Uunderstanding
Bottega Artista S.A.	Leisure time, art classes for women	Memorandum of Uunderstanding

Source: Databank of Implementing and Managing Authorities, December 2017.

The provision of services in the areas prearranged in the integrated reception path for forced migrant women has been designed and implemented, in a dynamic and circular perspective aimed at satisfying the needs of the beneficiaries, and enhancing resources and expected results.

- a) Material reception Delivery methods: «Material reception is applied with the same approach as integrated reception and provides for the reception of women with their whole family in apartments for their exclusive use and located in urban areas, easily accessible by public transport services. The apartment includes everything [...]. Women receive some daily pocket money [...] in addition to that received by the rest of the family. The project also foresees the provision of daily food i.e. breakfast, lunch and dinner». Expected results and outcome indicators are: «Sharing and respecting living spaces and property of others, respecting and sharing internal rules, autonomy in management and care of the home, aware use of utilities and apartments. The state of care of the apartments was assessed by the operators during home visits, and utility bills showed low levels of energy consumption».
- b) Cultural-linguistic mediation Delivery methods: «The multidisciplinary team has an internal mediator, present in the structure every afternoon. Since the mediator is a man, his intervention is requested to take them to the GP for drugs prescriptions and/or specialist visits, but the presence of an external woman mediator is required for more specific interventions, such as individual interviews, specialist visits, childcare guidelines. Mediation interventions require interpreters and mediators of different nationalities, depending on the country of origin of the hosted woman.». Expected results and outcome indicators are: «Facilitate relationship and communication, both linguistic and cultural, among beneficiaries, the host project and the territorial context, helping the different parties in the process of translation, sharing and exchange of cultural and language codes. Reduction of conflicts between operators and beneficiaries; the requests for interviews with professional operators increased».
- c) Orientation and access to local services Delivery methods: «The local project provides for the knowledge and

use of the minimum services provided in the territory such as enrolment in the anagraphic registry of population, issuing of fiscal code card at the Revenue Agency, registration with the National Health Service, inclusion of minors, inclusion in beginners and advanced Italian language courses. Three specific actions are implemented to promote women's autonomy: information, support and guidance. Moreover, without replacing the work of team operators, peer support tools are also used, i.e. an exchange of information, knowledge, experience, emotions and help among the beneficiaries». Expected results and outcome indicators are: «Acquisition of one's own autonomy, access to minimum services available in the territory, social orientation. The beneficiaries have improved their ability to speak Italian, to make a territorial mapping and to distinguish the different services provided».

d) Vocational training and professional retraining - Delivery methods: «In the reception interviews, professionals shall collect as much information as possible on the education and vocational training of women in order to have a clear picture of their professional training. On the basis of this information, design and empowerment strategies will be activated, helping the person to better focus her potential with respect to the objectives set. The SPRAR local project provides for the stipulation of conventions or collaboration contracts with training bodies recognized by the Region and present in the territory to verify their educational offer, but above all to ensure that the project has as much information as possible about training opportunities». Expected results and outcome indicators are: «Acquisition and/or updating of theoretical and practical skills for the performance of specific professional roles. Women's empowerment strategies, increased women's enrolment in training courses».

e) Orientation and accompaniment to the employment - Delivery methods: «Orientation and accompaniment to the

employment is the result of a work in synergy among the experts of this sector, the beneficiaries and the project owners and competent entities such as employment centres and job orientation centres. The tools used to provide this service are the skills assessment, through which skills, abilities, acquired competences, experiences, interests, attitudes and aspirations are acquired; the certification of acquired skills, which is a process of verification and evaluation of knowledge, skills and qualifications; the recognition of educational and professional qualifications; the drafting of a curriculum vitae, with a view to empowering women. In addition to these strategies, the professional team also uses other tools, such as the activation of vocational training and orientation apprenticeships and work grants». Expected results and outcome indicators are: «Autonomy in work management, responsibility in tasks carried out and compliance with working hours, ability to manage financial resources. Acquisition of professional skills, employment seeking, enrolment at the employment centres, updating one's job position every six months».

f) Orientation and accompaniment towards housing solutions - Delivery methods: «Orientation and accompaniment towards housing solutions begins when women are welcomed into the project, starting from the sharing of the housing rules of a specific block of flats, the sensitizing on the use of utilities, the education for separate waste collection, sharing of common areas. To date, the housing programme has been exclusively concerned with the inclusion in an apartment owned by the SPRAR project because the voluntary exit of the women from the project has led to a request to leave the host country joining, together with their family, the friends network on national and/or European territory». Expected results and outcome indicators are: «Sharing of the rules of civil coexistence, acquisition of good practices for a responsible use of utilities, sharing of the rules of the block of flats. Good care of

the apartments, no complaints from the building superintendent, and low levels of energy consumption shown by utility bills».

- g) Orientation and accompaniment to social integration -Delivery methods: «The local project aims at implementing interventions to help women to pursue the objective of social integration in the local society through the use of services / rights provided, as well as through the activation of interpersonal social networks. The professional figures guarantee this right through the provision of primary services, such as enrolment in the population registry and the National Health Service, ensuring primary health care, the activation of a network with primary schools in case of children under 18, but also the activation of an exchange and inclusion network with local associations through activities aimed at promoting the project, participation in conferences or craftsmanship markets, participation in social awareness days». Expected results and outcome indicators are: «Regaining one's autonomy. Increasing one's knowledge of the territory and its opportunities, increasing the use of minimum services provided in the territory, involvement of social actors in the territory».
- h) Legal support Delivery methods: «Legal support is guaranteed to these women through a legal expert who is part of the team who provides legal information on Italian and European legislation on asylum, bureaucratic administrative procedures, and family reunification. In particular, the activities of the legal expert concern the preparation of a personal file of the asylum seeker, accompaniment to the police station, assistance in preparing for the interview with the Territorial Commission, management of relations with the Territorial Commission and with the lawyers who handle appeals in case of denial by the Commission, renewal of residence permits». Expected results and outcome indicators are: «Acquisition of

ownership of one's rights. Obtaining international protection, applying for and obtaining facilitations offered by local services (municipalities, Local Health Units, INPS, etc.)».

i) Mental health and psychosocial protection service -Delivery methods: «The multidisciplinary team includes a social worker and a psychologist who guarantee this type of support to women and a daily mental health and psychosocial protection service, in collaboration with the mediator and the health worker. The professional people constantly carry out interviews with these women and perform home visits, during which they analyse the personalized project of mental health and psychosocial care that is being realized. Each woman is the holder of a personal file containing [...]. In the first months of reception, women are always accompanied by the helper and/or mediator in medical examinations or health screenings, they are helped and supported in taking their prescribed medicines, they are accompanied to interviews with the paediatrician; after the first months of support, we try to make them autonomous and independent in all the services listed above, for example, reaching the clinic for the visit in an autonomous way, trying to communicate with the doctor and understand what has been prescribed, self-management in taking medicines and in the interviews with the paediatrician». Expected results and outcome indicators are: «Autonomous access to local health services, the right to health protection. Mapping of services, accompaniment and assistance in social and health services in the area during the first three months of reception, establishment of a trusting relationship within the multidisciplinary team in the first three months, autonomy in access social and health services in the months following the support period».

The SPRAR Project of the New Imola District<sup>s</sup>

The New Imola District, consisting of 10 municipalities<sup>6</sup> in the province of Bologna, is the local authority proposing the only SPRAR project, which has joined all the municipalities of the District; the implementing-managing body is the Onlus Imola Trama di Terre Association. The strategic analysis of the area of the New Imola District was carried out by mapping services and facilities – public and private, profit and non-profit ones - present in the territory and sharing the project with all the stakeholders of the local system, as they both constitute the critical success factor, in a synergic perspective, to define the services offered to the beneficiaries of the SPRAR network. The SPRAR project started on August 2016 and will end on December 2020; it provides 33 places for men (79%) and 9 places for women (21%), of which 7 are single parents and 2 are single-parent families all housed in apartments. The items of expenditure which have a high incidence on the total cost of the project (amount co-financed plus the requested contribution) of the Preventive Financial Plan are: the Cost of permanently employed, subordinate and para-subordinate personnel (28%); General Assistance Expenses (25%); Charges related to the adaptation and management of premises and/or facilities (12.3%) and Expenses for protection services (9%). The multidisciplinary team consists of 7 units.

The *local reference network*, as shown in Table No. 2, is made up of both existing structures in the territory – Imola Civil Status Registry for anagraphic enrolment; Imola Local Health Unit registry office for access to medical care; Free family clinic for first access to reproductive and sexual health services; CPIA for access to Italian language courses; INCA CGIL Office for access to social benefits – new services created to meet the specific needs of hosted women, such as participation in the FAMI START-ER project to get access to psychological support for asylum seekers/holders of international protection.

**Table No. 2**: Territorial reference network of the SPRAR project of the Imola District

Local Authority / Office	Services	Type of collaboration
Imola CPIA	Italian language courses for foreigners	Attendance of the SPRAR beneficiaries at Italian language courses; quarterly coordination meetings between teachers and project operator
Imola INCA-CGIL Office	Social benefits	Supporting SPRAR beneficiaries to access social benefits
ASL Imola Free clinic	Reproductive and sexual health services	SPRAR beneficiaries can access reproductive and sexual health services. Seminars about sexually transmitted diseases at Intercultural Centre of Trama di Terre Association. Support for pregnancy. Home visits by obstetricians during the baby's first month
Imola	Italian language courses and digital literacy courses for foreign women; awareness-raising activities and information about women rights and advice to prevent all forms of violence against women; recreational workshop	Participations of SPRAR beneficiaries in the activities of the Intercultural Centre
	Orientation and supporting paths to the employment.	Supporting SPRAR beneficiaries to access employment services
Angelo Pescarini, Ravenna	Professional training course in marketing and sales, financed by the Region of Emilia-Romagna	Attendance of the SPRAR beneficiaries at professional training courses aimed at taking part in apprenticeships.
gea Social Cooperative		Accompaniment of SPRAR beneficiaries for placement in elderly assistance sector

Source: Databank of the implementing- managing body, i.e. Onlus Trama di Terre Association, December 2017.

The integration between the provision of services by the structures already present in the territory and the services designed ad hoc has developed in a constant orientation to flexibility. - «The women beneficiaries who access the SPRAR projects of the Trama di Terre Association of Imola have specific needs and requirements, in particular in relation to experiences of gender violence and discrimination that they may have had in their countries of origin, during their journey and in Italy. Starting from the specific problems that women bring to light during the reception period – for example FGM, trauma linked to experiences of forced marriage, domestic violence, rape, trafficking, torture, etc. – the already existing services are adapted to offer answers from a gender and intercultural point of view».

«The adaptation of existing services in the territory to specific needs has been realized with Start-ER project (Health Protection Welcome for Applicants and Holders of international protection in Emilia Romagna), under the Asylum, Migration and Integration Fund (AMIF) of the Ministry of Interior for the period 2014-2020, who has as its general objective the protection of the health of applicants for/holders of international protection (RTPI) in a condition of mental health vulnerability. The project is led by the Local Health Care Unit (AUSL) of Bologna, with as partners all the other AUSL of the region and 12 private social bodies belonging to different local units, including the Trama di Terre Association. The joint work of the subjects involved, during 18 months of the Start-ER (2016-18) project, is aimed at consolidating a model of protection and taking charge of vulnerable RTPIs (applicants and holders of international protection rights), through the networking and enhancement of different experiences and good practices gained in individual contexts. In the territory of Imola, a team of migration, intercultural and gender issues experts made up of psychotherapists and an anthropologist was

created in order to ensure, on the one hand, psychological support paths aimed at asylum seekers/holders received on the territory, especially the most vulnerable ones. In addition, seminars and conferences were organised on the subject, which facilitated greater awareness and information on asylum and mental health issues, including a specific focus on gender issues, among the staff of the local social and health services and mental health services. As a result, the host facilities were able to expand the typology of services offered to the beneficiaries and, at the same time, laid the foundations for an even better organised and sensitive network of services, with a view to long-term sustainability.

Another example of integration of existing services is represented by the *Memorandum of Understanding among the Local Health Authority (ASL) of Imola, the New Imola District and the Onlus a.p.s Trama di Terre Association*, concerning administrative and health paths to be guaranteed to asylum seekers, signed on 22/11/2016. The *main goals* of this Memorandum are:

- to guarantee enrolment in the National Health Service, pursuant to art. 34 of the Consolidated Act on Immigration, to those asylum seekers who have expressed the will to request international protection and to guarantee recognition of the right to exemption from the co-participation in health care expenditure to those asylum seekers who do not have sufficient resources, for the whole time needed to the procedure for the recognition of international protection, as it is done for unemployed people;
- to activate the methods of access to the local healthcare services for assistance, appropriate medical and psychological care, as well as to carry out assessments on the presence of indicators that prove that the applicant has suffered torture and physical violence. Such health assessments may also be requested by the Territorial Commission to examine the appli-

cation for the recognition of international protection. For example, the health personnel of the Imola Free Clinic, already adequately trained thanks to previous collaborations with the Association, is available to certify any female genital mutilation; -to strengthen services on the territory so that adequate rehabilitation paths can be guaranteed to asylum seekers and the necessary training initiatives are undertaken to adequately prepare health and social service workers on the particular needs of female/male foreign citizens seeking international protection, with particular regard to women, who have experienced violence in their countries of origin, or transit and arrival countries, and therefore they need continuous and specific assistance and rehabilitation interventions (art. 60 of the Istanbul Convention)».

All beneficiaries have benefited from the services of Material Reception, Orientation and access to local services and Mental health and psychosocial protection service; the services of Cultural-linguistic mediation, Orientation and accompaniment to the employment, Orientation and accompaniment to social integration, Legal support have been provided to 8 beneficiaries; 4 beneficiaries have started the vocational training and professional retraining and one has been included in the services for Orientation and accompaniment towards housing solutions.

The provision of services was implemented with a view to optimising the processes of segmentation of the actual and latent needs of the project beneficiaries, to allocating resources and to managing administrative and bureaucratic rules. To this aim, the lay-out of structures and space distribution have been improved, and work has been organised as to make it possible for the beneficiaries an efficient and fluid use of the network of local services from the moment of first delivery of services until the end of integration process.

a) Material reception - Delivery methods: «Two apartments providing housing to the beneficiaries are located in the town

of Imola. A dwelling is made [...] Both are equipped with [...]. The apartments are supplied with a suitable [...]. In the immediate vicinity of the apartments there are public gardens, banks, postal services, pharmacies, public schools (nurseries, kindergartens, primary and secondary schools), municipal libraries, different kind of supermarkets and the Leonardo Shopping Centre. One facility is about ten minutes away by bus from the headquarters of the Territorial Centre of the City of Imola, where, among other services, the Single Reservation Centre (CUP), the Free Family Clinic, medical and paediatric clinics are located, while the other facility is located at a distance of about ten-minute walk from these services. In both cases, the new hospital is easily accessible by bus, as well as the train station and bus station. Beneficiaries receive pocket money to use for their personal expenses. The management of daily life in the apartment, the preparation of meals and the organization of cleaning are managed independently by the guests. Beneficiaries receive a monthly supply of home care products. Direct payment of money is guaranteed for the purchase of food. Moreover, thanks to the local network that Trama di Terre has built up over 20 years of activity, the Association benefits from the "Brutti ma buoni" (Bad but good) Coop project which guarantees the delivery of food twice a week». Expected results and outcome indicators are: «Number of kits distributed in relation to the hosted beneficiaries, pocket money distribution register, attendance register of beneficiaries; regulations of the structure and reception pacts signed by each beneficiary».

b) Cultural-linguistic mediation - Delivery methods: «The association has a cultural-linguistic mediation service - expressly provided for in the different phases of the reception process - either directly through local staff or by telephone contact. In both cases, mediators have proven skills and significant professional experience in the sector, in particular to

respond to the specific nature of taking charge of women with experiences of violence. Our employees are able to have conversations in English, Pidgin English, Arabic, French, Somali, Tigrinya and a variety of local dialects. Moreover, Trama di Terre cooperates with other local structures to guarantee mediation interventions even in rare languages and dialects. Cultural-linguistic mediation, from an intercultural gender perspective, is of paramount importance to guarantee a qualified response to the needs of the beneficiaries, to facilitate the work of the whole team, and to strengthen networking with the local context (institutions, local services, and citizenry). The crosscultural mediator is called first of all to inform about prejudices and stereotypes referring both to the culture of origin of refugee and migrant women, and to the host society; to bring out problems and contradictions that can create psychological, social and relational tension between refugee women and other subjects (whether these are individuals, staff members, services and / or institutions); to promote an active and conscious attention towards those women, so that they can effectively enjoy the same rights and services accessible to the local population; to carry out consulting functions to public and private operators working with immigrant and refugee women and to offer opportunities for training and updating in a cross-cultural perspective». Expected results and outcome indicators are: «Language and cultural mediation services in order to ensure the beneficiaries the use of the services provided, with particular attention to beneficiaries who are in a situation of serious vulnerability».

c) Orientation and access to local services - Delivery methods: «During the various phases of the reception process, timely and individual guidance to the services of the territory is necessary, so that the beneficiaries can contextualize their presence in the city and benefit from the best opportunities that this offers. The staff of Trama di Terre can count on a wide

mapping of services and a long lasting relationship with institutional and private bodies that has been created and strengthened over almost 20 years of activity. With the support of operators, cultural-linguistic mediators and, through a peer-topeer approach and the involvement of beneficiaries who have lived in the facility for a longer time, places of particular interest are shown from the first days of reception, such as hospitals and medical clinics, free clinics, health registry, pharmacies, post offices, revenue agency, civil status registry office, banks, offices of other associations that may be important points of reference for the beneficiaries. Each beneficiary is guaranteed enrolment in the anagraphic registry of the resident population, the issue of a duplicate fiscal code card at the Revenue Agency and registration with the National Health Service, as well as support in the submission of applications for access to social benefits (purchase card, baby bonus, birth bonus, etc.)». Expected results and outcome indicators are: «Number of fiscal code cards and health cards activated; number of residence certificates and identity cards issued; number of ISEE (Equivalent Economic Situation Indicator) certificates issued; number of applications to access social benefits; number of CPIA (Provincial Centre for Adult Education) attendance certificates and product registers».

d) Vocational training and professional retraining - Delivery methods: «We are aware that language learning is a fundamental means to establish relationships with the territory and fit into training and work contexts; that's why Trama di Terre offers the beneficiaries an Italian course organized at the Intercultural Centre and diversified according to the level of schooling of the beneficiaries (literacy course, pre-A1 and A1 level). Language learning is also supported by the courses offered by the Centre for Adult Education, where all beneficiaries are enrolled immediately after their arrival. Courses are guaranteed for a total of at least 10 hours per week. Moreover,

for beneficiaries who request it, it is easier to enrol in courses for the achievement of a secondary school certificate, also supporting them in study activities, especially with the help of voluntary members. The Association also operates to facilitate the enrolment of beneficiaries in the courses to obtain a driving license. Where possible, access to free or non-free professional training courses is facilitated, in collaboration with the various training providers in the Bologna area». Expected results and outcome indicators are: «A level of knowledge of the Italian language that allows the full autonomy of the beneficiaries; implementation of a network of education services adequately trained and sensitive to gender issues and asylum. Number of skills assessments and curriculum vitae produced; number of guests on vocational training courses; number of individual support meetings held; number of recognised degrees».

e) Orientation and accompaniment to the employment -Delivery methods: «Since 2011, the Association has been equipped with a job orientation desk for beneficiaries who are already included in reception projects. It is supported by an expert consultant and a network of cultural-linguistic mediators who are adequately trained in gender, migration and social vulnerability issues. The Help Desk aims at accompanying women in a process of recovery of awareness of their personal and professional skills and attitudes. In addition, the desk provides support in the definition and updating of curriculum vitae. Then, the Help Desk aims at supporting women's access to vocational training. Over the years, the Association has considerably strengthened its exchanges and collaboration with different actors in the area, in particular with employment centres, training institutions, employers' associations, social cooperatives and trade associations, to facilitate access to training and orientation apprenticeship programmes and work grants. In addition, the Help Desk provides continuous support

to women in their search for work, both active and passive. Individual meetings are held throughout the reception process, in order to ensure continuous monitoring of the training and employment status of the beneficiaries. In addition, meetings and seminars are held in collaboration with local realities for basic information on specific issues related to the work, such as safety at work, legislation to protect women workers, bullying in the workplace, access to employment and rights of foreign workers, etc.». Expected results and outcome indicators are: «Implementation of an informed and sensitive network of services on asylum and employment issues, with particular reference to the most vulnerable groups. Number of employment contracts signed; number of internships, stages and training placements in the company activated; number of agreements with companies/trade associations; number of companies entered into the databases».

f) Orientation and accompaniment towards housing solutions - Delivery methods: «Upon entering the structure, the beneficiary shall be informed about the functioning and opportunities of the housing market, including access to public housing and rent subsidies. Moreover, according to the specific needs of the beneficiary, the Association shall intervene with support and accompaniment actions in relations with agencies, third sector bodies, owners of real estates. The Association also evaluates the possibility of experimenting with new forms of housing such as cohabitation, which could become a driving force to strengthen the social integration tools of the SPRAR beneficiary as well as innovative initiatives of solidarity in the area. At the time of leaving the project, a sum of 250 euro is expected to be paid, as provided for in the Single Reporting Manual». Expected results and outcome indicators are: «Number of beneficiaries helped who were able to leave the project; number of housing places provided».

g) Orientation and accompaniment to social integration -Delivery methods: «The purpose of the reception process is to support and facilitate the integration of beneficiaries in the territory and allow them to regain their autonomy. To this aim, it is necessary to provide for a series of measures on various fronts, last but not least the social one. Knowledge, debate and discussion with the local social environment are necessary tools for the social integration of migrants. In this perspective, the Intercultural Centre of Trama di Terre is a place where the citizens and the women who work and give life to the Association can meet in public meetings, cultural festivals, theatre and film screenings. This will be achieved through awareness-raising activities, as in the past, agreed and organised together with the beneficiaries, such as meetings open to the public on male violence against women and the multiple forms of discrimination and persecution experienced in their countries of origin, or countries of transit and arrival, as well as the way in which they imagine their future. In the current context of daily gender-based and racist violence, it is of paramount importance to raise awareness and increase political commitment to uncovering violence experienced by migrant, asylum-seeking and refugee women». Expected results and outcome indicators are: «Number of beneficiaries involved in recreational and social activities; number of actors involved in networking activities for the social integration of beneficiaries; number of information and dissemination activities/events».

h) Legal support - Delivery methods: «The Association is supported by a lawyer with experience in immigration law and gender issues and a long experience in the procedure for granting international protection. From the moment of her arrival, the beneficiary shall undergo an individual information interview with the legal coordinator on the Italian and European legislation on asylum, the various stages of the asylum application procedure, as well as any appeal in the event of denial

and other procedures following the award of an international protection right. The operators, the cultural-linguistic mediators and the legal advisor support the beneficiaries in their relations with the Police Headquarters responsible for the asylum application, with the Territorial Commission, with the Prefecture and with all the institutions responsible for the asylum application and other related procedures (travel documents. family reunification, marriage, recognition of academic qualifications, etc.), but they do not replace the beneficiary, with the aim of guaranteeing awareness and autonomy in relation to the decisions to be taken. The operator prepares a personal file containing all legal documentation relating to the application for international protection. The file, in paper and electronic version, is accessible only to the team. Particular attention shall be paid to the collection of personal memories for the purposes of the Commission. The operators, together with the lawyer and the cultural-linguistic mediators, try to bring out the experiences of gender violence that the beneficiaries may have had, to collect the documentation necessary to support their application, including possible certification of violence, FGM, torture or other serious forms of physical, psychological and sexual violence, with the collaboration of public and private services in the area. Violence takes shape at different times and places, in countries of origin, transit and arrival, and takes many forms: it is important to bring out the experiences of women not only for the recognition of a form of international protection on the basis of gender but also in order to respond adequately to protection and care. As of December 2017, but starting from September 2015, the Territorial Commission for the recognition of international protection has issued 19 decisions, of which 12 were refugee status awards (7 for gender reasons, 3 for political reasons, 1 for religious reasons, 1 for ethnic and gender belonging); 5 were humanitarian protection decisions for gender reasons; 2 refusal (with subsequent appeal)». Expected results and

outcome indicators are: «Number of files sent to the Territorial Commission; number of legal advice interviews carried out; number of ordinary and vulnerable beneficiaries accompanied to the Commission for the evaluation of their asylum application; number of social and health reports sent to the Commission for vulnerable beneficiaries».

i) Mental health and psychosocial protection service -Delivery methods: «The traumatic and violent experiences of women applicants for/holders of international protection contain many problematic aspects concerning their personal affairs, as well as the institutional, family and community context of origin and arrival. The personalized care project is developed starting from an immediate mental health and psychosocial support and delivered in a continued form. The psychological and health critical issues that can arise during the reception period are multiple and require specific interventions with respect to the forms of violence and gender discrimination experienced. In November 2016, a memorandum of understanding was signed among the Local Health Authority (USL) of Imola, the New Imola District and the Trama di Terre Association in order to establish good practices to guarantee applicants and holders of international protection the right to health with a specific gender perspective. Upon arrival, a health screening programme is agreed with the beneficiaries which includes specialist visits and the detection of any infectious diseases. In order to keep the health documentation of the beneficiaries updated, a personal file is prepared, both on paper and in electronic format, to which only competent personnel has access. Psychological support can be provided as part of the hosting process through individual interviews and group activities with the beneficiaries. The activities are coordinated by an external consultant with expertise in psychological support to women living in vulnerable social conditions. Meetings with the consultant are held at the request of the beneficiary, if

possible on a weekly basis. In the field of social and health protection, particular importance is given to the management of parenting in the event of taking care of pregnant women or women with children. During the years, Trama di Terre has pointed out that families with a migrant experience may encounter educational difficulties in the growth and care of their children. Therefore, during the reception process, it is desirable to provide spaces and meeting areas in order to provide self-help, support for parenting and the exchange of practices and knowledge, using these moments to promote integration and a sense of belonging. In addition, the Association organizes meetings with local health and social health personnel to learn more about access to sexual and reproductive health, pregnancies at risk, birth control methods, sexually transmitted diseases, but also information sessions on prophylaxis for TB and vaccinations, etc.». Expected results and outcome indicators are: «Number of beneficiaries accompanied to visits with the general practitioner; number of beneficiaries accompanied to health screening; number of beneficiaries involved in prophylaxis assessments; number of beneficiaries referred for specialist visits; number of certifications and psychosocial-health reports related to vulnerable beneficiaries; number of participants in a psychological support programme».

### Concluding remarks

The analysis of two case studies shows that the project implementation, through the differentiation of service provision processes, within the integrated reception path foreseen by regulations, procedures and resources, were characterized by a demand-oriented management, as required by the complexity of the needs of the hosted forced migrant women.

The mapping of services provided by the existing local structures was aimed at satisfying the expectations of the beneficiaries by providing a variegated offer (core services and specific services) that went beyond the provision of minimum services to be guaranteed.

It was equally important the phase of presenting the SPRAR project to all the stakeholders of the local system, which led to the creation-reinforcement of the identity of the local system, the sharing of decisions, the convergence of different visions and perspectives, the development and consolidation of operational mechanisms, such as planning and management control systems and systems connected to the flexible management of human resources.

The above strategic analysis of the territory by the local authority promoter of the SPRAR project, represented the filter through which the local environment could be *understood* and defined in its different dimensions, taking in this way decisions and actions, enhancing its local strengths. In addition, the stakeholders' co-governance stimulated the development of the local area as system and a planning process was activated in which strategic choices to manage this integrated reception path were formalised.

This reduced the risk for a strategic development of a local system according to a disjointed incrementalism (the muddling through of Lindblom, 1959), thus preferring: a) operational choices of the institutional, political and social system, based on effectiveness and efficiency criteria; b) decision-making transparency; c) accountability of the interdisciplinary group; d) development of a system with a high intellectual capital intensity (Alvesson 1995; Alvesson 2004).

Some empirical evidence of the project management approach can be traced back to the ability of correctly defining the action priorities of the SPRAR project and the strategic areas of the services, to the flexibility with which available

resources (facilities, human resources, financial resources, relational assets) were used, in the awareness of making choices which involved a continuous trade-off among what should be done, what could be done and what was decided to do, in the interest of the beneficiaries, in a local context where the objectives of the stakeholders, especially in the initial phase of the project, did not always converge.

In a system logic, the process of satisfying the demand of the hosted forced migrant women was strongly localized, thanks to the presence of implicit and shared specific resources – specific assets – that allowed the tacit exchange of information and the creation of knowledge, something that is difficult to transfer to other local areas. A *specific project capacity* emerged, of which the local authority and the implementing – managing authority were the promoters, through their active role of coordinators. This role has allowed:

- the integration of the territorial, social and economic dimension, creating and/or strengthening the perception of the local identity of all stakeholders;
- the circulation of information with low transaction costs, producing a local information system, consisting of a series of data, a set of procedures, a set of means and instruments and a group of people;
- the production of new knowledge, new professional skills and management skills (Nonaka, 1994);
- the strengthening of formal and informal relations, from a dynamic perspective, between public and private organisations and between profit and non-profit organisations.

### Notes

<sup>1</sup> A project is a sequence of activities defined by a precise duration (time), which has a beginning and must have an end, a specific objective in terms of output to be obtained and quality to be achieved and a budget of available

economic resources, that is a limit in the costs that can be incurred and that must not be exceeded.

- <sup>2</sup> Sprar Central System Local projects: www.sprar.it.
- <sup>3</sup> Special thanks go to Annalisa Colalillo and Maria Teresa Musacchio, representatives of the Promoter-Implementing Authority, and to Massimiliano Patavino and Luana Malatesta, representatives of the Managing Authority for having provided data.
- <sup>4</sup> Since 2014, the Provincial Centres for Adult Education (CPIA) carry out the functions so far performed by the Permanent Territorial Centres (CTP) and by the School Institutions where evening courses were held.
- <sup>5</sup> Special thanks go to Consuelo Bianchelli for having provided data. She is the operational responsible person of the project and the responsible of databank of the Implementing Managing Authority Onlus a.p.s Imola Trama di Terre Association.
- <sup>6</sup> Borgo Tossignano, Castelfiumanese, Castel del Rio, Castel Guelfo, Castel San Pietro Terme, Dozza, Fantanalice, Imola, Medicina, Mordano.

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### APPENDIX THE RECEPTION SYSTEM OF FORCED MIGRANTS IN THE UNITED KINGDOM, DENMARK AND SPAIN: AN OVERVIEW

### Antonio Mancini

### **Foreword**

As mentioned in the Preface to this volume, the University of Molise has involved three European academic realities in the project network (the University of Leicester - Leicester Migration Network for the United Kingdom, the University of Aalborg - Center for the Study of Migration and Diversity for Denmark and the University of Granada - Instituto de Migraciones for Spain). These research centres, in addition to being internationally recognised for the quality of their research, are characterised by a strong vocation for intervention in integration policies on a local basis and by some peculiarities of their respective reception systems. In general, in the UK, the integration of refugees and asylum seekers takes place in a fragmented structure where a national body bringing together charities and associations plays an important role. The Danish case, on the contrary, is characterized by the presence of a system that, after the recognition of the status of applicant for protection, provides the formal entry of the migrant in a compulsory integration programme lasting three years. Finally, in Spain, the welfare policies of forced migrants are jointly managed by a body of the Ministry of Labour, the Autonomous Communities and the Municipal Administrations. In the following pages we offer a brief summary of some of the findings produced by foreign researchers, with particular reference to the description of the reception systems of forced migrants put in place in the Anglo-Saxon, Danish and Spanish contexts1.

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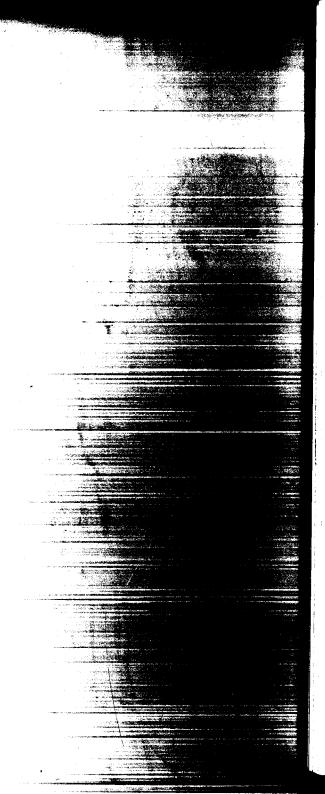
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IL BULLISMO NELLA SCUOLA ITALIANA PREVENZIONE, CONTRASTO E PRIMA TEORIA ORGANICA SUL FENOMENO, M. Darbo



This book offers a multidisciplinary reflection on the rights, protection, reception and integration practices for forced migrants in Italy, with a specific focus on particularly vulnerable categories: women and children.

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Antonio Mancini

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EURO 29,00