

**Study Group on the reception system**

# **Report on the reception of migrants and refugees in Italy.**

**Aspects, procedures, problems**

Rome, October 2015

## STUDY GROUP ON THE RECEPTION SYSTEM

In January 2015, a study group was set up at the Department for Civil Liberties and Immigration of the Ministry of the Interior, in order to make an in-depth evaluation of the impact, in terms of cost-benefits analyses, produced by public investments made in the national migrant reception system. The aim was to produce a document for the following:

1. Evaluation of the current, particular migration phenomenon and future prospects;
2. Evaluation and quantification of direct and indirect public investments with the relative cost-benefits analysis;
3. Identification of “best practices” for the improvement of the efficiency and effectiveness of the reception system.

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## Report on the reception of migrants and refugees in Italy. Aspects, procedures, problems

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## Preface

### *On the new Report on reception.*

Domenico Manzione, Under-Secretary of the Ministry of the Interior with responsibility for immigration

In January 2015, a study group was set up with the task of evaluating the impact, in terms of cost-benefits, produced by public spending made in the national migrant reception system. The final document, the one that the reader can consult after this short introduction, thus contains an evaluation of the current migration phenomenon, looking ahead to future scenarios, insofar as possible in this area; an evaluation and quantification of the direct and indirect public investments, with the connected cost-benefits analysis; the identification of best practices which, when extended, can lead to the improved effectiveness and efficiency of the reception system.

The study group was set up with the contribution of some of the best professionals dealing with this topic, as the reader can easily see by looking at the names of the members shown below, and was coordinated by Professor Emeritus Golini of the Sapienza University of Rome. The personal and scientific status of the members of the study group is a definite guarantee of the reliability of the Report they have drafted. This is also significant, since their only recompense was providing a useful service to the community; and so, many thanks to the entire Ministry team for the work they have done.

I would like to make a couple of short suggestions to the readers, and they will appreciate this even if they only give a brief glance at the report.

It is not a matter of the usual aggregation of data on the changing migration phenomenon, simply showing the qualitative and quantitative changes in the flows. These data are used here to provide a more in-depth study. The point of departure and arrival of this study are the “migrants” – we deliberately use this generic expression because it is conventionally deemed to be all-comprehensive-who are always “persons” in the eyes of the analyst, but they are not the subject. The aim is to shed light on the reception system, as it has been organized to respond to a challenge that it will be facing for many more years, the responses provided to the needs of the persons for whom it was set up, and which and how many resources it has required.

Since this is the aim of the research, it naturally involves a number of aspects that are often ignored, For example, has the response been adequate to the suffering humanity that turns to us? Could we, or can we, do better and do more? Are the resources dedicated to migrant reception sufficient or are new ones needed?

And have these resources been utilized well or could the results have been better?

These questions also contain a warning. This time, the analysis has not been made by third parties or entities confronting the government authorities; in this case, the policy makers made a self-assessment in order to ascertain whether the efforts made have led to any results and if we could hypothesize solutions better suited to a phenomenon that has objectively reached momentous proportions, whether we like it or not.

In the Anglo-Saxon tradition this would be defined as an exercise of policy evaluation, the capacity to assess and hopefully reassess institutional actions with a perspective of achieving the best solutions possible to reach given ends.

I am especially convinced that in the area of immigration and migrant reception, nobody can claim to have the absolute truth; there are no “easy” solution to such complicated problems. Indeed, there are no “definitive solutions”, because people fleeing from something (war or poverty) are not a “problem”. Migration is a phenomenon that must be managed in the best possible way and not an equation to solve. In the end, nobody has the ideal, ready-made solution, including those who so confidently make this claim, while once again forgetting that we are not talking about numbers.

## INTRODUCTION<sup>1</sup>

In early 2015, after the massive flows that took place in 2014, the *Ministry of the Interior* through the *Department for Civil Liberties and Immigration* that handles the problems regarding foreign immigration, set up an interdisciplinary working group of experts with the task of analyzing and following the entire process of arrival, reception and management of the immigrants, of evaluating the overall costs, as well as the direct and indirect benefits that this process involves. Initially, the group was given six months for the job, up to June 2015 and the project was then extended to 31 October due to the need for further research. This research is presented in this final *Report*. Of course, it does not contain, and could not contain, any references to judiciary investigations under way, or to the possible connections with criminal factors.

In this period, the situation of the arrivals and reception of refugees and migrants in Italy had highly complex aspects. On the one hand, the flow of arrivals was extraordinarily high and was growing; on the other, according to research, criminal practices have entered the immigration “business”, profiting from contracting and the difficulties in managing the problem. Finally, there were strong reactions in some locations to the settlement of further groups of migrants, and serious political and operational contrasts, also in the relationships between the central and regional authorities, and between the governments of the various EU countries. These difficulties were worsened by the need to undertake *adequately and promptly* the reception, administrative processing and support to such a large number of persons. In this situation, the administrative and bureaucratic structures of the Ministry of the Interior, the local branches and the authorities in the areas involved were necessarily subjected to pressure.

Considering the mixed nature of the flows, the text discusses refugees and migrants, putting together in some cases two categories of persons that are quite separate in specialized literature and in national and international legal and administrative practice. Refugees are persons fleeing from wars and all types of persecution who, *once their status is recognized*, are entitled to protection, while migrants are persons who voluntarily leave their country, seeking better (or also simply different) living conditions and prospects for themselves and their families.

In the boats overloaded with people, it is not easy to distinguish between the two categories, and it would in any case be impossible to do so in the rescue

<sup>1</sup> This work does not consider the problems and protagonists of sea rescue, and will therefore discuss only the persons themselves, whatever their status, who are inserted in the reception system, whatever the subsequent outcome of the procedure regarding reception as such. It furthermore considers the protagonists who are involved in the system.

stage. The rescue and recovery of the migrants on the boats, which are often in poor condition, regards people as a whole who are in open waters or who arrive on our shores or in our ports.

A very high number of refugees-migrants have lost and are still losing their lives in the Mediterranean. According to estimates by the IOM<sup>2</sup> for the period 1 January 2015 - 13 October 2015, these total 3,103 (over 70% of all the losses recorded in the world).

This work also mentions the significantly increasing figures on the persons arriving overland, crossing Italy's eastern border. They enter the reception system if they express the desire to apply for international protection. The reception of so many people in single communities, also small ones, naturally involves various types of problems starting from logistics, as well as socio-economic and psychological aspect; but this also creates economic and occupational opportunities. These aspects are covered in the present *Report* which, considering the ongoing development of migratory dynamics and policies, both at a national and international level, cannot take into account all the problems, but rather aims to propose a broad, in-depth look at this major and dramatic phenomenon.

Over recent months, the members of the working group have produced analytical documents which are listed at the end of this Report with the name of the author.

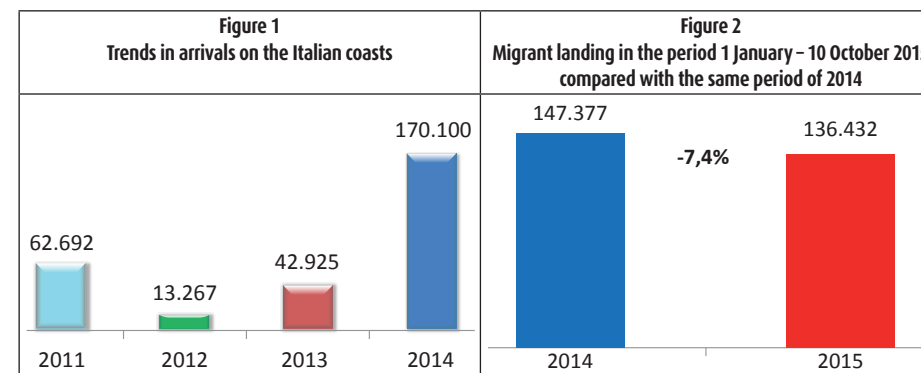
The decree appointing the group members specifies that no fees would be paid for the work requested. The members of the group accepted the task, not easy and not light, with an absolute spirit of service to their country.

<sup>2</sup> <http://missingmigrants.iom.int/>

## 1 BOAT LANDING FLOWS IN ITALY

The phenomenon of boat landings has been a major topic in the Italian public debate on immigration over recent years and is a focus of political and media concern on this topic. According to Ministry of the Interior data, 2014 was a record year for landings, with over 170,000 being recorded (Fig. 1), more than the total of the previous three years and almost the triple of 2011 (the year of the emergency in North Africa following the "Arab Spring" events). Upon the completion of the Italian Mare Nostrum operation (October 2013/October 2014), Operation Triton, managed by the European Frontex Agency on 1 November 2014.

The most recent data for 2015, Figure 2, show that more significant increases have not occurred, though the rates are still very high, as shown in Figure 3 and Table 1, regarding almost exclusively the ports of entry in the southern regions.



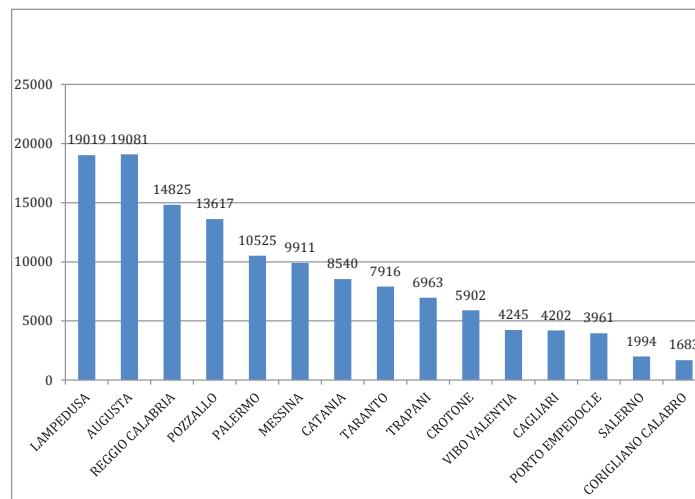
Source: Ministry of the Interior

Table 1. Boat landings in the Italian regions. 2011-2014 and comparison with 2014 -2015

Location	2011	2012	2013	2014	2014 Up to 1 June	2015 Up to 1 June
Sicily*	57,181	8,488	37,886	120,239	41,759	34,830
Puglia	3,325	2,719	1,030	17,565	538	2,772
Calabria	1,944	2,056	3,980	22,673	743	6,074
Sardegna	207	4	29	166	4	1,202
Campania	0	0	0	9,351	0	2,081
Friuli Venezia Giulia	35	0	0		0	0
Liguria		0	0	106	0	499
<b>Total</b>	<b>62,692</b>	<b>13,267</b>	<b>42,925</b>	<b>170,100</b>	<b>43,044</b>	<b>47,458</b>
*detail Sicily						
Lampedusa, Linosa and Lampione	51,753	5,202	14,753	4,194		
Other locations in the Prov. of Agrigento	806	551	2,937	15,366		

Source: Ministry of the Interior

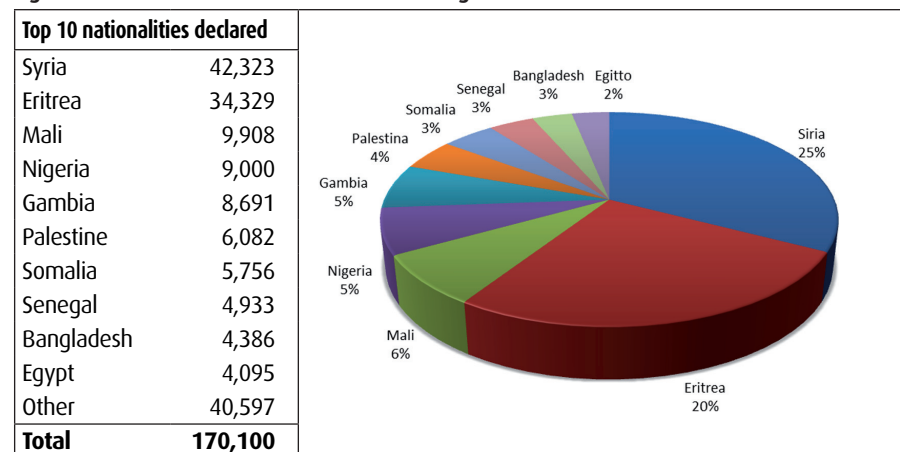
FIGURE 3. PORTS MOST AFFECTED BY LANDINGS. PERIOD 1 JANUARY 2015 – 10 OCTOBER 2015



Source: Ministry of the Interior

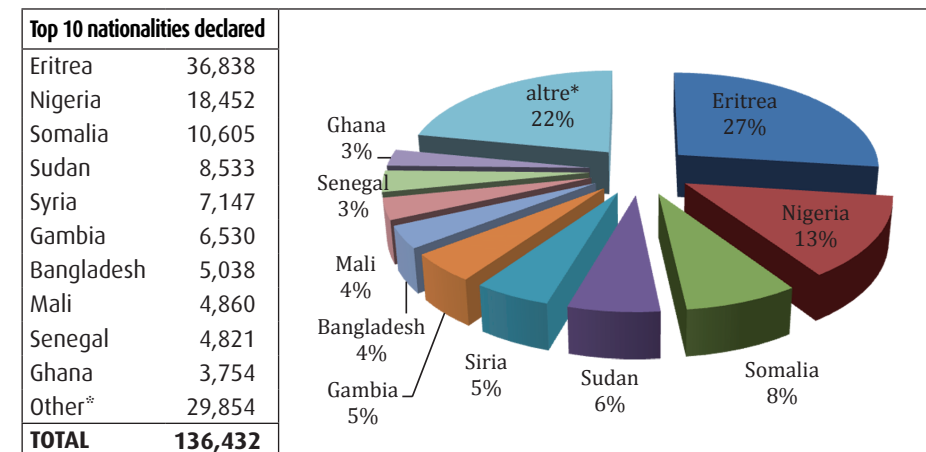
On the other hand, the composition by country of provenance has changed considerable between 2014 and the 2015 (up to 12 October 2015), as shown in Figures 4 and 5. In 2014, the country of provenance most represented was Syria (43,323), followed by Eritrea (34,329) and Mali (9,908); in 2015 the data showed Eritrea in first place (36,838), followed by Nigeria (18,452) and Somalia (10,605).

Figure 4. Nationalities declared at time of landing – 2014



Source: Ministry of the Interior

Figure 5. Nationalities declared at time of landing – 2015, up to 10 October 2015



Source: Ministry of the Interior

Table 2. Irregular entries at Europe's external borders. Historical series 2009-2014  
Routes and top three nationalities on external borders

Borders	2009	2010	2011	2012	2013	2014	Distr. %	Change % 2014/2013
<b>Central Mediterranean</b>	<b>11,043</b>	<b>4,450</b>	<b>64,261</b>	<b>15,151</b>	<b>45,298</b>	<b>170,664</b>	<b>60</b>	<b>277</b>
Syria	40	191	283	581	11,503	39,651	23	245
Eritrea	1,084	55	659	1,889	10,398	33,559	20	223
Not specified								
Sub-Saharan Africa	0	0	0	0	0	26,340	15	n.d.
<b>Eastern Mediterranean</b>	<b>39,975</b>	<b>55,688</b>	<b>57,025</b>	<b>37,224</b>	<b>24,799</b>	<b>50,834</b>	<b>18</b>	<b>105</b>
By sea	28,848	6,175	1,467	4,370	11,831	44,057	87	272
Syria	184	139	76	906	5,361	27,025	61	404
Afghanistan	11,758	1,373	310	1,593	4,080	11,582	26	184
Somalia	5,675	416	42	56	526	1,621	3,7	208
By land	11,127	49,513	55,558	32,854	12,968	6,777	13	-48
Syria	354	495	1,216	6,216	7,366	4,648	69	-37
Afghanistan	639	21,389	19,308	7,973	2,049	893	13	-56
Iraq	2,674	2,704	1,054	987	372	483	7.1	30
<b>Western Balkans</b>	<b>3,089</b>	<b>2,371</b>	<b>4,658</b>	<b>6,391</b>	<b>19,951</b>	<b>43,357</b>	<b>15</b>	<b>117</b>
Kosovo *	705	372	498	942	6,303	22,059	51	250
Afghanistan	700	469	983	1,665	2,174	8,342	19	284
Syria	0	12	34	178	1,171	7,320	17	525

<b>Albania / Greece</b>	<b>40,250</b>	<b>35,297</b>	<b>5,269</b>	<b>5,502</b>	<b>8,728</b>	<b>8,841</b>	<b>3.1</b>	<b>1.3</b>
<i>Albania</i>	38,017	32,451	5,022	5,398	8,592	8,757	99	1,9
<i>FYR Macedonia</i>	97	49	23	36	21	31	0.4	48
<i>Georgia</i>	12	16	21	7	23	14	0.2	-39
<b>Western Mediterranean</b>	<b>6,642</b>	<b>5,003</b>	<b>8,448</b>	<b>6,397</b>	<b>6,838</b>	<b>7,842</b>	<b>2,8</b>	<b>15</b>
By sea	5,003	3,436	5,103	3,558	2,609	4,755	61	82
<i>Cameroon</i>	122	254	181	146	255	845	18	231
<i>Algeria</i>	3,190	1,242	1,037	1,048	536	734	15	37
<i>Morocco</i>	254	300	775	364	282	468	10	66
By land	1,639	1,567	3,345	2,839	4,229	3,087	39	-27
<i>Mali</i>	:	:	:	:		669	22	n.d.
<i>Cameroon</i>	:	:	:	:		652	21	n.d.
<i>Syria</i>	:	:	:	:		405	13	n.d.
<b>Eastern Border</b>	<b>1,335</b>	<b>1,052</b>	<b>1,049</b>	<b>1,597</b>	<b>1,316</b>	<b>1,275</b>	<b>0.4</b>	<b>-3</b>
<i>Vietnam</i>	31	39	23	158	149	257	20	72
<i>Afghanistan</i>	163	132	105	200	149	209	16	40
<i>Georgia</i>	173	144	209	328	235	171	13	-27
<b>Black Sea Route</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>148</b>	<b>433</b>	<b>0.2</b>	<b>193</b>
<i>Afghanistan</i>	0	0	0	0	62	261	60	321
<i>Iraq</i>	0	0	0	0	0	90	21	n.d.
<i>Iran</i>	0	0	0	1	0	45	10	n.d.
<b>West Africa</b>	<b>2,244</b>	<b>196</b>	<b>340</b>	<b>174</b>	<b>283</b>	<b>276</b>	<b>0.1</b>	<b>-3</b>
<i>Morocco</i>	176	179	321	104	104	52	19	-50
<i>Guinea</i>	304	0	4	2	12	50	18	317
<i>Senegal</i>	186	2	4	15	10	26	9.4	160
<b>Other</b>	<b>20</b>	<b>3</b>	<b>1</b>	<b>0</b>	<b>4</b>	<b>10</b>	<b>0</b>	<b>150</b>
<i>Russia</i>	0	2	0	0	0	4	40	n.d.
<i>Iraq</i>	0	0	0	0	0	3	30	n.d.
<i>Serbia</i>	0	0	0	0	0	1	10	n.d.
<b>Total</b>	<b>104,599</b>	<b>104,060</b>	<b>141,051</b>	<b>72,437</b>	<b>107,365</b>	<b>283,532</b>	<b>100</b>	<b>164</b>

\*This designation does not prejudice the positions regarding status, and is in line with resolution 1244 and the opinion of the CIG on the declaration of independence by Kosovo. - Frontex data

Table 2 shows the data on the number of migrants identified in 2014 on Europe's external borders, by nationality and routes taken. Out of the total of 283,532 people, 15% is consist of minors (of whom 14,300 were travelling unaccompanied by parents) and of approximately 11% women<sup>3</sup>.

It should be stressed that a profound change is under way in the geography of the departures and migration routes. In particular, with regard to Italy, one can ob-

serve an increase in the countries of the first Sub-Saharan Africa area among the nationalities using the Central Mediterranean route, and thus with more complex problems related to the assessment of applications for international protection, reception and integration.

There follows a brief description of the main routes, almost all concentrated in the Mediterranean, derived from the data published by the Frontex Agency in its Annual Risk Analysis 2015.

- 1) *Central Mediterranean route*: this starts in North Africa, and in recent years, increasingly from Libya, the place of arrival for many people fleeing from numerous Sub-Saharan countries as well as from the Middle East. This route, using boats in increasingly poor condition, leads to Italy or Malta. The number of arrivals in Europe via this route almost quadrupled in 2014 compared to 2013; in other words, the more instability increased in Libya, the more the people have followed this route, making it the main one utilized by human trafficking. Most of the persons arriving in Italy on this route were men.
- 2) *Eastern Mediterranean route*: according to Frontex, in 2014 over 50,000 people crossed from Turkey and neighbouring areas to Greece, and to a lesser extent, to Bulgaria and Cyprus. The first leg of this route is by sea and the second is overland. The most frequent nationalities in 2014 on this route were Syrians (over 31,000 people), Afghans (approximately 15,000), Somalis (approximately 1.500) and Iraqis (500).
- 3) *Mediterranean route to Puglia and Calabria*: this is the route taken by the boats starting from Turkey and Greece to reach the coasts of Puglia and Calabria. Up to 2013, mostly Syrians, Pakistanis and other migrants transiting from Pakistan took this route. In 2013 Frontex counted approximately 5,000 people who followed this route. The new aspect is that after September 2014, large cargo vessel started to sail with Syrian families on-board from Mersin, in Turkey, directly to Italy.
- 4) *Western Mediterranean route*: this is the route from North Africa to Spain. Again according to Frontex, in 2014 7,842 people took this route. Most were people fleeing from Cameroon (approximately 1,500), followed by those fleeing from Algeria (approximately 800) and Mali (approximately 700).
- 5) *West Africa to the Mediterranean*: this is probably the least popular route at this time, less followed by asylum seekers. In 2014, only 276 people arrived in Europe on this route and were mostly from Morocco, Guinea and Senegal.
- 6) *Balkan route*: this is an overland route to enter Europe and Italy, used in 2014 by 43,357 people with an increase of 117% in one year. . It was followed above all by people leaving Kosovo (over 22,000), followed by those fleeing

3 [http://frontex.europa.eu/assets/Publications/Risk\\_Analysis/Annual\\_Risk\\_Analysis\\_2015.pdf](http://frontex.europa.eu/assets/Publications/Risk_Analysis/Annual_Risk_Analysis_2015.pdf)



Afghanistan (over 8,000) or Syria (nearly 7,500). In particular, the people fleeing from Kosovo were concentrated in the last months of 2014, when there were rumours that it would be easier for Kosovars to obtain asylum in Europe, since their country was no longer considered safe in the French lists.

The Frontex Report for the second quarter of 2015 <sup>4</sup> registers the record pressure by migrants not coming from the Balkan region. The Syrians were the main nationality recorded, followed by the Afghans, Pakistanis and Iraqis. In recent times, the number of refugees coming from East Africa has also risen. The flow in the period analyzed was unprecedented, showing an absolute record since data collection started on the Western Balkans route. More specifically, the 54,437 migrants recorded are equivalent to the sum of those recorded over the two previous years (54,692 in 2013-2014).

## 2 THE LEGAL OBLIGATIONS OF RECEPTION IN INTERNATIONAL, EUROPEAN AND DOMESTIC LEGISLATION

Respect for the founding principles and rules of international law and the legislation of the European Union applicable in the sector of migration is of fundamental importance in outlining the obligations of the States, obviously including Italy, in ensuring international protection, already provided for in Art. 10 of the Italian Constitution: *“the legal status of foreigners is regulated by law in compliance with international provisions and treaties”*.

In international law, the term refugee refers to persons who “owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable to, or owing to such fear, unwilling to avail himself of the protection of that country, or who, not having a nationality and being outside the country of his former residence as a result of such events, is unable or, owing to such fear, unwilling to return to it”. This category of persons may make an application for international protection to a State where such fears do not exist. The State to which this application should be made is the first country where the person arrives and can benefit from the consequences deriving from the guarantee of protection. The guarantee of protection is, however, subject to acceptance of the asylum application.

If there are no elements for according the status of refugee to a foreigner, there may be recognition of the status of subsidiary protection. This is recognized by the Italian State, as well as by other states, to a foreign citizen who does not possess the legal requisites to be recognized as a refugee, but for whom there are well-founded reasons to believe that if that person returned to his country of origin or, in the case of a stateless person, to the country of previous habitual residence, he or she would run an effective risk of undergoing serious harm and who, due to such risk, cannot or does not wish to apply for protection to his or her own country. In any case, this form involves the acceptance of the application for international protection.

The third form of protection is the one accorded to foreigners to whom international protection is denied due to lack of the necessary requisites, but for whom there are serious reasons of a humanitarian character. This protection is, in fact, accorded after an assessment made in the light of the obligations deriving from international conventions (in particular the European Convention on Human Rights), regarding the consequences which the person would undergo in case of repatriation.

<sup>4</sup> [http://frontex.europa.eu/assets/Reports/WB\\_2015\\_Q2\\_For\\_Public\\_Release.pdf](http://frontex.europa.eu/assets/Reports/WB_2015_Q2_For_Public_Release.pdf)



Table 3 shows the comparison of the benefits provided in the three types of permission to stay according to the types of protection granted.

**Table 3.**  
**Types of permission to stay granted on the basis of the protection recognized and benefits granted**

Permission to Stay for POLITICAL ASYLUM	Permission to Stay for SUBSIDIARY PROTECTION	Permission to Stay for HUMANITARIAN PROTECTION
Duration 5 years, renewable, this allows access to education and work, convertible into permissions to stay for work.	Duration 5 years, renewable, this allows access to education and work, convertible into permissions to stay for work.	Duration 2 years, renewable, this allows access to education and work, convertible into permissions to stay for work.
Right to family reunion.	Right to family reunion.	Right to family reunion in the presence of the requisites of housing and income set forth in Legislative Decree n. 286/1998.
Maintaining the family nucleus <sup>5</sup> .	Maintaining the family nucleus <sup>7</sup> .	Maintaining the family nucleus.
Issue of travel document <sup>6</sup> , deemed equivalent to a passport, 5-year validity, renewable.	Issue of travel document for foreigners in case of being unable to obtain a passport from consular offices.	Right to the same treatment recognized for an Italian citizen with regard to social and health assistance and access to public housing <sup>8</sup> .
Access to employment at the same conditions as an Italian citizen.	Access to employment at the same conditions as an Italian citizen.	
Right to the same treatment recognized for an Italian citizen with regard to social and health assistance and access to public housing.	Right to the same treatment recognized for an Italian citizen with regard to social and health assistance and access to public housing.	

#### **Permission to Stay for international protection claimants (political asylum and subsidiary and humanitarian protection)**

Legislative Decree 18 August 2015, n. 142 state that the claimant is to be provided with a permission to stay for the duration of six months (instead of the three months provided by previous legislation), renewable up to the decision on the application and, in case of jurisdictional appeal, as long as the claimant is

<sup>5</sup> The family members of the holder of status of international protection present in the country who are not entitled to such status on an individual basis are issued with permission to stay for family reasons and are entitled to the same rights accorded to the family member who has international protection status.

<sup>6</sup> Art. 28 of the 1951 Geneva Convention.

<sup>7</sup> See note n. 5.

<sup>8</sup> In the lights of the provisions of Art.14, para. 4 of Presidential Decree 12 January 2015, n.21, stating that the 2-year duration of the permission to stay for humanitarian reasons, if the person concerned undertakes subordinate employment or is self-employed, as stated in Art. 40, paragraph 6 of Legislative Decree n. 286/1998, can be a recipient of the benefits such as access to public housing.

authorized to remain in the country; in case the person can remain, the claimant is provided with a specific certificate to certify his status as an asylum seeker.

Until the permission to stay is issued, the receipt showing the submission of a claim for international protection shall constitute a temporary permission to stay. Article 21 governs health care for asylum seekers, citing the provisions of the afore-mentioned single law on immigration and the subjecting of applicant minors or the children of applicants to compulsory education pursuant to the same single text.

Article 22, in line with the European Directive aimed at fostering access to the labour market, this allows access to work for international protection applicants after two months (instead of six as in the previous legislation) have elapsed from submission of the application without the procedure having been completed for reasons not attributable to the applicant. The permission to stay cannot, however, be converted into a permission for work or another type of permission. The applicants who are admitted to the services provided by the local authorities may participate in training projects which such authorities may implement.

The European asylum system is based on the full and complete application of the Geneva Convention of 28 July 1951 on the status of refugees, integrated with the New York Protocol of 31 January 1967, so that in accordance with the principle of *non-refoulement*, no-one may be sent back to a country where they again risk being subject to persecution. Some significant sentences by the European Human Rights Court have established major precedents on migration, and Italy has had to take these into account when implementing its own legislation. One of the major problems in migration legislation regards the status of minors and unaccompanied minors. The United Nations Convention on the Rights of the Child states that there must be particular protection for child refugees, and that priority must be given to their reuniting with their family.

The preamble of the Convention on refugees recalls that the granting of the right to asylum may give rise to exceptionally heavy obligations for certain countries, and that the satisfactory solution of the problems, whose extent and international character have been recognized by the United Nations, can only be achieved through international cooperation. This cooperation pertains to the European system, and represents the second level of legislative reference to which Italy complies in the sector of migration.

The European asylum system consists of an integrated system of directives and regulations, among which we should mention the Directive containing common procedures for the recognition and revocation of the status of interna-

tional protection, the Directive on the reception conditions of the applicants for international protection, the Directive containing rules on the status of beneficiary of international protection, the Dublin 3 Rules, implemented in 2013 but applied to applications for reception and resumption of reception only from 1 January 2014, which strengthens the protection mechanism for asylum seekers during the stage of determining the country responsible for examining the application (which is the first State of arrival of the migrant) and clarifies that the rules governing the relations between the States of the European Union and the Eurodac rules (the mechanism created in order to prevent serious crimes such as terrorism). in order to implement the principles sanctioned by the European directives, were adopted by Legislative Decree 19 November 2007, n.251<sup>9</sup>, Legislative Decree 28 January 2008, n.25<sup>10</sup> and subsequent amendments, Legislative Decree 21 February 2014, n.18<sup>11</sup>, and Legislative Decree 18 August 2015<sup>12</sup>, n. 142.

The evaluation of the needs by asylum seekers of international protection, cited previously as an essential element for the recognition of the status of refugee, is now assigned on an administrative basis to the Territorial Commissions for the recognition of international protection.

One of the direct effects of the international geopolitical situation, with the intensification of numerous crisis situations in the southern Mediterranean, is the increase of asylum applications in Italy and Europe. Asylum applications in Europe in 2014 exceeded 625,000, with a +44.7% rise over the previous year. Italy is the third EU country for the number of asylum seekers (after Germany and Sweden), but the one recording the highest increase in the last year (+142.8%) (cf. Tab. 4). Observing the composition of the asylum seekers by gender and age, **it seems evident that Italy has a unique situation within the European framework, with the very low level of women (7.6%) and minors (6.8%), significantly lower than the average.** The asylum seekers present in Italy in 2014 (cf. Tab. 5) are mainly from African countries (4 out of the top 5 countries of origin); the first three nationalities are Nigeria, Mali and Gambia. There are

<sup>9</sup> Issued in compliance with the European Directive 2004/83/EC on the minimum rules for the attribution of the status of refugee and of subsidiary protection. The Decree set new rules and requisites for the recognition of international protection.

<sup>10</sup> Implementation of Directive 2005/85/EC containing minimum rules for the procedures applied in the Member States for the recognition and revocation of the status of refugee.

<sup>11</sup> Implementation of Directive 2011/95/EU containing rules of the attribution to citizens of non-EU countries or stateless persons with the status of beneficiary of international protection, on a uniform status for the refugees or for persons entitled to benefit from subsidiary protection, and on the content of the protection recognized.

<sup>12</sup> Implementation of Directive 2013/33/EU containing rules on the reception of applicants for international protection, and of Directive 2013/32/EU, containing common procedures for the recognition and revocation of the status of international protection. Date of coming into force: 30/09/2015.

also some significant increases in the number of applications compared to 2013 and in particular with regard to the top three nationalities of origin. We should highlight that the Ukraine became one of the top ten nationalities, in relation to the political events in that country (in 2013 the number of applicants was almost zero).

Table 4. Asylum seekers in Europe. 2013-2014

First 10 countries	2013	2014	% women	% minors	% change 2013/2014
Germany	126,995	202,815	34.6%	31.6%	59.7%
Sweden	54,365	81,325	32.5%	28.7%	49.6%
Italy	26,620	64,625	7.6%	6.8%	142.8%
France	66,265	64,310	38.2%	21.7%	-3.0%
Hungary	18,900	42,775	23.6%	27.7%	126.3%
United Kingdom	30,820	33,010	33.2%	21.3%	7.1%
Austria	17,520	28,065	24.2%	30.2%	60.2%
Netherlands	13,095	24,535	27.2%	21.0%	87.4%
Belgium	21,215	22,850	35.4%	29.3%	7.7%
Denmark	7,230	14,715	24.4%	20.6%	103.5%
<b>Total EU 28</b>	<b>432,055</b>	<b>627,780</b>	<b>29.7%</b>	<b>25.5%</b>	<b>45.3%</b>

Source: Fondazione Leone Moressa processing of Eurostat data

Table 5. Asylum seekers in Italy by nationality. years 2013 – 2014

	2013	2014	% change 2013/2014
Nigeria	3,519	10,138	+188%
Mali	1,806	9,771	+441%
Gambia	1,760	8,556	+386%
Pakistan	3,232	7,191	+122%
Senegal	1,021	4,678	+358%
Bangladesh	464	4,582	+888%
Afghanistan	2,056	3,180	+55%
Ghana	577	2,178	+277%
Ukraine	34	2,149	+6.221%
Ivory Coast	259	1,511	+483%
Guinea	171	935	+447%
Somalia	2,774	812	-71%
Iraq	555	802	+45%
Egypt	907	671	-26%
Syria	635	505	-20%
Tunisia	509	484	-5%

Eritrea	2,109	480	-77%
Guinea Bissau	117	415	+255%
Turkey	495	413	-17%
Iran	396	394	-1%
Other	3,226	5,041	+56%
<b>Total applicants</b>	<b>26,620</b>	<b>64,886</b>	<b>144%</b>

Source: Ministry of the Interior

N.B. the data for the total for 2014 differs slightly from Table 4 because the source is different

### The Dublin system and its effectiveness

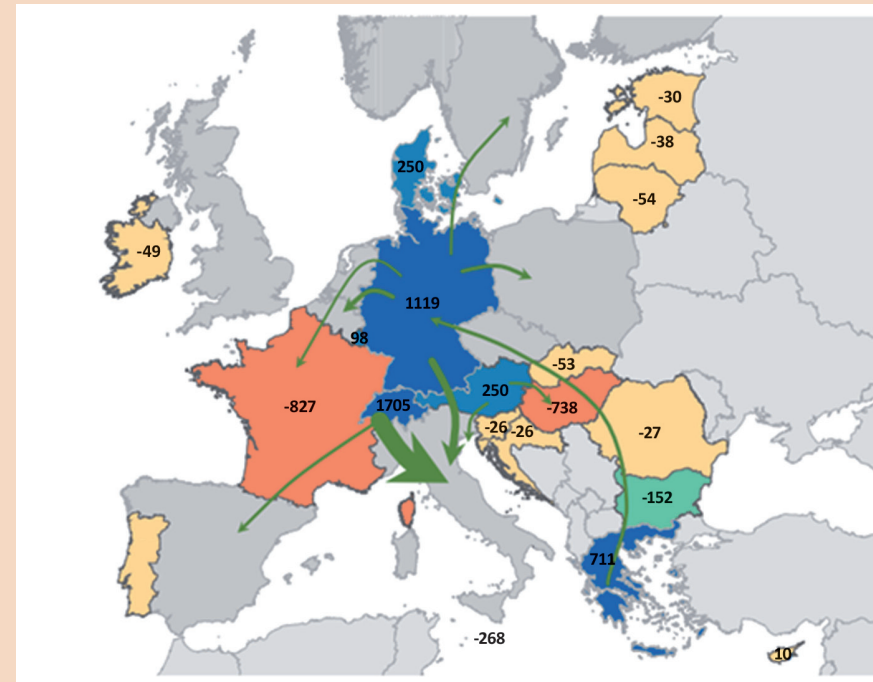
The Dublin regulation approved on 26 June 2013 and which came into force on 1 January 2014, is applied to the extended European Union (i.e. the 28 EU States plus Iceland, Norway, Switzerland and Liechtenstein under association agreements). The regulation is based on the principle, prevalent over the ones stated, that the right of asylum can only be requested in the Member State of first arrival. The aim is to prevent all the States from declaring their lack of jurisdiction for assessing applications for international protection, while also seeking to keep the movements of protection applicants inside the EU under control. Each individual State is entitled to request the acceptance of the migrant by the country of first arrival.

The data on the Dublin system, which has a considerable impact on the lives of the people involved and on the costs that the countries must incur, show that the system is very limited and basically ineffective. In 2013, according to Eurostat data, with respect to 435,000 asylum applications, the transfer of 16,014 persons was requested, i.e. 3.7% of asylum seekers in the whole of Europe.

On the basis of the data supplied by the latest Annual Report by EASO (European Asylum Support Office), in a long term range, during the 5-year period 2009-2013, there were on average approximately 55,000 annual applications issued. The majority (73%) of all outgoing transfers were accepted, but only about 26% were physically transferred from one EU country to another (on average approximately 14,000 persons per year). The proportion of outgoing applications corresponds on average to about 15% of the number of asylum seekers. The proportion of transfers of actual persons on the basis of the Dublin system compared to the number of asylum seeker applications for international protection in the EU+ was approximately 4%.

### Flow Map 1<sup>13</sup>.

Net transfers under the Dublin agreement in the single extended EU countries and net transfer flows in 2014 (the green arrows show only show flows over 200 persons inside the extended EU).



To give an idea of how complex the functioning of the Dublin system is, 10 types of transfer requests are identified:

- Documentation and legal entry
- Irregular entry
- Family reasons
- Irregular stay
- Humanitarian reasons
- Non-self-sufficient persons
- Being assessed – Without permission to stay
- Denial – without permission to stay
- Renunciation – New Request
- Renunciation – Dublin Procedure

Table 6 shows the data for Italy regarding the requests under its jurisdiction and the transfers of asylum seekers made under application of the Dublin 3 rules.

<sup>13</sup> Processing by the working group of EASO data: <https://easo.europa.eu/wp-content/uploads/EASO-Annual-Report-2014.pdf>

Table 6. Jurisdiction and transfers. 2011 - 2014

Applications under Italian jurisdiction	2011	2012	2013	2014
Requests by Italy to EU member countries	1,275	2,186	3,808	5,412
Requests to Italy by EU member countries	13,715	17,631	22,700	28,904
<b>Transfers</b>				
Transfers from Italy to EU member countries	14	25	5	10
Transfers from EU member countries to Italy	4,645	3,551	2,966	1,918

Source: Dublin Unit – Central Directorate of Civil Services for Immigration and Asylum – Ministry of the Interior

Table 6 shows that the number of actual transfers is very small compared to the applications coming within the jurisdiction of the countries; another confirmation of how little effective the Dublin system is.

Italian data updated to the first half of 2015 show 4,871 applications coming under Italian jurisdiction and made to EU member countries, compared to 14,019 applications coming under the jurisdiction of EU member countries and made to Italy. As at 7 September 2015 there figures were respectively 7,071 and 17,224.

The main Member States applicants were: Germany (5,218), Switzerland (3,502), Sweden (1,318), France (986), Austria (838), Norway (562), United Kingdom (442), Denmark (314), Netherlands (269).

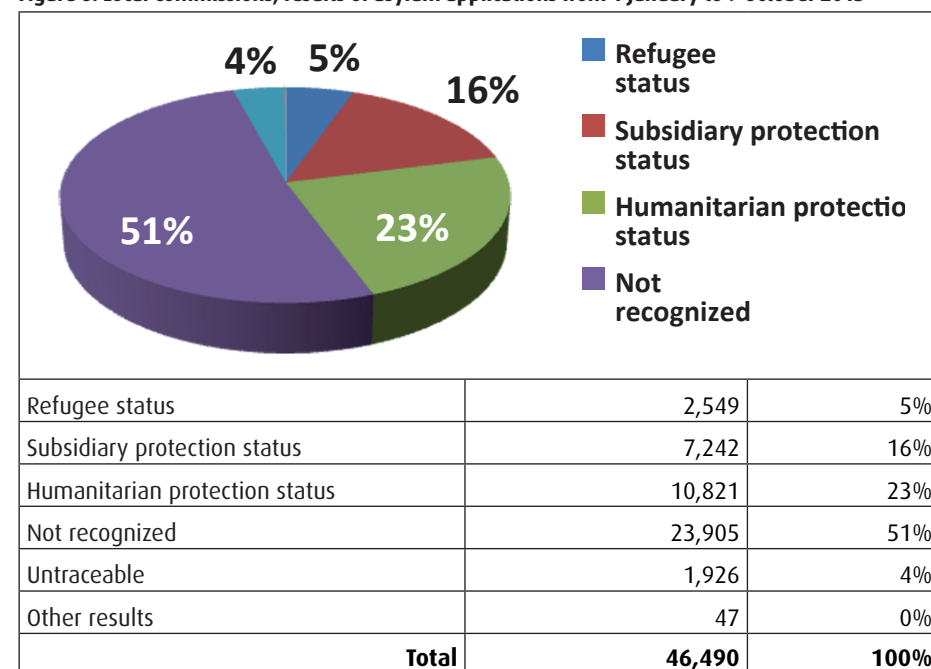
The main nationalities in relation to the jurisdiction of the applications were: Eritrea (2,898), Somalia (1,672), Syria (1,465), Nigeria (1,221), Gambia (857), Afghanistan (494), Morocco (414), Sudan (409), Pakistan (392), Mali (361), Tunisia (357), Iraq (347), Iran (278).

In 2016, the European Commission will make an assessment of the Dublin system, as also illustrated in the European Agenda on Migration. On this occasion, there will be more in-depth assessment of the situation of countries which, like Italy and Greece, are exposed to greater migration flows.

### 3 MANAGEMENT OF RECOGNITION PROCEDURES: THE LOCAL COMMISSIONS

The increase in the complexity of migration, due to highly dynamic causes given the nature of the migration flows, based on ever-differing and changing reasons, is certainly outpacing the legislative measures aimed at regulating the phenomenon. Domestic legislation has therefore been based on international norms and the requirements arising from the arrivals. The extraordinary increase the arrivals has, among other things, created management problems (just to take a limited example, the problems of spoken languages and their interpretation) involving the multiplication of the types and number of reception centres and the parallel multiplication of local commissions, which are the body in charge of the recognition of international protection. In Italy, the number of Local Commissions for examining applications by asylum seekers has basically doubled, rising from 20 to 40, to enable a significant speeding up of the investigation and the decisions (Decree-Law 22 August 2014, n. 119 implemented with amendments in Law 17 October 2014, n. 146).

Figure 6. Local Commissions, results of asylum applications from 1 January to 9 October 2015



Source: Ministry of the Interior

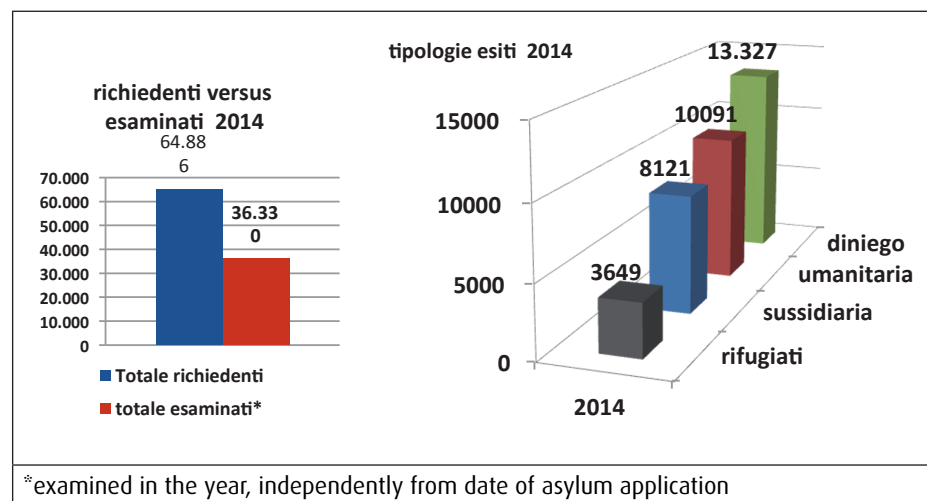


The 46,490 cases examined and decided from the beginning of the year up to 9 October 2015 (Figure 6) show a considerable increase in the activities of the Local Commissions, when compared with the total data of the year 2014, amounting to 36,330 cases evaluated, as shown in Figure n.7.

Figure 7. Results of the evaluation of asylum applications. 2013 - 2014

Results of asylum application				
	2013	2013%	2014	2014%
Refugees	3,078	13%	3,649	10%
Subsidiary	5,564	24%	8,121	22%
Humanitarian	5,750	24%	10,091	28%
Rejected	6,765	29%	13,327	37%
Other results	2,477	10%	1,142	3%
Total examined*	23,634	100%	36,330	100%

\*examined in the year, independently from date of asylum application



Source: Ministry of the Interior

The comparison of Table 7 shows a 30% increase in 2015, and a 70% increase in the decisions made. Among these, the number of applications rejected more than doubled.

Table 7. Comparison of 2014 – 2015 results. Period 1 January – 10 October 2015

1 January – 10 October 2014	1 January – 10 October 2015*	Change %	
APPLICANTS (number of persons)			
47,130	61,545	31	
RESULTS			
27,393	46,490	70	
OF WHICH			
3,079	Refugees	2,549	-21
6,060	Subsidiary protection	7,242	20
7,789	Humanitarian protection	10,821	39
9,564	Application rejected	23,905	150
885	Untraceable	1,926	118
16	Other results	47	194

We must note the considerable increase in the activity of the Commissions, with 46,490 decisions made in the period 1 January – 10 October 2015, compared to the 27,393 applications examined in the corresponding period of 2014.

In order to achieve what the Minister of the Interior had defined as the strategic aim for overcoming this phase of migratory pressure<sup>14</sup> the Presidents of the Local Commissions were asked to adopt more streamlined criteria in the decision-making and to intensify their efforts, in order to align the times of the procedures with the law in force. At the same time, the Prefects were asked to provide all possible support to the task assigned to the Commissions. In 2014, the percentage of positive outcome by the Commissions covered nearly 60% of the cases examined, while in 2015, as highlighted previously, there has been a gradual increase in rejections; a higher number of rejections leads to a resulting increase in appeals, leading in turn to greater work in the judiciary offices and higher costs for the reception system, which continues to host persons who have submitted appeals up to the decision of the appeals. In order to face the increase in the number of jurisdiction-related procedures connected with applications for access to international and humanitarian protection status by the migrants present in Italy or with other judiciary procedures connected with immigration, an extraordinary plan was drafted to strengthen the judiciary offices where the highest increase in the afore-mentioned procedures was recorded<sup>15</sup>. The legislation deriving from the implementation of Community directives 2013/33/EU of the European Parliament and the Council of 26 June 2013 and of Directive 2013/32/EU of the European Parliament and the Council

<sup>14</sup> Circular of the Department for Civil Liberties and Immigration of 19 June 2015.

<sup>15</sup> Decree-Law 27 June 2015, n. 83, implemented with amendments by Law 6 August 2015, n. 132.

of 26 June 2013 (Legislative Decree 18 August 2015 , n. 142) have also made some changes to the rules for jurisdictional appeal against the decisions of the Local Commissions with regard to the recognition of international protection and of the National Commission for the Right of Asylum (see box below).

**Governance of jurisdictional appeal. Legislative Decree 18 August 2015, n. 142**

Article 27 has amended Article 19 of Legislative Decree 1 September 2011, n. 150, containing the provisions for jurisdictional appeal against decisions by the Local Commissions regarding the recognition of international protection and of the National Commission for the Right of Asylum. These are mainly changes in coordination with the rules of reception and detention set forth in the same decree, and with the corrective provisions of Legislative Decree n. 25/2008 which identify the cases of accelerated procedures for which the terms of appeal are cut in half. The cases in which the appeal does not automatically involve the suspension of the effects of the Commission's decision to reject the application are governed by the European Directive and the amendments made to the rules governing the procedures. The cases where suspension is not automatic but might ensue from the acceptance of the cautionary application made by the applicant are the following: when the appeal made by the applicant who has been subjected to an order of detention in an identification and expulsion centre; the appeal made by an applicant who had made an application after being stopped by the authorities for having eluded border checks or in any case with an irregular status of stay; the appeal made against the decision declaring the application to be unacceptable or rejected for evident lack of justification. The jurisdictional appeal against the measure with which the Local Commission declares the repeated application to be unacceptable for the second time, pursuant to Article 29 of Legislative Decree n. 25/2008, does not suspend the executive effectiveness of the measure against which appeal has been made.

The parties are informed of the order defining the decision as well as the measure adopted on a cautionary basis for the effects that it immediately causes on the right of the applicant to remain in Italian territory.

The deadline of six months set for examining the first degree jurisdictional appeal is also applied to the subsequent degrees of court hearings; the Court decides on the appeal on the basis of the elements available at the time of the decision, without preclusion when elements other than those attached to the administrative procedure being examined are submitted to the judiciary authorities.

## 4 THE GOVERNANCE OF RECEPTION

The Single Conference of 10 July 2014<sup>16</sup> approved the agreement between the various levels of national and local government, approving the National Plan to handle the extraordinary flow of non-EU citizens, adults, families and unaccompanied foreign minors. The basic aspect on which the implementation of the Plan is focused is the gradual overcoming of the emergency-based approach that had characterized the Italian reception system up to then. The adoption of Orders by the Civil Protection Department (in the case of the North African Emergency) allowed a solution for the immediate situation, but also inhibited a more overall and structured view to provide a stable basis for an activity closely linked to the complex subject of migration flows. The end of the long emergency-oriented period that started in 2002 was sanctioned, in relation to the North African Emergency, by the Order of the Head of Civil Protection Department n.33 dated 28 December 2012, and with the end of the humanitarian emergency system from 1 January 2013. At that time the Italian reception system still undoubtedly lacked a geographical network able to face the enormous flow of persons that the climate of political and economic instability of huge areas of the African continent brings to Italy, and a system designed to integrate vulnerable individuals and minors fleeing from a crisis situation and requiring protection. This is obviously a highly complex topic that is not easy to face and manage, as the facts have shown.

It should be stressed that the Italian reception system was neither structured nor prepared for an increase in migration flows. The National Operational Plan of 10 July 2014 involves a complete system to be implemented from the time of landing in Italy, with rescue and assistance activity, and the identification of regional and inter-regional hubs, with initial reception facilities, and the subsequent transfer to the SPRAR network. This forms the basis for a single system to receive persons who are applicants for or entitled to international protection and of all unaccompanied foreign minors.

In this regard, it should be stressed that the Document dated 10 July 2014 for guaranteeing a distribution that is as fair as possible throughout Italian territory states that if there are no places available in the government and SPRAR facilities, and if it proves necessary to plan the distribution of the migrants who arrive on Italy's coasts, it will be necessary to proceed according to progressive contingents of 10,000 units, and in relation to the needs of reception, following criteria of regional distribution taking into account the percentage of the access quota to the

<sup>16</sup> Document approved on 10.07.2014 by the Ministry of the Interior, Ministry of Labour and Social Policy, Ministry of the Economy and Finance, ANCI, UPI, Regions and Autonomous Provinces.



National Fund for Social Policies, applying quotas related to the actual stay in the regional territories and not the initial assignments.

The Decree of the Minister of the Interior dated 16 October 2014 governs the activities of the National Coordination Board as a fundamental occasion for agreement on choices by all levels of government and by the volunteer sector, thus building on the methodological approach already followed in facing the North African Emergency, focused on a permanent, close cooperation between the institutions, joining together the different branches of the civil service involved.

Among the functions provided for in this provision there is the drafting of the National Operational Plan, approved on 17 June 2015. The document consists of 5 main points: an analysis of the current international scenario and its impact on migration flows to Italy; a verification of the implementation status of the 2014 Operational Plan called for in the agreement of 10 July 2014; a collection of data on the reception system as at 31.12.2014; a projection for 2015 and a calculation of the requirements of the reception system, also based on the monitored turnover; an analysis of the outgoing paths from the reception system.

In the context of each Region, the National Plan assigns the Coordination Boards chaired by the Prefect of the provincial capital city with the functions connected with the subsequent assignment agreed with the local authorities, and with the identification of the facilities to be used for temporary reception. In line with the strategy indicated in the Plan, the reception must guarantee a geographical distribution of the costs, which over time requires a revision of the current system in the light of the need to adjust it to the needs of ordinary administration and the flexibility of migration that changes in its figures, characteristics and routes.

The Ministry of the Interior ordered the adoption of a procedure for monitoring and checking of the reception centres started by at the time of the migrant landing emergency. The aim is to raise the quality standards using the implementation of the overall level of accountability, of the identification of the specific needs and the improvement of the procedures for selecting the managing entities, and of the verification of the contract fulfilment by the latter parties.

The Minister of the Interior issued the Directive of 20 August 2015 concerning the implementation of activities for the control of the entities assigned to manage reception services for non-EU citizens. This regards checking of the defined requisites of the management entities, the insertion in the tender announcements of specific clauses for protection of the public interest and legality, the extension of the checking to entities assigned with reception services and that have conventions with branches of the civil service.

Finally, the implementation of the latter two European directives on reception procedures<sup>17</sup>, in confirming the strategy of the National Plan, introduced some innovations, putting order into the previous legislation and thus consolidating a new system governing the reception of asylum seekers, as described in the following box.

**The new legislation on reception of asylum seekers. Legislative Decree 18 August 2015, n. 142**

Legislative Decree 30 May 2005, n. 140 is abrogated and the provisions are wholly replaced by the new decree except for the provision on financial coverage.

In order to ensure an organic approach to the legislation and in accordance with Directive 2013/33/EU, the decree included the possibility of detention (previously not governed by European rules) as well as rules on initial reception in government centres. The resulting reception system is based on the agreement reached at the Single Conference of 10 July 2014, involving a phase of initial reception of foreign citizens in initial rescue and assistance centres set up pursuant to Law n. 563/1995 (the so-called "Puglia Law, which was not abrogated) in the locations most affected by large scale boat landings. These centres also started up the activity of identification, which can then be completed in the government reception centres for asylum seekers located on the regional or inter-regional level, where the asylum application is recorded.

The measure identifies the various phases of the reception system: rescue, first and second level reception.

The identified applicant who has formalized the application and is without means of support is sent to the reception system set up by the local authorities and funded by the Ministry of the Interior (Protection System for asylum seekers and refugees set forth in Art. 1-sexies Legislative Decree 416/89, implemented with amendments by Law 39/90).

The staying time in the various types of centres are not predetermined, but actually responds to the need to undertake all the formalities require for an ID photo, identification and recording of the application before sending the applicant without any means of support, to the reception facilities on the local level. The time involved can of course vary, also considering the requirements arising from the size of the flows of applicants and the availability of places in the various facilities.

The system is completed by the possibility of setting up temporary facilities

<sup>17</sup> EU Directives 2013/33 and 2013/32

to face large and repeated arrivals of applicants that can use up the ordinary capacity. These facilities are identified by the prefectures, according to the procedures for the assignment of public contracts, after consulting the local authority of the place where the facility is located. In cases of extreme urgency, however, appeal against the direct assignment procedures is allowed.

Reception facilities are ensured up to the decision by the Local Commission, or in case of jurisdictional appeal, up to the final decision of suspension and/or definition of the first degree hearing.

In order to ensure the adequate reception of unaccompanied minors, specific first reception centres are set up for the requirements of rescue and immediate protection, managed by the Ministry of the Interior.

Article 9 governs the first reception government centres where the identification procedures are undertaken, when it was not possible to complete such operations at the first rescue centres located at the places of the landings and set up pursuant to Law n. 563/1995. The first reception centres, set up on the regional or inter-regional level by the Decree of the Minister of the Interior, after consulting the Single Conference, also undertake the procedures for defining the legal position of the foreign citizen, receiving the applications for protection and starting up the procedure or examining those applications. They also check the health conditions in order to ascertain eventual vulnerability requiring special reception services. The management of the reception centres can be assigned, according to the procedures for assigning public contracts to the local authorities, also associated together in municipal unions or consortiums with public or private bodies working in the sector of assistance to asylum seekers and immigrants, or in any case in the field of social work.

The reception centres for asylum seekers already created will perform the functions stated in the decree. The Decree of the Ministry of the Interior may assign for the above-mentioned purposes facilities already equipped to perform the functions of rescue and primary assistance. After the above operations have been completed, the applicants without means of support and who request support is sent to the facilities of the SPRAR reception network set up by the local authorities. If no places are available temporarily in the local reception system, the applicants will remain in the government reception centres for the time strictly required until the transfer. In any case, the applicants belonging to the vulnerable categories and who have special reception requirements are provided with priority transfer to the facilities of the SPRAR System. These centres ensure the respect of personal privacy, including gender differences,

the needs related to age, the protection of health and the unity of the family nucleus, as well as the assurance of the necessary measures for persons with special needs. For the procedures regarding the discharge from the centre and access by outside persons, reference is made to the implementation regulations. Refugees are ensured the right to communicate with the UNHCR, the body protecting refugees, as well as with the lawyers and family members of the applicants and religious representative. Absence from the centres for a period equal to or greater than the ordinary leave must be justified and authorized by the Prefect having jurisdiction, failing which they can lose entitlement to reception facilities. The staff working in the centres is adequately trained and is required to ensure the confidentiality of the data and information regarding the applicants present in the centre. A decree of the Minister of the Interior will provide for the tender announcement conditions for the supply of goods and services in the government reception centres in order to ensure homogeneous levels of reception throughout the country. The implementation rules will provide for forms of involvement of the applicants in conducting daily life in the reception facilities. Unjustified absence from the government centres involves the revocation of the reception measures, and also effects the procedures for assessing the application, which will be suspended.

The National Plan identifies the requirements of the place capacity to be devoted to reception, on the basis of forecast arrival for the period considered. The regional coordination boards identify the criteria of distribution of places within the Region, and the criteria of location of the first reception facilities and extraordinary facilities.

Article 17, in accordance with the European Directive, identifies the categories of vulnerable persons who may require special assistance: minors, unaccompanied minors, the disabled, the elderly, pregnant women, single parents with minor children, victims of human trafficking, persons affected by serious disease or mental illness, persons who are shown to have undergone torture, rape or other serious forms of psychological, physical or sexual violence, and the victims of genital mutilation. Special reception services are planned for these categories of persons both in the government first reception centres and in the local reception system.

## 5 THE CURRENT SITUATION OF RECEPTION

The reception system in Italy is based on several types of facilities (Table 8): government reception centres, temporary facilities and the SPRAR network, which due to the different functions have also have different organizational models, cost breakdown and hosting times.

**Table 8. Reception facilities - Persons/Places as at 10 October 2015**

Type of facilities	Number of facilities	Persons/Places	%
CAS (temporary facilities)	3,090	70,918	72%
SPRAR* (Places)	430 projects	21,814	21%
Government centres - CARA	13	7,290	7%
CIE	7	464	0%
<b>TOTAL PERSONS</b>		<b>99,096</b>	<b>100%</b>

\* places regarding the 430 projects existing in 93 provinces out of 110, 19 regions out of 20.

**Table 9. Number of temporary facilities - CAS - in the Italian regions at 10/10/2015**

Regions	Temporary facilities	Distribution % facilities
Lombardy	554	18%
Tuscany	416	13%
Emilia-Romagna	376	12%
Piedmont	323	10%
Veneto	269	9%
Campania	181	6%
Marche	127	4%
Umbria	118	4%
Lazio	113	4%
Sicily	105	3%
Liguria	99	3%
Friuli-Venezia Giulia	91	3%
Sardinia	66	2%
Puglia	63	2%
Trentino A. A.	58	2%
Abruzzo	51	2%
Calabria	30	1%
Molise	20	1%
Basilicata	17	1%
Valle d'Aosta	13	0%
<b>Total</b>	<b>3,090</b>	<b>100%</b>

Source: Ministry of the Interior

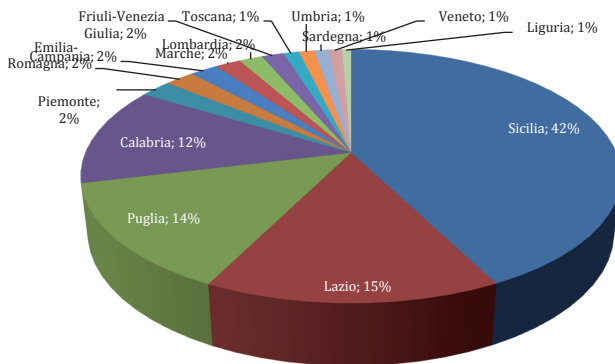
The extraordinary increase in the arrivals of migrants in Italy has also made it necessary to increase the number of temporary reception facilities; by 10 October 2015, these totalled 3,090.

The data of the Ministry Interior (Table 9 and Figures 8.a, 8.b and 8.c) illustrate the distribution of the **99,096** migrants in the reception facilities as at 10 October 2015 (including the persons in the CIE centres). In this situation of extreme fluctuation and overhauling of the entire national reception system, it was not possible to measure in all the cases the average time of stay by the immigrants. From the data available, we can in any case observe some elements characterizing the current situation of immigrant reception in Italy. The first aspect is that on the total immigrants present in the reception centres on 10 October 2015, 70% (70,918) were housed in the temporary facilities (public and private facilities). This obviously involves a number of problems in operational management.

Another factor with major impact is the distribution of migrants on Italian territory. The three graphs clearly show how the number of migrants received has grown dramatically and how, though with different percentages, their distribution has affected almost all the regions. The Sicily and Lombardy regions rank first by number of migrants, and their centres currently host approximately 13% of the immigrants (in particular in Sicily the percentage fell from 42% in 2013 and from 22% in 2014, but with an absolute number totalling about 14,000).

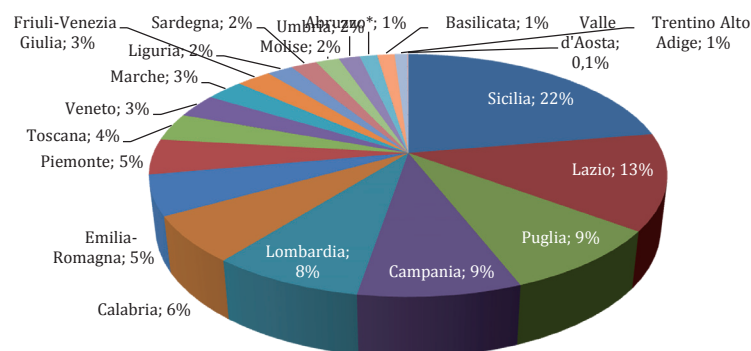
The planned distribution of migrants in the various regions is made by incremental contingents that take into account the percentage of the access quota to the National Fund for Social Policies, excluding the municipalities that have incurred earthquake damage, assessed in relation to the actual number of persons hosted in the reception centres.

**Figure 8.a Percentage distribution of migrants by region - 31.12 2013 (tot. 22,118 persons)**

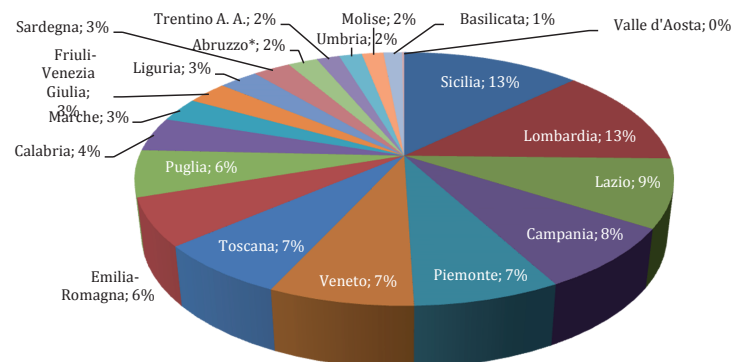


Source: Ministry of the Interior

**Figure 8.b Percentage distribution of migrants by region– 31.12.2014 (tot. 66,066 persons)**



**Figure 8.c Percentage distribution of migrants by region – 10/10/2015 (98,632 persons excl. CIE facilities)**



Source: Ministry of the Interior

## 6 RECEPTION IN THE SPRAR NETWORK

The network of the SPRAR System (Central Service of the System for Protection of Asylum Seekers and Refugees) consists of a structured network of local authorities, which utilizes the National Fund for asylum services managed by the Ministry of the Interior in order to conduct local projects and reception activities due to asylum seekers and refugees.

In 2014, reception in the SPRAR network was organized in 432 projects of which 349 for ordinary categories, 52 for unaccompanied minors, 31 for physically or mentally disabled persons. The projects involved 381 local authorities of which 342 municipalities, 31 provinces and 8 unions of municipalities. As for geographical distribution, the projects have covered 19 regions out of 20, and 93 provinces out of 110. The total number of reception places is 20,752 of which 19,514 for ordinary categories, 943 for unaccompanied minors, 295 for persons with mental or physical disability.

Over 40% of the flow was recorded in Lazio (22.6% of the national total) and Sicily (19.7%), followed by Puglia (8.8%) and Calabria (8.4%). In the other regions, the weight of this presence is less than 6% while it should be recalled that in Valle d'Aosta there are no SPRAR network projects. Lazio, Sicily, Puglia and Calabria are the areas with the greatest number of places. Out of the persons received 61% have requested international protection, 15% are entitled to humanitarian protection, 13% to subsidiary protection and 11% have obtained the status of refugees. With respect to the previous years, there has been a significant fall in the percentage of refugees, with a rise in the number of applicants for international protection. These applicants, in fact, consist of 60% of the ordinary beneficiaries and 85% of unaccompanied foreign minors.

While in 2012 the number of asylum seekers received in the SPRAR network accounted for 30%, compared to 70% of persons entitled to a form of protection (subsidiary, humanitarian, or status of refugees), in 2014 the ratio was overturned, with 61% of asylum seekers received in the SPRAR system. The rising number of arrivals on the Italian coasts was followed by the insertion of asylum seekers in the SPRAR network, which led to longer times of stay and for the application procedures at the Local Commissions, as well as the general lengthening of the time involved for the submission and evaluation of the applications, due to the heavy workload in the institutions that undertake this task.

Furthermore, after the agreement reached on 10 July 2014 by the Single Conference at the Presidency of the Council of Ministers in relation to the "Na-

tional Plan to deal with the extraordinary flow of migrants, adults, families and unaccompanied minors”, the number of places was increased for the reception of unaccompanied foreign minors, also non-asylum seekers, specifying that the per capita/per diem government grant for these places would be 45 euro. This resulted in the identification and opening of 216 additional places for unaccompanied minors.

In 2014, the projects funded by the National Fund for Asylum Policies and Services (FNPSA), which form the actual facilities network of the SPRAR system, totalled 432, of which 349 intended for the reception of applicants and beneficiaries of international protection belonging to the ordinary categories, 52 used for unaccompanied minors and 31 for persons with mental or physical disability. As a whole, the projects funded by the FNPSA have made available 20,752 places of which 19,514 intended for the ordinary categories, 943 for the reception of unaccompanied foreign minors and 295 for persons with mental or physical disability.

The SPRAR is also the reference organization for dealing with all the emerging situations of vulnerability. In any case, for each of the persons hosted, the basic principle of the temporary character of the reception remains (six months, renewable for another six months), again aimed at creating autonomy and insertion of the beneficiaries.

In order to expand the reception capacity of the SPRAR network, a public notice was published on 7 October 2015 aimed at the local authorities that provide, or intend to provide, reception services, so that 10,000 places can be added. The tender announcement contains major improvements compared to the past, such as the drastic reduction of co-financing by the municipalities, which goes down to a rate of 5%.

### The SPRAR model

According to the National Reception Plan approved in 2014, the SPRAR System is intended to become the national reference model for the reception of refugees and asylum seekers. The experience of recent years, in fact, has highlighted various strong point of this system:

1. The involvement of the local area. The SPRAR System makes the local authorities accountable, highlighting the voluntary choice of joining the system, so that the setting up of a centre is not experienced as an imposition. This means that on the local level specific resources can be found, with assessment of the impact of the reception. Decisions can be taken more in tune with the local economic, social and cultural context. This type of

reception thus involves planning and the close relationship with the local community, preventing conflicts which might arrive from reception in unplanned emergencies and “not accepted” on the local level.

2. Integrated reception model. The SPRAR System reception is not just a model of “hospitality”, but while guaranteeing the minimum material services necessary, involves the orientation to creating autonomous post-reception processes. The SPRAR does not aim to provide an assistance based circuit, but rather to provide a process facilitating emancipation and the reconstruction of a life plan for the persons in the country of arrival.
3. Language integration. The setting up of facilities on the local level should facilitate integration, although the average times of reception only allow the start-up of a process. In this pathway, language learning is crucial. The language is vital even if the individuals decide to move to another country, forming part of this stage of the migration process and enables them to express their thoughts “here and now”. It marks the Italian stage of a path and changes which will not be definitively completed during the lifetime of the refugees.
4. Health, psychological and legal protection. This is another pilaster of the SPRAR system, which despite the short time available, must provide those factors of well-being that the trauma of forced migration have interrupted. The aims are to provide risk reduction and support to the rebuilding of a personal basis involving rights and duties. This stage could also include helping the persons understand their situation and rebuild their lives, also for the purpose of having their status recognized.
5. The use of specialized mediation, essential as a communication channel. The general purpose of mediation is to accompany the people in orientation and fully aware utilization of services. This could include hospitals and, for example, screening tests for contagious diseases.
6. The reception contract. A comparatively key factor in the operation of centres is the relationship of trust with each and every guest, in which the beneficiaries can be informed about the time involved, the stages and the services to which they can gain access. In the experience of North African Emergency, for example, there was no accurate definition of the stages and conditions of reciprocal agreements. The deadlines were uncertain, and were often extended and extendible. The reception contract should contain the basis for an agreement between the institution and the beneficiaries, a framework for intervention but also for possible freedom and reciprocity.
7. Reception centres and professional skills. The SPRAR experience has created



or strengthened professional skills in the area of asylum rights, an area that was previously little known in Italy. Some of the professions (social workers, educators, psychologists, group and community leaders, healthcare personnel and mediators) in this area were provided with training, and research and studies were started up. As a matter of fact, one of the essential conditions required by the SPRAR system for the tender announcements for setting up the centres is consolidated experience, in order to go beyond untrained volunteer work and improvisation.

## 7 UNACCOMPANIED FOREIGN MINORS

Unaccompanied foreign minors are defined as “citizens of non-EU countries or stateless persons aged less than eighteen who enter the territory of Member States without being accompanied by an adult who is responsible for them in accordance with the law or customs, until they have come under the effective custody of a person responsible for them, or those minors who have been left without accompaniment once they have entered the territory of the Member States” (Legislative Decree 7 April 2003, n. 85 “Implementation of Directive 2001/55/EC on the granting of temporary protection in case of a mass influx of displaced persons and cooperation in the Community ambient” published in Official Gazette n. 93 of 22 April 2003).

We should recall that the rules on the status of unaccompanied foreign minors in Italy ensures a high level of protection and safeguarding from the time of initial contact with the police or local social services which are required to place them in a safe place, identifying the facility best suited to hosting them. This is the beginning of the process of protection of foreign minors, who under current legislation have full equality with Italian minors<sup>18</sup>.

However, despite a highly protective legislative framework, considering that all the forms of protection laid down for Italian minors also apply to foreign minors, their considerable presence in our country raises a number of problems for the various institutional and other protagonists, especially with regard to the social services system with their task of implementing the legal safeguarding provisions with a concrete network and social. First of all, we should consider that unaccompanied foreign minors are persons not subject to expulsion on the basis of national and international laws that recognize and protect their vulnerability. In 1991, Italy did, in fact, ratify the UN Convention on the rights of children (Law n. 176 of 27 May 1991), introducing into the Italian legal system the full recognition of the specific nature of the status of being minors, and adopting the principle by which the superior interest of minors must be considered as prevalent. This ensures that they cannot be expelled pursuant to the current Single Law on immi-

<sup>18</sup> Civil Code, Art. 403 (“when the minor is morally or materially abandoned or is raised in unhealthy or dangerous locations, or be persons who due to negligence, immorality, ignorance or for other reasons is unable to provide for the education of the minor, the public authorities, through the organs for the protection of children, will place the minor in a safe place until definitive provisions can be made for his protection”); Law 4 May 1983 n. 184, “Right of the minor to a family”, art. 37-bis (“For the foreign minor present in Italy in a state of abandonment, the Italian law on adoption, custody and the measures necessary in case of urgency).



gration (Art.19) and the consequent right to the attribution of a permission to stay which makes their presence on Italian territory legal. The problem of definitely ascertaining in some cases the identity of the minors is a further element of vulnerability: certain identification is, in fact, an essential element for the positive outcome of any type of reception into care, whether for family reunion or for permanent integration in Italy.

The data on minors is collected by a number of parties, according to different purposes and methodologies.

- According to the data of the data of the Department of State Police, unaccompanied foreign minors (and those who declare such status) arriving in 2014, totalled 13,026, i.e. 50% of all the minors who landed (26,122). In 2015 (up to 10 October) there were 10,322, i.e. 73% of the total minors rescued (total 14,109). The change in the percentage of unaccompanied minors is highly significant and deserves great political and administrative attention.
- Those hosted in the facilities of the Ministry of the Interior totalled 1,688 (as at 20 September 2015) in the 15 centres opened in 9 regions financed with F.A.M.I. funds for the first reception, with 1,318 hosted in the SPRAR System dedicated to minors. The number of minors hosted in the SPRAR system is due to increase, since the new system, set up at the Single Conference of 10.7.2014 and confirmed by the Financial Stability Law of 2015, has eliminated, for purposes of reception only, the distinction between unaccompanied minor asylum seekers and non-asylum seekers
- Those reported in 2014 by the Ministry of Labour totalled 14,243, of whom 3,707 considered untraceable. Those reported as at 31 August 2015 numbered 14,378, of whom 5,434 untraceable. Of the 8,944 present in the facilities as at 31 August 2015, 95% were males and 81% were in the 16-17 age group.

**The above figures highlight the need for the statistical coordination to channel the various data into a reliable system,** also the certain possibility of correct management for this category of persons who are especially vulnerable and requiring special concern.

Table 10 shows the distribution of minors by nationality present in the reception facilities and registered by the Ministry of Labour, and the considerable number of untraceable minors with Egyptian, Eritrean, Somali and Afghan nationality.

**Table 10. Distribution of minors reported by nationality as at 31 August 2015**

NATIONALITY	PRESENT	%PRESENT	UNTRACEABLE
EGYPT	1,975	22.1	1,183
ALBANIA	1,137	12.7	78
ERITREA	953	10.7	1,408
GAMBIA	868	9.7	142
SOMALIA	690	7.7	1,266
NIGERIA	431	4.8	52
SENEGAL	406	4.5	55
BANGLADESH	375	4.2	53
MALI	366	4.1	104
AFGHANISTAN	326	3.6	580
REPUBLIC OF KOSOVO	212	2.4	15
MOROCCO	198	2.2	51
IVORY COAST	165	1.8	20
GHANA	161	1.8	25
GUINEA	100	1.1	11
TUNISIA	85	1	47
SYRIA	65	0.7	72
PAKISTAN	61	0.7	16
ALGERIA	28	0.3	20
ETHIOPIA	26	0.3	17
SUDAN	24	0.3	25
BENIN	22	0.2	6
BURKINA FASO	20	0.2	0
CONGO	20	0.2	1
GUINEA BISSAU	20	0.2	5
MOLDAVIAN REPUBLIC	18	0.2	3
IRAQ	17	0.2	18
UKRAINE	17	0.2	3
BRAZIL	13	0.1	0
REPUBLIC OF SERBIA	12	0.1	34
PALESTINIAN TERRITORIES	11	0.1	8
BOSNIA-HERZEGOVINA	9	0.1	82
CAMEROON	8	0.1	1
LIBYA	8	0.1	2
SIERRA LEONE	8	0.1	4
TOGO	8	0.1	0
CHAD	6	0.1	4
EL SALVADOR	6	0.1	0
TURKEY	6	0.1	1
OTHER	63	0,7	22
<b>TOTAL</b>	<b>8,944</b>	<b>100%</b>	<b>5,434</b>

Source: Ministry of Labour

Beyond the total numerical data for unaccompanied foreign minors, we can observe the imbalance created by the excessive concentration of migrants in some areas of the country, which is not always coherent with the actual reception capacity of the municipalities in those areas, in relation to the social services sector and the expenditure capacity of the authorities. In particular, foreign minors are shown to be present mainly in the areas of boat landings and in the areas near land and sea borders, as well as the large metropolitan areas which are often one of the stopping points of the minors after their arrival in Italy. Over 34% of the minors are concentrated in Sicily (Table 11).

**Table 11. Distribution of the minors by region of reception as at 31 August 2015**

DISTRIBUTION OF MINORS BY REGION OF RECEPTION		
REGION	PRESENT	%PRESENT
SICILY	3052	34.1
CALABRIA	870	9,7
LAZIO	830	9.3
PUGLIA	760	8,5
LOMBARDY	745	8.3
EMILIA ROMAGNA	565	6.3
TUSCANY	432	4,8
CAMPANIA	421	4,7
FRIULI VENEZIA GIULIA	319	3,6
PIEDMONT	283	3.2
VENETO	183	2
LIGURIA	123	1.4
BASILICATA	88	1
SARDINIA	67	0,7
AUTONOMOUS PROVINCE OF BOLZANO	59	0,7
MARCHE	58	0,6
ABRUZZO	27	0.3
AUTONOMOUS PROVINCE OF TRENTO	25	0.3
MOLISE	18	0.2
UMBRIA	17	0.2
VALLE D'AOSTA	2	0
TOTAL	8944	100

Source: Ministry of Labour

The constant presence of unaccompanied foreign minors in the unplanned migration flows of the past decade has highlighted the need to develop an organization of services and protection measures that are adequate for fac-

ing the specific problems and needs of this particular category of persons. The complexity involving the aspect of the obligation for protection of minors and the specific socio-cultural factors of the unaccompanied foreign minors and their migration path often came up against the shortage of dedicated means and resources. There is an evident need to intervene promptly with dedicated resources and specific skills, especially in the first reception stage, avoiding low quality measures that are equally costly but without any positive impact on the subsequent path of reception and integration.

Given the set of issues described above, the National Plan for reception approved on 10 July 2014 aimed to intervene in this specific segment of migrants as well, thus starting up a new approach for the reception of unaccompanied minors, attributing the Ministry of the Interior with the task of organizing their reception and providing support to the reception system which current legislation assigns the municipalities with the setting up of an integrated system of measures and social services, equivalent to the one required for minors. The previous system distinguishing unaccompanied minors who are asylum seekers from those who are not has also been abolished.

The Plan involves the activation of a network of highly specialized government centres for first reception where unaccompanied minors who have just arrived in Italy may stay for a maximum of 90 days, where the identification procedures are conducted and first measures for the protection of the minors are provided (health screening, ascertainment of their age etc.)

At the end of the period of very first reception, the unaccompanied foreign minors, if it is in their best interest, are reported to the central service for continuation of the second reception in the context of the SPRAR project specifically designed for the reception of unaccompanied foreign minors. The SPRAR system is thus gradually becoming the national system for the reception of all unaccompanied foreign minors (as set forth in Art. 1, para. 183 of Law 190/2014) who must have access to such facilities after the period of very first reception in the specially set up government facilities.

Under a decree of the Ministry of the Interior - *Procedures for submission of applications by local authorities for grants for the services intended for reception in the SPRAR network (Protection System for Asylum seekers and Refugees) of unaccompanied foreign minors*"- dated 27 April 2015 published in the Official Gazette on 23 May, the National Plan is implemented by enacting the expansion of the SPRAR network to no fewer than 1,000

reception places for unaccompanied foreign minors, including applicants/beneficiaries of international protection. The projects submitted are currently being evaluated. This availability of places will be added to the current reception capacity of the SPRAR network intended for unaccompanied foreign minors.

We should finally point out that the European Commission has made some criticisms of Italy, shown in the following box and regarding the appointment of tutors for foreign minors<sup>19</sup>.

The Commission acknowledges that national legislation in Italy provides a **legislative framework** aimed at guaranteeing a high level of protection for unaccompanied minors, including the rapid appointment of a tutor and the priority definition of the need for asylum. However, according to the observations of the Commission:

- **In practice** access to the asylum procedures for unaccompanied minors is often delayed due to the **long waiting times for the appointment of the tutors**, sometimes as long as **11 months**. This factor could be a violation of Art. 17, paragraph 1 of the Directive on “procedures”, and of Art. 19, paragraph 1, of the Directive on “reception”, in combination with the consolidated principle according to which the procedures for exercising the rights guaranteed by EU law must be easily accessible;
- In many the **same tutor** is appointed for a **large number of minors**, with **negative repercussions** on the **possibility of establishing a relationship of trust** and a relationship of attentive and accurate care-taking;
- There is no legal provision stating that **the legal tutors must be trained** and must have specific skills in the field of asylum seekers. In this regard, the Commission has observed that Art. 19, paragraph 4 of the Directive on “reception” states that the persons who take care of unaccompanied minors must have received or must receive **specific training regarding the specific needs of the minors**. Moreover, according to Art. 17, paragraph 1 of the Directive on “procedures” the tutors must be able to provide the unaccompanied minors entrusted to them with **adequate individual assistance** and information on the asylum procedure;

<sup>19</sup> The European Commission sent the Italian government a letter opening an infringement procedure (procedure n. 2014/2171) regarding the protection of unaccompanied minors asylum seekers, claiming the violation of obligations required under EU law and set forth in Directives 2005/85/EC (Directive on “procedures”), 2003/9/EC (Directive on “reception”), 2004/83/EC (Directive on “qualifications”), and Regulation n. 343/2003 (Dublin Regulation), containing the criteria for determining the Member State having jurisdiction for examining an asylum application, subsequently abrogated by EU Regulation n. 604/2013).

- **There does not seem to be any monitoring system** to verify how the legal tutors act and undertake their duties.

Website of the Chamber of Deputies,

[http://www.camera.it/leg17/465?tema=minori\\_stranieri\\_non\\_accompagnati](http://www.camera.it/leg17/465?tema=minori_stranieri_non_accompagnati)

The provisions of Art. 19 of Legislative Decree 18 August 2015, n. 142, shown in the following box have overcome some of the criticisms made.

#### **Rules for the reception of foreign minors. Legislative Decree 18 August 2015, n. 142**

Article 18 sets forth the priority to be assigned to the best interest of the minor, which is the guiding factor in the application of the reception measures. In this respect, minors are always consulted, taking into account their age and level of maturity, also in order to understand their previous experiences and to evaluate the risk that they may have been victims of human trafficking, as well as to verify the possibility of family reunion with family members who may be present in another EU country. The setting up of reception services includes services specifically targeted to the requirements of minors.

Personnel who work with minors must have specific training and are subject to the requirement of confidentiality regarding the data and information concerning the minors.

Article 19 states that the Ministry of the Interior shall set up and manage, also under conventions with the local authorities, specialized centres for the requirements of immediate rescue and protection of unaccompanied foreign minors, for the time strictly necessary for their identification and the eventual ascertainment of their age, in any case no longer than sixty days. The provision provides for the involvement of the municipality in whose territory the facility is located, for the setting up of these centres by the Ministry, considering the aims of these centres; these have also been set up to relieve the municipal authorities from a burden they have had to bear directly.

The provision states that in these facilities, minors are guaranteed an interview with a development age psychologist. The standards of reception and services to be provided are established by a decree of the Minister of the Interior, in collaboration with the Minister of the Economy and Finance. In order to implement the reception measures, the unaccompanied foreign minors, whether or not they apply for asylum, have access to the services of the facilities of the SPRAR System. In case of temporary lack of availability in the facilities, the reception of minors is temporarily ensured by the municipality.

To this end, the municipalities have access to grants from the Ministry of the Interior deriving from the National Fund for the reception of unaccompanied foreign minors. The article prohibits unaccompanied minors from being detained in an identification centre and being expelled, or from being kept in a non-specialized reception facility. The police immediately communicate the presence of minors to the judiciary authorities with jurisdiction for the appointment of the tutor and for the ratification of the reception measures, as well as to the Ministry of Labour and Social Policy having jurisdiction for the registration and monitoring of the presence of unaccompanied foreign minors on national territory.

The tutor must have the skills necessary for undertaking his duties and undertakes these in compliance with the principle of the best interest of the minor. Individual tutors or organizations whose interests are in contrast or potential contrast with those of the minor may not be appointed. The tutor can be replaced only in case of necessity.

There are initiatives provided for tracing the family members of the minor, also under conventions stipulated by the Ministry of the Interior with international and intergovernmental organizations and humanitarian associations. Article 20 provides for monitoring and control of the management of reception facilities. This activity involves the checking of the quality of the services provided and the respect of the levels of reception set, and the procedures for providing reception services by the local authorities to the implementing organizations.

## 8 THE PROTAGONISTS OF RECEPTION

The governance of reception is complex and multilevel, and consists of:

1. Ministry of the Interior
2. Regions
3. Municipalities
4. ANCI
5. International and intergovernmental organizations
6. Volunteer organizations

### 1. MINISTRY OF THE INTERIOR

The ordinary management of reception comes under the Ministry of the Interior, Department for Civil Liberties and Immigration, funding the reception system (government centres, temporary facilities and SPRAR) for migrants and asylum seekers.

#### Some of the activities

The migrants for whom initial rescue must be provided are hosted in reception centres, set up and managed by the Central Directorate of Civil Services for Immigration and Asylum, through the prefecture having geographical jurisdiction, in order to avoid their dispersion in the local area and to allow the authorities to check the legal position of the migrants. This checking could result in an order of expulsion or access to the procedure for application for international protection.

Those who receive expulsion orders are hosted in the Centres of Identification and Expulsion (CIE) - planned and located by the Central Directorate, and set up and managed by the prefectures having jurisdiction - in order to undertake identification, the validation of detention and subsequent measures for expulsion.

The asylum seekers are hosted in the reception centres for asylum seekers (CARA), and currently, also in temporary facilities. In these centres they are fully provided with the services required for the maintenance and assistance to foreigners, as well as essential health services, socialization measures and the guarantee of freedom of worship and correspondence. Assistance to the migrants is also ensured by specific agreements made by the Central Directorate with international and national organizations working in this sector. The Directorate likewise starts up and manages, by stipulating conventions between the prefectures and organizations with expertise in the sector, the border reception

services. In the context of the strengthening and coordination of border controls, these provide information and assistance to the foreigners who intend to apply for international protection.

Using the National Fund for Asylum Policies and Services, the Ministry of the Interior distributes the funding to the local authorities that have started up reception and integration services for applicants and beneficiaries of international protection, and thus form the Protection System for Asylum Seekers and Refugees (SPRAR). Among the duties of the Central Directorate, we can cite the activities connected with the application of the Dublin Rules that lay down the procedures for determining the European Union Member State responsible for examining the asylum applications.

A *National coordination Board*<sup>20</sup> is set up at the Ministry, with functions of providing guidelines and planning for the management of unplanned migration flows, the optimization of the systems for the reception of asylum seekers and beneficiaries of international protection, and the coordination of regional boards set up and chaired by the prefect of the regional capital city in order to enact the objectives and guidelines, decided on the national level, on the local level under his jurisdiction.

## 2. REGIONS

Starting from the occurrence of the so-called “North African Emergency” of 2011 involved the landing in Italy of approximately 62,000 persons, the Regions have been constantly committed with the Government and the local authorities, in a context of close collaboration between the different institutional levels, with the awareness of the need to provide immediate reception responses to the large number of persons arriving on the southern coasts, as well as the absolute need to build up an ordinary national reception system for applicants for protection and for unaccompanied minors.

This collaboration between the institutions is shown by the subsequent national agreements:

<sup>20</sup> The Board is chaired by the Under-Secretary of the Ministry of the Interior appointed to deal with immigration, and also includes the Head of the Department for Civil Liberties and Immigration who may stand in for the chairman. This body consists of a representative of the Department for Civil Liberties and Immigration, a representative of the Department of State Police, a representative of the Ministry of Labour, a representative of the ANCI, a representative of the UPI, and a representative of the Conference of the Regions and Autonomous Provinces. There is also a representative of the Minister for Equal Opportunities, a representative of the ACNUR, a representative of the National Commission for the right to asylum and, if required, also a representative of the Ministry of Health, the Ministry of Education, the IMO and eventual representatives of other administrations or parties concerned with the subjects handled.

- The agreement between the central government, regions and local authorities for extended reception to face the North African humanitarian emergency (April 2011)
- The agreement by the central government, regions and local authorities to overcome the North African Emergency (September 2012)
- The agreement by the central government, regions and local authorities for the shift to ordinary management of unplanned flows (July 2013).
- The agreement by the central government, regions and local authorities in order to define a National Plan to face the extraordinary flow of non-EU citizens, adults, families and unaccompanied foreign minors (July 2014).

One of the innovations contained in the Agreements (since 2011) was the decision to proceed with the regional distribution of migrant applicants for international protection, according to agreed criteria, in order to pursue a homogeneous distribution over Italian territory. In particular, in 2014, given the extraordinary number of arrivals, this allowed for a better geographical distribution, lightening the pressure on the Regions where the landings took place. However, the redistribution mechanism cannot yet be considered as automatically in operation, and requires the constant collaboration of the regions and the local authorities, in order to facilitate the distribution work undertaken by the prefectures on the local level.

During the initial reception phase, the regions have continued to play a fundamental role in providing support to the prefectures and local authorities in order to achieved the hoped-for sharing on the local level of the identification of reception facilities and the placing of the migrants within regional territory.

Moreover, we should stress the strategic function of the regions with regard to the organization of healthcare procedures for arriving migrants that are standardized, streamlined and adequate.

The agreement of 10 July 2014, also introduced other innovative elements in the reception system requiring the support of the regional authorities. In particular, the Ministry of the Interior, working with the regions and local authorities, should start up a regional and/or inter-regional hub for persons who have already been photographically identified and who have expressed the intention to apply for protection. This is a fundamental part of first reception, having as its output the persons with the application for protection already formalized, to go on to the second reception phase in the SPRAR System. In this respect, the identification of the hubs is still insufficient, and is a critical element in the national system in which the regions are called upon to contribute to identifying a solution.



Beyond the reception stages, the Regions undertake important functions regarding the possibility of starting paths for the beneficiaries of international protection to have effective inclusion and autonomy. These include regional planning for the training and occupational insertion, social planning, the definition of measures for volunteer activities aimed at social integration, and the definition of the reception standards for the facilities hosting unaccompanied minors. These are measures and sectors that also indirectly affect the quality and effectiveness of the primary and secondary reception activities. In this respect, the new European resources provided in the job and social areas (ESF, FAMI 2014-2020) provide a chance for regional planning to bring together a coherent structure for government reception measures and local activities for integration.

The regional boards for the coordination of unplanned migration flows set up and coordinated by the prefectures in each region pursuant to the Decree of the Minister of the Interior n. 9225/2014, should provide the place for discussion and sharing on the local level between all the institutional bodies involved in various ways.

### 3. MUNICIPALITIES

In line with the strategy set forth in the National Plan, reception must guarantee the local sharing of the costs, and this requires over time a revision of the current system, in the light of the need to update it to current requirements. Within each region, the National Plan assigns to the coordination boards, chaired by the prefect of the regional capital city, the functions connected with the subsequent assignment agreed with the local authorities, when the facilities for temporary reception have been identified. In the regions where landings take place and in nearby areas, the National Plan calls for government centres for first assistance and rescue guaranteeing basic operations such as health screening, information activities, the identification of the family nucleus and any vulnerable situations and photographic identification operations. These are complex activities involving the municipalities concerned, in addition to the problem of reception. Boat landings, in fact, imply assistance and measures differing from the ones involved in reception. Currently, the management of migration flows has its starting point at the centres located in the locations of the boat landings, in particular in Pozzallo (RG), Porto Empedocle (AG), Lampedusa (AG) (already functioning). Centres will soon also be set up in Taranto, Augusta (SR) and Salerno. These centres are the concentration points of the arrivals for the conducting of health screening, and, with the help of international organizations, for making an initial check to distinguish between asylum seekers and economic migrants. The persons should stay in these facilities for only a few days.

### 4. ANCI – Union of Italian Municipalities

Law n.189/2002 provides for the setting up of the system for the protection of asylum seekers and refugees (SPRAR). Pursuant to this law, the Ministry of the Interior has set up the coordination structure of the system, i.e. the Central Service for information, promotion, consultancy, monitoring and technical support to the local authorities, entrusting its management to the ANCI. The SPRAR network consists of the network of the local authorities which, in order to implement integrated reception projects, gain access, according to the resources available, to the National Fund for asylum policies and services. On the local level, the local authorities, with the support of volunteer organizations, guarantee “integrated reception” measures going beyond the simple distribution of food and lodging, and also providing measures for information, accompaniment, assistance and orientation, by formulating individual paths for socio-economic insertion.

### 5. INTERNATIONAL AND INTER-GOVERNMENTAL ORGANIZATIONS

#### – UNHCR

The role of the UNHCR in the asylum procedure in Italy during the administrative phase involves direct participation, and is governed by Legislative Decree n.25 of 28 January 2008, implementing Directive 2005/85/EC containing minimum rules for the procedures applied in the Member States for purposes of recognition and revocation of refugee status. The measure states that the UNHCR shall, upon request by the Ministry of the Interior, conduct activities for consultancy and support in favour of the Department for Civil Liberties and Immigration of the Ministry of the Interior, the Local Commissions and the National Commission. More in general, the Italian rule states that the asylum seeker shall, in every stage of the procedure, be ensured the right to contact the UNHCR.

#### – IOM

The Mission of the IOM in Rome is to provide coordination for the countries of the Mediterranean area. It intervenes in the reception system by activities of legal information and orientation on the rights and duties of the migrants, providing support to the police in the identification of groups of vulnerable persons requiring special assistance (unaccompanied minors, victims of human trafficking, migrants risking exploitation). Moreover, it helps monitor the proper conducting of the reception procedures in the centres, with respect for the rights of migrants, and manages repatriation activities. The IOM's other ac-



tivities in Italy are conducted in collaboration with the Ministry of the Interior, the Ministry of Foreign Affairs, the Ministry of Health and the Ministry of Labour and Social Policy.

## 6. VOLUNTEER ORGANIZATIONS

With a view to partnership between the public and private sector, numerous large and small volunteer organizations have provided a very positive contribution to rescue and reception. These include, just to mention a few, the Italian Red Cross, Save the Children, Emergency, Doctors Without Borders, Caritas, ARCI, Terre des Hommes.

## 9 FROM THE EMERGENCY TO ORDINARY EMERGENCY: COSTS ANALYSIS

The year 2014 closed with a record figure of 170,000 immigrants arriving by sea in Italy, almost triple compared to 2011, the year of the famous “North African Emergency”.

The massive arrival of migrants has required the constant reorganization of the initial reception system based on the cooperation between the central government and the local authorities, namely on the synergy between the Ministry of the Interior, the prefectures and the municipalities.

Together with the government centres (CPSA, CDA, CARA, Figure 9), which as at 31 December 2014 recorded the presence of 9,627 persons, the temporary reception facilities were also opened, and on the same date hosted 35,562 persons. The SPRAR system capacity was expanded to 20,752 places, in accordance with the agreement reached at the Single Conference of 10 July 2014 (Figure 10).

### The costs of the government and temporary facilities

The data on the costs of the government centres (CARA/CDA, CPSA and CIE) and from the analysis of the budgets for the SPRAR projects can provide us with the volume of expenditure for reception.

The management of the government centres (CARA/CDA, CPSA and CIE) in 2014 had a cost of approximately 139 million euro (inclusive of the costs of the facilities where these are not public property).

Figure 9. Government centres

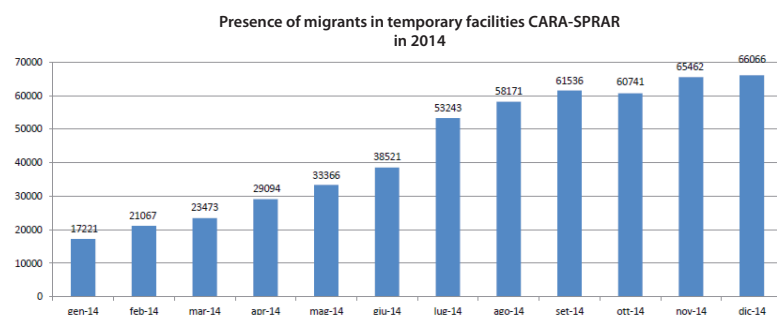


The temporary facilities, which as at 31 December 2014 hosted 35,562 persons, involved an expenditure of approximately 277 million euro.

To these expenses, we should add the expenses for transport of migrants to the centres, the grants paid by the municipalities for the reception of minors, the expenses for utilities and extraordinary intervention outside the centres for an overall amount of approximately 20 million euro.

The overall expenditure for 2014 of the migrants hosted in the reception facilities other than the SPRAR network, including the related functional expenses, totalled 436 million euro with an average daily cost per migrant of euro 26.51. Actually, considering that reception was guaranteed in relation to the migrant landings recorded in the whole year, the average daily cost per migrant to which reference should be made is 30 euro plus VAT.

Figure 10. Trend in persons present in CAS – CARA – SPRAR facilities. 2014



Therefore, the costs of the ordinary management of reception are in the range of 30-35 euro for the adults and 45 euro for the minors hosted by the municipalities; there costs are considerably lower than those recorded during the North African Emergency, which were 46 euro for the adults and 75 euro for the minors.

Thus, in the present “ordinary” situation, which has had its peak emergencies in the number of persons landing and received, the costs were drastically reduced compared to the 2011 emergency.

That experience was used positively to create a structured reception system which in the past two years has been able to handle even greater pressure.

**From the hearing of the Prefect Gabrielli of 31 October 2012 at the Special COMMISSION FOR THE PROTECTION AND PROMOTION OF HUMAN RIGHTS:**

In order to carry out the assistance that must be guaranteed, though with different procedures, to the category of refugees and asylum seekers involved

in the second stage, the hosting entities were assigned a per diem grant of 40 euro per migrant, in accordance with the measure for the appointment of the implementing entities. Moreover, considering the special requirements to be documented, an authorization was issued for recording a higher daily expenditure for the reception, with a maximum limit of 46 euro per migrant.

In this regard, Art. 5 of the Order of the President of the Council of Ministers n. 3933 dated 13 April 2011 authorized the payment of a grant to the municipalities for the expenses regarding the reception of unaccompanied minors, with a total of 500 places, and a daily per capita cost not exceeding 80 euro.

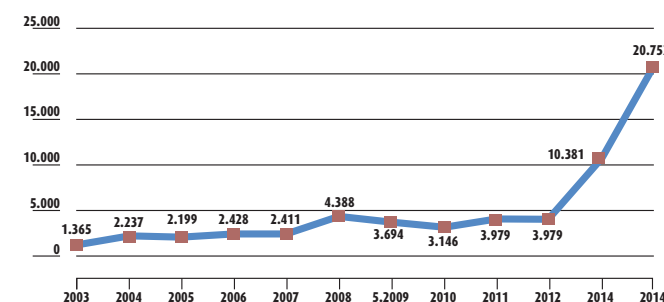
### The costs of the SPRAR facilities

In 2014, the management cost of the SPRAR network totalled 197,499,225.63 euro (net of the Convention with the ANCI) for a total of n. 22,961 persons hosted.

The daily costs per place in the SPRAR projects are diversified in relation to the degree of vulnerability of the persons concerned. These range from an average expenditure (net of the obligatory co-funding by the local authority) of euro 32.40 for the ordinary placers as defined in the tender announcement, to an expenditure of euro 61.30 for the places reserved to minors and euro 73.04 for the places reserved to mentally ill persons. Moreover, the average expenditure for the additional places is euro 35.00. The weighted average of the daily costs of reception in the SPRAR system 35 euro<sup>21</sup>.

Figure 11 shows the total number of places made available by the local projects every year, from 2003 to 2014.

Fig. 11. Number of places made available by local projects per year, years 2003-2014 – Absolute values



<sup>21</sup> These figures were calculated by the Leone Moressa Foundation taking the data made available by the ANCI and the SPRAR Central Service regarding the analysis of the budgets for the SPRAR projects. In particular, the date processed by the Central Service regarded the budgeted financial plans for 90% of the total projects (387 out of 430) active and funded.

The aim of this analysis was to analyze the main cost items in order to evaluate the economic impact produced on the local level. The overall SPRAR expense analyzed was 146 million euro (cf. Tab.12), i.e. 94.5% of the total national SPRAR expenditure (155 million euro). The daily per capita cost ranges from 33.7 to 34.7 euro (according to the number of projects considered, also counting unaccompanied foreign minors and mentally ill persons) (cf. Tab. 13).

Since the largest item regards personnel (38%), the first consideration is that **out of the approximately 35 euro per capita expenditure for the SPRAR network, over one third goes to cover the wages of staff and professionals.**

The second item by volume of expenditure is “general expenses for assistance”, including board and lodging, clothing etc. but also so-called pocket money, i.e. “a contribution in cash to be paid to each beneficiary and intended for small personal expenses, beyond the goods and services guaranteed by the reception project”.

This analysis thus shows that the reception facilities produce a positive impact on the local area, producing a spinoff in terms of professional skills created, consultancies and other services.

**Table 12. Structure of SPRAR expenditure on the basis of the budgets for 90% of the projects 2014**

Expenditure items	Expenditure 2014 (euro)	Structure
Cost of personnel	55,625,564	37.9%
Costs for updating	18,185,695	12.4%
General expenses for assistance	34,853,051	23.8%
Integration	9,075,885	6.2%
Consultancies	5,546,084	3.8%
Indirect costs	1,274,592	0.9%
Other expenses	22,041,895	15.0%
<b>Total</b>	<b>146,602,766</b>	<b>100.00%</b>

Source: Processing by Leone Moressa Foundation of Ministry of the Interior and ANCI data

**Table 13. Daily per capita value of SPRAR expenditure (11,584 places)**

Expenditure items	Expenditure 2014 (euro)	Distribution
Cost of personnel	13.16	37.9%
Costs for updating	4.30	12.4%
General expenses for assistance	8.24	23.8%
Integration	2.15	6.2%
Consultancies	1.31	3.8%
Indirect costs	0.30	0.9%
Other expenses	5.21	15.0%
<b>Total</b>	<b>34.67</b>	<b>100.00%</b>

Source: Processing by Leone Moressa Foundation of Ministry of the Interior and ANCI data

Besides the impact on the local area, it is useful to observe how much of the public expenditure earmarked for SPRAR management is used in integration projects for migrants. According to ANCI studies of the costs analysis of the SPRAR System, tender announcement period 2014/2016, the percentage of resources dedicated to integration is 27.3% of the total (15% for staff employed in the projects aimed at integration + 7.3% for instruments oriented for integration + 5% services such as scholastic insertion in literacy programmes).

### Estimate of total costs 2015

In order to face the overall costs of reception in 2015, the Ministry of the Interior has made an estimate of 918.5 million euro for the expenses of the government facilities (CARA, CDA, CPSA) and temporary facilities, and of 242.5 million for the expenses for the SPRAR centres, with a total of 1.162 billion (Tab. 14).

**Table 14. Estimate of reception costs in 2015 on the basis of budgets\***

	Estimate of average daily per capita cost	Estimate of total cost 2015
CARA, CDA, CPSA, temporary facilities	30 -35	918.5 million
SPRAR	35	242.5 million
<b>Total</b>		<b>1,162 billion</b>

\* The data in the table show a provisional estimate of the costs, subject to change in relation to trends in migration flows and the presence in reception centres. Source: Ministry of the Interior.

**The cost for the management of reception is mostly returned to the local area in the form of wages to personnel, rent and consumption, and is in any case a tiny percentage, totalling 0.14%, of overall national public expenditure.**

### THE COSTS OF ASYLUM IN EUROPE

Considering the specificity of the various European reception systems and the differences in financial management (with different budget items and different sources of financing), it is not easy to make a financial comparison between the reception systems in Europe. An interesting comparison was made in 2012 by the EMN (European Migration Network<sup>22</sup>), which analyzed the public expenditure for asylum seekers incurred by the EU countries. The figure for Italy is provided by the Ministry of the Interior. In 2011, the asylum system cost was approximately 120 million euro (CARA, CPSA, SPRAR and FER), to

22 [http://ec.europa.eu/dgs/homeaffairs/whatwedo/networks/european\\_migration\\_network/reports/studies/results/asylum/index\\_en.htm](http://ec.europa.eu/dgs/homeaffairs/whatwedo/networks/european_migration_network/reports/studies/results/asylum/index_en.htm). Besides the summary.

which we must add 740 million for the extraordinary management of the so-called “North African Emergency”. Observing the cost incurred in the various countries in 2011, it can be seen that the expenditure incurred by Italy, despite the special emergency under way, is not particularly high compared to the other EU countries. In absolute terms, Sweden spent over 1 billion euro, and Germany 789 million. Italy, in an emergency situation, spent 860 million. Examining these figures in relation to the number of asylum seekers, Italy spent on average 21,000 euro for each asylum seeker received. Almost 24,000 were spent by Germany, and over 38,000 by Sweden (Tab. 15).

**Table 15. public expenditure per asylum seekers, data for 2011**

Top six countries	Overall expense (million euro)	Asylum seekers 2011	Per capita expenses (euro)
Germany*	789	33,035	23,884
Sweden	1,148	29,710	38,640
Italy	860	40,355	21,311
France	821	57,335	14,319
United Kingdom	400	26,940	14,848

\* Data for 2009

Source: Processing by Leone Moressa Foundation of EMN and Ministry of the Interior data

### Analysis of some economic costs and benefits of legal immigration in Italy

An attempt to evaluate the total costs and benefits of foreign immigration was made by the Leone Moressa Foundation. From the analysis of the expenditure for the fiscal year 2012<sup>23</sup>, with the estimate of income and expenditure regarding the over 4 million foreigners duly registered in the population registers, it can be concluded that the ratio between the costs and benefits of immigration in Italy shows a positive balance of approximately 4 billion euro (cf. Tab. 16). The analysis considered, on the one hand, the public revenues from the foreign residents (income tax, consumer tax, fuel tax, lotto and lotteries, taxes on the permission to stay and citizenship, social security dues) and on the other, the public expenditure for foreign persons (health, education, social services, housing, justice, Ministry of the Interior, economic transfers). This exclusively financial analysis of the foreign population also includes the expenses for reception policies and the fight against illegal immigration (under the item Ministry of the Interior). On the whole, public expenditure totalled 12.6 billion euro, compared to 16.5 billion in taxes and social

<sup>23</sup> Fondazione Leone Moressa, “L’impatto fiscale dell’immigrazione in Italia”, in Dossier Statistico Immigrazione, 2014.

security dues paid (with a balance of +3.9 billion). In this calculation, the item “Ministry of the Interior” (integration, reception and the fight against illegal immigration) totals 1 billion euro, i.e. 7.9% of the expenditure for immigration. On the whole, the public expenditure for immigration (12.6 billion) represents only 1.58% of total national public expenditure (approximately 800 billion euro).

**Table 16. Estimate of revenue and expenditure in billion euro (standard cost) (2012)**

INCOME	AMOUNT	EXPENDITURE	AMOUNT
Income tax	4,9	Health	3.7
Consumer tax	1.4	Education	3.5
Fuel tax	0.84	Social services	0.6
Lotto and lotteries	0.21	Housing	0.4
Taxes and permits	0.25	Justice	1,8
<b>Total tax income</b>	<b>7.6</b>	Ministry of the Interior	1.0
<b>Social security dues</b>	<b>8.9</b>	Economic transfers	1.6
<b>Total receipts</b>	<b>16.5</b>	<b>Total expenditure</b>	<b>12.6</b>
<b>BALANCE: +3,9 billion euro</b>			

Source: Processing by Leone Moressa Foundation of Ministry of Finance and ISTAT data

## 10 SOME EVIDENCE OF INDIRECT EFFECTS OF THE SPRAR SYSTEM<sup>24</sup>

The complexity of the aspects involved in the reception of asylum seekers, together with the limited availability of prompt and detailed information in this regard, have led to increasing difficulties in assessing the indirect effects of the SPRAR System. The examination of a number of items provides initial indications on the dynamics of the economic and social conditions of the provinces most involved in the SPRAR System and of those without such facilities. This analysis is a half-way stage between the study of the direct effects and the analysis of specific variables on a broader local level such as the local occupational systems. With regard to the effects on the economic well-being of the areas concerned, the presence of SPRAR facilities does not show adverse effects for the local area. During the years of the recent crisis, the provinces most involved in the reception system for asylum seekers, despite the existence of a slightly higher rate of individual foreign entrepreneurs, have not shown significant differences in terms of company structures. These provinces have, however, shown a greater capacity of occupational growth, also taking into account the impact of employees with non-EU nationality. In terms of per capita income, no significant differences occur.

The analysis of the possible repercussions of migrations and investments covers a very wide field. From time to time the literature on this topic has addressed single aspects of the problem, focusing above all on the consequences on the macroeconomic or sector aspect (for example the effects on wages in the host and original countries, the impact on tax revenues or the balance of payments, the influence on the competitiveness of production sectors), or on the mainly direct consequences. In the Italian context, this task is especially difficult, given the need to provide information useful for planning government choices and the difficulties in obtaining detailed, prompt data on migration, since its social and economic features constantly vary due to emergency situations, especially the need to face increasingly frequent and large migration flows. This is also the reason for the differing perceptions (apparently widespread, if we look at what is reported in the media) of various sectors of the population. Those who benefit from the advantages of the reception system may not be the same those who pay the costs; or alternatively, looking at

the benefits basically accruing for the central government (for example in terms of revenue and outgoing funds) contrast with the costs incurred at the local level.

This means that the analysis of the possible indirect economic and social effects related to the SPRAR reception system on the basis of the statistical documentation currently available, is quite complex.

In order to take into account the variety of the aspects affected by the phenomenon, the indicators used are those for measuring economic and social well-being (regarding employment, entrepreneurship, security and others) of the areas involved, especially to compare the performance rates for the areas with the most concentration of SPRAR facilities and the places without such facilities.

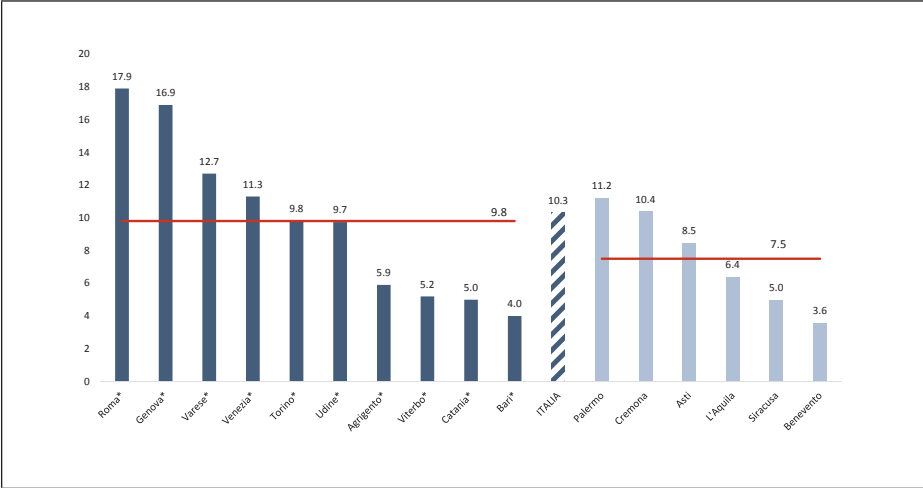
All the indicators refer to the more specific local level available (generally on the provincial level), while considering the unique nature of the last decade, characterized by an economic recession with exceptional duration and severity, where possible there is a comparison with performance in the pre-crisis period. The provinces with the most SPRAR places are identified on the basis of the presence of these facilities in the respective local labour systems, and compared with locations without SPRAR places.

With reference to the consequences on the **economic** conditions, for the provincial areas concerned and not involved in the management of the SPRAR System, there is a descriptive analysis of trends in the main components of the supply and demand of goods and services – examining elements such as trends in foreign entrepreneurship, wealth and expenses for household consumption – and the supply and demand components of the labour market, by an analysis of trends in occupation and disposable incomes of consumer households. In greater detail, the data available first of all show that the higher number of SPRAR places does not show significant differences on the provincial level in the propensity to entrepreneurship, in terms of both stocks and flows. In 2014, for the provinces most involved in the participation in this reception system, the quota individual enterprises where the person is a citizen of a non-EU country (cf. Fig. 12) was on average 9.8%, with peaks equal to or greater than 17% in the provinces of Rome and Genoa; the level is not much different from the national average (10.3%), but slightly higher than the one in the provinces least affected by the SPRAR System (7.5%).

<sup>24</sup> This chapter shows the full version of the work by Stefano Costa.



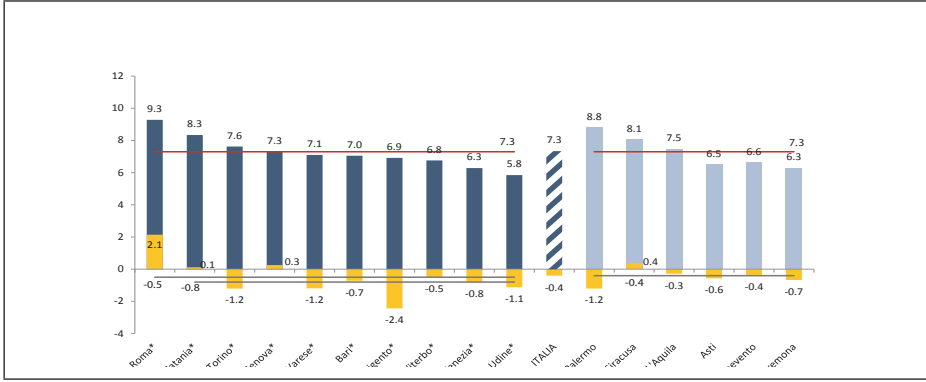
**Figure 12. Percentages of individual enterprises with persons having non-EU citizenship - 2014 (Percentage)**



(a) In dark blue, the provinces with the most SPRAR places. Source: Unioncamere.

The trends in entrepreneurship were also low. In the difficult 3-year period 2011-2014, during the second phase of the crisis and after the spread of the SPRAR System, the provinces involved in the SPRAR System and the ones without such facilities showed the same average annual rate of registrations of new enterprises (7.3%, a figure identical to the national average) and a similar range of annual registrations, between about 9% and 6%. The exceptional breadth and severity of the recession experience in the period considered underlies the overall negative trend in the difference between the rates of registration and cancellation of enterprises (net turnover), with the sole exceptions of the provinces of Rome and Genoa, between the SPRAR zones and Siracusa, among the areas without SPRAR places. In this case, however, the enterprise registration trends do not show substantial differences between the average results of the two sets of provinces, also taking into account the peak results for the Province of Rome. In other words, the existence of places in the SPRAR network does not have an impact on the performance of the province in terms of entrepreneurship (Figure 13).

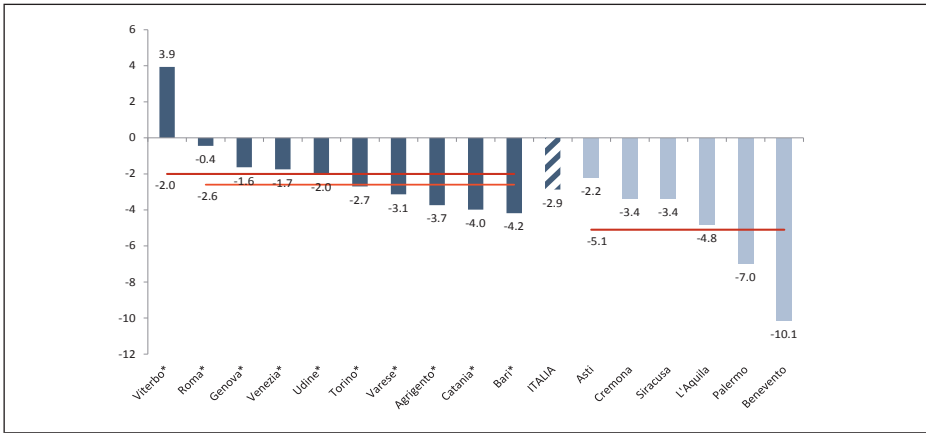
**Figure 13. Rate of registrations in the company register and net turnover (registration rate - cancellation rate) – Annual averages 2011-2014 (percentage rates in the case of registrations, percentage points in the case of net turnover)**



In dark blue the provinces with the most SPRAR places; the red and grey lines show the averages for the two sets of provinces. Source: Unioncamere.

There are greater differences in occupational trends between 2007 and 2014 (Fig. 14). From the pre-crisis period to the last year with the data series available, the provinces with more SPRAR places showed a greater maintenance of employment compared to those less involved in the system (respectively approximately -2.0% and -5.1%, compared to a national average of -2.9%). The gap remains almost unchanged, also excluding from the set of SPRAR provinces the largest ones (such as Rome), those with more manufacturing industry or those most severely hit by the crisis (such as Turin and Genoa).

**Figure 14. Change in the employment rate between 2007 and 2014 (percentage points)**

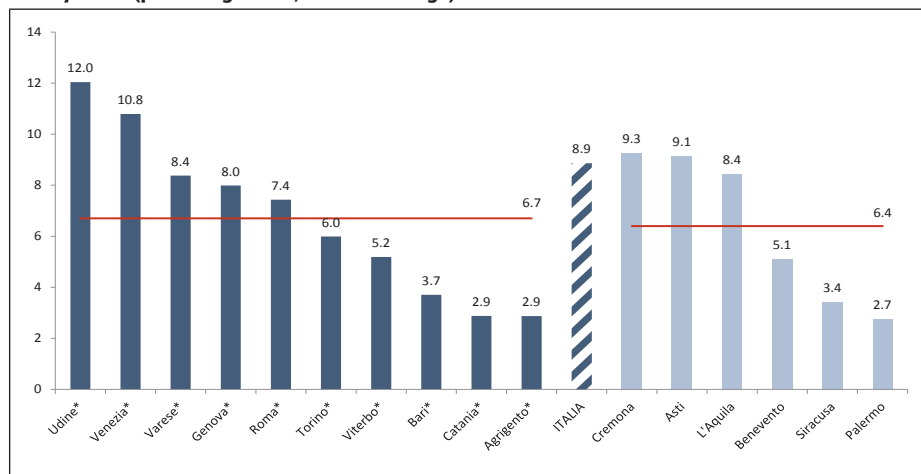


(a) In dark blue the provinces with the most SPRAR places; the red lines show the averages respectively for the two sets of provinces. Source: ISTAT.



These results, however, do not seem to result in significant differences in terms of the presence of foreign workers (Fig. 15). With reference to the local units of the enterprises, i.e. production units (plants, branches etc.) located in the areas, in 2012 (last year available) the percentage of employees with non-EU citizenship employed in the local units of the provinces with the most SPRAR places was, in fact, only slightly higher than the average for the provinces without facilities (6.7% compared to 6.4), but in this case the gap widens in favour of the SPRAR provinces if we just consider the first five provinces of each set, suggesting that there may be a slightly greater propensity for the insertion of foreigners in the labour market.

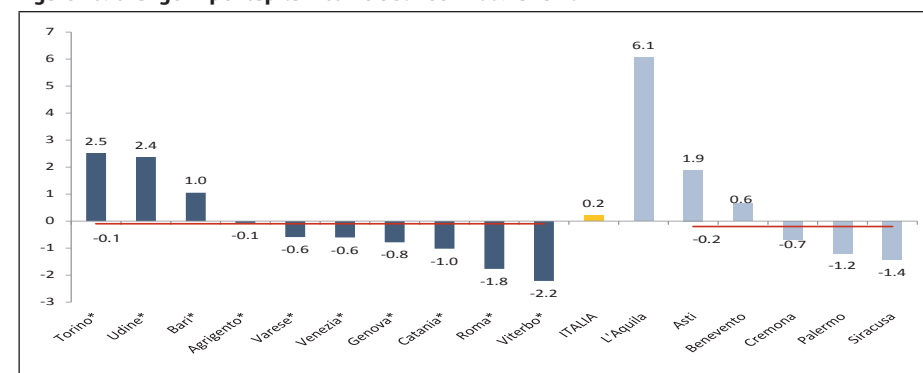
**Figure 15. Percentage of employees with non-EU citizenship in the local units of enterprises operating in Italy, 2012 (percentage rates; annual average)**



(a) In dark blue the provinces with the most SPRAR places; the red lines show the averages respectively for the two sets of provinces. Source: ISTAT.

The general scarcity of visible effects on the labour market is also reflected on the level of change in per capita income (Fig. 16). The average change in this item between 2009 and 2012 much between the two groups of provinces (-0.1 and -0.2%), and summarizes trends that are widely differing, and similar in size, within the two groups, thus suggesting the absence of visible effects on individual economic well-being related to the presence of SPRAR places.

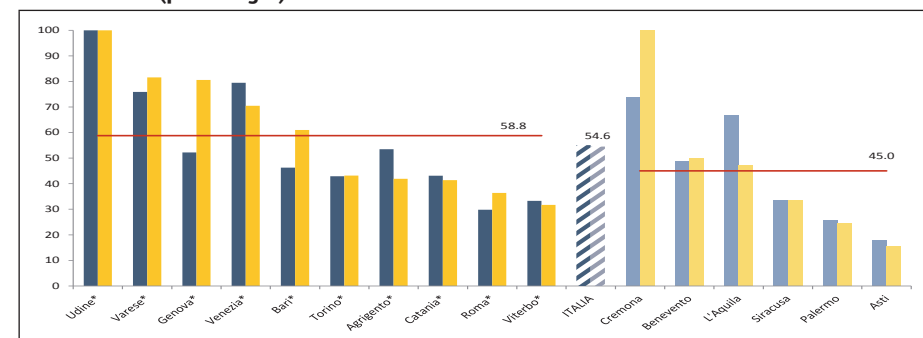
**Figure 16. Change in per capita income between 2009 and 2012**



(a) In dark blue the provinces with the most SPRAR places; the red lines show the averages respectively for the two sets of provinces. Source: ISTAT.

Similarly to what we have seen on the economic level, the repercussions with regard to the **social** conditions can be shown by the description of the trends in the figures available at least on the provincial level, regarding the supply of services (e.g. the percentage of municipalities of the province that offer services for young children), and security standards (such as the impact of certain types of criminal offences). In this regard, in 2012, the SPRAR provinces showed on average a higher percentage of municipalities offering social and educational services for young children (Fig. 17), compared both with areas without SPRAR places assigned (58.8% compared to 45%), and with the national average (54%). Nevertheless, due to the fluctuating economic trends in the period 2010-2012, this indicator reflects local differences in the trends between the two years considered. In other words, this shows, as also suggested by other contributions to this report, that the provinces most involved in the SPRAR reception system generally have a high social capital.

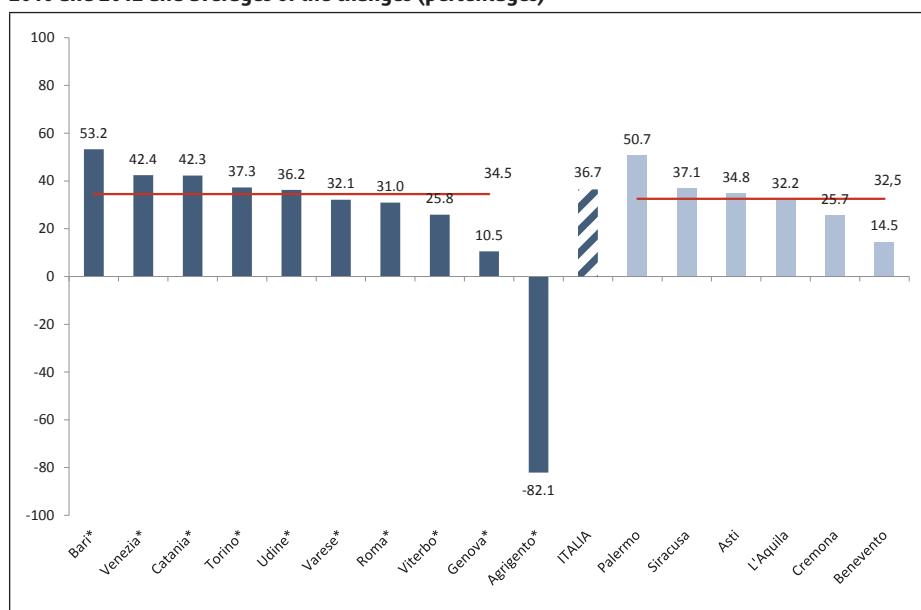
**Figure 17. Percentage of municipalities providing social and educational services for young children, 2010 and 2012 (percentages)**



(a) In dark blue the provinces with the most SPRAR places; the red lines show the averages for 2012 respectively for the two sets of provinces. Source: ISTAT.

Finally, on the provincial level there is no evidence that the presence of SPRAR places is accompanied by a higher rate of criminal offences (Fig. 18). The change in the trend of thefts and robberies for every 100,000 inhabitants between 2010 and 2012 (last year with data available on the provincial level), is not significantly different between the two sets of provinces. These types of crimes rose by 34.5% in the SPRAR provinces (which, it should be recalled, are also on average larger), net of the drastic reduction in cases in the Province of Agrigento, and 32.5% in the provinces least involved in the system, compared to a national average of 36.7%. Insofar as there are similar results (with much lower figures) for murder rates (not shown in the Figure), there is an initial indication, though requiring investigation, suggesting the absence of any effects of the SPRAR reception system on the occurrence of criminal offences and crime rates on the provincial level.

**Figure 18. Change in the rate of thefts and robberies for every 100,000 inhabitants between 2010 and 2012 and averages of the changes (percentages)**



(a) In dark blue the provinces with the most SPRAR places; the red lines show the averages for 2012 respectively for the two sets of provinces. Source: ISTAT.

## 11 THE SOCIO-ECONOMIC IMPACT OF SPRAR FUNDING<sup>25</sup>

In order to make further evaluations of the results of statistical analysis on the effects on the local level of the presence of the system for asylum seeker and refugee protection (SPRAR), a comparison has been made of some outcomes, i.e. employment, unemployment, participation in the labour market, per capita added value, and crime rates, in the areas with SPRAR centres and the areas without this programme.

The data on the SPRAR system derive from the ranking lists for asylum seekers and refugees, available at the Ministry of the Interior website, distinguished according to their category (ordinary, vulnerable, vulnerable with mental disability) and show the number of places assigned, the overall cost funded and co-funded, the overall evaluation of the project and the ranking. This information is available for the past two 3-year periods (2011-2013 and 2014-2016). This report uses only the data for the first 3-year period, in order to be able to relate the presence of SPRAR centres with the possible outcomes of interest during the subsequent period.

The most relevant geographical factor for this type of analysis consists of the local labour systems, aggregations of bordering municipalities defined by the ISTAT on the basis of daily commuting between home and work. The municipalities within the same local labour system involve the same labour market and are characterized by limited exchanges with bordering areas. The information regarding the local labour systems is unfortunately limited to figures on the labour market for the period 2004-2013 and on the presence of the resident foreign population. The data on the figures of interest, such as per capita added value and crime rates, is available only at a provincial level.

### The local labour systems

Figures 19 and 20 show the geographical distribution of the SPRAR reception network in the Italian local labour systems. On the whole, 87 local labour systems (just over 1 out of 10) host at least one project endowed with funding during the period 2011-2013. The rate of guests out of the total resident population is greater in the smaller local labour systems, while it is extremely limited in the large and more heavily populated regional capital cities.

<sup>25</sup> This chapter shows the full version of the work by Paolo Pinotti, already published with the same title with co-author Chiara Serra.

Figure 19. Presence of SPRAR facilities in local labour systems

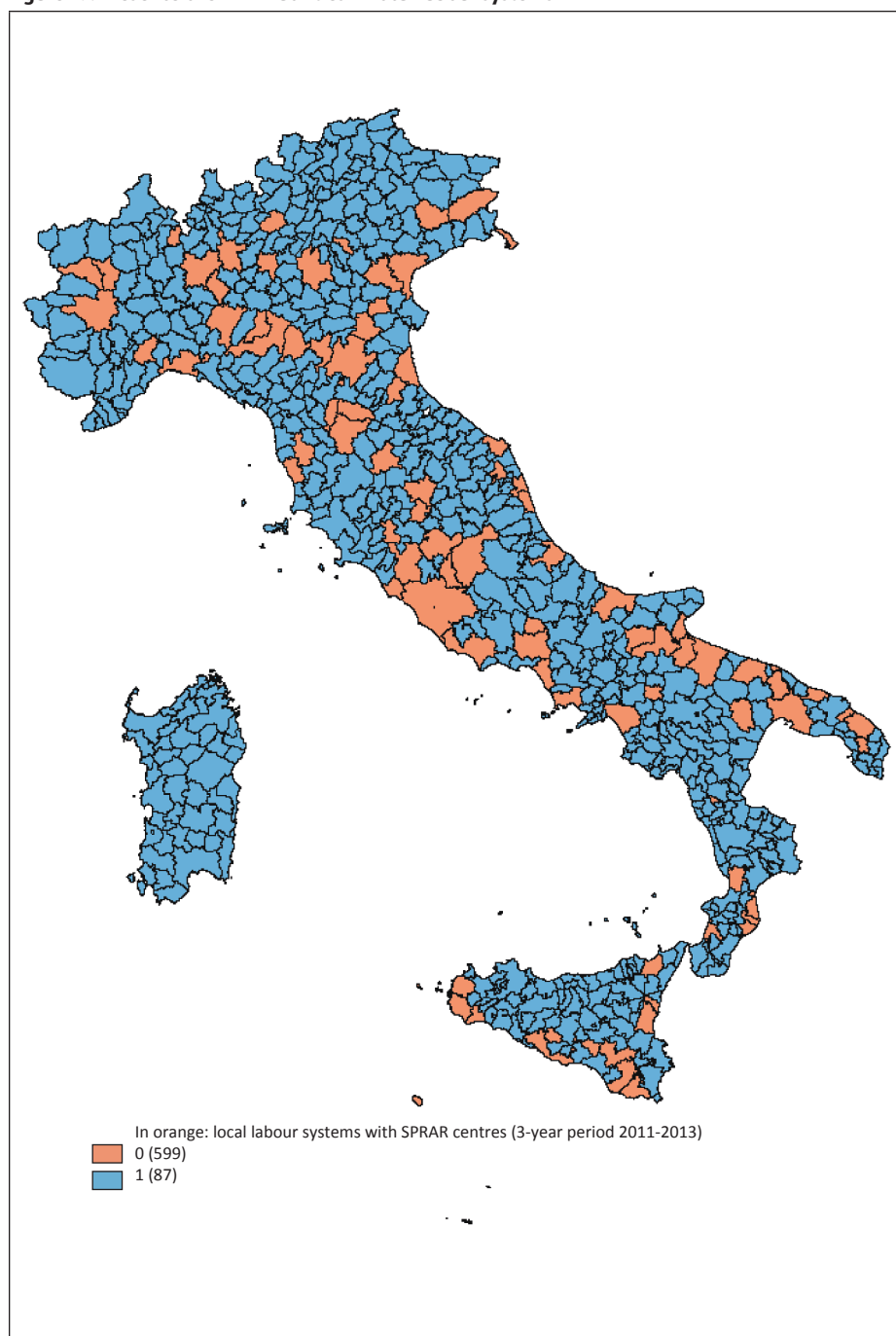


Figure 20. Rate of refugees hosted in the SPRAR System on total resident population

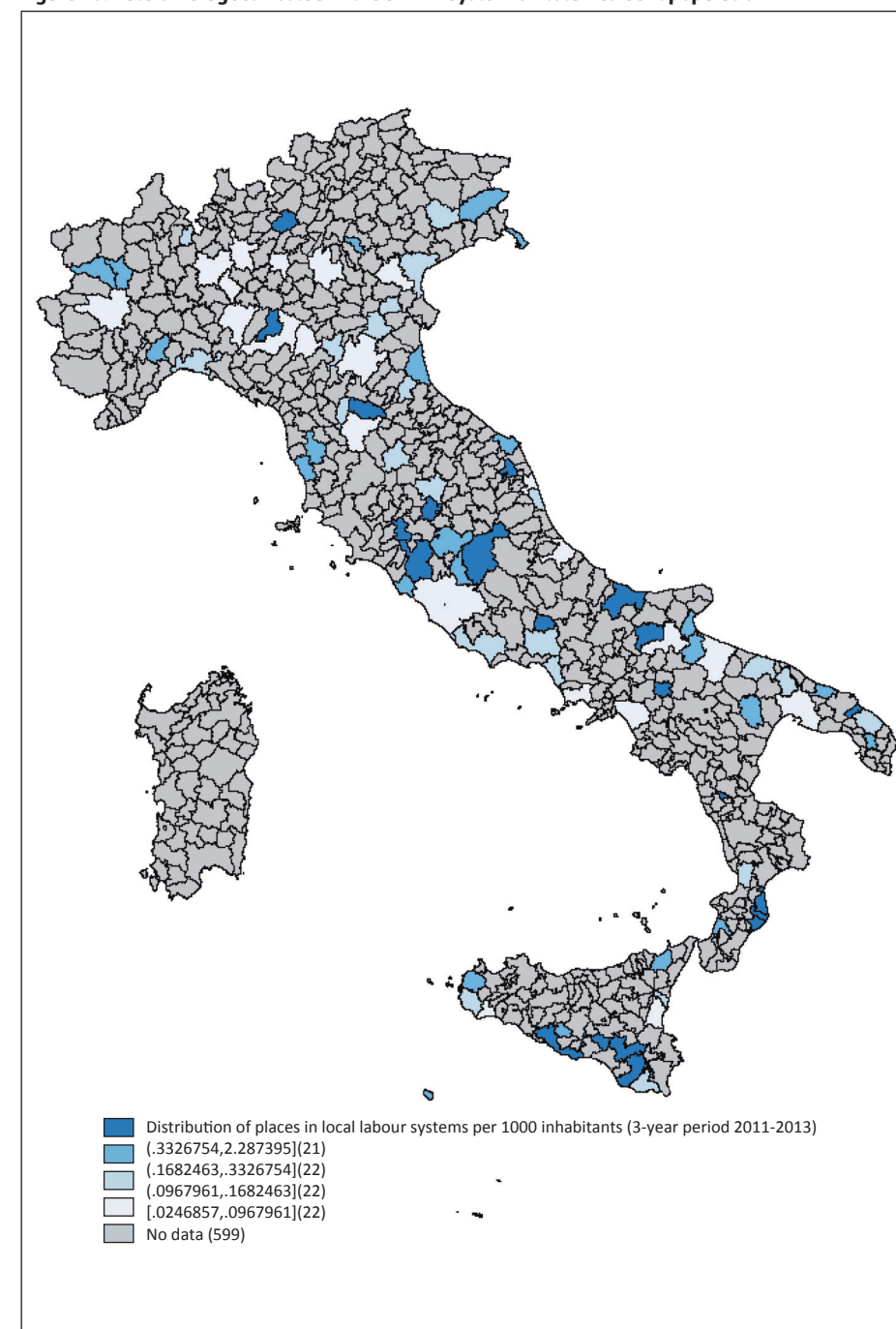


Figure 21 compares the funds paid out and the number of places implemented. On average, the opening of each facility is associated with funding of 15,000 euro for the entire 3-year period. The funding is lower for ordinary places (12,000) and increases for places reserved for vulnerable persons and persons with mental disability (respectively, 24,000 and 46,000).

**Figure 21. SPRAR funding and number of places started up**

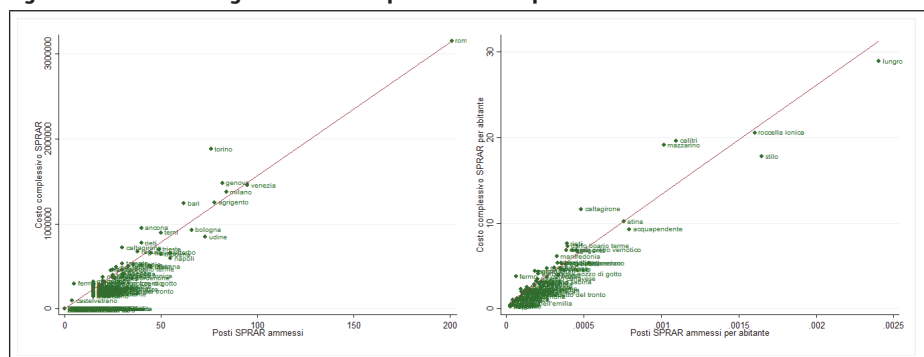


Table 17 compares the characteristics of local labour systems hosting a SPRAR centre with those of the local systems without SPRAR centres. The characteristics considered refer to 2010 (or previous periods when not available for the year 2010), and thus before the start-up of the SPRAR centres. Any differences in the characteristics are therefore not due to the presence of the centres and should be considered as previously existing differences between the two areas. The table shows the standardized mean difference as a synthesis factor to align the characteristics of the two groups. This measurement, widely used in the evaluation of the alignment of the characteristics, enabling us to determine (where this figure exceeds the tolerance threshold of 10%) which characteristics are significantly different between the two groups being analyzed.

Looking at this index, we can conclude that as for the observable characteristics, the local labour systems hosting reception SPRAR centres are comparable in terms of employment rate and local units on a per capita basis. On the other hand, the local labour systems hosting SPRAR centres are characterized by a greater number and density of population compared to those without SPRAR centres. Finally, the areas hosting these centres are also characterized by a per capita added value and a rate of foreign population on the total of respectively 22% and 23%.

**Table 17. The characteristics of local labour systems with SPRAR and without SPRAR**

	SPRAR	non-SPRAR	% bias <sup>1</sup>	t	p-value
Total population	321543	54401	62,2	10,31	0,000
Population density	373,02	165,84	51,7	6,21	0,000
Foreign population on total population	0,065	0,056	24,0	2,07	0,039
Employed out of total population ( $\geq 15$ )	0,424	0,419	5,3	0,46	0,649
Per capita added value <sup>2</sup>	19360	15867	52,8	4,83	0,000
Per capita local units <sup>3</sup>	0,766	0,747	10,4	0,85	0,393

Note 1: Standardized mean difference (Rosenbaum & Roubin 1985) values over 10% are considered unaligned

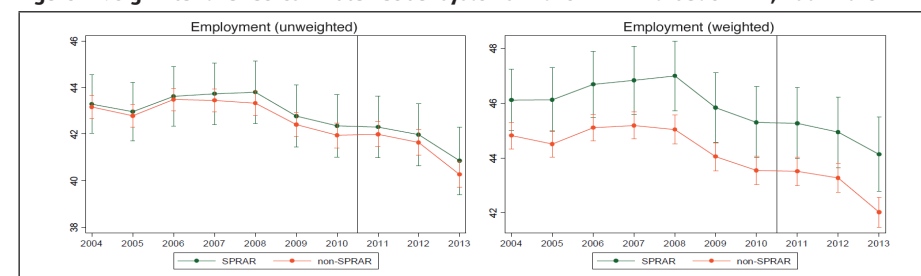
Note 2: Last data available 2005

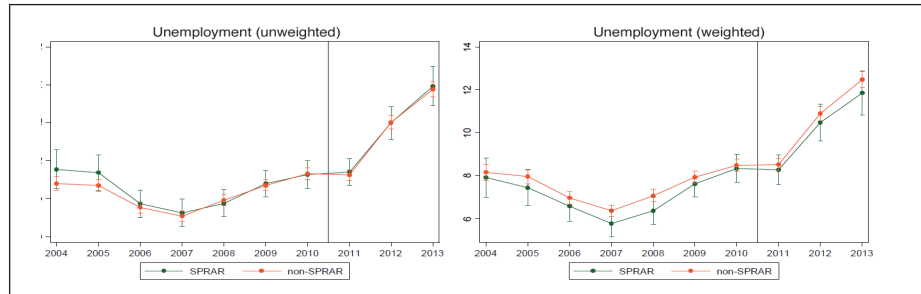
Note 3: 2011 census

To summarize, the areas having SPRAR centres differed from the others before the start-up of the centres. A simple comparison between the outcomes would thus reveal, together with the causal effect of the start-up of the centres, the previously existing differences between the two groups.

In order to draw any conclusions on the possible causal effect of the presence of the SPRAR centres, it would therefore be necessary to use a more rigorous approach. Assuming that if the SPRAR centres had not been started up, the changes observed in the local labour systems would have been on average the same, and we can only make a comparison between the changes observed in the areas having centres with those observed in the other local labour systems (difference-in-differences approach). Any difference in the change in the outcomes considered is, in this case, due to the start-up of the centres. Although this basic assumption cannot be proved statistically, it is, however, possible to affirm its probable validity by observing the trends of the outcomes before the start-up of the centres. Figure 22 shows that employment, unemployment, and activity rates follow a parallel trend in the local labour systems hosting and not hosting SPRAR projects before 2011, and that after the start-up of the centres, the trends in the outcomes between the two groups have continued to be very similar. The evidence in Figure 22 thus suggests that there were no significant consequences for the workers living in the areas hosting SPRAR projects, from the start-up of these projects.

**Figure 22. Significant variables in local labour systems with SPRAR without-SPRAR, 2004-2013**





### Evidence on the provincial level

The maps in Figure 23 compare the distribution on the provincial level CARA and SPRAR centres, and the number of places available per thousand inhabitants for the two types of reception.

**Figure 23. Distribution of reception centres CARA and SPRAR a provincial level<sup>26</sup>**

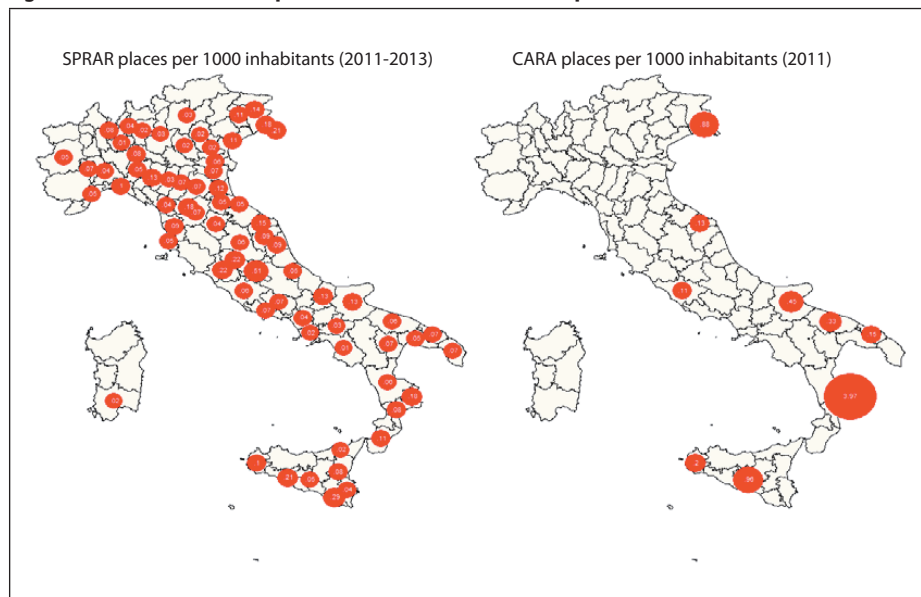


Table 18 compares the characteristics of the provinces hosting a SPRAR centre with those of the provinces not hosting SPRAR centres in the pertinent 3-year period. The characteristics considered refer to 2010 or to previous periods. As for the considerations on the local labour systems, the misalignments in the characteristics cannot, within the limits and with the approximations deriving from the quality and amount of data available, be attributed to the presence of the centres and

<sup>26</sup> The map on the right does not show the Mineo centre in Sicily, opened on 24 March 2011.

must be considered as previous differences between the two groups of provinces. Comparing the characteristics of the provinces hosting and not hosting SPRAR projects, we can see that the former have a higher level of social capital (measured on the basis of the presence of volunteer associations). In general, the provinces having SPRAR centres differed from the others before the time of the start-up of the centres, with respect to the foreign population on the total population, the number of volunteer associations, employment rate and crime rate for the total population (considering both the totals and subdivided between thefts, robberies, murders and violations of drug legislation). Among the variables considered, only the per capita added value is not misaligned between the two areas.

**Table 18. The characteristics of the provinces with SPRAR and without SPRAR**

	SPRAR	non-SPRAR	% bias <sup>1</sup>	t	p-value
Foreign population per total population	0,071	0,064	20,2	0,94	0,351
Volunteer associations	37,847	35,596	14,2	0,66	0,511
Employment rate	56,75	59,01	-24,4	-1,12	0,267
Per capita added value	21942	21779	3,0	0,14	0,891

Note 1: The provinces hosting CARA centres show initial social capital levels (pre-2011) lower than average

Thefts per total population	0.0199	0.0149	78.9	3.25	0.001
Robberies per total population	0.0004	0.0002	64.3	2.77	0.007
Murders per total population	0.00004	0.00005	-38.1	-1.98	0.051
Drug violations per total population	0.00052	0.00048	16.5	0.82	0.411
Total crimes per total populations	0.04102	0.03494	63.1	2.83	0.006

Note 1: Standardized mean difference (Rosenbaum & Roubin 1985) values over 10% are considered unaligned

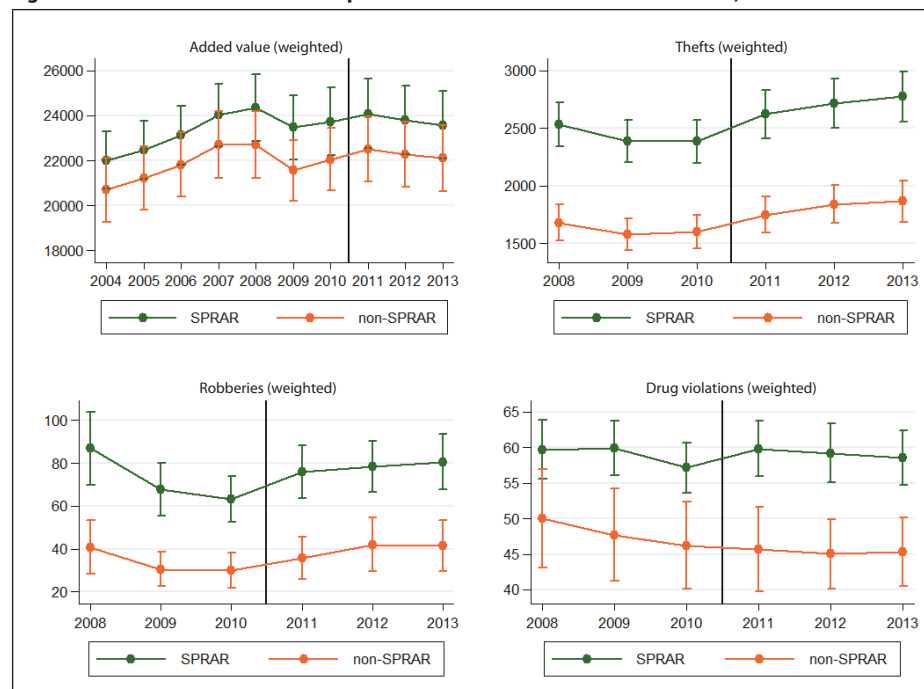
As for the local labour systems, also in this case we have followed the difference-in-differences approach, evaluating the differences between the changes observed in the provinces having centres and those observed in the provinces without SPRAR centres in the 3-year reference period.

With regard to the added value per worker and the crime rates (thefts, robberies and violations of drug legislation) weighted for the population, there do not seem to be significant effects from the reception of refugees in the SPRAR system.

Figure 24 shows that these variables actually follow a parallel trend in the provinces with and without SPRAR centres, also after the start-up of the SPRAR network. The evidence in Figure 24 confirms the conclusions of the analysis on the local work system level, showing that there were not significant effects in the provinces hosting SPRAR projects due to the start-up of these projects.



Figure 24. Pertinent variables in the provinces with and without SPRAR centres, 2004-2013



## 12 THE ITALIAN RECEPTION SYSTEM: BEST PRACTICES

The Italian reception system shows a number of positive results which are not often cited in the media because they are ordinary aspects of the functioning of a system which has been rapidly growing over time and which above all has been transformed into an ordinary, multilevel system, no longer characterized by a series of different orders issued by the emergency services that viewed immigration as an equivalent to a kind of emergency.

In order to improve the efficiency and effectiveness of the system, we should highlight three goals, partially achieved, and partially to be implemented, forming the basis of an overall vision for building an Italian reception system.

- 1) The first major goal reached, as already mentioned in the previous chapters, was to provide the system with an ordinary and flexible basis, considering that the migration phenomenon now has enduring characteristics.
- 2) The planning of a system and the related containment of the costs compared to those in the emergency phase which necessarily lacked a preliminary planning stage.
- 3) The aim, identified in the agreement of 10 July 2014, of making the SPRAR network the basis of the second level reception system both for adults and for all unaccompanied foreign minors.

Since due to the limitations of this Report, we cannot go more deeply into the topic of the integration of persons received, we have decided to cite some of the numerous initiatives undertaken.

It would be advisable to undertake a systematic survey in order to draft a code of best practices to be disseminated throughout the country and to be used in communication to provide a positive image of migration in Italy.

For purposes of the integration of the beneficiaries of international protection, it would be desirable for the National Coordination Board set up at the Ministry of the Interior - Department for Civil Liberties and Immigration (pursuant to Legislative Decree n. 18 of 2014), to adopt the National Plan that has been called for, and for which the group of experts has already identified the guidelines for intervention, with particular regard to social and occupation insertion, access to health and social care, housing, language training and education.

This premise provides an introduction to some projects for reception, volunteer work and integration, considered as deserving attention and not exhaustive.

**(From the SPRAR Report – Yearbook 2014)****Karalò, a sewing workshop in Rome to create the future of refugees and asylum seekers**

Reception can have different aspects, and can have different activities, such as those of Karalò, the sewing laboratory promoted by the refugees and asylum seekers of the SPRAR project in Rome. The project started when one of the guests, an upholsterer in his country of origin, started to attend a sewing course and achieved excellent results. Once the course was over, the SPRAR personnel, with the involvement of four other refugees from Mali and Gambia, all with a past as tailors and upholsterer, decided to start up a sewing workshop. Initially just one sewing machine was available, but after a few weeks, thanks to a real move for solidarity by the public and the advertising of the project on Facebook, they managed to acquire five sewing machines in good condition to enable the beneficiaries to start working on their own creations. It was the refugees hosted by the SPRAR project in Rome who gave a name to the workshop, choosing the word “Karalò” which in the Mandinga language simply means “tailor” as if to recall the past that is interwoven with the present.

**Urban green, in Bergamo the refugees help take care of the city with the Botanical Gardens and the “Astino Project”**

Creating a space to create a network of relations, a space that also provides training and professional skills to rediscover the relationship with the earth. This is the aim of the SPRAR project in Bergamo which has been collaborating for some years with the Botanical Gardens in the upper city. From this year, this collaboration also involves another green area, the “Valley of Biodiversity”, started after the refurbishing of the former Astino Convent of the Expo 2015.

“The collaboration between the SPRAR project and the Botanical Gardens began some years ago with the start-up of on-the-job training for a person from the Cameroon, in order to reorganize the Library of the Botanical Gardens. It continued with a second on-the-job training for a person from the Ivory Coast for therapeutic purposes, to alleviate the state of psychological suffering”, the reference person of the SPRAR project explains. A path aimed above all at the psychological well-being of the refugees and asylum seekers “because the thoughts, worries, memories of past traumas and the bureaucratic time related to the procedures for application for international protection, often come to the forefront, paralyzing them and sometimes even preventing them from attending Italian language schools”. The project involves four refugees and asylum seekers engaged in the care and maintenance of the gardens and plants of the Botanical Gardens for a

period of four months with a commitment of three half days per week together with two workers. The guests of the SPRAR contribute to the care and improvement of the gardens, also thanks to their previous knowledge and skills in the cultivation, uses and properties of plants in their own countries of origin.

**Refugees found a farming start-up among the vineyards of the exploited migrants**

*In Canelli (Asti) the social cooperative Crescere Insieme has trained a dozen refugees hosted in two SPRAR centres in organic farming, assigning them 11 hectares of vineyards and orchards, aimed at the foundation of an enterprise for production and direct sales.*

“Maramao” is the name of a new farming start-up which is trying to create a healthier relationship between migrants and the local area. It has been started by the social cooperative “Crescere Insieme” of Acqui Terme (Asti), which manages two SPRAR (System for the Protection of Asylum Seekers and Refugees) for adult migrants in and for accompanied minors. They will be assigned the 11 hectares of land that the cooperative is farming in Canelli and in nearby Calamandra: “We have trained a dozen refugees in organic farming” explained Claudio Amerio, head of the project. “At the present time, with the on-the-job training formula, they will undertake the farming of the land; but next year they will take part in the foundation of a real farming enterprise that will deal with the production and processing of grapes, hazelnuts, nuts and cereals”<sup>27</sup>.

**Free English course for Italians: the teachers are refugees**

The initiative of two Afghan guests at the SPRAR centre in Montalto Uffugo, in the Province of Cosenza. A way to show gratitude to the community that welcomed them. It will last two months starting from 22 June 2015, after the World Refugee Day.

English lessons for the public, offered by the migrants hosted in the Montalto reception facility. The project “The notes of reception” started from an idea of Mosa and Mohamed, two young people from Afghanistan, hosted in the SPRAR centre (System for the Protection of Asylum Seekers and Refugees) of Montalto Uffugo, in the Province of Cosenza. One is a mechanical and electronic engineer who has studied and lived in Norway for many years. The other is a vocational school graduate. Both fleeing from their country, arrived in Calabria, where they were hosted by the facility managed by the Promidea Association.

<sup>27</sup> Published on 17 June 2015 on Redattore sociale (AMS): <http://www.redattoresociale.it/Notiziario/Articolo/485908/I-rifugiati-fondano-una-start-up-agricola-tra-le-vigne-dei-migranti-sfruttati>.

To show their gratitude to the place that hosted them, they have proposed that the association holds **an English course, completely free of charge, addressed to the entire population aged over 18**. They have independently identified the manual they will use to hold the course, and they are already thinking, for the future, of holding Arabic language lessons. “This course is an exchange”, explains Elisa De Nardo, the educator in charge of the team managing the SPRAR centre. “For the migrants this is a chance to come closer to the people of Montalto, because the dialogue is currently limited to sporadic initiatives or encounters. It will also enable the migrants to **satisfy their need to feel useful to the community that has hosted them**. The people of Montalto will be able to know our guests better and to learn a very useful language”.

**Asylum seekers in apartments: the Trieste model. “It costs less and it works”**

*Far from the cameras and government offices, the city is trying a successful form of reception. Temporary centres for a very short time, in flats rented from private owners.*

This is Italy’s far eastern border, a place of transit and a historical crossroad of cultures as well as of migrations. **In Trieste, the word “emergency” is not used much for immigration**. The asylum seekers live in apartments spread all over the city, with lower costs than emergency management and an administrative capacity which over the past three years has enabled a response to an increase of over 300% in the migrants to be received. **A unique reception system**, integrated and with equal treatment for all the beneficiaries. In other words, an open-air experiment, far from the cameras and government offices. We can also cite some significant experiences in terms of innovation and transferability shown in the SPRAR website under the Best Practices section

**Language learning:**

[http://www.sprar.eu/images/attivita\\_e\\_servizi/Buone\\_prassi/SPRAR\\_BP\\_Apprendimento\\_lingua\\_form\\_scolastica.pdf](http://www.sprar.eu/images/attivita_e_servizi/Buone_prassi/SPRAR_BP_Apprendimento_lingua_form_scolastica.pdf)

**Vocational training:**

[http://www.sprar.eu/images/attivita\\_e\\_servizi/Buone\\_prassi/SPRAR\\_Formazione\\_scolastica\\_inserimento\\_lavorativo.pdf](http://www.sprar.eu/images/attivita_e_servizi/Buone_prassi/SPRAR_Formazione_scolastica_inserimento_lavorativo.pdf)

**Housing insertion:**

[http://www.sprar.eu/images/attivita\\_e\\_servizi/Buone\\_prassi/SPRAR\\_Inserimento\\_abitativo.pdf](http://www.sprar.eu/images/attivita_e_servizi/Buone_prassi/SPRAR_Inserimento_abitativo.pdf)

**Creation of the network:**

[http://www.sprar.eu/images/attivita\\_e\\_servizi/Buone\\_prassi/SPRAR\\_Costruzione\\_della\\_rete.pdf](http://www.sprar.eu/images/attivita_e_servizi/Buone_prassi/SPRAR_Costruzione_della_rete.pdf)

**Activities for enhancement of awareness and communication:**

[http://www.sprar.eu/images/attivita\\_e\\_servizi/Buone\\_prassi/SPRAR\\_Ativita\\_di\\_sensibilizzazione\\_comunicazione.pdf](http://www.sprar.eu/images/attivita_e_servizi/Buone_prassi/SPRAR_Ativita_di_sensibilizzazione_comunicazione.pdf)

**Bergamo**

**Memorandum for volunteer work**

Among the critical issues connected with reception, one of the most reported ones was that the migrants had nothing to do, even for extended periods. The Prefecture of Bergamo faced the problem and involved the institutional protagonists operating in the province. This resulted in the signing on 2 October 2014 of a memorandum setting operational guidelines so that the asylum seekers can undertake volunteer activities in favour of the community, in order to favour reception education and integration processes enabling them to learn about and do something for the area hosting them.

The initial evaluation of the effects of the measures planned highlighted the positive results obtained with the application of the memorandum, regards the educational aspects and the possible integration of migrants; and, with reference to the impact on the resident population, in particular regards the interaction between the resident population and foreign citizens.

**Memorandum on vocational training**

On the basis of the positive experience described above, other forms of initiative were developed in a stage after the performance of volunteer activities, and suited to work in the integration and training sector, also by the identification of theoretical and practical training modules to be conducted with vocational training schools managed by the Province.

The new memorandum, signed on 9 September 2015, enables 200 persons to participate in educational and training paths managed by Azienda Bergamasca Formazione in various sectors (garments and clothing, hairdressing and beauty care; agriculture, food and catering, electricity and electronics, computer science; woodworking and furniture, mechanics). The requirement for the participation is that the migrants must have applied for the recognition of international protection, had a positive participation in the volunteer activities mentioned in the previ-

ous memorandum, the positive outcome of the Italian language courses planned in the reception services and the signature of a specific training agreement. The project, considered strategic also for the improved, possible implementation of so-called diffused reception, will not be funded by the Ministry of the Interior and the Prefecture, and is entirely funded by the Fondazione Bergamasca Onlus.

### Ragusa

#### Operation “clean beaches” and assistance in boat landing operations

The applicants for international protection hosted in the temporary facilities located in this area were involved in various activities:

- Operation “clean beaches” conducted with Legambiente on the local beaches, with the involvement of the migrants hosted in the “Casa delle Culture” facility in Scicli in the context of the project “Mediterranean Hope” of the Federation of Italian Evangelical Churches.
- Organization of participation, on a voluntary basis and joined by groups of Civil Protection volunteers, of a contingent of asylum seeking migrants, suitably trained by the Regional Civil Protection Department, to assist the volunteer associations called upon to participate in the assistance operations at the port of Pozzallo, to implement the related plan of the Prefecture for the migrant boat landing emergency.

### Tuscany Region

#### Involvement in volunteer activities of public utility

Since the North African Emergency of 2011, the Tuscany regional authorities have tested a model of diffused reception. On the local level, there have been important positive experiences regarding the integration and social insertion of the refugees in the various reception facilities. Following the Circular of 27 November 2014 of the Department for Civil Liberties and Immigration of the Ministry of the Interior, urging the local authorities and entities to implement processes to overcome the passivity of the asylum seekers and of those who are awaiting the response to their appeal, through the involvement in volunteer activities of public utility in favour of the local communities, and aimed at ensuring greater prospects of integration in the social framework, Regional Government Resolution of 25 May 2015 n. 678 approved the framework agreement to favour the undertaking of education paths for reception and integration in favour of migrants by the undertaking of volunteer activities aimed at achieving a socially useful end in the public interest.

### Municipality of Capannori (Lucca)

The reception facilities are not just limited to guaranteeing board and lodging, but also undertake paths and activities aimed at integrating the migrants hosted into Italian society, to train the persons at the end of the reception process to be integrated in society, and acquire Italian language skills and professional skills for finding employment and becoming independent from the economic and housing point of view.

Vocational training and on-the-job training are a key aspect in the socio-cultural integration process, conducted in collaboration with the municipality and in synergy with the local training agencies and employment office.

The guests are involved in work for the cleaning and ordinary maintenance of the facility where they reside. Volunteer activities are currently under way for the improvement of external areas (park, sports facility) in collaboration with the volunteer associations.

Other activities are now being organized, and include the project for cleaning and improvement of the Capannori Public Park in collaboration with the local parents’ committees, projects for refurbishing areas of public interest identified in the outlying areas of the town and conducted with the local associations, and the project for cleaning roadsides and drains in collaboration with the Capannori Public Works Department.

All the guests were provided with a used bicycle purchased to allow them mobility throughout the area. A repair show for bicycle repairs was set up in the Lunata Reception Centre, with the collaboration of several experts.

From 2012 up to now, approximately sixty persons were inserted in paid on-the-job training, and of these approximately twenty have obtained employment contracts in local companies and businesses.

### Bari

#### A new library

The Municipality and Prefecture of Bari are conducting initiatives for the involvement of the asylum seekers in the city in activities of public utility. One of the proposals regards the setting up of a library in a senior citizen centre, undertaking work ranging from the cataloguing of books to the set-up of the rooms, to be assigned to senior citizens and migrants. Contacts are under way with the local institutional and social protagonists in order to define the operational procedures.

### Projects funded by the European Refugee Fund 2007 - 2013

#### RE-LAB: Start up your business

The project was launched to favour the economic integration of refugees, in particular those who would like to set up a business initiative but who lack the necessary knowledge about the markets and who do not have access to financial services. The intervention model involves the enhancement of local awareness, business training, support to business start-up and tutoring for 14 new micro-business initiatives, links with financial and market service and the creation of a group of refugees as tutors to help new migrants.

**“Non solo asilo”** conducted by the Organizzazione per la Ricreazione Sociale Società Cooperativa Sociale (O.R.SO. S.C.S.) over 4 years (annual programmes 2009, 2010, 2011, 2012), regarding the actions of “Rehabilitation and socio-economic integration measures for vulnerable applicants/ beneficiaries of international protection”. The aim of the project was to reinforce the paths for the socio-economic insertion of the beneficiaries by undertaking measures for the improvement of vocational skills and the health conditions of the beneficiaries with customized paths for social insertion and autonomous access to the local services. The project has, in fact, provided services such as reception, specific measures for rehabilitation and integration; contributions to housing, care and rehabilitation, orientation for work, training and support to active job seeking, on-the-job training. A successful element of the project was the creation of a local network in Turin, Asti, Alessandria and Biella for various skills and the simultaneous and specialized intervention in single cases, by public bodies (Municipality of Turin) and private parties (e.g. NGOs operating in the sector of training and medical assistance) which ensured a wide range of services and measures necessary for the particular target for the actions.

**A.M.I.C.I.** (Accogliere, Mediare, Informare, Curare, Integrare) implemented by the Italian Red Cross in the context of the action “Measures for reception, support and orientation specifically aimed at persons, belonging to vulnerable categories, transferred to Italy for the application of the Dublin Regulation of annual plans for 2011 and 2012”. Over two years, the project allowed for the providing of a total of 269 applicants international protection with specialized services such as: reception – for a total of 28,523 days – in specialized facilities, individual medical and psychological care, customized plans for care and orientation, Italian language courses and preparation for transfer to the second reception stage in the SPRAR network. A successful element of the project was accompaniment, during the whole reception path, of the individual cases from the medical point of view by a specialized multidisciplinary team made available by Università Cattolica – University Research Centre for Health Human Care and Social Intercultural Assessments (H.E.R.A.). It handled the overall

care of the beneficiaries, including women and minors, who sometimes have special syndromes due to torture or stress related to trauma endured on the migration path. In order to overcome certain critical conditions observed, rehabilitation measures were conducted, involving psychiatric/psychological counselling, specialized medical consultancies, ludic learning programmes and theatre workshops.

### Projects funded by the European Return Fund 2007 - 2013

These favour the voluntary repatriation of irregular migrants who have lost their job due to the economic crisis and decide to return to their own country. This is the aim of the project to contribute to the more effective management of immigration in Italy.

The activities planned range from business training to the organization of repatriation and the search for micro-credit opportunities in the country of origin.

**Project Remplo** conducted by the IOM over 3 years (annual programmes 2011, 2012) under the action for “Support to trials of paths for the voluntary return of certain categories of immigrants”, for a total of 228 beneficiaries, involving the undertaking of activities such as:

- individual counselling and training for start-up and the management of micro-enterprises;
- assistance for the drafting of business plans to develop micro-enterprise projects, with particular focus on their sustainability and on the possible social benefits in the area of origin;
- organization of return journeys and assistance at departure;
- grant for initial settlement and a contribution in goods and services for the undertaking of the plans for reintegration/start-up of micro-enterprise activities;
- assistance to the final beneficiaries upon arrival in the country of origin, also for the implementation of plans for reintegration and business start-up developed in Italy before the departure and agreed with the pertinent IOM offices in the countries of origin;
- local monitoring of the reintegration process

The successful elements of the project were: the grassroots presence of the implementing body in the countries of origin of the beneficiaries, allowing a constant on-site accompaniment and the monitoring of the paths for reintegration undertaken by the beneficiaries, and the specific training before departure aimed at the maturation of wide-ranging skills with contents formalized in the publication “Ritorno Produttivo - Guida alla creazione e gestione di una micro-impresa per i migranti che rientrano



nel proprio paese di origine” (Productive Return – Guide to the creation and management of a micro-enterprise for migrants returning to their country of origin).

**Rirva project** Italian Network for Assisted Voluntary Repatriation – funded for five years (annual programmes 2009-2010-2011-2012-2013), aimed at the creation of a national reference network for the promotion of voluntary assisted repatriation, also by cooperation with the authorities of the countries of origin present in Italy. The main aim of the project was to strengthen the comprehension of the benefits of the operation of assisted voluntary return, involving local operators and potential beneficiaries of voluntary assisted returns.

In particular the project has created:

- a computer platform as the online reference point and for operators in the sector and for the migrants concerned in the VAR measures;
- information and training sessions also aimed at the personnel of three prefectures which have jurisdiction, together with the police headquarters for authorization of voluntary repatriation, and for public and private operators in order to improve the capacity to report the migrants having suitable requisites for access to the VAR projects financed under the Fund;
- a network of VAR&R regional and local Focal Points (points for enhancement of awareness and information points, i.e. public bodies and NGOs counted over 300 members in 2015) to support information, promotion and enhancement of awareness of the local areas and of the potential bodies reporting cases of migrants interested in joining assisted repatriation projects;
- meetings with the representatives of embassies and consulates in Italy of the countries of origin of the returnees;
- initiatives for enhancement of awareness in order to provide information on the VAR&R options and projects;
- a toll-free number for operators and migrants, potential beneficiaries of the projects for assisted repatriation;
- promotional material (brochures, poster, pamphlets, video spots on the national media) in the main languages of the persons inserted or to be inserted in the VAR&R options, and distributed among the potential beneficiaries;
- The “Guida operatori (Come informare, orientare e accompagnare il migrante al VAR, frutto della formalizzazione delle procedure di lavoro, con l’Ordine Nazionale Assistenti Sociali)” (Guide for personnel. How to inform, orient and accompany the migrant, with the National Social Assistants Board) and the “Guida orientativa ai media” (Orientation Guide for the media) aimed at qualifying the access and accompaniment for return and information about it.

### 13 THE EUROPEAN AGENDA ON MIGRATION [WORK IN PROGRESS]

The study group highlights the importance of the adoption, on 13 May 2015, of the European Agenda on Migration, adopted by the European Commission, and containing a number of initiatives aimed at improving its management. The first part of the agenda lays down immediate measures to prevent human tragedies and to handle emergencies, while the second one defines a new strategic approach to better manage medium and long term migration.

#### Immediate measures:

- Tripling of the capacity and resources of the joint operations of Frontex, Triton and Poseidon, in 2015 and in 2016.
- Start-up of the emergency system pursuant to Article 78, paragraph 3, of the Treaty for a better distribution of asylum seekers in Europe.
- A new method based on “crisis point”: with the coordination of the Commission, the European Asylum Support Office, Frontex and Europol will work in the field in the front line Member States to rapidly conduct the operations of identification, registration and fingerprinting of the incoming migrants and to coordinate the repatriation activities.
- Expenditure of another 60 million euro in emergency funds for the front line Member States.
- A resettlement programme of 50 million euro to transfer 20,000 persons in Europe in a safe and legal manner.
- 30 million euro for the regional development and protection programmes, starting from North Africa and the Horn of Africa, in 2015-2016.
- Centralized information collection through Europol, with the contribution of all the EU agencies, to dismantle the criminal networks. Frontex and Europol drafting of the profiles of the vessels that could be used by traffickers.
- Organizing operations for security policy and common defence in the Mediterranean in order to stop and destroy the vessel used for illegal transfers.
- Turning migration into a specific component of the security policy and common defence missions already under way in Niger and Mali, to be strengthened with regard to border management.
- Creation of a multi-function pilot centre in Niger, in collaboration with the IOM and UNHCR.
- Assignment of European liaison officials for migration to the EU delegations in strategic transit countries.

### **The new strategic approach based on four pilasters:**

#### **1. Reducing the incentives to irregular migration**

- Action plan to enhance the investigation and prosecution of the criminal networks of traffickers, contributing to the dismantling of the networks, the handing over of the offenders to justice and the confiscation of their assets.
- Manual on repatriation designed to harmonize the practices in all the Member States.
- Stronger partnerships with non-EU countries concerning the trafficking of migrants and repatriation.
- A greater involvement of the EU delegations in the key countries.
- Strengthening of the role of Frontex in the repatriation operations.

#### **2. Saving human lives and making the external borders more secure**

- Revision of the proposal on “smart borders” conceived to facilitate the legal crossing of citizens of non-EU countries which strengthening the fight against irregular immigration.
- Financial initiatives to enhance the capacities of the North African countries to intervene and save migrants in danger.
- Reflection on the creation of a European border guard system.
- Strengthening of the role of Frontex.

#### **3. A stronger asylum policy**

- Full application of the common European asylum system, also by a new monitoring mechanism.
- Evaluation of Dublin system by mid-2016 in view of its revision.
- Firm initiatives to counter abuses of the asylum system.
- Reflection on the setting up a single decision-making process in the sector of asylum in order to guarantee parity of treatment for asylum seekers in the whole of Europe.

#### **4. A new policy for legal migration**

- Revision of the Blue Card Directive.
- Setting up of a specific platform for cooperation between the Member States, the enterprises and the trade unions on the topic of economic migration.
- Cheaper, faster and safer transfers of money sent home.
- Reflection on the development of a “system for expressing interest”

using verifiable criteria to automatically make an initial selection of the potential migrants.

- Maximizing the positive impact of migration for the development of the countries of origin.

## 14 THE ITALIAN APPROACH IN THE EUROPEAN AGENDA

The critical situation in the Mediterranean and Italy's actions in the various European institutions have induced the latter to recognize the exceptional nature of the migration flows in this region and to formulate concrete solidarity measures to relieve the significant pressure on the asylum system in Italy and Greece. In order to adequately manage the migration flows, and in line the indications of the European Agenda on Migration<sup>28</sup>, the conditions are being achieved for the practical application of the measures agreed.

**There are three key aspects** taken into consideration by the Agenda, which should advance together for the effective management of migration flows: national relocation/resettlement, repatriation/readmission/national reinsertion, cooperation with the countries of origin and transit.

### 1) International relocation/resettlement

#### a) Relocation

The start-up of the system for emergency response set forth in Article 78, paragraph 3, of the Treaty on the Functioning of the European Union (TFEU)<sup>29</sup> had led to the adoption of the Decision (EU) 2015/1523 of the Council of 14 September 2015 and Decision (EU) 2015/1601 of the Council of 22 September 2015, providing for temporary measures in the sector of international protection in favour of Italy and Greece, in order to help these Member States better face an emergency situation characterized by a sudden influx in those countries of citizens of non-EU countries.

Both the decisions involve a temporary mechanism for the distribution of the persons in evident need of international protection, so-called relocation, in order to favour the fair and balance participation of all the Member States in the common effort for the reception of applicants for international protection.

This measure involves a temporary exception from the provision<sup>30</sup> by which Italy and Greece would otherwise have had jurisdiction for examining the applications for international protection.

<sup>28</sup> See page. 18

<sup>29</sup> Pursuant to Article 78, paragraph 3, of the TFEU, if one or more Member States must face an emergency situation characterized by a sudden influx of citizens of non-EU countries, the Council, upon proposal by the Commission and after consultation of the European Parliament, may adopt temporary measures in favour of the Member State or States involved.

<sup>30</sup> Regulation (EU) n. 604/2013 of the European Parliament and of the Council, of 26 June 2013, so-called Dublin III, setting forth the criteria and the mechanisms for determining the Member State having jurisdiction for examining applications for international protection submitted in one of the Member States by non-EU citizens or stateless persons.

By Decision (EU) 2015/1523 of the Council of 14 September 2015, within two years, 24,000 persons should be relocated from Italy to the other Member States (and 16,000 persons from Greece). This number corresponds to approximately 40% of the total number of citizens from non-EU countries in with an evident need of international protection and who entered Italy or Greece illegally in 2014, and represents a fair distribution of the burdens between Italy and Greece, on the one hand, and the other Member States on the other.

The subsequent Decision provides for the relocation of 120,000 applicants, of whom 15,600 from Italy to the other Member States (obviously excluding Greece). The Member States shall, at regular intervals and at least every three months, indicate the number of applicants they are able to relocate rapidly in their country and any other pertinent information.

With regard to the criteria to be applied to decide which and how many applicants to relocate from Italy and Greece, without prejudicing the decisions on the national level regarding asylum applications, it is determined that relocation shall apply only to applicants belonging to a nationality for which the percentage of decisions recognizing international protection, on the basis of the latest updated quarterly Eurostat data available for the entire Union, is equal to or greater than 75% of the decisions on applications for international protection.

Table 19 shows the Eurostat data referring to the 28 European States (including Italy) for the first quarter of 2015 and the nationalities for which the percentage of recognition is higher than 75%.

**Tab. 19. Number of asylum applications examined and percentages of recognition of international protection exceeding 75% in the EU. First quarter 2015**

Nationality	Number of asylum applications	Total examined*	Total recognitions (Status of refugee and subsidiary protection)	Percentage of recognitions
<b>Total</b>	<b>202,715</b>	<b>119,005</b>	<b>41,015</b>	<b>34%</b>
<b>of which:</b>				
<b>Syria</b>	<b>29,990</b>	<b>27,600</b>	<b>20,585</b>	<b>75%</b>
<b>Iraq</b>	<b>8,100</b>	<b>5,485</b>	<b>4,385</b>	<b>80%</b>
<b>Eritrea</b>	<b>3,385</b>	<b>4,750</b>	<b>3,850</b>	<b>81%</b>
<b>South Sudan</b>	<b>20</b>	<b>10</b>	<b>10</b>	<b>100%</b>
<b>Bahrain</b>	<b>10</b>	<b>5</b>	<b>5</b>	<b>100%</b>
<b>Swaziland</b>	<b>5</b>	<b>15</b>	<b>15</b>	<b>100%</b>

\* examined in the quarter, independently from the year of asylum application  
Eurostat. first quarter 2015

Table 20 shows the Eurostat data for the first quarter 2015 referring to Italy and the nationalities for which the percentage of recognition is higher than 75%.

**Tab. 20. Number of asylum applications examined and percentages of recognition of international protection exceeding 75% for Italy. First quarter 2015**

Nationality	Number of asylum applications	Total examined <sup>*</sup>	Total recognitions (Status of refugee and subsidiary protection)	Percentage of recognitions
<b>TOTAL</b>	<b>15,428</b>	<b>10,627</b>	<b>2883</b>	<b>27%</b>
of which:				
Afghanistan	992	679	628	92%
Somalia	164	305	283	93%
Iraq	116	145	127	88%
Eritrea	112	200	172	86%
Syria	83	50	39	78%
Iran	60	63	47	75%
Libya	44	29	23	79%
China	39	11	9	82%
Democratic Republic of Congo	33	21	19	90%
Ethiopia	13	30	30	100%
Moldova	11	3	3	100%
Central African Republic	7	11	9	82%
Macedonia	3	1	1	100%
Myanmar	3	2	2	100%
Uganda	3	4	4	100%
Madagascar	2	1	1	100%
Nicaragua	2	1	1	100%
Swaziland	2	2	2	100%
Belarus	1	1	1	100%
Israel	1	2	2	100%
Tajikistan	1	1	1	100%
Cambodia	0	1	1	100%
<b>TOTAL</b>	<b>1692</b>	<b>1563</b>	<b>1405</b>	<b>90%</b>

<sup>\*</sup> examined in the quarter, independently from the year of asylum application  
Eurostat. first quarter 2015

The Member States provide Italy and Greece with significant support through the EASO, Frontex, other agencies having jurisdiction and, when suitable, national experts, for the following activities:

- screening of citizens of non-EU countries arriving in Italy and in Greece, including identification, fingerprinting and registration and, if necessary, the registration of their applications for international protection;
- information for the applicants or potential applicants susceptible to relocation and providing of the specific assistance they may require;
- preparation and organization of repatriation operations of citizens of non-EU countries who have not requested international protection or who are no longer entitled to stay in the country.

**For each person relocated, the Member State providing relocation receives the on-off amount of 6,000 euro, while Italy or Greece receive the one-off amount of at least 500 euro.**

#### **b) resettlement**

The national resettlement programme<sup>31</sup> started up by the Department for Civil Liberties and Immigration, will involve 500 refugees per year during the Multiannual Financial Framework 2014-2020 and is funded with the resources of the Fund for Asylum, Migration and Integration (AMIF).

Representatives of the Police Department, the Ministry of Foreign Affairs, the Ministry of Labour, the SPRAR network, IOM, UNHCR and Italian Refugee Council have participated in the definition of the operational aspects of the programme.

For the **first session**, due to end by 30 June 2016, the programme will involve at least 500 citizens of non-EU countries, in a vulnerable condition, identified by the UNHCR. They will be transferred from Lebanon and Sudan by the IOM, which will organize the activities of pre-departure orientation, conduct health screening and provide for the transfer to Italy, where they will be inserted in SPRAR facilities up to a maximum of 12 months, except for needs related to medical care or other vulnerability issues<sup>32</sup>.

#### **2) Repatriation/readmission/national reinsertion**

The European Migration Agenda adopted on 13 May 2015 acknowledges that in the EU, the system for the repatriation of irregular migrants and those whose asylum applications are rejected is not satisfactory. This is one of the causes

31 Citizens of non-EU countries or stateless persons who can be transferred from a non-EU State to another country, in this case to a Member State, due to their refugee status.

32 Their integration will be implemented by the SPRAR projects and the Ministry of Labour, in particular by the INSIDE project, which provides for the possible social and job insertion for 15,000 beneficiaries of international protection using FAMI funds.

incentivating irregular immigration, as shown by the relatively low percentage of repatriation decisions actually implemented: in 2013, only 39.2% of the decisions for repatriation issued were actually implemented, and in 2014 less than 40% of the irregular migrants ordered to leave the EU actually left. On the basis of this observation, the European Agenda, in order to increase the rate of performance of repatriations, highlights the need for incentives by non-EU countries for the international obligation to readmit their citizens living illegally in Europe, and at the same time acknowledges the willingness to help non-EU countries to respect their obligations, offering assistance, such as the development of the capacity to management repatriations, the information campaigns and enhancement of awareness, and the support of measures for reintegration, likewise reviewing the approach to the agreements on readmission, and assigning priority to the main countries of origin of the irregular migrants. In order to achieve an improvement of repatriation mechanism, the Agenda has announced the adoption of a "manual on repatriation", later adopted with the EU action plan in this area, to help the Member States with common orientations, best practices and recommendations.

#### The EU Action Plan on repatriation

The action plan on repatriation developed by the European Commission on 9 September 2015 highlights that in order to improve the effectiveness of the European system for the repatriation of the irregular migrants, political willingness and the definition of priorities are required.

The Commission, with the support of the EU agencies having jurisdiction, has aimed to strengthen the repatriation system, in full respect of the basic rights and of the guarantees for a dignified repatriation.

In order to achieve this result, the Commission will start up violation procedures if an incorrect implementation of the Directive on repatriations is detected, while also seeking to identify the shortfalls of the national repatriation systems in order to help overcome the. It will also strengthen the role of Frontex with the creation of a specific **repatriation office** to significantly enhance assistance in repatriations ,with joint operations organized and coordinate by Frontex.

In particular, Frontex will coordinate an integrated system for the management of repatriations on the operational level, with mobile task forces sent rapidly in order to facilitate the identification of the migrants, and the issue of travel documents for repatriation, testing and disseminating best practices. European liaison officials for migration will be sent with the EU delegations to the countries of origin or strategic transit in order to facilitate cooperation with the local authori-

ties for the readmission of their citizens who were in the EU illegally.

The Commission will also propose legislation to strengthen the information systems of the European Union, in order to allow a faster exchange of information regarding repatriation decisions, and facilitating their implementation in the entire Schengen area.

In order to implement an effective repatriation system requiring the **priority of readmission** of irregular migrants in the context of the relations with the non-EU countries, the Commission will heighten efforts to allow the countries of origin to implement their obligation to readmit their citizens, through political dialogue, the development of capacities and support to reintegration and, of necessary, negotiating new readmission agreements.

Currently, there are 17 agreements on readmission made by the EU (with Russia, the Ukraine, Moldova, Georgia, Armenia, Azerbaijan, Turkey and the countries of the Western Balkans, and Hong Kong, Macao, Sri Lanka, Pakistan and Cape Verde). According to the action plan on repatriations, the priority action to conduct readmission negotiations with the countries of Sub-Saharan Africa will also lessen the pressure on the transit countries, since the irregular migrants would be repatriated directly to their countries of origin. This should facilitate the making of agreements with the North African countries.

#### Repatriation in Italy before the adoption of the European Agenda: results and critical aspects.

There are two types of repatriation: voluntary assisted repatriation (VAR) and enforced repatriation.

Voluntary Assisted Repatriation (VAR) is the possibility of return to their country of origin offered to migrants in Italy, planned and implemented in the context of projects funded by the European Repatriation Fund 2008-2013 which up to now has funded 60 Voluntary Assisted Repatriation projects for a total of 3,875 repatriations as at 31 May 2015, with a total allocation of 23.5 million euro (data for 15 March 2015). Support to the reintegration of the repatriated foreign citizens included the payment of initial settlement subsidies, from a minimum of 200 euro to a maximum of 400 euro, and grants for reintegration, for each head of household, ranging from 1,000 euro to 3,000 euro in goods and services for undertaking individual plans aimed at the economic and social insertion in the country of origin. The latter amounts are comparable with the average subsidies provided in Europe, and according to an EMN analysis of 96 VAR programmes implemented by 26 Member States and Norway, **the average amounts were 1,790 euro (from a minimum grant of 500 euro in Bulgaria, to 5,000 euro in**



### **Spain and Germany, and a peak of 6,000 euro in Norway).**

The same fund was used to finance some forced repatriation operations allowing the return of over 24,000 migrants in the period 2009-2015.

If we consider all the irregular migrants, those denied asylum and those who do not have a permit to stay, we can understand how urgent it is to find effective forms of return to the non-EU countries of origin, also considering the failure to comply, in most cases, with the order to leave Italian territory. The necessary readmission agreements could be signed jointly by Italy and the EU countries most involved by migration flows. There should also be an enhanced communication activity in the non-EU countries by providing information on the risks related to the journeys made to reach Europe, and the real opportunities of finding an economic basis in the countries of destination.

While not underestimating the difficulties involved in undertaking effective repatriation policies in the context of a large influx of migrants, it should be pointed out in any case that the Regulation governing the Fund for Asylum, Migration and Integration (Reg. 516/2014/EC art.11 lett. B) extended entitlement to voluntary assisted repatriation to the citizens of non-EU countries who have a permission to stay, long-term permission to stay and/or international protection pursuant to Directive 2011/95/EU or temporary protection pursuant to Directive 2001/55/EC in a Member State.

### **3) Cooperation with the countries of origin and transit**

It is fundamental to strengthen our global cooperation with the countries of origin and transit, both to limit irregular migration flows and to face the deeper causes of migration, in order to reduce the incentives to illegal migration and to combat the trafficking networks.

It is essential to have an authentic partnership between the European and African countries, so that they can work together to face illegal migration in an integrated manner. The forthcoming summit in Valletta will in particular seek to achieve the following results together with the African countries:

- a) assistance to the partner countries to combat trafficking;
- b) closer cooperation for an effective repatriation policy;
- c) an approach more targeted to development cooperation and the increasing of investments in Africa in order to deal with the deeper causes of migration and to provide economic and social opportunities.

### **Implementation of the European Agenda in Italy**

Under the decisions of the Council, Italy and Greece must present a Roadmap to the Council and the Commission, including adequate measures in the field of asylum, first reception and repatriation in order to improve the capacities, quality and

effectiveness of their systems in these sectors, for an adequate implementation of the decisions. The roadmap was officially presented on 1 October 2015.

Taking into account the important results already achieved and cited by the Report in the previous chapters (new governance of reception based on an ordinary management approach agreed between the central and local government, an increase in overall reception capacities, providing a flexibility mechanism to absorb flows with often changing characteristics, a distribution of migrants in the country in a way that is as homogeneous as possible, an increase in the number of Local Commissions for evaluating asylum applications, a new approach for unaccompanied foreign minors, the implementation of the latest directives on reception), the actions contained in the Roadmap presented by Italy on the functioning of relocation and the related Hotspot approach, show the enhanced and profound commitment to the creation of a common asylum system based on the principle of solidarity.

The first part of the Roadmap presented by Italy illustrates the capacities regarding first reception, the Hotspot approach and the measures to be implemented for relocation; the capacities in terms of repatriation, also linked to the start-up of the Hotspots; the description of the second level reception system and the provisions for the increase of the long term capacity (SPRAR System).

The second part examines more procedural matters regarding the quality and efficiency of the asylum procedure, starting from the work by the Local Commissions, highlighting three new provisions on unaccompanied minors, improvements in the tools for the functioning of the asylum system and finally, the issues regarding the procedure for relocation and the integration process.

### **Gli Hotspot**

The "Hotspot approach" involves the concentration of migrant arrivals in certain ports, having enclosed reception facilities and where health screening, the pre-identification, photo identification, the start-up of procedures for reception or procedures for repatriation can be conducted. Figure 25 outlines the activities planned.

Italy has also made available the facility to host the office of the EU regional task force in Catania, where the EU agencies, in joint collaboration, provide support to the Hotspot activities.

Currently, in September 2015, four ports have already been identified as Hotspots: Pozzallo, Porto Empedocle, Trapani and the Island of Lampedusa, all in Sicily.

Each of these has facilities for first reception, with a total reception capacity of

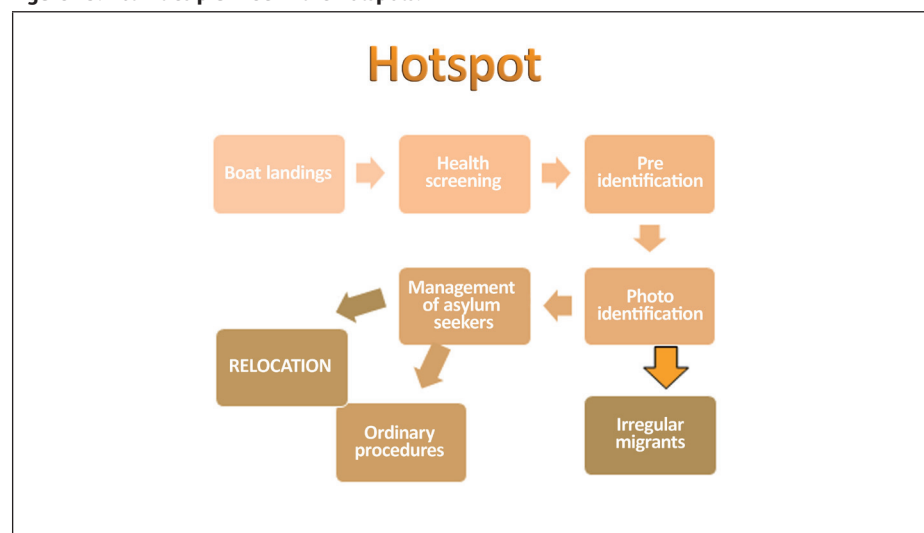
approximately 1,500 persons.

By the end of the year, two more enclosed centres, Augusta and Taranto, will be operational.

The aim is thus to increase their total capacity to be able to host at least 2,500 persons.

The activities will be coordinated by the Ministry of the Interior with the support of Frontex, EASO, UNHCR and liaison officials of other Member States, as provided for in the decisions of the Council previously mentioned.

**Figure 25. Activities planned in the hotspots.**



Source: Ministry of the Interior

### First reception system, Regional Hubs

The first reception system, consisting of the government centres (CARA/CDA and CPSA), is being converted to make them become regional hubs, i.e. facilities designed as basic connection points to facilitate the management of a large number of arrivals. These are open facilities to be used for hosting the migrants already identified by photos and fingerprinting and who will apply for asylum. The planned period for staying is 7 – 30 days, to ensure a fast turn-over, after which the applicant whose request has already been presented, will be transferred to the second reception system.

The creation of the regional hub system is still under way: currently, some former government facilities have already been converted into regional hubs, while other suitable facilities, for example barracks, were identified

in those regions that wish to implement this project. The works for the necessary conversion have been started.

The regional system should be completed by the end of 2016, if possible with a centre for each region.

### Second reception. SPRAR and CAS

The second reception system consist of the SPRAR network and extraordinary reception facilities, of which much has been said in the previous chapters of the Report.

## 15 CRITICAL ASPECTS AND PROPOSALS

In the light of the analyses made on the reception procedures, on the incoming flows and the reception facilities of our country, the study group wishes to highlight the critical aspects listed below, and suggest some proposals to attempt to improve the overall situation. The group is aware that the list of critical aspects and the proposals are not exhaustive, and can thus be integrated and/or improved.

### CRITICAL ASPECTS

- The fair distribution throughout the country should always take into account that the burden of the rescue and initial reception falls most on the southern regions, especially Sicily, Calabria and Puglia;
- The necessary and inevitable use of temporary facilities leads to problems connected with the monitoring of reception standards and the management of the possible conflicts with the local communities;
- The time periods for the formalization of applications for international protection, hearings by the Local Commissions and for decision in case of appeals must be shortened and finally drastically reduced, in order to guarantee the respect of the individual right to rapid recognition of international protection and then to favour the turnover in the reception centres and the SPRAR network, in the face of the very large number of arrivals;
- There is a need to organize an actual information system, able, among other things, to trace the presence and movements of the asylum seekers;
- The objective need to strengthen and expand the network of municipalities involved in reception, in order to achieve a more homogeneous distribution on the local and national level, and a substantial increase in the municipalities forming part of the SPRAR network;
- Verification is needed as to the actual coordination activity conducted by the coordination boards on the regional level<sup>33</sup>, since these are important bodies necessary for making decisions implying shared responsibilities in the context of incisive and participated geographical governance, especially with regard to the start-up of the regional hubs;
- Application of repatriations. The volume of flows and the nationalities of the migrants to be repatriated require the stipulation of numerous readmission agreements which should be negotiated not unilaterally by Italy but as the European Union, also in order to exploit the greater negotiating power;
- The necessary revision of the Dublin agreement in the light of an inef-

ficient distribution of the increased flows on the European level.

- Lists of "safe countries". In 2014, 55% of asylum applications resulted in a negative decision and for some nationalities almost all the applications were rejected. The European Commission intends to draw up specific guidelines for the rapid treatment of unjustified applications, and the strengthening of the measures for the safe country of origin. This is a highly complex topic, with a considerable impact, and must take into account the need to always guarantee individual evaluation, the utilization and the entitlement of subjective rights.
- The necessary and urgent focus required for the data on minors, an area where the real situation is only partially known; it is thus absolutely necessary to have a methodological coordination to convert the large amount of data on minors into a reliable statistical systems, designed to ensure not only a certain data reference point but also a reliable possibility for correct management, regarding a set of persons who are especially vulnerable and who thus must be followed with particular care.

### PROPOSALS

- **Compensatory measures for the municipalities directly affected by the landing and for those involved in the reception system**

The need to update the current reception system to the needs of ordinary management and to the flexibility to face migrations with changing size, characteristics and routes, requires support for the reception process in the municipalities where the facilities are identified.

Moreover, differentiated compensatory measures could also be planned for the municipalities most affected by the problem of boat landings and financial support due to their greater and different involvement<sup>34</sup>.

Furthermore, compensatory measures for the municipalities involved in the reception system could incentivate participation in the SPRAR tenders.

The new SPRAR tender announcement reflects this, involving the reduction of the quota incurred by the local authority from 20% to 5%.

- **Phasing down the CARA centres and conversion into regional hubs. Reduction of the size of the largest government centres and the alternative use of the facilities**

The largest CARA centres such as Mineo, Bari and Crotone, are oversized facilities that have a considerable overall impact on the local area, and form an obstacle to integration. There should be a more balanced form of distribution, adopting

<sup>33</sup> Provided for in the agreement of 10 July 2014.

<sup>34</sup> As also highlighted by the Mayor of Pozzallo in the Senate hearing of 5 May 2015.

a conversion strategy for the gradual reduction of the guest, together with an increase in the SPRAR centres distributed in the country.

The current reception centres per asylum seekers (CARA) are gradually being converted into regional hubs, conceived as the basic key point to manage initial reception and for the planned management of distribution over the local areas.

- **Temporary centres and their absorption in the SPRAR System**

There should be a gradual absorption by the SPRAR network of the urgent reception projects started up by the Prefectures. This type of intervention could be immediately implemented with tenders for increasing local SPRAR facilities. It would also be useful to have a mechanism for the attribution of benefits and incentives to be granted to the municipalities guaranteeing that reception becomes part of the SPRAR network.

Again with reference to the idea of overcoming the emergency-oriented management and integration of the temporary centres into the SPRAR System, there should be no participation in the tenders for expanding the reception system by tourist facilities, in particular hotels and similar.

- **Certain times of stay**

The large number of persons recorded in the government centres and temporary reception facilities, provided for by Art. 9 and 11 of Legislative Decree 142/2015, suggest the providing of guidelines to the Prefects, enabling them to identify certain times of stay aligned with those of the SPRAR network.

- **Updating of the tender specifications for the management of the centres**

As stated in Legislative Decree 142/2015, a Decree of the Minister of the Interior will be issued for the tender specifications for the supply of goods and services in the government centres, in order to ensure homogeneous level of reception throughout the country. The implementation regulation will provide for forms of involvement of the applicants in the day to day operation of the reception facilities.

These new specification, to be agreed with the National Anti-Corruption Authority, should define an approach to goods and services to be provided, taking into account both the different needs connected with the changes in migration, and the different functions of the facilities (assistance and rescue, first reception, second reception and integration). The involvement of the guests will deal with the situation, often highlighted by the media, of the inactivity of the migrants, and favour their insertion in society. The specifications could include the undertaking of voluntary

work by the migrants hosted, in line with the regulations on the activities in volunteer activities, in order to favour integration paths to enable migrants to learn about the local area and the social context where they live, and promoting the formation of awareness of participation. The chapter regarding best practices discusses the widespread experience in this area in the various Italian municipalities.

The experience of other European countries (for example Belgium) where the migrants in reception can participate in some management services with the payment of a wage, can be a useful reference point to introduce this option into the Italian system.

- **Unaccompanied minors**

The implementation of all the provisions mentioned in Chapter 7 requires innovation with regard to minors and the careful monitoring of reception and integration processes.

The national system must ensure services that are adequate for the specific needs of the minors hosted, aiming at an increasing and gradual standardization of the measures and of the procedures for reception and protection.

It is therefore necessary to consolidate very close collaboration among all the institutions involved in various ways in the different phases of reception and protection of minors, by an accurate definition of the specific skills in the single stages (police headquarters, prefectures, Tribunal for Minors, Guardian Judge, municipalities, regions, local health authorities).

There should be reception facilities specially suited to respond to the specific needs of minors approaching adulthood, promoting reception processes suited to young people who must complete their path to autonomy, ensuring the necessary protection together with paths for gradual preparation for an autonomous life.

Moreover, for the minors not approaching the adult age, assignment to a foster family should be considered.

- **Right to health and healthcare services**

Collaboration measures were started by the Ministry of the Interior to support the management of healthcare activities. At the CPSA on Lampedusa, for example, to supplement the basic health care guaranteed by the local provincial healthcare facilities (ASP in Palermo), a Convention was signed with the National Institute for the Promotion of Health of Migrant Populations and for Countering Diseases of Poverty (INMP); together with the Memorandum of Collaboration signed with Emergency for medical, healthcare and emergency intervention at the time of the boat landings at Porto Empedocle (AG) and Augusta (SR), are

examples of support to the rescue and reception measures.

The contribution by the NGOs together with the healthcare facilities are a good practice for collaboration between the public and private sector, which can be incentivated.

- **Local Commissions**

The experience of other European countries (for example the Germany) could be a useful point of reference, and thus involve, with the major increase in flows, significant and adequate increases in the number of persons undertaking the hearings, in order to reduce the processing times.

For example, one could provide for the administrative assignment of the preliminary processing of applications to supporting personnel with the necessary skills in this area. This could allow for giving priority to applications that are evidently justified and for which an interview is not deemed necessary, thus increasing efficiency and reducing the time for adopting the decisions. Proposals are now being studied for reforms to the procedure for recognition of international protection, such as the one made by the UNHCR, which calls for the setting up of a dedicated body.

- **Judiciary system**

A fundamental element for the correct functioning of reception is the judiciary system, which decides on the appeals against rejections of applications for international protection, guaranteeing the outcome of the decisions of the commissions for the recognition of this status.

An increase in the personnel in the judiciary offices most involved in the large number of appeals could allow compliance with the deadlines for the decision, as stated in Legislative Decree 142/2015, thus helping keep the costs under control, considering that the persons who appeal are entitled, in the meantime, to remain in the reception centres under the terms stated in the same decree.

It would likewise be advisable to consider the feasibility of some innovative rapid procedures, with specialized sections or with a reconciliation mechanism not presided over by actual judges, to decide on the appeals against rejections of the granting of international protection.

- **Repatriations**

The percentage of the decisions for repatriation actually implemented highlights the difficulty involved in using this measure. If we only recall the high number of irregular immigrants in all the host countries, we can see how urgent it is to review this instrument, also considering the failure to comply in most cases

with the requirement to leave Italian territory. This solution is not easy to achieve, and under current conditions would not resolve the large number of persons who have come to Italy illegally and who will not be entitled to the recognition of international protection.

In order to favour rapid and certain repatriation times, the existing bilateral agreements could, if necessary be renegotiated, and “European” cooperation agreements could be negotiated with the with countries of transit and of origin.

- **Planning of economic resources**

It is fundamental to acquire the resources necessary in the proper time to implement financial planning.

It should certainly be pointed out that the irregular trend in the migration flows has not allowed for the effective planning of the resources necessary, but this way of facing financial planning has undoubtedly been affected by the emergency approach to immigration, involving the assignment of resources with civil protection orders, as in the case of the North African Emergency. Currently, the mechanism for the assignment of resources is to cover the deficits of previous situations.

The planning of the start-up of more place with the relative financial coverage and certain time should be supported by the certain assignment of resources.

- **Development of the premises for providing reception**

Good reception is the basis for harmonious cohabitation, and the insertion of migrants. It is thus necessary for all the institutions and volunteer association to participate in the definition of reception in a given area. The strengthening of individual capacities of the persons hosted must be combined with the strengthening of the local area where the centres or SPRAR projects are located, in order to balance the fulfilment of the requirements of protection and the quality of the facilities.

A National Plan could be defined for the integration of the beneficiaries of international protection as set forth in Legislative Decree 18/2014 in order to create a bridge of policies and measures (work, training, health, social, housing) between the reception phase and subsequent face of actual stabilization and integration of the beneficiaries of protection in a given area.

- **National communication campaign**

The constant series of boat landings has involved the prefectures, police headquarters, police forces, healthcare facilities, humanitarian organizations and volunteer groups, besides the men of the Navy, Finance Police and Port Au-



thorities. The reaction of the media and public opinion has been limited by the excellent work of the rescues at sea, but they have also reported the shortfalls of the Italian reception system. Careful communication is needed to disseminate the best practices achieved, as well as the extraordinary efforts made by all the facilities involved.

- **International communication campaigns**

Promotion of communication actions (TV, radio, video, but also internet, and social network) in safe countries, in order to discourage illegal migration flows and promote communication actions in the countries of origin on the risks involved in journeys to reach Europe and on the real economic opportunities available in the host countries.

- **The role of Europe and relations with the countries of origin and transit**

The European Union could provide other forms legal entry, such as humanitarian visas and the possibility of requesting asylum from abroad, which would help reduce the “irregular” flows of asylum seekers.

Another element for reflection, as often highlighted, is that the economically developed world objectively has few opportunities for legal migration flows. This forces the flows of migrants and asylum seekers into irregularity, and irregularity is the ambient fostering the activity of human trafficking and its volume of business. This is the basic data: the legal channels are inaccessible for those who do not have a visa to cross the European borders.

The road to take is that of national and supranational policies for planning and investing in international cooperation and bilateral agreements, partnership projects and humanitarian corridors, and plans for resettlement and humanitarian admission.

It is a long, rough road necessarily requiring a common European policy.

## 16 CONCLUDING REMARKS

- 1) In 2012, approximately 13,000 refugees and migrants landed in Italy, while in 2011, the year of the emergency resulting from the so-called “Arab Spring”, they totalled 63,000. In 2014, arrivals reached 170,000, an exceptionally large number of persons (adults, above all men, but also children and infants) heavily crowded onto boat, surviving the crossing of the desert and the Mediterranean. In 2015, on the basis of the data for the first 9 months, the number of migrants landing seems to be quite similar to the one in 2014.

In order to rescue at sea this suffering mass of persons, there is a very important role of the irrepressible instinct in each one of us when we try to save from danger someone in serious difficulty. The alternative would be to let thousands of people die, in addition to the thousands who have already lost their lives in the Mediterranean. It is not just a question of individual instinct, which occurs in all people of good will, but also the specific duty of a nation like Italy, or a community like the European Union, to intervene to save lots of human lives. The country is thus facing an extremely difficult and expensive task, to save all the people possible, to host them in the best possible way and to redistribute them, within the limits of its capacity, over all the regions of the country and externally among all the countries of the European Union.

- 2) Once rescued, the 170,000 persons in 2014 and the 136,000 in 2015 (those arriving up to 10 October) have had to be received and hosted in a reception centre. It is easy to see that in a serious emergency situation, it is difficult and expensive to receive and host such a number of persons. The path to achieve an organization such as the one Italy currently has, has not been easy or short. We will not cover here the huge, highly valuable work done by the Italian Navy, and more in general by the fleets of the world. But if we just look at reception, once the refugees and migrants have landed, we can see that it is a matter of setting up camps to provide hospitality, undertake their identification (a task which is not simple since in many cases, the persons refuse to be identified), identify the actual refugees among people who say they are refugees, expel from the country those who are not (approximately 50%) and repatriate them to their country of origin, if they accept. In other words, this is a rather long, difficult and tiresome process, as well as being very expensive.

Italy was unprepared for this type of task, wholly new with respect to the migration history and humanitarian measures. We have to go back to World War II and the Italian refugees expelled from the former Yugoslavia to find a

more or less similar humanitarian situation, but then the context was wholly different. We must therefore recognize the merits of the Ministry of the Interior, and of all the facilities involved in the country, in managing to face such a huge emergency situation.

Our attention cannot wane, considering the changes in the routes and amounts of this migration. The very high increase in refugees and migrants on the Balkan route in the very recent periods is significantly changing the outlook of the entire phenomenon and the potential involvement of the Italian regions other than the southern ones. Constant monitoring must thus be consolidated.

We cannot ignore the need for the international community to find proper instruments to face and solve international disputes. This is a difficult and highly complicated task, which is however indispensable.

- 3) There have undoubtedly been various types of problems in our country problems related to the often imperfect functioning of an extraordinarily complex and intricate mechanism presided over by the Ministry, but also involving the local authorities, the communities in the reception areas, with their own characteristics and problems, and dozens and dozens of different migrant communities, also having their own specific characteristics and problems. This is a very difficult social transplant, and thus to ensure the full economic and social as well as political compatibility between the two communities, there must be a gradual and appropriate approach as well as a secure and definite organization.
- 4) It is equally quite necessary to have a strong, coordinated political action on the European level in the medium and long term, beyond the short term. Even if justifications and instruments were found for the full redistribution of the current and coming refugees among all the EU countries, there remains the problem of the extraordinary migration pressure likely to occur in Africa for many decades to come. In 2015 Africa has a population of 1.2 billion and in 2050, according to the most recent United Nations estimates, it will have 2.5 billion (though already taking into account a significant emigration), which means that in order to face the increase of these 1.3 billion persons, it should be able to create another 8-900 million jobs by 2050, besides those necessary to close the existing gap. This is a huge task that seems almost impossible to achieve without intervention to favour the development of the Continent with massive investments and with very close, continuous cooperation. If this does not occur and development is not sufficient, where could the extraordinary African migration pressure go except for the Mediterranean,

since to the right and left of the Continent there are two oceans, impossible to cross? And if this results in a continuous flow and accumulation of migrants towards the North of the Continent, how could, for example, Libya or another country stop them and prevent their departure towards Europe? How could anybody stop the criminal acts of the traffickers of human beings?

In other words, Africa requires an illuminated strategy and firm, positive action in the short, medium and long term by the European Union, in order to prevent the other major powers, starting from China, to exploit their major commitment in that continent and gain the maximum returns, without the risks of having to deal with the challenges and humanitarian tragedies such as those facing Europe.

*The Report also utilized the papers listed below, provided by the members of the study group.*

**Quadro giuridico normativo internazionale, europeo e nazionale**

– E. M. Le Fevre Cervini

**Il sistema di accoglienza in Italia: una sfida in continuo divenire**

– R. Scotto Lavina

**Il sistema di protezione per richiedenti asilo e rifugiati**

– L. Pacini

**Gli effetti indiretti del sistema di accoglienza migranti e richiedenti asilo**

– S. Costa

**Analisi dei costi e dei benefici dell'immigrazione**

– C. Tronchin

**L'impatto dei finanziamenti SPRAR sul mercato del lavoro**

– P. Pinotti

## Appendix

At the time of reprinting the Report, in order to provide complete information, we have included data supplied by the Ministry of the Interior and updated to 31 December 2015, with regard to the number of migrants who have landed, the nationalities declared at the time of landing, the results of the asylum applications examined, the applications submitted and the number of persons hosted in the reception facilities.

Figure 2 - Migrants landed in the period 1 January - 31 December 2015 compared with the same period of 2014 (see page 5)

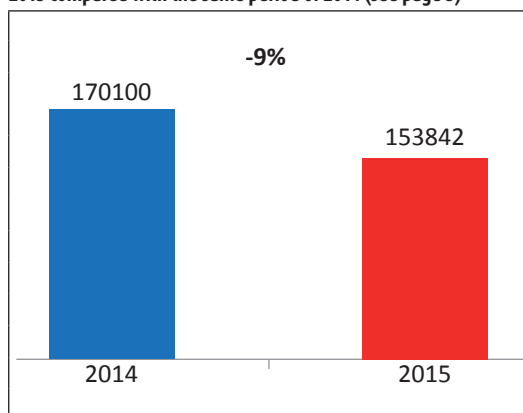


Figure 5 - Nationalities declared at the time of landing - 2015 (see page 7)

Top 10 nationalities declared	
Eritrea	38,612
Nigeria	21,886
Somalia	12,176
Sudan	8,909
Gambia	8,123
Syria	7,444
Mali	5,752
Senegal	5,751
Bangladesh	5,039
Marocco	4,486
Other*	35,664
<b>TOTAL</b>	<b>153,842</b>

Figure 6 - Local Commissions, results of asylum applications from 1 January to 31 December 2015 (see page 19)

Refugee status	3,562	5%
Subsidiary protection status	10,214	14%
Humanitarian protection status	15,759	22%
Not recognized	37,403	53%
Untraceable	4,106	6%
Other results	66	0%
<b>Total</b>	<b>71,110</b>	<b>100%</b>

With regard to **Table 7** (see page 21) the **asylum application** from 1 January 2015 to 31 December 2015 totalled **83,970, with an increase of 32%** compared to the asylum application from 1 January 2014 to 31 December 2014, which totalled 63,456.

Table 8 - Reception facilities - Persons/places at 31 December 2015 (see page 28)

Presenze nelle strutture temporanee	Presenze nei Cara/cda e CPSA	Posti SPRAR occupati	Totale Presenze A+B+C
<b>76,683.00</b>	<b>7,394.00</b>	<b>19,715.00</b>	<b>103,792.00</b>