The initiatives for good reception and integration of migrants in Italy

Models, means and actions
WORK GROUP
In light of the exceptional intensity resulting from the changes in migration flows and, in line with the strategy of the Department for Civil Liberties and Immigration to optimise the system for the reception and integration of migrants, a work group was established within the Central Directorate for Immigration and Asylum Policies charged with gathering and analysing initiatives and experiences of reception and integration promoted across Italy.

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THE REPORT
The analysis and organisation of the documents led to the publishing of this Report, with which we intent to disseminate a wealth of experiences, with different levels of formalisation and embedding, which have triggered resources of solidarity, and pathways of inclusion and participation to the local communities.

The Report was prepared and written by Emiliana Baldoni,
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Models, means and actions
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Foreword

The Daily Effort for Reception and Integration
By Gerarda Pantalone

We decided to make a collection of good examples of migrants reception and integration in a difficult context, such as the current one, to look beyond the need to fulfil basic needs and rediscover the sense of our daily commitment in the search of the conditions for balanced social inclusion.

The report highlights the vitality of the receiving communities, their daily effort to implement projects that assist people who have nothing to rebuild their lives.

The integration potential of our territories, as Minister Minniti often repeats, is the prerequisite to ensure a balanced and proper reception policy.

To this end, the synergy between different government levels, institutions and the third sector – which is the key element in Italy’s approach to migration and which, using shared methods, involves the local communities with collaboration proposals that trigger virtuous mechanisms to meet the increasing needs of people, especially minors and other vulnerable groups, has proven to be crucial.

The Department for Civil Liberties and Immigration, in close cooperation with the Prefectures, has adopted a series of actions aimed at developing a healthy relationship between migrants and society, in a context of legality that favours personal and collective growth.

The Report studies the evolution of this strategy and the dynamics that can contribute to the success of the integration policies planned by the institutions, an opportunity of investment for the future of Italy and a tool to enhance the real prospects of individuals.

The overall picture shows the positive experiences carried out, the geographical areas affected and the results achieved: 133 initiatives in 60 provinces were analysed, which include actions carried out by multiple institutions jointly to create models of coordinated and distributed reception, as well as interventions targeting individual beneficiaries; another 490 successful experiences gathered by SPRAR projects were studied; the focus was on finding solutions to the requests of the local community through implementation by the local institutions of over 170 protocols, 135 of which aimed at carrying out activities of public interest in favour of the local communities by the migrants hosted in the reception centres.

Finally, the report presents the national protocols signed by the Ministry of Interior, a true reference framework for the planning of specific policies.

Overall, the path entails actions on the multiple aspects that compose the reception and integration system in Italy, which range from language learning to civics and job placement, at a time where cultural and ethnic differences are redefining relationships and making society composite and varied.

This document is a first attempt at monitoring and interpreting the information collected, providing hints of reflection on the potential for growth of all the stakeholders, including public servants and third-sector operators who face this reality every day.

Finally, the readers will have an opportunity to retrace the evolution of Italy over the past few years and its intense effort towards ensuring, even in the governance of migra-
tion flows, the respect of the constitutional values, of protecting the weakest and of the security of Italian and European citizens.

Gerarda Pantalone
Head of the Department
for Civil Liberties and Immigration
Reception and integration are extremely sensitive political issues in a society faced with the resurfacing of populist sentiments. Dealing with such issues also entails addressing culturally and emotionally relevant matters that involve passions and fears that are difficult to fight.

The word reception is often associated with national security and the peril of “invasion”.

By contrast, integration is associated with the problems of our fragile urban periphery, the risk of being disconnected from social life, employment problems, losing sight of the important role of immigration in a society, like Italy’s, with a very low natality.

In the current framework, facing these challenges calls for politicians to focus on outskirt areas where social malaise is rife, to make sure double exclusion does not take place there and that they do not become factories of exclusion.

In short, this means focusing on broiling issues that need to be addressed with balance and knowledge.

The pathway followed until today shows, however, that Italy has become more competent and aware in handling immigration. This report intends to acknowledge such continuous effort by retracing the mosaic of intervention and initiatives carried out across Italy, from North to South. The goal, in fact, is to effectively underline the efforts undertaken with on-going multi-level commitment: state, regions, local institutions, third sector, associations.

The pathway taken until today has not been simple, and the current scenario does, indeed, highlight the need for further accomplishments. However, the construction of a reception system at local level has been marked by important steps that have contributed to understanding that migration flows are not a temporary but rather a continuous phenomenon that will characterize our time.

The National Reception Plan approved in July 2014 during the Unified Conference – a discussion between state, regions and local institutions – has been a fundamental step as it established a simple, yet hard-to-share, principle: the fair distribution of the burden of migrant reception among regions.

The second key step was addressed with the recent Agreement between the Minister of Interior with ANCI that testifies to the need for close collaboration between state and mayors who, together with the Prefects, share the great responsibility for the delicate phase of micro-distribution at local level of the migrants in the reception centres, while respecting the territory and thus laying the grounds for successful integration and social cohesion.

Furthermore, Prefects have taken on a new role: they are now involved not only in the governance of the reception of asylum seekers but also in the integration of the beneficiaries of international protection.

In addition, it should also be considered that Mayors must play a crucial role in any shared decision, for a very simple reason: the municipalities are the entity that receives and must then necessarily integrate.
Therefore, the Mayors must be the active protagonists in all choices regarding policies implemented at local level.

All the issues presented above involve fundamental aspects of the life of people: work, health, housing, education, fundamental rights that need to be guaranteed and which represent a major social challenge.

Reception and integration must be looked at as two sides of the same coin, each finding its limit in the successful implementation of the other.

If integration cannot be successful without effective reception, the converse is also true: reception is impossible where the integration of those already living in our country has failed.

A phenomenon that is so complicated to manage requires knowledge of the numerous actions implemented at local level, where reception actually starts and where integration and social cohesion develop. This emphasizes the need to communicate, as knowledge has a positive impact and triggers a virtuous replication effect.

In the past, the ability to manage such a complex phenomenon – despite all the difficulties that must be acknowledged and solved, rather than denied – encountered a negative narrative of the many initiatives that contributed, with great effort, to a balanced governance of migration flows. Thus, only the problems, which are inherent in such a sweeping phenomenon, were mentioned.

The intent of this report is to publicise the mosaic of initiatives carried out to paint a positive picture of the activism of our territories in preparing the way for successful reception and integration.

The report is a way to underscore the many initiatives implemented over the past few years in Italy, to acknowledge the unflagging efforts of the thousands of people who work in the field of reception and to underline the fact that integration is first and foremost a fight for cultural education, which must engage not only the institutions but also social bodies and must create shared values instead of self-centred withdrawal.

The main objective is to communicate information on the initiatives, to monitor, gather, make available, replicate.

Clearly, this is a first non-exhaustive collection of data. Much more has been done. We are well aware that many other and valuable initiatives have been disregarded but, unfortunately, including all the different examples of local activism was impossible.

This is certainly an important step that testifies to the maturity of Italy, with its varied yet lively reality.

In line with the provisions of the Minniti Decree (the Immigration Decree named after its sponsor), recently amended and converted into Law No. 46 of 13 April 2017, this initiative could also be a precious source of inspiration to replicate initiatives already carried out, with the indispensable contribution of the Prefects and Mayors who, in administering the territory, can propose voluntary initiatives of social interest to be carried out by asylum seekers for the benefit of the whole local community where they live.

In short, the direction to take is that of achieving even better results and learning from those initiatives that help us walk along this path.

Mindful that reception and integration at local level are a guarantee of peaceful coexistence, it should be underlined that we must demand that all those who come to our country abide by a pact based on their commitment to learn Italian, to comply with our laws and to share the fundamental values of our Constitution.
In other words, a pact of mutual obligations to confer body and soul on the tangible desire for integration.

In conclusion, going back to the initial quote, I would like to point out that “time” requires a twin-track approach to immigration policies which have a European, rather than only national, dimension.

This requires a national effort on fundamental issues: outskirts, employment, school, health-care and welfare.

It requires policies for legal migration implemented both by the EU and by the individual Member States, thus ensuring the dignified treatment enshrined in the international conventions and European legislation.

“Time” requires the involvement of all EU Member States because Africa, with a growing population of 1.2 billion, obliges us to deploy synergic European migration policies.

Evidently, the multitude of solutions adopted in Italy and described in this volume are insufficient, alone, to cope with a phenomenon that has often been defined as epoch-making.

Time requires globally shared burdens and responsibility.

ROSETTA SCOTTO LAVINA
Central Director
for Immigration and Asylum policies
Introduction and Description of the Report

This Report spurs out of the desire to make known all those initiatives, designed and implemented throughout Italy, to favour the integration of migrants, in particular those hosted in reception centres.

The need for a systematic collection of data on these initiatives was recognised and supported by the Department for Civil Liberties and Immigration of the Italian Ministry of Interior, the main institution responsible for the reception system and immigration and asylum policies. A working group was created to analyse the material available and provide an overview of all the elements which may be useful to identify the most effective and replicable actions.

This work meets the need, voiced by all the players involved in the governance of migration policies, to have a set of information and tools available in order to promote projects capable of encouraging migrants to participate in society, to identify the practices that help develop a better welfare at local level and facilitate the synergy between initiatives carried out by the government, both at national and local level, and by the third sector.

As suggested by the title, the starting point of the study was the reception system which, since 2014, has been the object of extensive transformation to adapt it to the new dynamics of migration which see Italy as one of the main destinations of the wave of migrants crossing the Mediterranean.

Given the tendency to exploit the debate on migration that so often fuels public sentiments of intolerance and hostility towards reception policies, we felt the need to collect systematic data on successful programs at local level, placing emphasis on the contents and methodologies adopted in pursuit of the common interest by strengthening fruitful collaborations among different actors.

This document was drafted for this specific purpose and it gathers and analyses reception and integration initiatives promoted across Italy; these initiatives are linked to the structure of the reception system and are therefore diversified.

With regard to the methodology, it is worth specifying that we expressly decided to use the phrase “practices and initiatives of reception and integration” instead of “best practices” in this report. Best practices, generally understood as successful actions that can be assumed as a reference and reproduced in other contexts, must be assessed in terms of their “goodness” according to precise and shared parameters. This was not the object of the study, which was rather that of painting a broad, although partial, picture of the initiatives implemented in different places and which were judged worthy of note by the Prefectures, the managing bodies of SPRARs (Protection System for Asylum Seekers and Refugees) and the Regional governments. In other words, we wanted to piece together a sort of “state of the art” based on which we could reason, reflect, redesign. For this reason, also in terms of the analysis of the initiatives included, we decided to adopt a systematic approach, despite the variety of tools of enquiry used, to describe the actions adopted within the framework of ordinary and extraordinary governance as comprehensively as possible.

1 In the context of Active Citizenship, Good Practice is defined as each successful initiative aimed at improving the efficiency (economy), together with the effectiveness (as a way of satisfying, in an appropriate manner, the needs and expectations of the beneficiaries and citizens), of the management and delivery of services. Good Practice also features five requirements: 1. measurability (possibility to quantify the impact of the initiative); 2. Innovativeness (ability to produce new and creative solutions to improve the quality of services and better protect citizens’ rights); 3. Sustainability (attitude to use existing resources or ability to generate new resources); 4. Reproducibility (possibility to be transferred and implemented in a different place and context than the original); 5. Added value (positive and tangible impact on users’ rights and on the promotion of civic participation). The core features of best practices are innovativeness, transferability and reproducibility. Another key element of best practices is the capacity to contribute to integrate and improve the policies that lie behind them.
The documents gathered include information provided by the Central Directorate for Immigration and Asylum Policies of the Department for Civil Liberties and Immigration, with the cooperation of local Prefectures and of the Regional governments (reception and integration initiatives involving first reception centres and extraordinary reception centres, protocols signed at provincial level by the Prefectures, guidelines on voluntary work), as well as information obtained by the Central Office within the framework of the projects of the Protection System for Asylum Seekers and Refugees (reception and integration initiatives carried out within second-level reception projects at local level). The study also includes a number of protocols signed by the Department at central level.

Circular No. 5973 of 11 November 2015 requested Prefects to report all initiatives at local level pertaining in the field of the reception of asylum seekers and holders of a permit for international protection and of the integration of legal migrants (taking account also of initiatives promoted by the Territorial Councils for Immigration), classifying them into eleven areas of activity:

1. Development of virtuous networks and cooperation with local stakeholders;
2. Strengthening of institutional powers in multi-level actions;
3. Use of innovative reception practices;
4. Orienteering, tutoring and facilitating access to services;
5. Learning the Italian language;
6. Stories of work and social integration;
7. Voluntary participation of asylum seekers/refugees in the ordinary activities of the reception facilities and in the local community;
8. Interventions favouring the positive integration of immigrant citizens at local level;
9. Actions to encourage integration and the exercise of active citizenship;
10. Projects in favour of vulnerable persons;
11. Other initiatives not falling under the previous categories

A chart in the appendix graphically illustrates the initiatives, memorandums of understanding, protocol for voluntary work broken down by province and by the 11 areas of activity.

By analysing the materials collected, which were more or less detailed and sometimes contained further documentation, we were able to gather 314 notices, of which 133 for initiatives implemented over the past two years, 46 memorandums of understanding on difference aspects of reception and 135 protocols for voluntary work. Although focusing on the same areas of activity, we decided, for the sake of the study, to deal with initiatives of integration or reception actually implemented through memorandums of understanding separately, in a chapter specifically dedicated to the use of memorandums as an administrative tool to manage and promote local networks.

The SPRAR Central Service asked the directors of the SPRAR centres to identify relevant initiatives implemented through local projects. They were asked, in the interim reports for 2016, to identify a successful initiative for each project, either concluded or in progress, that they considered to be particularly relevant, and to fill out a detailed questionnaire with key qualitative and quantitative information on the initiative. In particular, the sheet, submitted through an online form prepared by the SPRAR Central Service, asked to specify: local authority in charge of the SPRAR project, lead partner, region, type of project based on the dedicated services, title of the
initiative, description, start and end date, type of initiative, target, main areas of intervention, stakeholders involved, underlying, actions/activities carried out, funds used, fulfilment of needs, strengths and weaknesses, verification activities and tools (if any), impact assessment in terms of change and dissemination. At the end of the survey we had gathered a total of 490 sheets.

The set of initiatives reported or surveyed is not exhaustive or representative of all the activities carried out in each geographical area, neither qualitatively or quantitative. However, the report is a first step towards the mapping of all positive practices implemented in the field of reception and integration, examined through the privileged lens of the Ministry of Interior. At the same time, it aims to raise awareness on the wealth of knowledge acquired through the observation at local level to trigger virtuous mechanisms of replicability for the benefit of migrants and local communities, thus favouring the creation of a capital of verifiable, spendable and spreadable professional culture.

The hope is to create a national observatory for the collection and analysis of successful projects and initiatives that can help detect and promote best practices. These models could be used in the reception system to improve standards and, more in general, to make the integration policies for foreign citizens more effective, with a systematic approach that ensures synergy of action and enhances positive experiences.
CHAPTER 1

From the North-African Emergency to Legislative Decree 142/2015. The Structure of the New Reception System, the Governance System and the Role of Prefectures

1.1 The Evolution of the Context and the Governance of Reception Starting from the North-African Emergency

Migration flows to Italy have been characterised, over the past six years, by an increasing number of arrivals, a growing number of applications for international protection status and of appeals, as well as by rising attention and reactions by the European Union, its member states and the general public.

The efforts to go past the logic and governance strategy of emergencies by the institutions involved, at local, national and European level, is the directrix on which reception policies and the reception system are being built. In order to outline the key steps which defined the organisation of the current reception arrangement and the evolution of the governance system, we have to start from the approach adopted, in 2011, to face the North Africa emergency and which led to the Understanding approved in the Unified Conference on 10 July 2014 and to Legislative Decree No. 142 of 2015. An important role was played also by the experiences carried out in the governance of reception projects by the local bodies in the Protection System for Asylum Seekers and Refugees and those acquired in the management of European funds which contribute to strengthen the whole system, with special reference to the programs of the Asylum Migration and Integration Fund. Search and rescue operations in the Mediterranean and the Dublin Regulation are the requirements within which we must frame and glue together the tiles of this mosaic to recreate the skills and network of interventions.

“Despite the unfavourable economy, Italy has guaranteed reception to over 62,000 migrants using almost exclusively national resources. The shift towards an ordinary governance of this phenomenon must make everyone aware of the absolute need to abandon a phase of assistance and work towards the progressive autonomy of those who will be permitted to stay in the national territory”. This is an extract from the note published on the website of the Ministry of Interior which drew the conclusions of the long phase of humanitarian emergency due to the exceptional inflow of citizens from North African countries started in February 2011 and which officially ended on 28 December 2012. These few lines explicitly outline the guidelines for the future national reception system, with the Ministry of Interior and other competent authorities going back to a regime of ordinary governance and the declared goal of allowing all the residents of the system who obtained the permit to stay in Italy to gain autonomy.

The emergency phase was managed with the resources of the national system of civil protection, the appointment of a Commissioner in charge of the emergency, who was the head of the department of civil protection, with the support of the Ministry of Interior, the Ministry of Labour and Social Policies, the Regional Governments, the Union of Italian Provinces (UPI) and the National Association of Italian municipalities (ANCI). Thanks to this strategy, Italy was able to assist and receive 28,123 people arrived from Tunisia in 2011 following the country’s
political crisis, 28,431 migrants from Libya who were fleeing the local conflicts and another 6,000 foreign citizens from the eastern Mediterranean who emigrated as a consequence of the political and social situation in Maghreb and Egypt.

The Civil Protection’s plan was implemented at regional level with reception facilities and associations that guaranteed services and qualified personnel to favour the integration of migrants. Despite this, some problems have emerged in ensuring that reception standards were homogeneous.

The experience of the North African emergency was a necessary passage towards the future ordinary management of a humanitarian crisis which, unfortunately, is still continuing today. It anticipated and brought to light the critical issues we are still struggling with and, most of all, it triggered the cooperation of the competent administrations, at national and local level, and of local institutions to build a shared model of reception for large migration flows.

The end of the North-African emergency coincided, however, with a decrease in migration inflows: 42,925 arrived by sea in 2013, compared with 170,100 in 2014, the number dropped slightly in 2015 with 153,842 people to increase again in 2016 with 181,436 migrants. The reception system

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**NORTH-AFRICAN EMERGENCY**

Lo stato di emergenza umanitaria è stato dichiarato il 12 febbraio 2011. Nella riunione del 6 aprile 2011 la cabina di regia della Conferenza Unificata, istituita per questa emergenza, aveva richiesto l’intervento del Sistema nazionale di protezione civile per pianificare e gestire l’accoglienza sia dei profughi sia dei migranti arrivati dal 1° gennaio al 5 aprile dai Paesi del Nord Africa che erano in possesso del permesso temporaneo di soggiorno e avevano richiesto assistenza. In base a questo mandato il Dipartimento della Protezione Civile ha attivato un tavolo di lavoro con le Direzioni di protezione civile regionali, i rappresentanti dell’UPI - Unione delle province d’Italia e dell’ANCI - Associazione nazionale dei comuni italiani, che si era riunito il 7 e il 12 aprile 2011 per definire le modalità di coinvolgimento delle amministrazioni regionali e locali. Il tavolo di lavoro ha predisposto il piano per la gestione dell’accoglienza dei migranti che prevedeva per ogni Regione diverse fasi di attuazione che tenessero conto delle assegnazioni già realizzate, così da garantire in ogni fase un’equa distribuzione sul territorio nazionale. L’ordinanza del Presidente del Consiglio dei Ministri n. 3933 del 13 aprile 2011 ha affidato al Capo Dipartimento della Protezione Civile l’incarico di Commissario Delegato per la realizzazione di tutti gli interventi necessari a fronteggiare lo stato di emergenza. L’ordinanza del Capo Dipartimento della Protezione Civile n. 33 del 28 dicembre 2012 regolamenta la chiusura dello stato di emergenza umanitaria per l’eccezionale afflusso di cittadini provenienti dai Paesi del Nord Africa e il rientro nella gestione ordinaria a partire dal 1° gennaio 2013. In particolare, questo provvedimento individua come amministrazioni competenti in via ordinaria: il Ministero dell’interno, per coordinare le attività di competenza del Commissario delegato e come responsabile delle attività necessarie a superare le criticità legate all’eccezionale afflusso di cittadini extracomunitari sul territorio nazionale, e il Ministero del lavoro e delle politiche sociali, per coordinare le attività di competenza del Soggetto attuatore per i minori stranieri non accompagnati, fatte salve le competenze attribuite in via ordinaria ad altre amministrazioni.

Source: http://www.protezionecivile.gov.it/jcms/it/view_dossier.wp?contentId=DOS24090
had to fulfill this need, as shown in the image below, and the number of people received went from 22 thousand in 2013 to over 176 thousand in 2016.

**Fig. 1 People hosted by the reception system. A comparison for the years 2013-2017**

![Reception trend years 2013-2014-2015-2016](image)

Source: Italian Ministry of Interior

**Understanding of 10 July 2014**

How was such a significant and persistent stream of people managed? The operative guidelines were established by the Understanding between Government, Regional governments and local bodies adopted during the Unified Conference on 10 July 2014, with the approval of the first national plan laid down by the National Coordination Work Group established by the Ministry of Interior (which will be dealt with in detail in the paragraph on governance and forms of coordination) to tackle the extraordinary inflow of non-EU citizens (including adults, families and unaccompanied minors).

"In July 2012 and September 2013, the National Coordination Work Group, with the participation of representatives of the national and local governments, shared objectives and tools to take charge of asylum seekers arriving in Italy in a structured and systematic way with two memorandums of understanding approved in the Unified Conference. Being perfectly aware of the delicate nature of the issue, the specific context calls for necessary and urgent structural actions to be implemented, within the framework of fair cooperation among different institutional levels. The management of the Refugee Plan, through the Prefectures and without the involvement of the local governments, risks producing discomfort and tensions by ignoring the successful method designed in response to the North-African emergency."

**Fair cooperation, refugee plan, involvement of local governments to avoid placing the**

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3 Understanding between Central Government, Regional Governments and local bodies on the national plan to tackle the extraordinary flow of non-EU citizens (including adults, families and unaccompanied minors) adopted during the Unified Conference of 10 July 2014.
entire responsibility of managing the reception of migrants solely with Prefectures. This is the declaration of intent contained in the document that defines the project: improving the procedures for identification and for the application for international protection status, enhancing the system for the reception of unaccompanied minors, urgency to find immediate solutions to the pressing need to receive a large number of immigrants landing on the coasts of Italy’s southern regions by implementing a structured plan that can restore ordinary and planned governance of the interventions, need to ensure governance at national and regional level, instituting more Territorial Committees.

In particular, the Report illustrates the different phases of reception, distinguishing the different facilities by function: first aid and assistance centres in the regions involved by the landings, regional centres for initial reception and classification, second-level reception and integration centres under the SPRAR system.

SPRAR, the Protection System for Asylum Seekers and Refugees is the reference model in Italy for second-level reception. It works with individual projects for integrated reception carried out by local institutions in collaboration with the third sector and funded by the Ministry of Interior. The aim of SPRAR is to enable applicants or holders of an international protection status to undertake a pathway towards social and economic inclusion and ultimately full independence.

Overall, the system must ensure a timely passage from one phase to the next by using existing facilities or creating new ones and by defining homogeneous governance procedures.

"Similarly, refugees will be timely assigned to the different centres across Italy according to a shared distribution plan that prioritizes the expansion of the SPRAR network. SPRAR is the pivot of the second-level reception system for adults and for all unaccompanied minors: any solutions adopted urgently shall be residual and aim at fulfilling the requirements of the SPRAR model 4".

The understanding defines the organization of the whole system and its governance and identifies the integration objective as a function of the reception system, reinforced by the provision for full coherence and integration of the measures adopted with the interventions which will be decided at a later stage by the National Plan for the Integration of the beneficiaries of international protection approved by the National Coordination Work Group 5.

The Reception Legislation. Legislative Decree No. 142 of 18 August 2015

Legislative Decree No. 142 of 18 August 2015, as subsequently amended, dictates the new legislation on reception, formalising the rules established by the Understanding reached during the Unified Conference. The principle of fair cooperation among the different levels of government involved is reaffirmed, according to the national and regional forms of coordination under article 16, formalising the method of consultation among the bodies involved. The system involves an initial phase of reception, ensured by state centres (these centres are called hubs in the National Plan approved in conjunction with the Understanding) and a second-level reception phase ensured by SPRAR. The facilities functioning as first aid and reception centres in the landing sites are also confirmed. In addition to these facilities, there are the so-called Hotspots, established within the framework of the European initiatives for

4 See previous footnote.
5 The Integration Plan is being finalised.
the management of the humanitarian crisis and formally envisaged under article 17 of Law Decree No. 13 of 13 February 2017, converted into Law No. 46 of 13 April 2017 under the name “Punti di crisi” (literally Crisis Points). These hotspots are areas identified in the main landing sites where migrants are channelled to carry out health screening, vulnerability detection, information campaigns, ascertaining the intention to apply for international protection status and identify any candidates that would qualify for relocation in other Member States.

To complete the cycle, when no places are available in initial and second-level reception facilities due to large numbers of asylum seekers arriving in a very short time, the Prefect, upon consulting the Department for Civil Liberties and Immigration of the Ministry of Interior, may order that reception is organised in temporary facilities prepared specifically for this purpose. The temporary facilities must fulfil the main requirements of initial reception state centres.

This system meets the need to carry out rescue operations first and then all necessary formalities (photo, identification and drafting of the application for protection status); finally, the asylum seeker, who has no means of sustenance, is sent to a local reception centre based on a distribution scheme that assigns a share of asylum seekers to each region equal to the region’s access share in the National Fund for Social Policies. The system provides for dedicated reception services in state centres and within the local reception system for vulnerable groups of migrants: minors, unaccompanied minors, disabled persons, pregnant women, single parents with minor children, victims of human trafficking, persons with serious physical illnesses or mental disorders, persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, victims of genital mutilation. Reception is ensured until the decision of the Territorial Committee or, in case of appeal, until the decision on the request for suspension and/or until the decision at first instance proceedings.

The evolution of the SPRAR system

The Protection System for Asylum Seekers and Refugees (SPRAR) consists of a structural network of local institutions with access to the National Fund for Asylum Policies and Services (Fnpsa), within the limits of the resources available, to carry out integrated reception projects for persons seeking international protection, refugees and holders of a permit for subsidiary or humanitarian protection thanks to the support of third-sector players. The municipalities join the SPRAR voluntarily.

The local institutions implement the local reception projects by combining SPRAR guidelines and standards with the characteristics and specificities of the territory. Based on the vocation, capacity and skills of the local stakeholders, as well as on the professional, structural and economic resources of the welfare instruments and political strategies adopted over the years, the local institutions can choose which type of reception to pursue and which beneficiaries they can best handle. Accordingly, the projects can target individual adults and family groups, or single-parent families, single pregnant women, unaccompanied minors, victims of torture, persons in need of continuing care or with physical or mental disabilities. A series of projects is dedicated specifically to persons whose vulnerability is attributable to mental health issues.
The local institutions, in collaboration with private and third-sector stakeholders, ensure “integrated reception” interventions at local level which go beyond the mere provision of meals and accommodation, with complementary services for orienteering, legal and social assistance and personalised paths towards inclusion and social and economic integration.

Over the years, the System was significantly extended both in terms of number of places available for reception and of categories of beneficiaries accepted. Since the end of 2012—in light of the experience of the so called “North-African emergency” and of the increasingly impellent need to design a unique national system that is flexible and consequently capable of handling the reception needs on an ordinary basis, thus abandoning the logic of emergency—, the Ministry of Interior has scheduled a series of extraordinary expansion of the SPRAR network.

In 2015, the SPRAR network was consolidated: 9,036 places were added to the 12,577 places structurally funded through public procurement for a total of 21,613. The number was increased further in 2016 to 26,012 (+20.4%), of which 23,399 for ordinary migrants, 2,039 for unaccompanied minors and 574 for persons with mental disorders or disabilities.

The Decree of the Ministry of Interior of 10 August 2016 approved the guidelines for the functioning of the SPRAR and simplified access to the National Fund for Asylum Policies and Services for the local institutions, adopting an open management system so that applications to join the SPRAR are processed with no deadlines and accepted only on the basis of the availability of resources, thus encouraging the engagement of qualified parties.

Multi-level Governance: The Coordination Work Groups and the Territorial Councils on Immigration

As clearly described in the previous paragraphs, Italy’s approach to foreign citizens integration is based on multi-level governance; multiple subjects are involved in the implementation of the measures adopted. In the interests of coherence between reception and integration, Legislative Decree No. 18/2014 6 identified, as subject for the planning of interventions and measures aimed at favouring the integration of persons seeking international protection, the National Coordination Work Group established within the Department for Civil Liberties and Immigration of the Ministry of Interior. Subsequently, Legislative Decree No. 142/2015 redefined the discipline and architecture of the national reception system, thus confirming the National Coordination Work Group as the governance tool in charge of approving the Reception Plan, the Plan for the Integration of Persons Seeking International Protection and as the place for sharing and comparing the programming of European Funds, and in particular of the Asylum, Migration and Integration Fund. The Work Group is composed of representatives of the Department for Civil Liberties and Immigration, the Department for Public Security, the Ministry of Labour, ANCI, UPI and of the Conference of Regions and Autonomous Provinces. In the Work Group, there are also representatives of the Minister for Equal Opportunities, the UNHCR, the National Committee for the Right to Asylum and, depending on the issues on the agenda, the representatives of other administrations and other stakeholders. When work and social integration issues are discussed, a representative of the Conference of Regions responsible for labour policies is also present.

The Work Group meets at least three times a year and is supported by a team of experts for

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6 It modified article 29, paragraphs 2 and 3 of Legislative Decree No. 251/2007.
preliminary investigations on matters falling within the competence of the Work Group. The guidelines and plans prepared by the National Coordination Work Group are implemented locally through Regional Coordination Work Groups established within the Prefectures of the regional capitals which are responsible for planning reception at regional level, ensuring efficient cooperation between the institutions and the bodies in charge of facilitating integration and, in accordance with their remit, monitoring the implementation of the Integration Plan. The regional work group follows the same composition of the national work group. Every two years, unless where a shorter term is necessary, it must prepare a National Plan that defines the implementation guidelines for the actual integration of the beneficiaries of international protection, with special reference to social and work inclusion (also by promoting specific job matching programs), access to healthcare and welfare, housing, language training and education and fight against discrimination. The Plan, which is about to be adopted, is being finalised.

The other tool available for the ordinary governance of migration at local level are the Territorial Councils on Immigration (Consigli Territoriali per l’Immigrazione - CTI), established by Presidential Decree No. 394/1999 and enforced by the Prime Ministerial Decree of 18 December 1999. They are present in all the Prefectures and are chaired by the Prefect of the province and made up of representatives of central government bodies, local institutions, the chamber of commerce, association and organisations that operate in the field of reception and integration, employers’ associations and non-EU workers’ associations. They have the task of monitoring the presence of foreign citizens, they identify the various problems and promote the dialogue favouring shared solutions among all the administrations, institutions and stakeholders. The network of CTIs answer to the Department for Civil Liberties and Immigration; it is the link between central government and local communities and ensures the coherence of all interventions.

The Architecture of the Reception System

The conditions in which the system architecture described so far was to be built have not been favourable. Over the past few years there has been a rapid and significant increase in migration flows which has required an equally rapid and significant response.

The geographical distribution plan has been effective; the goal of fair distribution across the national territory, which assigns each region a share of asylum seekers equal to the region’s share of access to the National Fund for Social Policies, has been reached and maintained. In the past, southern regions and Sicily received the greatest share of migrants. For obvious geographical reasons, these regions are still the main landing site and continue to host first aid and assistance centres. However, the need for greater uniformity in the presence of migrants within each region has been pointed out.

The frequency of landings and the difficulties in receiving and distributing large numbers of migrants have resulted in the use of extraordinary reception centres, also in light of the reduced availability of some regions and numerous municipalities.

The need to find immediate solutions to the pressing demand of reception has pushed towards a model of reception distributed across the whole national territory and managed by Prefectures, even though this solution had been indicated as residual in the Understanding of 10 July 2014.
Thus, reception has been ensured by the Prefects through the implementation of Extraordinary Reception Centres (Centri di Accoglienza Straordinaria – CAS), sometimes with the collaboration of local institutions, which is however necessary to avoid tensions and malaise, sometimes without.

The two tables below show the progressive expansion of the capacity of the system and of the reception facilities.

Table 1 Migrants present in reception facilities as of 31.12.2015. Distribution by region

<table>
<thead>
<tr>
<th>Region</th>
<th>Migrants in temporary reception centres</th>
<th>Migrants in CARA/CDA and CPSA</th>
<th>SPRAR places occupied</th>
<th>Total migrants present in the region</th>
<th>Share (%) of migrants distributed in the region</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lombardy</td>
<td>12499</td>
<td></td>
<td>981</td>
<td>13,480</td>
<td>13%</td>
</tr>
<tr>
<td>Sicily</td>
<td>4961</td>
<td>3389</td>
<td>4023</td>
<td>12,373</td>
<td>12%</td>
</tr>
<tr>
<td>Lazio</td>
<td>3097</td>
<td>773</td>
<td>4362</td>
<td>8,232</td>
<td>8%</td>
</tr>
<tr>
<td>Piedmont</td>
<td>6974</td>
<td></td>
<td>959</td>
<td>7,933</td>
<td>8%</td>
</tr>
<tr>
<td>Campania</td>
<td>6889</td>
<td></td>
<td>1145</td>
<td>8,034</td>
<td>8%</td>
</tr>
<tr>
<td>Veneto</td>
<td>7619</td>
<td></td>
<td>303</td>
<td>7,922</td>
<td>8%</td>
</tr>
<tr>
<td>Tuscany</td>
<td>6654</td>
<td></td>
<td>610</td>
<td>7,264</td>
<td>7%</td>
</tr>
<tr>
<td>Emilia-Romagna</td>
<td>5680</td>
<td></td>
<td>813</td>
<td>6,493</td>
<td>6%</td>
</tr>
<tr>
<td>Puglia</td>
<td>2257</td>
<td>1734</td>
<td>1848</td>
<td>5,839</td>
<td>6%</td>
</tr>
<tr>
<td>Calabria</td>
<td>1438</td>
<td>1007</td>
<td>1730</td>
<td>4,175</td>
<td>4%</td>
</tr>
<tr>
<td>Friuli-Venezia Giulia</td>
<td>3064</td>
<td>402</td>
<td>342</td>
<td>3,808</td>
<td>4%</td>
</tr>
<tr>
<td>Marche</td>
<td>2573</td>
<td>89</td>
<td>595</td>
<td>3,257</td>
<td>3%</td>
</tr>
<tr>
<td>Sardinia</td>
<td>2864</td>
<td>0</td>
<td>88</td>
<td>2,952</td>
<td>3%</td>
</tr>
<tr>
<td>Liguria</td>
<td>2604</td>
<td></td>
<td>352</td>
<td>2,956</td>
<td>3%</td>
</tr>
<tr>
<td>Abruzzo*</td>
<td>1869</td>
<td></td>
<td>232</td>
<td>2,101</td>
<td>2%</td>
</tr>
<tr>
<td>Trentino Alto Adige</td>
<td>1832</td>
<td></td>
<td>149</td>
<td>1,981</td>
<td>2%</td>
</tr>
<tr>
<td>Umbria</td>
<td>1468</td>
<td></td>
<td>361</td>
<td>1,829</td>
<td>2%</td>
</tr>
<tr>
<td>Molise</td>
<td>1183</td>
<td></td>
<td>422</td>
<td>1,605</td>
<td>2%</td>
</tr>
<tr>
<td>Basilicata</td>
<td>1001</td>
<td></td>
<td>400</td>
<td>1,401</td>
<td>1%</td>
</tr>
<tr>
<td>Valle d’Aosta</td>
<td>157</td>
<td></td>
<td>157</td>
<td>0.2%</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>76,683.00</strong></td>
<td><strong>7,394.00</strong></td>
<td><strong>19,715.00</strong></td>
<td><strong>103,792.00</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

(updated as of 31/12/2015) Source: Ministry of Interior
Table 2 Migrants present in reception centres as of 31.12.2016. Distribution by region

<table>
<thead>
<tr>
<th>Region</th>
<th>Migrants in temporary reception centres</th>
<th>Migrants in hotspots</th>
<th>Migrants in first reception centres</th>
<th>SPRAR places occupied (as of 31 Dec 2016)</th>
<th>Total migrants present in the region</th>
<th>Share (%) of migrants distributed in the region</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lombardy</td>
<td>21511</td>
<td></td>
<td>1535</td>
<td>23,046</td>
<td>13%</td>
<td></td>
</tr>
<tr>
<td>Lazio</td>
<td>9824</td>
<td>831</td>
<td>4231</td>
<td>14,886</td>
<td>8%</td>
<td></td>
</tr>
<tr>
<td>Veneto</td>
<td>10619</td>
<td>3070</td>
<td>535</td>
<td>14,224</td>
<td>8%</td>
<td></td>
</tr>
<tr>
<td>Piedmont</td>
<td>13077</td>
<td></td>
<td>1270</td>
<td>14,347</td>
<td>8%</td>
<td></td>
</tr>
<tr>
<td>Campania</td>
<td>12987</td>
<td></td>
<td>1325</td>
<td>14,312</td>
<td>8%</td>
<td></td>
</tr>
<tr>
<td>Sicily</td>
<td>4593</td>
<td>584</td>
<td>4525</td>
<td>14,076</td>
<td>8%</td>
<td></td>
</tr>
<tr>
<td>Tuscany</td>
<td>11598</td>
<td></td>
<td>858</td>
<td>12,456</td>
<td>7%</td>
<td></td>
</tr>
<tr>
<td>Emilia-Romagna</td>
<td>10428</td>
<td>623</td>
<td>1208</td>
<td>12,259</td>
<td>7%</td>
<td></td>
</tr>
<tr>
<td>Puglia</td>
<td>6270</td>
<td>236</td>
<td>3268</td>
<td>12,136</td>
<td>7%</td>
<td></td>
</tr>
<tr>
<td>Calabria</td>
<td>3660</td>
<td>1217</td>
<td>2537</td>
<td>7,414</td>
<td>4%</td>
<td></td>
</tr>
<tr>
<td>Liguria</td>
<td>5250</td>
<td></td>
<td>506</td>
<td>5,756</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>Sardinia</td>
<td>5461</td>
<td></td>
<td>201</td>
<td>5,662</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>Friuli-Venezia Giulia</td>
<td>3334</td>
<td>1160</td>
<td>355</td>
<td>4,849</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>Marche</td>
<td>3944</td>
<td></td>
<td>739</td>
<td>4,683</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>Abruzzo</td>
<td>3500</td>
<td></td>
<td>259</td>
<td>3,759</td>
<td>2%</td>
<td></td>
</tr>
<tr>
<td>Molise</td>
<td>2935</td>
<td></td>
<td>517</td>
<td>3,452</td>
<td>2%</td>
<td></td>
</tr>
<tr>
<td>Umbria</td>
<td>2855</td>
<td></td>
<td>408</td>
<td>3,263</td>
<td>2%</td>
<td></td>
</tr>
<tr>
<td>Basilicata</td>
<td>2126</td>
<td></td>
<td>454</td>
<td>2,580</td>
<td>1%</td>
<td></td>
</tr>
<tr>
<td>Autonomous Province of Bolzano</td>
<td>1681</td>
<td></td>
<td>0</td>
<td>1,681</td>
<td>1%</td>
<td></td>
</tr>
<tr>
<td>Autonomous Province of Trento</td>
<td>1277</td>
<td></td>
<td>148</td>
<td>1,425</td>
<td>1%</td>
<td></td>
</tr>
<tr>
<td>Valle d'Aosta</td>
<td>288</td>
<td></td>
<td>0</td>
<td>288</td>
<td>0.2%</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>137,218</strong></td>
<td><strong>820</strong></td>
<td><strong>14,694</strong></td>
<td><strong>23,822</strong></td>
<td><strong>176,554</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: Ministry of Interior

The system – as shown by the number of migrants received – has proven to be sound and the political will to optimize the system was put into practice with a series of important decisions taken between late 2016 and early 2017 aimed at solving the problems which had surfaced over the past two years.
The Agreement with ANCI and the National Plan for the Distribution of Migrants

In December 2016, the Ministry of Interior and ANCI agreed on the National Distribution Plan which, based on the system of shares established with the Understanding of July 2014, will enable a fairer and more sustainable distribution of migrants in the different territories, even within the same region, taking account of the proportion between migrants received and permanent residents. This will prevent a situation where, in light of the necessary distribution process, some municipalities bear a heavier burden than others and it will allow Mayors to plan the opening of reception centres. This project, as others, is based on the voluntary participation of local institutions and on the involvement of the regional governments, based on the principle of sharing and of fair collaboration.

The Acceleration of International Protection Proceedings

Decree Law No. 13 of 17 February 2017, amended and converted into Law No. 46 of 13 April 2017, established urgent provisions for a swift processing of international protection applications and relevant court proceedings. These measures will facilitate integration and make it possible to plan a more rapid turnover of migrants in the reception centres.

Participation of Asylum Seekers Hosted by the Reception System in Activities of Social Interest

To escape the condition of inactivity of persons living in reception centres and favour integration, the Department for Civil Liberties and Immigration of the Ministry of Interior has encouraged Prefects to sign agreements with the local institutions to engage asylum seekers in voluntary work for the benefit of the local community. The initiatives launched
by the Prefects following the Circular are dealt with in a separate chapter in this Report.

Decree Law No. 13 of 17 February 2017, converted into Law No. 46 of 13 April 2017, gives legal status to voluntary initiatives. The amendments to Legislative Decree 142/2015, in fact, establish that “Prefects shall promote, in agreement with the Municipalities, even within the framework of the Territorial Councils for Immigration, any initiative that may help implement the, voluntary engagement of persons seeking international protection in socially beneficial activities in favour of the local community, within the framework of the current legislative provisions in force. For the purposes outlined in the paragraph above, Prefects shall promote the dissemination of best practices and shared strategies with the Municipalities and third-sector organizations, also by signing specific memorandums of understanding. To involve persons seeking international protection in the afore-mentioned activities, the Municipality may design, in collaboration with third-sector organisations, specific projects to be funded with European funds for immigration and asylum.”

The Stability Law 2016 has allocated resources to the fund, established with the Ministry of Labour and Social Policies, also for the years 2016 and 2017, extending insurance coverage by INAIL (Italy’s National Institute for the Prevention of Accidents at Work) to voluntary work by asylum seekers with a residence permit who may be involved, voluntarily, in socially beneficial activities in favour of the local community where they live, within the framework of projects fruit of the cooperation of third-sector organisations and the municipalities or local institutions.

Greater Uniformity of the Services Offered in Reception Centres. Tender Specifications for State Centres

The differences in the facilities and services offered explains the number and variety of interventions and measures adopted across Italy.

Tender specifications are an innovative tool to support Prefects in their work and implement the measures adopted by the national anti-corruption Authorities with regard to the procedures and protocols for tender awarding in contracts for the management of reception centres.

Pursuant to the provisions of Legislative Decree 142/2015, to ensure uniform levels of reception everywhere in Italy, taking account of the specificities of each centre, in March 2017 the Ministry of Interior adopted the tender specifications scheme for the procurement of goods and services necessary to the functioning of first aid and assistance centres, first reception centres, temporary facilities and immigration removal centres.

Key points: surpassing the existence of a sole manager, subdividing services in batches, traceability of the services provided with greater focus on the quality of the offer, envisaging a social clause aimed at promoting stability of employment for the employees and monitoring of the quality standards of the services provided by the Ministry of Interior.

The services offered include: information, healthcare, social and psychological assistance, assistance for minor and support for integration, ensuring greater uniformity of action in the next future. The integration support service for first reception centres and the temporary facilities consists of territory orientation, Italian classes and leisure activities such as sports, recreational and cultural activities which is similar to what is offered in SPRAR centres. The managing body must make sure that the operators employed have the proper professional qualifications for the tasks they have been assigned.
The tender specifications expressly establish that the controls on the quality standards of the services and on the regularity of the documents submitted by the successful tenderer for the payment of the services provided may be unannounced and close to each other and may be carried out by gathering information directly from the migrants hosted in the centres.

The strengthening of monitoring activities includes the launch of a plant for 2,130 inspections in reception centres, including in extraordinary centres established as a matter of urgency. These activities will be additional to the ordinary controls carried out by the inspection teams of the Prefecture.

The Asylum Migration and Integration Fund

A tool for the promotion of the integrated governance of migration, the “Asylum Migration and Integration Fund 2014-2020” (FAMI)”, established by Regulation (EU) 516/2014 of the European Parliament and Council, funds actions targeting economic migrants, asylum seekers and beneficiaries of international protection. The authority responsible for the Fund is the Department for Civil Liberties and Immigration of the Ministry of Interior, while the Delegated Authority is the Ministry of Labour and Social Policies – Directorate General for Immigration and Integration Policy.

The FAMI fund is used to carry out activities for migrants’ reception, integration and, where necessary, removal. Many have already been put in place, including the PASSIM project (rescue at sea and first aid), strengthening the reception capacity for unaccompanied minors (with the creation of first reception centres and the expansion of the reception capacity in SPRAR dedicated facilities, constant monitoring of the services provided and establishment of permanent round tables at the competent Prefectures), the creation of an integrated monitoring system to define the quantitative and qualitative standards of reception and monitor services in the reception facilities (also by creating a permanent observatory on the reception system), the implementation of systemic interventions, in collaboration with UNHCR and IOM to provide information and assistance to migrants at the landing and first entry sites (legal counselling for international protection applications, safeguarding of vulnerable targets, prevention of labour exploitation), the creation of an IT system to record the meetings of the asylum committees and enable the transcription of the individual exam for asylum seekers, the expansion of the capacity of Territorial Committees for Asylum, to guarantee the quality and timeliness of the exam of the international protection applications, the development of specific assistance, care and rehabilitation programs, including long-term, to protect the health of seekers and beneficiaries of international protection with a vulnerable psychological and physical health, the promotion of measures of Assisted Voluntary Return and the design of an integrated awareness campaign on Assisted Voluntary Return.
MIRECO – Monitoring and improvement of reception conditions
The project aims at enhancing and strengthening the systems for the monitoring, control and as-
sessment of reception conditions of migrants, to improve the quality and verify the efficiency of the
reception system.
A permanent observatory will be established by the Department for Civil Liberties and Immigration
to identify problems and best practices and harmonise quantitative and qualitative standards. Mini-
imum standards will be set in order to assess the quality of the services provided and the personnel
in charge of monitoring will receive specific training.
The personnel of the Department and of the Prefectures, in cooperation with a third-party provider,
will carry out a minimum of 1,200 monitoring visits.
The MIRECO project also provides for the definition of reception guidelines.

Although all the interventions mentioned above contribute to the efficiency of the whole
set of integration measures envisaged by the Italian system, those described below are of
particular significance for the purposes of this study:
• Completing the path to independence of international protection seekers, started with-
in the framework of the SPRAR reception system, by defining and implementing Indi-
vidual Plans with targeted interventions for social and economic integration;
• Enhancing and improving language teaching for migrants, with a comprehensive na-
tional strategy in collaboration with the MIUR, the Regional Governments and Autono-
mous Provinces, the Provincial Centres for Adult Education (CPIA – Centri Provinciali
per l’Istruzione degli Adulti), the Prefectures and associations;
• Activating integrated regional plans for the inclusion of migrants;
• Improving the quality of public services for the foreign population, with capacity build-
ing interventions targeting the Prefectures, Territorial Councils for Immigration, local
bodies, healthcare facilities, schools, etc., and enhancing the role of the Territorial
Councils for Immigration in analysing migration flows at local level and in promoting
territorial networks of intervention for the integration of migrants;
• Promoting measures to prevent and contrast discrimination, by selecting projects at
local level and enhancing the role of the UNAR\(^8\) national anti-discrimination network.

A series of suggestions to improve the action and contribute to the development of the
competencies of public and private operators involved in asylum, reception, integration and
return systems will be elaborated on the basis of the assessment of the outcomes, achieve-
ments and effects of the FAMI National Program for the period 2014-2020. The assessment
will also be a tool to identify best practices and provide recommendations and suggestions
to replicate the successful elements. Every year, five successful experiences among those
funded and completed will be selected. The criteria adopted to identify the success cases
will include the achievement of the objectives set, the use of the resources, the quality of the
network created, continuity after the end of the project and innovativeness compared to the
context.

\(^8\) Translator’s note: UNAR (Ufficio Nazionale Antidiscriminazioni Razziali) is the National Anti-Racial Discrimination Office in Italy.
The Role of Prefectures

The key role played by Prefectures in the governance of many aspects related to immigration is clearly outlined in the previous paragraphs. The changes resulting from the progressive structuring of the reception system and the actions promoting the integration of foreign citizens revolve around Prefectures, on which the architecture of the governance of migration flows is built.

The strategies and measures planned at national level need to take account of the peculiarity of each territory and the Prefecture’s role in the governance of widespread reception, especially with regard to the reception of migrants and asylum seekers, must aim at maintaining social cohesion, based on the principle of fair cooperation with local stakeholders. This task is performed within a framework of complex political and economic trends where conflicting positions may take precedence. The Regional Coordination Work Groups and the Territorial Councils for Immigration are the network through which the Prefects’ mediation role and commitment at local level take shape, as they govern and lead the transformation of the local system resulting from the migration flows. Obviously, there is also the “ordinary” activity of the one-stop shops for immigration for the issuing of sponsor licences, nihil obstat for family reunification, and residence permits conversion. Finally, the implementation of the Integration Agreement, to be signed by applicants for a 12-month residence permit or longer, and the Italian language test to be taken by applicants for a long-term EC residence permit.

The institutional role of Prefectures is the crossroads of the routes to inclusion and integration of foreign citizens and it is increasingly targeted at activating stable and effective relations with the local institutions to dialogue and plan the interventions. The governance of a phenomenon with such delicate issues, to be dealt with and solved through the interaction with local authorities and the involvement of other bodies operating in the territory, creates a system in which differentiated operational models are developed which monitor and interpret local reality to meet the needs of reception and integration.

With hindsight, the considerable effort deployed to support the progressive structuring of a reception system faced with an extraordinary situation resulting from constant and persistent flows over the years, with the goal not only of meeting the most basic needs but also to ensure good reception which is the basis for good integration is manifest. All this, within a European Union that struggles to implement the principles of solidarity between Member States, where immigration is one of the main issues in the political debate, and within a national framework characterised by a challenging economic outlook which does not promote the understanding and communication of the great effort put in place.
CHAPTER 2

Initiatives of Good Reception and Integration

2.1 Analysis of the initiatives of good reception and integration reported by the Prefectures

The analysis of the documents presented – which include fact sheets on the projects, official reports, internal reports, technical and operational guides, reports of the managing bodies of the CAS on workshops and training courses, etc. – focused on a total of 133 initiatives\(^9\) carried out in 60 provinces (excluding, as previously explained, memorandums of understanding and agreements for voluntary work). As reported in the map below, reception and integration actions reported by the Prefectures are concentrated mainly in the centre and, even more, in the North of Italy.

Map No. 1 – Monitoring of reception and integration initiatives in 60 provinces

Of the 133 initiatives monitored, 49% falls within the category of systemic actions (interventions which produce a change in the welfare systems at local level in general and on the reception system itself, through the organisation of new tools and methods capable of strengthening the inter-

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\(^9\) More than one answer per question was possible, therefore, apart from the classification between systemic actions and actions targeted at individuals, all the other percentages indicated do not refer to a total of 100%.
vention policies of the local and central governments), while the remaining 51% are actions targeted at individuals (interventions that meet the needs of individuals, families or social groups, without however producing any structural change in the community, the systems or administrations involved).

As for the recipients, the majority of initiatives targets individual beneficiaries directly or indirectly (66.2%). Less frequently, the initiatives target institutions, more specifically Prefectures (15%), local governments (14.3%) and public services (10.5%), or operators working in CAS (8.3%) or reception facilities in general (11.3%). The need to engage the receiving society and raise awareness on migration issues is clear from the share of initiatives targeting the urban population (6.8%) and pupils (3.8%).
In the Italian political and administrative system, based on the deregulation in favour of Regions and Local Institutions, the governance of reception, which has a significant impact on the everyday life of local communities, needs constant cooperation between the different stakeholders at local level (institutions, public and private bodies, voluntary organisations, local community) and their active participation in the activities carried out. In the interventions analysed, the effort to involve a variety of players creating fruitful synergies is particularly noticeable. As reported in the chart below, while Prefectures are still a key player, together with the lead partners of CAS (30.1% and 26.3% respectively) as they are directly responsible for the governance of reception, although with different roles, there are many players in the public and third sector that contribute to the organisation of initiatives. More specifically, in addition to voluntary organizations (15%) and cultural associations (5.3%), already highly engaged in issues related to reception and integration, the presence of institutional players stands out, such as Municipalities (8.3%), Regional Governments (6%) and the Police Department (8.3%), and the local body in charge of the CAS (11.3%). Many projects regarding healthcare also involve the ASL (Local Health Units) and social and healthcare services (12%), while those more specifically aimed at social and work integration see the cooperation of training institutions (15%) and companies/businesses (6.8%). Furthermore, the involvement of schools (including CPIA) (8.3%) and Universities (4.5%) in training activities (in particular, teaching of the Italian language) and of sports associations in all actions aimed at promoting integration within the local community through team sports (6%) is also worth mentioning.

Fig. 4 Players promoters of the initiatives
2.1.1. The areas of intervention
The involvement of public and private stakeholders and the reorganization of the network of services have been instrumental towards being able to manage the phenomenon at local level, especially in order to carry out the necessary interventions in light of the increased migration flow, with the constant activation of extraordinary reception facilities. On the initiative of the Prefectures, a number of Interinstitutional Work Groups have been established to design effective intervention strategies, coordinate the resources available, raise awareness among the local institutions, make a census of the resources existing at local level and promote the experience of the managing bodies involved in the reception of asylum seekers.

We can observe the growing intensity of the activities and their focus on reception, sharing and testing of methodological standards, practices and models (in particular with regard to widespread reception), and on the quality of the services offered, through the creation and strengthening of cooperation networks between players that contribute to their realisation.

The initiatives monitored range from systemic actions between institutional subjects to implement models of coordinated and widespread reception, to interventions targeting a local community or individual beneficiary in particular.

For a more in-depth analysis, we identified six areas with pertinent examples reported for each of them: reception modalities and organisation, language learning and citizenship training, professional training and job placement, information and orienteering on the services, organisation of recreational and sports events, protection of the vulnerable groups. Obviously, each area covers a specific aspect of the issue of reception and integration which Italy, thanks to all the institutional and non-institutional players, has been progressively building.

Reception modalities and organisation
The relentless effort of Prefectures to ensure the shared governance and fair distribution of migrants has been practically translated into an intense activity of collaboration and shared planning of interventions and implementing modalities.

The need to find new places available for reception resulted, in Lecco, in the adoption of an agreement to implement an integrated system of coordinated and widespread reception with almost all the Mayors (led by the Consiglio di Rappresentanza dei Sindaci (the Mayor’s Representation Council) and acting through the operational structure of the Valsassina Mountain Community). The main objectives are to redesign the reception system based on advisability and rationality, to distribute migrants in a more balanced way, to define a path for migrants to leave the reception facilities, to make the existing services at local level available, to integrate the work of SPRAR centres with that of CAS.

Some initiatives to promote a widespread reception system were reported also by the Prefecture of Asti, where one managing body (Coop. Basso Monferrato Astigiano) operates for 68 municipalities in the province, and the Prefecture of Potenza which signed an agreement with the Prefecture of Matera, the Region Basilicata and several municipal governments (introduced in the public procurement tender for reception 2016). In the municipality of Potenza, the widespread reception system was tested by placing asylum seekers since their arrival in apartments distributed across the city. In Rome, the principle adopted was that of the fair distribution of first reception centres on the territory by dividing the public procurement tenders in lots to avoid overcrowding each sub-municipality; furthermore, a common set of rules was adopted to make sure that these rules are clear and consistent for the migrants in all the reception centres (in particular, the revocation of reception meas-
A work group was established at the Prefecture of Bologna (Coordinamento Interistituzionale Accoglienza Protezioni Internazionali – the Interinstitutional Coordination for the Reception of International Protection Seekers) for an integrated and coordinated governance of the first reception system at the regional hub of Centro Mattei and of second-level reception in the SPRAR and CAS projects with the participation of the Prefecture, the Police, the Regional Cabinet of the Scientific Police, the Municipality of Bologna and the Provincial Local Health Unit of the City of Bologna. Moreover, a Memorandum of Understanding should be signed to define the roles and competencies of each institutional party in the governance of reception in all the facilities (regional Hub, SPRAR, CAS, unaccompanied minors Hub). Another example worthy of note is that of Grosseto.

In Grosseto, the reception system is organised in two phases: a phase of first and immediate reception (health screening and first assistance, and photo identification) managed by the local authorities (Municipality of Grosseto), and a second phase of temporary reception, under the jurisdiction of the Prefecture, with transfer to the CAS. The “Grosseto” organisational model (with the involvement also of the local health unit ASL9 Grosseto e Coeso – District of the Grosseto Area as the local authority in charge of providing social and healthcare services) was shared within the Tavolo regionale di coordinamento (Regional Coordination Work Group) and is the result of an “Operational Protocol for the Management of First Reception Services and Health Screening for Asylum Seekers” signed by the local health unit and the local authority in charge of providing social and healthcare services.

Among the new reception modalities tested, there is the “Accoglienza in famiglia” (Family Reception) project in Turin, presented by the Pastorale Migranti of the Diocese of Turin, Diaconia Valdese and Associazione Trame, based on which asylum seekers hosted in CAS, supported by qualified personnel, are hosted in carefully selected households. Another project is that of Trieste.

“In Trieste hospitality is at home”
The project – carried out by the Prefecture of Trieste, the Municipal Government, Caritas Diocesana and Consorzio Italiano di Solidarietà (the Italian Consortium of Solidarity) – provides for some refugees, who have lived for over one year in the area of the province and are about to be released from the first reception centres, to be hosted by private citizens, either individuals or families. The project also foresees the creation of a support network and of relationships with the community to facilitate integration.

With regard to initiatives to create tools to monitor the presence of migrants, some Prefectures have built databases containing the data of asylum seekers. This makes it possible to have a real-time picture of the reception situation.

The Prefecture of Cuneo has implemented an in-house software to monitor the daily inflows and outflows of asylum seekers. The software gathers personal, administrative and accounting data. In particular, it makes it possible to know in real time personal data on the migrants hosted (including times in which they are absent for hospitalization, information on any revocation orders, processing of the preliminary documents for the asylum application), the overall data broken down by each of the 250 municipalities in the province (as well as the impact on the territory of the assigned shares), the cost of reception in terms of daily presences.
Among the strategies of intervention in the field of healthcare, the **Prefecture of Arezzo** has adopted an operational protocol in collaboration with the local health unit ASL8 of Arezzo, Department of Prevention, in agreement with the Police Forces and management bodies, for the reception of incoming asylum seekers with a precise definition of the phases of distribution, taking in charge, transport and health monitoring (including the establishment of a 24/7 healthcare clinic for first health screening with the help of cultural mediators), as well as the guidelines of the Region Tuscany (concerted with the Prefectures, Police, ASL, managing bodies) to lay down the operational procedures to guarantee medical visits at arrival. The document specifies in detail the actions of each body, the time schedule and necessary communication among the different players.

### Initiatives of innovative reception in Venice

In the Venetian territory – which is characterised by the presence of two border points (port and airport) and by an extended “historical” SPRAR project – a work group was created already in 2014 under the name **“Gruppo Tecnico per l’Accoglienza”** (Technical Group for Reception). The Work Group gathers representatives of the local police, the Border Police, the Municipalities in charge of SPRAR projects, the respective lead partners and managing bodies of the CAS. The Work Group meets every 25/30 days and, after more than three years since its establishment, it is still attended by all the members involved. Among the most relevant project proposals currently being implemented there are:

- **Activation of two reception facilities** (with 12 places in total) dedicated to asylum seekers, managed in cooperation with the Welfare Department of the Municipality of Venice, within the project **“N.A.VE: Network Antitratta Veneto”** (the Veneto’s Anti-Trafficking Network), of which the Prefecture is a partner. The initiative falls within the scope of a series of actions aimed at building a regional referral system (reporting, transfer, assistance, social advancement of trafficked persons and victims of serious exploitation) to facilitate countermeasures; at defining good local practices to detect victims of human trafficking also among asylum seekers; at promoting awareness-raising on the phenomenon, on assistive devices and on the national toll-free number 800290290; at defining good practices for the obtainment of the suspension or revocation of removal orders against people supported by assistance programs under article of Legislative Decree 286/98; at the development of training activities to strengthen the cooperation between the anti-trafficking protection system and the system for the protection of international protection seekers/beneficiaries.

- **Elaboration and updating of a Handbook of Administrative Practices**, shared among all the stakeholders in the Technical Group for Reception, on the management of a database and the definition of administrative procedures incumbent on the Police, the local health units, etc. In order to manage the database on asylum seekers received, a specific software was designed; the database contains personal information of the beneficiaries, information concerning their arrival and any transfers and on their legal position. The managing bodies can also use the specific field “Notes” to report any useful information on the condition of the users and on their staying. The database is updated through reports which the managing bodies customarily forward to the Prefecture of Venice on a daily basis. To increase the effectiveness of this tool, an agreement was reached with the managing bodies within the Technical Group for Reception concerning the entering of asylum seekers’ Vestanet codes in the database to avoid any mistakes in the editing of personal information due to the incorrect transliteration of vehicular languages.
Language and citizenship training

The importance of learning Italian as a first step towards integration is well known: inadequate language skills constitute a barrier to accessing information and services available, to the expression of one’s needs and to entering in contact with the social context and feeling part of the local community. Furthermore, knowledge of Italian is a requirement to apply for training courses or to start working. Italian classes for beginners (level A1 and A2) are organised at regional level and funded by the MIUR (Ministry of Education, University and Research) with European funds. The classes are held in public schools where the Permanent Centres for Adult Education (CPIA) are established. There are also a number of courses organised by non-profit organisation. However, learning of the Italian language is sometimes hampered by the insufficient number of training hours, the pre-course language skills of the individual student, his/her level of schooling, inadequate teaching methods, low motivation or objective difficulties in attending the classes for work-related reasons.

The successful language training initiatives reported aim, on the one hand, to improve the offer, supply and enjoyment of services available and, on the other hand, to adopt innovative or more effective teaching methods. Within the former category, there is the School Work Group promoted by the Prefecture of Pescara and established within the Territorial Council on Immigration with the participation of all the managing bodies of the CAS and representatives of the CPIA to organise an education plan that includes language and citizenship training and, upon the achievement of positive results, vocational training. Also falling within this first category is the FEI project (Action 1) “I Saperi delle donne” [women’s knowledge], sponsored by the Italian School for Foreigners of the Department of Humanities of the University of Palermo (ItaStra) aimed at language and citizenship training. Various activities have been carried out within this project targeting migrant women, in particular language courses, a babysitting service, a cutting and sewing workshop, a motherhood support program and a support program for the sale of handmade clothes.

Among the initiatives that promote innovative teaching methods, the language courses of the University for Foreigners of Siena (UNISTRA) are worth mentioning. The courses are taught by qualified university professors within the framework of an agreement with a number of reception managing bodies and the Circolo Culturale Don Luigi Profeti di Monteriggioni, the latter having proposed three courses with creative methods: a “visual-experiential” Italian class [which uses teaching techniques based on the Montessori Education Method], the project “Parole in Campo” [words in the field] [in collaboration with a Nigerian doctor who has developed a learning plan based on the language of football] and the project “Italiano leggendo e conversando” [Italian by reading and talking] [group reading and sharing of extracts from newspapers with the support of a Cameroonian mediator].

Also worth mentioning, is the initiative of the Prefecture of Rome, which on 4 May 2016 signed a cooperation agreement (free of charge) with the association InMigrazione Scs to organise 3 specialised seminars of 14 hours each for teachers of Italian as a second language who work in reception centres. As a matter of fact, InMigrazione has developed an innovative method of teaching Italian which, in addition to techniques to acquire language skills, uses an “expressive pedagogy” workshop that proposes initiatives to create a dialogue with the community starting from the classic tales, fables and myths of Italy and of the origin countries. Within this context, a training seminar for teachers working in CAS was organised in May 2016 (the title of the seminar was “Insegnare l’italiano nei centri di accoglienza dedicati a richiedenti e beneficiari di protezione internazionale” – Teaching Italian in Reception Centres for Asylum Seekers and International Protection Beneficiaries).
Finally, the experience of Scuolemigranti (MigrantSchools) is also worth mentioning. Scuolemigranti is a network of around one thousand volunteers in the Lazio region who teach Italian to some 11 thousand foreign citizens every year (adults and minors). The network includes also the association Più culture (More cultures) that helps over 160 foreigners in the Sub-municipality II of Rome to learn Italian and which organised a photographic exhibition at the Goethe Institut of Rome to tell the experience of migrants living in this area of the city.

**Women’s integration in Bolzano**

To contrast the exclusion of some sections of the foreign female population, a number of municipalities with a high presence of citizens of migrant origins have been selected to see whether projects targeted at women’s integration could be launched in those territories. The ad-hoc work group established within the Territorial Council for Immigration, in fact, has discussed the need to implement and promote the attendance by foreign women of citizenship and language training sessions, as envisaged by the Integration Agreement referred to in Presidential Decree 179/2011, as well as the need to develop additional literacy projects and projects to enhance the inclusion of women in civil society. The courses are targeted to mothers of school-age children, as they can more easily be reached through the schools. Twelve semi-annual Italian courses for mothers have been organised in the municipalities of Bolzano, Salorno, Egna, Laives and Vipiteno; attendance is facilitated by a baby-sitting service and information desk available. Furthermore, two other projects were presented to the Coordination Service for Integration of the Autonomous Province of Bolzano on 31 October 2016:

- **“HIPPY Project”**: presented by the Eisacktal District, the project consists in a home-schooling project for parents and their school-age children in which mothers can learn German together with their kids;
- **“MARIETA Project”**: presented by the Association Marieta, the project offers foreign women in the territory of the municipality of Rio Pusteria the opportunity to participate in the community by carrying out work activities in group and to learn Italian and German with additional training possibilities.

**Recognition of Cultural and Professional Qualifications in Bari**

The CAP (Centro di servizio di Ateneo per l’Apprendimento Permanente – University Centre for Life-long Learning) is a service of the University of Bari whose main function is to promote and support life-long learning in the university and certify and recognise qualifications acquired in formal and informal settings by converting them in educational credits recognised by university education. It specifically targets migrants who seek to have their cultural and professional qualifications acquired in the countries of origin recognised.

The service targets mainly people from countries at war (Syria, Pakistan, Afghanistan, Yemen, Eritrean, Africa), who are holders of a residence permit for asylum or for subsidiary and humanitarian protection. It consists in a simplified procedure for the recognition and evaluation of degree equivalence to enrol in the classes of the University of Bari, also when the original documentation is absent and by granting a substantial discount on the equivalence and tuition fees.
The CAP relies on the interdisciplinary experience of scholars in the field of sociology, industrial and organisational psychology and didactics, as well as on the legal and historical and social experience of the scholars and teachers in the Scientific Committee.

More specifically, it uses the methods and techniques of psycho-socio-educational research for the collection and analysis of the users’ data and personal information. The consultancy process starts with the reception and analysis of the users’ needs. Then, after legal counselling, orienteering and certification of expertise, the process to recognise the users’ qualifications starts. The process entails paperwork to recreate a file of skills and experiences acquired in informal contexts. At the end, a personal file is issued which can be used to actively look for a job, certifying the possession and qualitative and quantitative assessment of the main skills. The file includes a section dedicated to the user’s soft skills and the definition of a profile used to recreate the experiences acquired and identify the relevant professional profiles.

An important added value to the activities proposed is the testing of certification processes of cross-cutting skills (communication, negotiating, stress management, decision-making, etc.) acquired by the users in their countries of origin in informal contexts, for example through work and volunteering experiences. In practice, the users take self- and hetero-assessment tests that make it possible to draw a professional profile based on such skill areas. Then, they undergo orienteering and tutoring to develop educational and vocational training plans for the migrants and identify their emerging tutoring needs, by supporting and developing the potentials of each beneficiary and by promoting forms of behaviour based on active and pro-active listening and by stimulating their decision-making skills. The CAP is partner of several national and transnational networks, including the REFUGEES WELCOME MAP, through which the European University Association wishes to support a greater involvement of higher education institutions and organizations in the support of refugees, the CIMEA (Centro di Informazioni sulla Mobilità e le Equivalenze Accademiche – Centre for Information on Academic Mobility and Equivalence), the ENIC NARIC network (European Network of Information Centres in the European Region) promoted by the Council of Europe, UNESCO and RUIAP (Rete Universitaria Italiana per l’Apprendimento Permanente – Network of Italian Universities for Life-Long Learning).

Training and Job Placement
The integration of migrants into the labour market, an essential prerequisite towards independence and the abandonment of welfare subsidies, and a tool towards self-realisation and personal enrichment, is a hard testing ground for the Italian reception system as a whole, especially in light of the economic recession of the past few years. The weak position in the labour market of many foreign workers, which may be attributed to a number of factors related both to the specificity of the Italian market and to the characteristics of the individuals (segmentation, ethnically-based specialisation, widespread informal economies and undeclared work, low labour mobility, occupational segregation, confinement to low-skilled, heavy-duty, precarious jobs, etc.) is certainly amplified in the case of refugees and asylum seekers who, generally, cannot rely on a support network of family and friends, do not have a defined employment project and must also face the consequences of the trauma suffered.

This is why a series of policies for the active job placement of international protection beneficiaries was implemented. These policies are among the core principles of the SPRAR
second-level reception system, although more and more often they form part of the programming of other reception facilities. The purpose is to accompany the beneficiaries in exiting the reception system, encouraging turn over and preventing labour exploitation and social exclusion.

One of the main active job placement measures is the investment in training, based on the skills, expectations and professional capabilities of each individual, as well as on the opportunities offered at local level. Vocational training is pivotal for international protection seekers/beneficiaries, as on one hand it aims at improving their language skills and, on the other hand, at their qualification, requalification, refreshing and specialisation, in an attempt to emphasize, compatibly with the needs of the local labour market, the worker’s previous experiences.

The Prefectures have reported the activation of various vocational training courses, mainly focused on the acquisition of the most marketable practical skills. In La Spezia, the Italian Red Cross has organised and funded, in collaboration with a training agency, a training course for cleaning operators which was attended by ten beneficiaries of international protection.

In Arezzo, a series of cycles of training sessions for asylum seekers have been organised by the Associazione Nazionale Vigili del Fuoco [National Association of Firefighters] [focusing on safety at home, subject to a Grant Agreement], the State Police [on the principles of Italian Law, the rights and obligations of foreign citizens and crimes such as theft, dealing of drugs, misspelling, begging] and the Traffic Police [using the format adopted in the courses to obtain the mopeds driving licence].

The Prefecture of Ferrara reported that some beneficiaries have been enrolled in vocational training for logistics, agriculture, mechanics, woodworking, mechanical traineeships (1 and 2 edition), lagoon basins operator, green operator, wrought iron and welding operator, funded with ESF funds by the Region Emilia Romagna and organised by the training institutes Città del Ragazzo, Cesta and Ecipar. In Lucca, a vocational training course for the cleaning of public parks targeting asylum seekers was organised with the contribution of the foundation Fondazione Banca del Monte di Lucca. The course is organised in 5 modules of 40 hours each and is held at the Enrico Fermi high school.

The Prefecture of Udine has approved two courses for “Painting and Decorating Techniques” and “Covering and Floor Laying Techniques” (within the operational programme, objective 2 – Regional competitiveness and employment Years 2007/2013 – Axis 3 Social Inclusion – Education in favour of disadvantaged groups) of the duration of 300 hours, with theory lessons and an internship. To this end, Teaching Worksites were established in Sedegliano and Fagagna with the support of the C.e.f.s. [Centro di formazione professionale nel settore edile – Centre for Vocational Training in the Building Industry] for the acquisition of certifiable skills and competencies. Also in Udine, the Prefecture, together with CRI, Confartigianato and the Regional Government, has organised building courses for 36 asylum seekers, mostly from Bangladesh, hosted in the former Caverzani barracks.
The Prefecture of Parma has reported an agreement signed with the association Svol-tare Onlus and provincial training institute for the provision of 65-hour training packages (followed by an in-company internship) for welders, carpenters, pizzaiolo, butcher, baker, assistant cook and tailor.

Among the initiatives aimed at the development of additional tools for social and work integration, it the Prefecture of Pescara has promoted a collaboration with ACI (Automobile Club Italia) and the reception facility LAPISS in Penne to enable beneficiaries to attend theoretical and practical driving lessons held by ACI instructors to obtain their licence. The initiative reported by the Prefecture of Cagliari is, indeed, peculiar: The Territorial Council for Immigration carried out a survey on the work skills of asylum seekers in the CAS. The results of the survey have led to an agreement with the Regional Department for Agriculture and the Regional Agency LAORE to organise training courses in agriculture and animal husbandry.

Some of the training programs organised within the reception centres by the managing bodies are also worthy of mention. These included: in the territory of Campobasso, at the reception facility “Hotel Sweet dream’s”, computer literary, dressmaking workshop and journalism; at the “Happy Family” CAS of Campomarino a workshop on soap making with extra virgin olive oil, flowers and spices, a water marbling workshop and a workshop on the harvesting of wild plums and wild plum jam making. In some of the CAS in the province of Chieti the activities organised included bread and pasta making workshops, a theoretical and practical course on milk processing and cheese making and a workshop on the preparation of jams. These experiences are fundamental to create moments of socialisation and reactivate positive learning resources.

The “Urban Innovation BootCamp” project. An Entrepreneurship Workshop in Treviso

The “Urban Innovation BootCamp” project, an entrepreneurship workshop promoted by the Prefecture of Treviso and the University Ca’ Foscari of Venice (in the detached campus in Treviso), entered the issues of reception and integration of asylum seekers as study topics for the laboratory. It was a 6-week Summer School (the course was held from 20 June to 29 July 2016, at the SELISI Centre and in other spaces owned by the city of Treviso) during which 40 young adults (including 5 asylum seekers hosted at the CAS and who were either university graduates or university students) worked in teams in an interdisciplinary workshop to find innovative solutions in a number of areas, including the governance of reception, in collaboration with companies, public and private institutions, with the support of an intercultural tutor.

The general objective of the BootCamp is to:

- Create a network of companies, public bodies, associations and cooperatives of the provinces of the Veneto region around the most promising ideas;
- Transfer a set of skills and methods for sustainable innovation with major social impacts to the young adults and local stakeholders;
- Develop solutions that will effectively improve the economic, social and sustainability indicators of the city of Treviso.
The 2016 edition addressed some of the challenges that have had an increasing impact on our society, from the significant inflow of migrants to the high youth unemployment rate, to the social exclusion of some groups of the population, focusing on the issues of culture, accessible tourism, reception and integration, development aid and smart services.

University Students Traineeships at the CAS in Como
A specific education program was implemented with a view to designing, in close collaboration with the local authorities, innovative actions of integration and cultural exchange. The program is for students of the university course in “Interlinguistic and Intercultural Mediation Sciences” of the University of Insubria and does not target migrants in CAS directly. The objective of the project, carried out by the University of Insubria (Department of Law, Economy and Cultures) in collaboration with the Prefecture, the Provincial Register of Lawyers, the Municipality of Como, the Caritas Diocesana and the provincial committee of the Red Cross, is to train, upon signing of a specific grant agreement, a group of university students with a traineeship at the local CAS who will be tutored by the mediators and operators of the centre.

The analysis of the documents reveals interesting job placement practices targeting the beneficiaries hosted in CAS centres. More specifically, vocational orienteering initiatives aimed at the direct search of employment or at coaching by the operators of the reception facilities through the various steps of the job placement process (contact with the company, preparation to the job interview, skills assessment, CV writing, monitoring of the hiring process, etc.), as well as at the activation, search, promotion of grant-assisted jobs or apprenticeships.

Grant-assisted jobs and apprenticeships – which are sponsored by public bodies, regions, municipalities or private stakeholders and by the organisations managing the receptions centres – are an effective job placement tool. The Prefecture of Asti reported that the managing partners started apprenticeship and grant-assisted job in farms and factories in the province of Asti, after having involved the migrants in activities on their land (vegetable and botanical gardens) inside the facilities or on plots of land directly available to the managing partners or to the hosting municipalities (agricultural holdings, town-owned social vegetable gardens). In Siena, apprenticeship programs were initiated with a local vineyard and winery thanks to the funds of the GIOVANISI project promoted by the Region Tuscany, after a work orientation and safety course. Other initiatives in the territory of Siena involved the participation in farming activities (animal care and crop-growing), a training project on beekeeping at the “Fattoria Sociale” in the Municipality of Monteriggioni and a vocational course in “Extraordinary Maintenance of Wood Fixtures” in the Municipality of Siena, with final certificate and attendance allowance.

In Ragusa, the project “In-Verso” was aimed at training, promoting and activating apprenticeships for unaccompanied minors. It envisaged a first orienteering and skills assessment step and a second step of training focused on drafting a Europass CV, obtaining the language certification, obtaining a nutritionist’s certificate or similar, and a final step consisting in a traineeship.
Furthermore, significant interventions for direct job placement by the managing bodies and other local stakeholders have been implemented in a variety of territories, after a period of specific training. In **Bologna**, a Training, Production and Reception Hub was established (see box).

In **Modena**, the “Nostra Tellus” farming lab was started: a managing body rented a farmhouse in San Cesario del Panaro with a plot of land to start a farming training program for the cultivation of vegetables and fruit and the sale of the agricultural products in the company and in markets. The activity also aims to obtain the biodynamic farming certification.

A similar initiative, reported by the Prefecture of **Chieti**, focuses on the agricultural-social experimental program for a guided pathway towards independence. The experience was started in a farmhouse that hosts the most reliable and deserving users, selected after psycho-social evaluation, who accepted to pursue a pathway towards independent living and use their own strengths to farm the fields and start a small social enterprise.

The Prefecture of **Pesaro Urbino** reported the projects Artigianato (Craftsmanship) (for the creation and sale of craft products from waste or recycled products), Start up imprenditoriale e valorizzazione dei rifugiati tramite l’internazionalizzazione d’impresa nelle loro aree di origine (Business start-up and development of refugees through business internationalisation in their countries of origin) (see box), and the course on self-employment Sostegno all’ingresso nel mondo del lavoro nel settore dell’internazionalizzazione (Support to access the job market in the sector of internationalisation) organised by the social cooperative Il Labirinto.

Finally, a few cases of successful job integration of individual beneficiaries were mentioned. Among these, three African beneficiaries of international protection were regularly hired as part of the staff of the EDEN facility in the province of **Campobasso**: a Togolese woman mother of three children and holder of a residence permit for humanitarian protection was hired as a cleaner (with board and lodging) by the association Incontri per la Democrazia of **Pesaro Urbino**. In the province of **Gorizia**, thanks to an agreement between the managing body Il Mosaico, Consorzio di Cooperative Sociali Onlus, and the company S.B.E. Società Bulloneria Europea, two residents of the reception centre were hired and a vocational training course is going to take place aimed at hiring ten other selected residents who will work in the bolts industry. In **Cuneo**, a family of migrants from Nigeria was assigned a small apartment with a contract of free of charge loan for use and an employment contract in a farm for the head of the household.

### Anabasi Project

The recipients of this initiative are 80 asylum seekers hosted at the Reception Centre Teobaldo Fenoglio of Settimo Torinese, who were offered the possibility to undergo orienteering and vocational training at the CNOS-FAP facilities in Piedmont in the field of welding and carpentry, woodworking, mechanical working and agrifood production.

The activities include teaching of Italian and certification of language skills, rights and obligations of workers and citizens in the Republic of Italy. Anabasi is funded with the resources of the Quanta Group of the Interprofessional Fund FORMA.TEMP with the agreement of the Piedmont Trade Unions FELSA-CISL, NIDIL-CGIL, UILTEMP-UIL, who will be directly involved in teaching the modules on the rights and obligations of citizens and workers. One year after its launch, 38 asylum seekers out of 58 who received training have found a job thanks to the project (33 of whom have been hired through an employment agency with a supply contract, 5 have been hired directly by the company).
In February 2016, an active reception project for asylum seekers was presented in Turin at the Anabasi Unindustria Conference Centre. The active reception project was designed and promoted by the Gruppo Quanta in collaboration with the Italian Red Cross, the Centro Nazionale Opere Salesiane - Formazione Aggiornamento Professionale (CNOS-FAP) Piedmont, the Municipality of Settimo Torinese and the foundation Fondazione Comunità Solidale. Anabasi (a Greek word that means a long and difficult journey) is an experimental training project aimed at creating specialised professional figures that are in demand in the job market, at finding employment, and strengthening social inclusion processes.

Training, Production and Reception Hub, Lama di Reno (Bologna)

Thanks to the collaboration between EFI – Ethical Fashion Initiative of the International Trade Centre of the United Nations and the Laimomo cooperative, an initiative was launched to offer qualifying and independence programs to seekers of international protection who are already hosted in facilities in the metropolitan area of Bologna, by guaranteeing effective support at the end of their stay in the reception centre both with programs for job placement in Italy and Europe and with micro-credit projects in case of return to their country of origin.

In 2015, Lai-momo and EFI started to cooperate to create a training hub specifically targeted at asylum seekers and specialised in high fashion. This project was presented at the national and international press in Florence on 14 January 2016, during Pitti Immagine Uomo, a benchmark event in the world of fashion, during which three asylum seekers walked the runway among professional fashion models wearing the creations of emerging African designers. Since July 2016, Lai-momo and Ethical Fashion Initiative have started their activity in the training hub where they offer asylum seekers a vocational training in the fashion industry. The hub also functions as a reception centre for the trainees, who are all asylum seekers selected based on the skills acquired in the field of dressmaking and leather working in their country of origin.

The project has the following objectives:

- Granting every year access to qualifying vocational training in the fashion industry to 18 seekers of international protection and, where possible, to some residents referred by the social services of the municipality;
- Enabling attendants to acquire the necessary skills to find a job;
- Guaranteeing a pathway to exit the reception system, both through support in finding employment with companies locally, in Italy or in Europe, and through personal projects when the resident returns to his/her country of origin;
- Starting production processes in the training hub to allow the trainees to become active workers in the production process and put the techniques learned during the course into practice.
The products will be made and sold following the principles of “ethical fashion”, certified by the Ethical Fashion Initiative. In addition, the project provides legal counselling, healthcare and psychological assistance, language and cultural mediators, Italian language courses and social and cultural, and recreational activities.

The daily activities are organised around intensive training: the schedule includes vocational training courses for the fashion industry, with special focus on the processing, cutting and sewing of leather, with both theoretical lessons and practice exercises on the machines used. The attendants follow a workshop by a skilled craftsman and, during the remaining time, they engage in language learning and in the activities involved in the reception system. There are also specific courses dedicated to the learning and improvement of mathematics and geometry knowledge, strictly related to dressmaking and leather working.

Lai-momo and Ethical Fashion Initiative cooperate actively with Italian and European public institutions to develop a network, by supporting pathways towards the independence of asylum seekers and proposing specific development activities in the countries of origin, through assisted return projects.

**Business Start Up and Development of Refugees Through Business Internationalisation in Their Countries of Origin - In.d.a.co. Scpa – Pesaro Urbino**

The general objective is the social and economic development of refugees as a key player in the internationalisation of Italian companies in the refugees’ countries of origin, by equipping them with the necessary technical tools to start up a business or work as an export manager.

The specific goals of the project:

- Training professional figures that can bring value to the business of Italian companies in the international market.
- Bringing Italian companies closer to the emerging countries, such as African economies.
- Giving refugees, upon their return in their country of origin, an opportunity to put to value their experience in Italy, their knowledge of the Italian language and culture, and the basic business knowledge and management tools.
- Favouring the collaboration between Italian companies and any parties present in the emerging countries involved.

The beneficiaries:

- Refugees and asylum seekers, beneficiaries of humanitarian protection
- Local companies intending to enter the emerging markets
- The countries of origin of international protection seekers/beneficiaries
Costruiamo Saperi. Diocese of Ragusa

The activities of Costruiamo Saperi (we build knowledge), a project of the Diocese of Ragusa approved by the foundation Fondazione Con il Sud and carried out in collaboration with the associations Uniti Senza Frontiere (united without borders), Architetti Senza Frontiere (architects without borders) and Confcooperative Sicilia started in July 2015. The project fulfils the need to create a community of Italian and foreign citizens and proposes the establishment of a start up in the building and farming industry, with self-employment programs and the creation of two cooperatives of migrants. The core of the project, with the participation of 25 workers with grant-assisted jobs, is the restoration of the old estate of Contrada Magnì, owned by the Diocese of Ragusa, with its 10 hectares of land, to give it back to the community. The estate will host work experience and self-employment projects to promote the resources of the territory, with a special focus on production, culture, tourism, and integration with the historic centre of Ragusa, as well as the recovery of urban vegetable gardens, with a view to encouraging exemplary initiatives of sustainable farming and land regeneration.

Information, Orienteering and Easier Access to Services

Being aware of what services are provided at local level (healthcare, civil registers, schools for minors and education courses for adults, bank and post offices, shopping centres, sites of cultural interest, etc.) is the key towards re-acquiring once independence. Indeed, many Prefectures have started from the need to inform, orient and accompany migrants to focus on the enhancement of existing services or the creation of new tools, mostly using EIF and FAMI funds (Capacity Building Action).

The project of the Prefecture of Florence to enhance the reception and information system of the Immigration One-stop Shop with a linguistic-cultural mediation service, a call centre and a multilingual information point (Chinese, Arabic, Albanian, Sinhala, Tagalog, Bengali, Russian, Urdu, Wolof, Spanish, French and English). Information material in multiple languages was published and distributed through the One-Stop Shop and the website “PAeSI - Pubblica Amministrazione e Stranieri Immigrati” (Public Administration and foreign immigrants). Recently, a specific “simplified” section was created in ten languages, for direct access to information (selected as pilot project by the Italian Representation of the European Commission). The projects were funded by the European Fund for the Integration of Third-Country Nationals.

Analogous interventions to introduce an intercultural mediation service, training and vocational refreshment for operators of Immigration One-stop Shops, to enhance orienteering services and counselling for administrative procedures, and to produce different kinds of information materials (leaflets, handbooks, comics, electronic agendas, guides to services in multiple languages, interactive maps, dedicated platforms, etc.) were implemented by the Prefectures of Cuneo (project Punti in rete: un sistema efficace ed efficiente per il rispetto degli adempimenti ed un inserimento di successo – Points in a network: an effective and efficient system for the fulfilment of obligations and successful integration), Lecce (Mediazione e Informazione – Mediation and Information and Accordo e Integrazione – Agreement and Integration), Livorno (introduction to information points and IT platform with remote access), Massa Carrara (La mediazione un ponte per l’integrazione – Mediation, a bridge to integration, and Accogliere per integrare – Receiving to integrate), Turin (Lo Stato per i
nuovi cittadini 3 – The State for new citizens 3), Parma (Amici dello S.P.I. – Friends of the Immigration One-stop Shop) and Verona. Furthermore, in the province of Crotone a broad-based information campaign was launched within the Territorial Council for Immigration targeting asylum seekers and beneficiaries of international protection seeking to renew their residence permit. The information campaign, conducted in multiple languages and in the form of short and clear questions and answers, is part of a strategy to promote associations among migrants. Besides the projects involving Prefectures directly, a small-scale initiative was carried out in Ferrara by the managing body cooperativa Camelot that signed agreements with local Chemists to manage directly the orders of medicinal products for the reception centre (upon medical prescription based on individual needs).

The Multi-Purpose Information and Services Centre for Migrants of RAGUSA

Inaugurated on 23 September 2015, The Multi-Purpose Information and Services Centre for Migrants of RAGUSA is fruit of a project supported by the Prefecture and conceived by the Municipality of Ragusa, shared by all the local stakeholders (institutions, associations and bodies involved in migration and integration at different levels). The project enabled to convert a building located in the historic centre of the town, which used to be an immigration removal centre (CPTA), and use it for activities in favour of foreign citizens in Italy. The co-existence of institutional services and the third sector is intended to favour the encounter of the beneficiaries of all the services offered to support social integration and inclusion.

The general objective of the multi-purpose centre is to face the problems related to migration by managing day-to-day operations with services and projects aimed at the governance of the phenomenon itself. The centre operates along twin tracks: as an administrative centre to support foreign citizens in fulfilling their administrative obligations and as a place of integration and intercultural exchange with the local community.

The multi-purpose centre fulfils this need because:

- It is strategically placed at a walking distance from the urban and suburban bus station.
- It is the first and only place where foreign citizens can fulfil and see through their administrative acts.
- It puts foreign citizens in direct contact with INPS (Italy’s National Welfare Institution), the Sportello Unico immigrazione (Immigration One-stop Shop), Direzione Territoriale del lavoro (DTL - Territorial Labour Office), the registry office, social services, the Prefecture’s Immigration Office

The shared work carried out at the multi-purpose centre enabled the activation of the following services for foreign citizens:

1. Administration: Sportello Unico Immigrazione gathering all the institutions involved in the entry procedures of foreigners (Prefecture, DTL, INPS); Municipality of Ragusa: Welfare Services, Civil Protection and Lodging Offices.
2. Healthcare: Provincial Health Unit, Italian Red Cross, Doctors without borders, Medu, Terre des hommes.
3. Associations: orienteering, assistance and information related to the services available on the territory and provided by associations for and of migrants and NGOs.
4. Anti-discrimination: services for the prevention, identification and fight against disadvantage, discrimination and violence.
5. Training and Intercultural Mediation: classroom with training by Permanent Territorial Centres and the University of Ragusa.
6. Counselling Point: vocational orienteering by the SPRAR and training institutes.
7. Legal Counselling and Help Desk: desk managed by the Osservatorio Giuridico Internazionale sulle Migrazioni (International Law Observatory on Migrations) and Caritas

8. Space and Workshop: for exhibitions of arts and crafts.

The Multi-Purpose Information and Services Centre for Migrants of Ragusa was created with funds of the NOP – SECURITY FOR DEVELOPMENT – CONVERGENCE 2007-2013 – Operational objective 2.1 - and is aimed at “Improving the management of the impacts of migration”.

**Involvement in Social and Cultural Activities**

Social inclusion, in its broadest sense, necessarily entails (in addition to the service orientation and assistance activities described above) an investment in socio-cultural education activities, in collaboration with the local stakeholders involved, to promote mutual knowledge and develop a sense of belonging to the community. These actions allow to bring out the expressive potential and skills of the beneficiaries, create socialising opportunities, take part in the life of the community and share its values, promote intercultural dialogue and exchange within and outside of the reception system, prevent conflicts and the sense of social exclusion. The activities reported range from art-therapy and music therapy workshops to taking part in local festivals and events, from sports competitions to volunteer’s days, from meetings in schools to culinary events with the preparation of traditional specialties. Some entail the active participation of migrants to the whole organisation process, others promote the involvement of various local authorities and the direct dialogue with the resident population.

More specifically, the residents of the reception centre “Villa Quaglina” of Asti were involved as actors in the making of the film “Vangelo” (Gospel) by the director Pippo Delbono, almost entirely filmed in the centre. The film was presented at the Venezia Film Festival 2016 in the Venice Days section and was appreciated by the critics and the national press. At the CAS in Lecce, managed by Fondazione Emmanuel, four residents took part in the making of a short film entitled “Babbo Natale” (Santa Claus), directed by Alessandro Valenti and produced by Saietta Film, which was the winner of the MigrArti Section of the 73rd International Venice Film Festival. In particular, the backstage was the work of a Nigerian photographer seeking asylum, while the other three residents worked as technicians to make and prepare the set. In the province of Latina, the Municipality of Sabaudia and the cooperative Karibu made a short documentary film, entitled “AgroSpeziato”, on the Sikh community of the Agro Pontino area. The documentary explores the daily lives, aspirations, perception of one’s self of the Sikh Punjabi Indian community, and their interaction with the local community, in the natural setting of the Circeo National Park and of the rationalist architecture of Sabaudia.

In Settimo Torinese, the municipal government and Legal@arte (an association fruit of the initiative of a group of police women to promote legality through culture) brought to the first reception centre Teobaldo Fenoglio the exhibition “BINARIO 18 #stayhumanart”, a travelling art exhibition of paintings and photographs that allows visitors to go on a journey through old and new forms of migration.
Where clouds go. Four stories of integration

Communicating stories of integration is important to promote change through the experience of those who brought into play their reality and the reality of those around them, welcoming migrants. The documentary “Dove vanno le nuvole” (Where clouds go) by Massimo Ferrari tells four stories that can be considered as models of good reception and integration initiatives.

Domenico Lucano, the Mayor of Riace, brought back life into his village. Antonio, a History and Philosophy teacher of Treviso, welcomed 6 refugees into his home and was awarded the title of Officer of the Order of Merit of the Republic of Italy. The Casa a Colori cooperative of Padua, implemented a unique reception system, a temporary social housing project to find an emergency accommodation to those who are temporarily homeless, while offering short- and medium-term accommodation for anyone who needs affordable housing. The association Cantieri Metici of Bologna, makes art of encounters between cultures with theatre workshops and many other initiatives.

The production company MaGa Production, and the association Sole Luna - Un ponte tra le culture, which was actively involved in the promotion of the documentary film, are themselves an example of integration projects. The migrants hosted by the family in Treviso participated in the making of the film and as giuria Africa, a name they chose for themselves, to the 2016 edition of the Sole Luna Doc Film Festival.

Sport remains one of the favourite socialising tools. In Novara, some fifty young asylum seekers hosted in the reception facilities of Novara is participating in a project of the Centro Sportivo Italiano, called “Un calcio alla noia” (A kick at boredom), supported by the Prefecture and funded by the Provincial Government and the non-profit organisation Comunità Novarese per il Territorio. The team competes in the city football championship. The Prefecture of Siena also reported the existence of a football team of international protection seekers (called “Migranti San Francesco”) that won the CSI regional Seven-man football championship and received an official certificate of exemplary behaviour of healthy competition on the field. In Matera, two tournaments were organised on the occasion of the event Matera cultura e integrazione - Uniti nello sport (Matera culture and integration – united in sport): a four-team football tournament with the official team of the city of Matera (Matera Calcio), the team of the Police of Matera, the team of asylum seekers hosted in the CAS and the team of the provincial students’ council (December 2015) and a basketball tournament with the athletes of the Bawer Olimpia, a team of asylum seekers, a team of representatives of the police forces and a team of students of the provincial students’ council (December 2016).
The Prefecture of **Vibo Valentia** reports the involvement of asylum seekers in many cultural, musical, sports and volunteer activities: meetings with teachers, students and asylum seekers to exchange habits and customs, cultures and different music techniques at the Conservatoire Torre Franca of Vibo Valentia; organisation of music events by asylum seekers; participation in the Tropea Blues Festival and the music event *La notte dei Desideri*; creation of bands who performed in the province of Vibo Valentia, like *Avorio Africano* winner of the Culture a Confronto award, a festival sponsored by the Municipality of Tropea, and *Africa Magic Innovation*, forerunners of the AfroDance musical genre, People from Ivory Coast; participation in local football championships (team *La cumbia Loft 53*); participation in Giornate Ecologiche (eco-friendly days) to clean the city park.

The Prefecture of **Oristano** reported an interesting initiative of the comprehensive school of the Municipality of Ghilarza which entered the competition promoted by the Senate Testimoni dei diritti (witnesses of rights). The initiative consists of a series of sports, musical and cultural activities and events and of socialising moments between Italian and migrant students. In particular, with the support of teachers, journalists, volunteers and associations involved in reception, the students gather the testimonies of refugees on the reasons that led them to flee their country of origins and on their expectations in an audio-visual document.

**Vulnerable categories**

Vulnerable groups\(^{10}\), within the broader category of migrants, enjoy special protection. The Prefecture of Grosseto has coordinated the governance of unaccompanied minors with the local Police and local healthcare authorities (COeSO – healthcare company of the District of Grosseto). The initiative culminated in the elaboration of a technical and operational handbook (with special focus on how to determine age in doubtful cases). In Palermo, the university hospital of Palermo and the PENCH centre (Anthropology and Clinical Psychology) have reached agreements on the assistance of migrants with psychological problems hosted in the CAS.

**The Silver project in Trapani**

Funded by the Asylum Migration and Integration Fund, the Silver project (Innovative Solutions for the vulnerability and social reintegration of migrants) targets migrants in conditions of social and health vulnerability, victims of psychological traumas due to the dramatic conditions of travel or to the context in the country of origin. The strength of the project is the use of transcultural psychology and cultural anthropology to identify physical and psychological problems in the recipients; the project consists in the creation of a multi-disciplinary team (with two psychologists, a psychiatrist, a social worker or ethnologist or sociologist and a cultural mediator) that will be based in a mental health clinic at the AZIENDA SANITARIA PROVINCIALE (Provincial Health Unit) and will reach the relevant centres with a mobile unit. Training activities for social and healthcare workers will also be organised within the project. The lead partner is the Provincial Health Unit of Trapani, with the participation of 7 Sicilian local health units and a network of 11 third sector organisations, and the support of the World Health Organization, the Regional Department for Health and the Prefectures of Sicily.

With regard to the fight against the trafficking and exploitation of human beings, the Prefecture of **Rome** reported an initiative for the monitoring of potential trafficked persons seeking asylum. The Metropolitan City of Rome, the Police, the Municipality of Rome and the Territorial Commit-

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\(^{10}\) As per art. 17, paragraph 1 of Legislative Decree 142/2015, these are persons with special needs “such as minors, unaccompanied minors, disabled persons, the elderly, pregnant women, single parents with minor children, victims of human trafficking, persons with serious physical illnesses or mental disorders, persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence or violence related to sexual orientation or gender identity, victims of genital mutilation”. 

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tee for the recognition of international protection status have developed a protocol to regulate the monitoring activity. In addition, with a view to capacity building, the managing bodies of CIEs, CAR-As, CAS and SPRAR participated in training activities (workshops on “Asylum seekers and trafficked persons”) in Rome from 4 to 11 May 2016.

In Taranto, the strengthening of institutional competences in multi-level actions was achieved by defining a shared protocol for the qualified reception of women and underaged girls (who are also allegedly victims of human trafficking) with IOM and Save the Children. The protocol follows an operational workflow that facilitates the identification and support of trafficked persons, with defined times and procedures.

Fig. 5 Flowchart of the Protocol for the Qualified Reception of Trafficked Persons. Taranto

![Flowchart of the Protocol for the Qualified Reception of Trafficked Persons](image_url)

In light of the recent provision under article 6 of Decree 142/2015, recognising the right of reception to third-country nationals seeking asylum previously detained in Identification and Expulsion Centres and released for lack of validation of the detention order by the Court.
2.2 Analysis of Good Initiatives Gathered Within the Framework of the System for the Protection of Asylum Seekers and Refugees

2.2.1. Projects involved and initiatives reported
During the collection of mid-year reports for the year 2016, the contact persons and coordinators of the SPRAR territorial projects were asked to identify a successful initiative for each project, either ended or still undergoing, which they believed to be particularly significant and to fill out a detailed questionnaire with qualitative and quantitative data 12.

Overall, we received 490 questionnaire sheets; in some cases, more than one initiative was reported when the same managing body managed multiple SPRAR projects for different categories of beneficiaries (ordinary, unaccompanied minors, etc.). The high number of initiatives collected is a first significant data, as is the geographical distribution which shows good coverage across the national territory, in line with the distribution of the projects implemented, taking account of the fact that the initiatives reported were carried out in the North-West of Italy in 10.4% of the cases, in the North-East in 9.8%, in the Centre in 19.6%, in the South in 37.1% and in the Islands in 23.1%. As for the type of local authority, 88.4% of initiatives reported refer to projects managed by the Municipal governments, 7.4% by the Provincial governments and 4.3% by networks of municipalities.

Fig. 6 Type of local authority in charge of the SPRAR project

Analysing in detail the type of facility/service based on the beneficiaries, the survey shows that while just under three quarters of the initiatives focus on ordinary projects 13 (72%), 21.4% target unaccompanied minors 14, 5.3% target beneficiaries with physical and mental disabilities and 1.2% target persons in need of social and medical assistance 15.

12 In particular, the sheet administered through an on-line format prepared by the Central Service of the SPRAR, asked to indicate: local authority in charge of the SPRAR project, lead partner, region of reference, type of project based on the services, title of the initiative, description, start and end date, type of initiatives, target, main areas of interventions, stakeholders involved, needs from which it arose, interventions/activities carried out, economic resources used, fulfilment of needs, strengths and weaknesses, assessment activities and any assessment tools, assessment of the impact in terms of change and dissemination.
13 Art. 9, paragraph 1, lett. c, Decree of the Ministry of Interior 30 July 2013.
14 Art. 9, paragraph 1, lett. a, Decree of the Ministry of Interior 30 July 2013 and Decree of the Ministry of Interior 7 August 2015.
15 Art. 9, paragraph 1, lett. b, Decree of the Ministry of Interior 30 July 2013.
The initiatives reported were launched within the framework of the second step of reception of international protection seekers and beneficiaries. Of these, 71.4% can be classified as “individual actions” (that is to say interventions that meet the specific needs of individual persons, families or social groups without implementing any structural changes to the territory and institutions involved) and 28.6% as “systemic actions” (that is to say interventions that produce a change in the local welfare systems as a whole, as well as on the reception system itself, through the elaboration of new tools and methods able to enhance and support the intervention strategies and policies of the local and national governments). The analysis shows that “individual actions” are more widespread in SPRAR projects in the North East of Italy and in the Islands (79.2% and 76.1% compared to 71.4% in Italy as a whole).

Half of the initiatives reported (51%) was launched less than six months before the survey. Among these, a quarter was launched very recently (less than one month). The initiative launched or carried out in the six to twelve months before the survey amount to 31.6%, while 7.8% refer to the prior 12-18 moths. By contrast, 9.6% of initiatives were launched at least eighteen months before the survey. Overall, the most recent interventions are focused in the Sough and Islands (30.1% and 28% respectively, compared
with 25.3% in Italy as a whole), while initiatives dating to 12-18 months before the survey are mainly in the North-East (14.6% compared with 7.8%), and those implemented at least 18 months before are mainly in the North-West and Centre of Italy (15.7% and 15.6% respectively, compared with 9.6%).

Fig. 9 Periodo temporale di avvio delle iniziative intraprese per area geografica

Among the least recent initiatives, some targeting vulnerable categories are worth mentioning. The first one, with a focus on trafficked persons, was implemented in the Municipality of Parma, the others, all targeting unaccompanied minors, in Bologna, Udine and Rieti.

Coordination between the system for the protection of victims of human trafficking, or serious exploitation, and the system for the reception and protection of asylum seekers and beneficiaries of international protection

Local authority in charge of the SPRAR project: Municipality of Parma
Lead Partner: Ciac Onlus
Project Target: Ordinary Migrants

The project was launched immediately after the start of the Mare Nostrum operation, in November 2014, in light of the presence of trafficked persons within the mixed flows of migrants. Over time, the operators and associations involved started to observe some recurring elements which outlined the development of a new phenomenon. It became increasingly clear that the stories of women detained in the CAS had elements typically found in victims of human trafficking and serious exploitation and, at the same time, there was an increase in the number of women abandoning the reception system voluntarily, especially after the issue of a first document to apply for asylum. This corroborated the hypothesis that women, even when only recently arrived, could already count on a broad network of contacts on the territory. At the same time, the anti-trafficking department, based on their inspections on the field, reported an increasing number of women with asylum application documents and which often had been in CAS centres.

To encourage the timely identification of any victims of trafficking and exploitation, and to develop shared modalities of reception, a coordination group was established between the managing bodies of local women’s CAS, the Municipality of Parma (anti-trafficking department), the Prefecture, Ciac Onlus (lead partner of the SPRAR project in the city of Parma) and the Police Department of Parma. Reception in the CAS was organised with an operational protocol by officially implementing the networking with different stakeholders involved in the reception of women, and by assigning a specific objective to each stakeholder within the new reception system.
A Coordination Work Group was created, composed of the Prefecture, the Municipal Government of Parma, CIAC Onlus and all the local stakeholders involved in the reception of women. Work Group is a place and a tool for the support and managing of inflows, the assessment of situations of vulnerability related to human trafficking and, depending on the social projects, the transfer to second-level reception centres (SPRAR project or facilities for the protection of trafficked persons) and any movements from one facility to another. According to the Coordination Work Group, first reception plays a fundamental role in the identification of trafficked persons. Therefore, this step of reception is organised as a program specifically dedicated to the reception of women from the regional hub, with staff that has received training on human trafficking, and linguistic-cultural mediators from the various areas of origin to be able to carry out a first assessment of the situation. The meetings with the women and the reconstruction of their migration history are the pre-conditions for the beneficiaries to start their own path towards legal protection and regularisation, defining a social project based on objectives and rules. At the end of the first reception period and after the assessment by the members of the specialised team, the Coordination Work Group examines the possibility for these women to continue on their path, by transferring them in adequate second-level reception facilities in the local network.

To consolidate the social inclusion process, the Coordination Work Group decided to promote the creation of social and vocational workshops for women held in the local CAS centres to increase socialising opportunities and have a first work experience, with minimum salary, to put their skills into practice.

Course for volunteer tutors

Local authority in charge of the SPRAR project Municipality of Bologna – SPRAR unaccompanied minors seeking asylum

Managing Body Coop. Camelot - Consorzio CEIS - Istituto Don Calabria Ferrara - CSAPSA2

The course, whose implementation is still ongoing, was organised for the first time in 2013 in Bologna by the Office of the Regional Ombudsman for Childhood and Adolescence. Afterwards, it was organised by the Municipality of Bologna in collaboration with the social cooperative Camelot – Officine Cooperative, and the provincial health unit of the city of Bologna. The target of the initiative is unaccompanied minors seeking international protection.

The general objective is to train volunteers willing to become the legal guardians of minors currently in the custody of the local services, by identifying within the civil society citizens who are ready to acquire the necessary competencies to take on the delicate and fundamental role of guardians. Until today, legal guardians usually are legal institutions – the mayor or city councillor – while with this project legal guardians are identified within the civil society. More guardians – all volunteers – allow for a customization of the paths, specifically created for each minor involved. The areas studied concern formal aspects involved in the legal guardianship of a minor, service networks, local stakeholders, psychological support.

The course for volunteer legal guardians organised in Bologna by the Regional Ombudsman for Childhood and Adolescence in 2013 resulted in the creation of a network of citizens involved in local reception projects as volunteer legal guardians of minors. The SPRAR project for minors, in collaboration with the Office for Guardianship and Protection of the Municipality of Bologna and the Office of the Ombudsman for Childhood and Adolescence, organised a series of meetings between the minors and the candidate volunteer legal guardians, matched taking into consideration the personality of both individuals and any vulnerabilities of the minor. The meetings allowed the minors and their legal guardians to get to know each other and start a good relationship. The experimental project was constantly monitored by the Coordination Work Group of the SPRAR project and by the experts of the Office for Guardianship and Protection of the Municipality of Bologna with the presence of operators who supervised the first meetings with the minors and the candidate volunteer legal guardians to promote and help build a relationship of trust and real dialogue.
Thanks to this project, the legal guardianship of 6 minors was transferred from the Municipality of Bologna to the volunteer legal guardians. In April 2015, the Municipality of Bologna in collaboration with the social cooperative Camelot – Officine Cooperative, and the Provincial health unit of the City of Bologna, launched a “Pathway for the Awareness and Training of Volunteer Legal Guardians” within the SPRAR project for minors of the Municipality of Bologna, which is still ongoing.

The SPRAR project for minors of the Municipality of Bologna, focused specifically on the implementation of an experimental project for volunteer legal guardians based on the tutoring and support by other volunteer legal guardians, previously trained, through the process of getting to know each other and building a relationship of trust with the kids, which terminates with the appointment of the legal guardians and their official oath.

Particularly important for the achievement of the objectives pursued, are the issues of communication among different stakeholders and institutions involved (such as the judge supervising the guardianship, the Municipality of Bologna, the provincial health unit, the legal guardians, unaccompanied minors, the Coordination Work Group of the SPRAR project for minors), and the transparency of information.

Ciclofficina and La bicicletta che ti incontra

Local authority in charge of the SPRAR project  Municipality of Udine
Leat partner  Association Nuovi Cittadini Onlus
Project Target  Unaccompanied minors

The ciclofficina (bike workshop) is a space equipped for the ordinary maintenance of bicycles, with services open to all citizens in the community. A group of young adults of the Neomaggiorenni project (who have recently become of age) has been involved in the management of the workshop, along with other people.

Started in 2015, the Ciclofficina was created as a training project aimed at the acquisition of basic skills in bicycle mechanics. In addition, some young beneficiaries had the opportunity to receive road safety education for an informed use of the bicycle on different paths, physical education for proper riding, motor coordination and safe riding.

The ciclofficina was equipped as a travelling unit during the event “BICIMAGGIO 2016” [BikeMay 2016] to be present at the starting points and allow fine-tuning of the bicycles of the participants to the excursions. The new mechanics provided a backup service free of charge also during the bike rides, carrying the tools in backpacks and taking part in the initiatives themselves, putting into practice the manual skills developed during the training.

After the travelling experience, the ciclofficina was re-opened to the community as a permanent workshop in a space made available by the lead partner and accessible to private citizens whose bikes need simple maintenance work.

Once more, the initiative showed the importance of putting one’s skills at the service of others and of raising awareness among the beneficiaries of reception on universal issues such as, in this specific case, environmental sustainability through the responsible and safe use of the bicycle as a means of transport in the city. This was also an opportunity to meet the local community and offer a constructive image, experiencing relationship like those found in a work environment.
"La bicicletta che ti incontra"

Local authority in charge of the SPRAR project: Municipality of Udine

Lead Partner: Associazione Nuovi Cittadini Onlus

Project Target: Ordinary migrants

The initiative La bicicletta che ti incontra [the bicycle that meets you], also part of the program of BICIMAGGIO 2016, served the double purpose of promoting an informed and regular use of the bicycle as a means of urban and suburban transport and of creating opportunities of socialisation and integration among people, to promote active citizenship.

The project proposed a number of different activities connected to the informed use of the bicycle, involving both beneficiaries of the Udine SPRAR project and the local community who thus had an opportunity to meet, get to know each other, engage in sports and recreational activities together, overcome cultural barriers, create new relationships, develop a culture of reception and experience forms of participation.

The activities carried out included:

- Widespread information on the possibility to take part in all initiatives: in particular, access to the bike workshop initiative, the conference and the bike rides.

- Finding bicycles made available by the local community to allow as many beneficiaries as possible to take part in the bike rides;

- No. 4 sessions of physical education lessons on the bicycle taught by a professional trainer in various schools on the territory; the participants to the lessons included not only the beneficiaries of reception but also students (approximately 60 students aged 13-19), teachers and social workers.

- No. 4 sessions of road safety for the beneficiaries of reception held by the Local Police of the Municipality of Udine and by experts of pedestrian and cycle mobility with the presence of a mediator;

- No. 4 bike workshops managed by a small group of beneficiaries of the Neomaggiorenni project and who attended the course “Bicycle Mechanic”, with the help of volunteer expert mechanics, open to cyclists whose bikes need overhauling or small maintenance during the bike rides BIMBINBICI (kids on the bike) and CICLOFESTA (bike party), as well as during the bike rides organised by Nuovi Cittadini Onlus to explore the territory.

- No. 2 bike rides opened to the community and lead by a nature guide: at the discovery of museums and city parks and at the discovery of water, with the participation of numerous asylum seekers, refugees, other foreigners and citizens of all ages.

- Conference “Il tandem: la bicicletta che ti incontra” (Tandem: the bike that meets you), which was attended by asylum seekers, refugees, other migrants, citizens, students of the University course in Motor sciences, and social workers. The TANDEM bicycle was chosen as a symbol of the encounter of people, a metaphor to reassert that by travelling together you can overcome barriers and physical and cultural limits, generate solidarity, create opportunities of socialisation and integration, and that you can travel together across the territory, with a recreational spirit, to discover it and explore it, while benefiting from the positive effects on the mind and body of exercising.

The beneficiaries participated in different ways to the activities offered, either in small groups (training session in schools or in the city), or taking part to the events open to the community. The experiences in small mixed groups have enabled the establishing of a deeper relationship with the local community, giving more space to the personal exchange and the sharing of experiences and values.
Terrae...Un orto per l'inclusione sociale (a vegetable garden for social inclusion)

Local authority in charge of the SPRAR project: Municipality of Rieti
Lead Partner: Association ARCI Comitato Territoriale di Rieti
Project Target: Unaccompanied minors

The TERRAE project was designed to create more possibilities in the area of Rieti of social and work inclusion of unaccompanied minors beneficiaries of the SPRAR project for minors of the Municipality of Rieti, managed by the association Arci.

To achieve this objective, the project invested in the agri-food sector (which is more developed in the territory compared to other industries), by starting traineeships in organic farming and creating a GAS (Gruppo di Acquisto Solidale - Ethical Purchasing Group) for the distribution of local products. In addition, a network of relations was created for visibility and cooperation at local and national level. The project is carried out in collaboration with the Caritas of Rieti and of Comunità Emmanuel who have made available the plot of land farmed (in the Rieti plain), the tools and spaces for the training activities with the instructors and operators.

The first step of the project Terrae emphasised the operational aspect (traineeships funded by the region), communication and visibility (events on the territory and information material), and the promotion and awareness-raising at local level (GAS, network of associations).

Then the project continued with the preparation of the land and creation of the vegetable garden. The trainees were followed by tutors of the agricultural undertaking involved, complementing their training with meetings with the instructors and moments of exchange and socialisation with the operators and people received by the Comunità Emmanuel (site of the project).

The project was presented to the community during the event Terrae in festa (Festival of the Lands), with the involvement of the trainees who were present at the information and exhibition stands. At the same time, the GAS TERRAE group (ethical purchasing group) was created to distribute the products of the vegetable garden to the citizens of Rieti and Rome.

The Project Terrae was invited as an example of ethical farming to the Conference Officine del Futuro (Workshops of the Future) at Arci in Mantua (attended also by the trainees) and to the National Seminar Agricoltura di Promozione Sociale (Agriculture for social advancement) at EXPO MILANO.

During the second year, the project experimented growing both local (woad, pumpkins) and exotic crops (karkade, tubers from Sierra Leone). The activities of the project are still ongoing and include the organisation of workshops for the processing of the produce opened to the community at large.

2.2.2. Recipients, areas of intervention, stakeholders in the initiatives reported

The initiatives analysed target a wide range of subjects, not just the beneficiaries of reception. As shown in detail in the tables below, with regard to individual beneficiaries and SPRAR operators, the projects tend to involve larger groups of people (from 6 to over 30 for individual beneficiaries and from 3 to 15 for SPRAR operators), while in the case of non-SPRAR social workers, representatives of local authorities and public services staff, the projects mainly target individuals or small groups.

The same obvious observation, in terms of low numbers, applies to the families of beneficiaries and the associations (1-2 entities: respectively 41.4% and 58.5%) – although, with regard to the latter, the fact that they are involved as targets by 3 to 5 associations in 25.1% of the cases is a sign of their desire to start working as a network. As for the local community, it is interesting to note that the actions involving relatively small groups of people (1-20: 32.8% or 21-40: 22.1%) are more frequent, showing a tendency and an inclination towards interventions on specific targets, rather than wide-ranging initiatives targeting the community as a whole.
Among the initiatives targeting school groups, there is that of **Gioiosa Ionica**, which promoted the exchange of language and cultural skills between asylum seekers and Italian students.

**Incontri per caso: “I migranti insegnano francese nelle scuole” (Random Meetings: Migrants Teach French in Schools)**

**Local authority in charge of the SPRAR project**: Municipality of Gioiosa Ionica (RC)

**Lead Partner**: Network of Ethical Municipalities

**Project Target**: Ordinary migrants

The initiative was conceived and organised by the technical high school Istituto Tecnico Commerciale Paritario Giacomo Leopardi of Siderno, in collaboration with SPRAR teachers, to offer students of French an opportunity to meet mother-tongue speakers from French-speaking countries and combine the study of the language with knowledge of the migration flows and countries of origin of the migrants.

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16 The category “other” includes: associations, private companies, centres for aggregation, communities of foreign citizens, cooperatives, vocational training, religious institutes, schools or university, public institutions, restaurants and tourism, individual volunteers.
During the meetings, a series of specific issues were addressed in French, thanks to the preparatory work done in class with the teachers and the dialogue with the recipients of the SPRAR project. Thus, it was possible to create a meeting space in French within which migrants from different French-speaking countries acted as teachers, using their language skills as a tool. This space promoted not only language encounters, but most importantly cultural exchanges between Italian students and the recipients of the SPRAR project. It was an opportunity that encouraged and brought emphasis on the value of knowing the cultures of the countries of origin of the beneficiaries and on the sharing of different habits and customs, allowing students to have a broader picture, more respondent to reality, of the situation of asylum seekers, beneficiaries of international and humanitarian protection. “Incontri per caso” was also an important step towards a true appreciation of the stories and lives of peoples.

The areas of intervention of the initiatives reported are eleven. In detail: “information and awareness-raising” (75.5%), “orienteering and assistance to social inclusion” (60.4%) and, on a larger scale, “development of skills and capabilities of the local stakeholders/participants” (42.4%). Other key actions in the system of integrated reception include linguistic-cultural mediation, job placement and orienteering and access to the services on the territory account respectively for 39%, 34.7% and 29.4% of the projects examined. A considerable investment is placed also on the “development of skills and capacities of SPRAR operators for organisational methods and interventions of assistance” (29.2%), and on the “social, psychological and health protection” (20.4%). Less frequent activities include “physical reception” (18%), “legal counselling” (9.6%) and “orienteering and assistance to housing” (10%), one of the most difficult problems in the current structure of the reception system.

Interestingly, looking at the distribution across Italy, “information and awareness-raising” and “cultural mediation” initiatives are mostly concentrated in the Islands (84.1% compared to 75.5% and 53.1% compared to 39%), job placement and the promotion of access to the services, as well as projects to develop the skills of local stakeholders in the North-West (41.2%, 35.3% and 47.1% compared to 34.7%, 29.4% and 42.4% respectively), the protection of health and physical reception in the Centre (26% and 24% compared to 20.4% and 14.2% respectively) and the assistance to housing in the North-East (14.6% compared to 10%).

17 The questions allowed for multiple answers therefore the percentages indicated do not refer to a total of 100%.
The subjects who were most involved in the planning and/or implementation of the successful initiatives analysed, besides the lead partner SPRAR, which is present in almost all the cases, were the local authorities in charge of the SPRAR project (67.8% of cases), cultural associations (44.9%) and voluntary associations (42.2%). Schools (33.3%), companies (23.1%) and training institutes (19.2%) also played an important role, whereas the local health units and social and healthcare services (15.7%), job placement centres (12.9%) and business associations (9.2%) were less involved.
The choice of a specific type of initiative and its implementation depend mainly on the needs of the beneficiaries and of the local community where the stakeholders operate, or on the needs related to the implementation of the project itself, as is the case for the initiative carried out in Macerata, where a role-playing game for schools, reconstructing the journey through the desert and the sea, was used to promote knowledge of and empathy with the migrants.

**ESODO: nessun ruolo, nessuna diversità**

Local authority in charge of the SPRAR project  
Lead Partner  
Project Target
Province of Macerata  
GUS “Gruppo Umana Solidarietà G. Puletti”  
Ordinary migrants

The SPRAR project Mosaico of the Province of Macerata designed a role-playing game for middle schools and high schools. The initiative arose from the detected need in the small local communities targeted by the SPRAR project to create a more open approach to the migrants in the community, and from the desire to raise awareness among young people, who are the future stakeholders of a multi-ethnic society, on an issue which is often dealt with superficially or with a specific agenda.

“ESODO: nessun ruolo – nessuna diversità” (EXODUS: no role – no diversity) is a role-playing game that reconstructs the journey of African migrants from Agadez to Lampedusa with all its hardships and challenges. The purpose of the game is to arrive in Italy safe and sound, crossing the sea and landing in Lampedusa, while encouraging reflections and sharing opinions and feelings experienced by identifying themselves with the migrants.

The initiative was organised through the study of texts, videos and articles of the national and international press, with interviews with the current and former beneficiaries of the reception project.

This type of game was chosen to exploit the mechanisms of aggregation and identification typical of this activity as a way to communicate the stories, experiences and world of the beneficiaries of the SPRAR project. The identification with the migrant and facing the imaginary journey have created enormous empathy and have induced a reflection.
The social inclusion of the beneficiaries is the need that most commonly results in the implementation of a specific initiative (41.8% of answers), followed by information and awareness-raising in the local community on the issues of migration (39.4%), and by the development of new knowledge and skills by individual beneficiaries (25.5%). Initiatives created for reasons inherent to the project itself are in the fifth position, together with the creation of local networks (11.2%), and in the fourteenth position, with the development of skills of the operators of the projects (1.4%).

Some initiatives of social and work inclusion, which specifically meet the needs of the local community, were carried out in Sicily with grant-assisted jobs. In Marsala, a group of beneficiaries of the SPRAR project was included in an Archaeological Expedition, whereas in Vittoria, in the province of Ragusa, beneficiaries were involved in socially useful activities. In the province of Parma, in Berceto, a workshop opened its vocational training also to carry out daily tasks to help the local community, and in particular the most vulnerable sections of the population.

**Missione Archeologica - Campo Scuola Mozia campagna 2016 (Archaeological Expedition – Mothia School Camp 2016 edition)**

Local authority in charge of the SPRAR project: Consorzio Solidalia
Lead Partner: Municipality of Marsala
Project Target: Ordinary migrants

Within the framework of the 13th excavation campaign on the island of S. Pantaleo (Mothia) of the Stagnone di Marsala, organised by the University of Palermo, 5 beneficiaries of the SPRAR project of Marsala were involved, with grant-assisted jobs. The beneficiaries had the opportunity to have a high-level training, teaching and cultural experience, learning the theory and practice of archaeological excavation, the study and classification of the finds, and documentation and restoration techniques.
The activity is fruit of a shared initiative of the Department for Culture and the Department for Welfare of the Municipality of Marsala, the Department of Culture and Society of the University of Palermo and the lead partner of the SPRAR project, Consorzio Solidalia. The involvement of the beneficiaries of the SPRAR project met the need to launch work inclusion activities at local level with actions aimed at improving the quality of life in Marsala, also for tourism-related purposes.

In the initial phase, the beneficiaries were accompanied, with Italian and foreign students, the teachers and the staff of the school camp, to explore the Island of Mothia where they received information on the history of the island and on the excavation site.

The participation to the expedition –composed of a team of archaeologists, scholars and technicians, and of professors of the University specialised in different fields–, enabled beneficiaries to learn the theory and practice of archaeological excavation methods, the study and classification of archaeological finds and other documentation and restoration techniques.

**Grant-assisted Jobs in Vittoria**

**Local authority in charge of the SPRAR project**: Municipality of Vittoria

**Lead Partner**: Waldensian Diaconia, Association for Human Rights

**Project Target**: Ordinary Migrants

The project was started to integrate the beneficiaries of reception in the local social and economic context, assessing their skills and sense of responsibility beforehand, to enhance also their work experience and education. The project involved 43 beneficiaries with three-month grant-assisted jobs employed in the following tasks:

- Town cleaning service: cleaning of the town streets and squares; maintenance of public green areas under the tutoring of an expert gardener and arborist; protection of the public park, the Villa Comunale in Vittoria; cleaning and maintenance of the municipal cemetery.

- Logistic and technical organisation of events at local level, building of stages for shows, decorations for holidays, setting of support structures during sports events.

- In public buildings of collective interest, like Palazzo della Cultura, the town library A. Alfieri, the municipal theatre, being involved in cleaning the structures and cooperating with other employees in useful activities for the users.

- In the seashore hamlet of Scoglitti, where the beneficiaries worked to clean the small-scale fishing harbour (where there is a fisherman’s market), the lighthouse and the beaches.

- In urban decor during the summer, with the installation of boardwalks to access the sea, painting of the fence on the promenade, cleaning and usability of the shore, and maintenance of the town school buildings.

The project contributed to removing the beneficiaries from the wide-spread and illegal phenomenon of unreported employment, and promoting their integration within the community, through their participation in socially useful activities.
**Laboratorio Aiuti**

Local authority in charge of the SPRAR project  Municipality of Berceto (PR)
Lead Partner  Consorzio Fantasia
Project Target  Ordinary Minors

Il “Laboratorio Aiuti” è stato attivato dal Consorzio Fantasia insieme al Comune di Berceto, rispettivamente ente attuatore ed ente titolare del progetto. Il Comune di Berceto è un paese di 2.000 abitanti inserito nel contesto dell’alto Appennino tosco-emiliano, caratterizzato da una buona presenza turistica nei periodi estivi e uno spopolamento di residenti che di anno in anno, lentamente, va aggravandosi. Il laboratorio nasce con lo scopo di formare i beneficiari del progetto SPRAR al fine dell’inserimento socio-lavorativo attraverso l’acquisizione di competenze pratico-manuali come manutentore e linguistico-relazionali, creando, inoltre, occasioni di socializzazione con la comunità locale attraverso la valorizzazione di beni e valori comuni, l’aiuto reciproco e lo scambio di esperienze, restituendo un’immagine diversa da quella talvolta proposta sul tema dell’accoglienza e dell’asilo. Le attività del laboratorio consistono in mansioni quotidiane di aiuto alla comunità locale, in particolare delle fasce deboli della popolazione, attraverso lavori di manutenzione coordinati da esperti con competenze manuali, tecniche ed educative.
To illustrate the variety of aspects taken into account when planning the initiatives, we provide a few examples which have emphasised the role played by inner mechanisms in analysing, accepting and expressing experiences, improving the potential for personal growth, becoming aware of one’s potential and of the possibilities to become successfully integrated in the society.

**Faticando, Pedalando (Working hard, Cycling)**

Local authority in charge of the SPRAR project  
Municipality of Cremona

Lead Partner  
Cooperativa Nazareth e Soc Coop Servizi per l’Accoglienza

Project Target  
Unaccompanied minors

The initiative involved the unaccompanied minors of the SPRAR project of the Municipality of Cremona who, accompanied by two educators, cycled a long part of the Via Francigena (from Cremona to Rome) using the bike as their only means of transport. Through these activities, the beneficiaries have been able to experience the “present”, increasing their ability to do so; furthermore, they were constantly supported and involved in the decision-making processes.

The trip was prepared with formal group meetings, during which the equipment for the experience was illustrated and distributed (bicycle, helmet, backpack, bags and maintenance tools), the rules were shared and each participant received a bicycle.

The trip, which lasted approximately two weeks, was by bike on the way to the final destination and by train on the way back.

At the end of each day of travel, during which guided meditation exercises on the acceptance of the present and on emotions were organised, each participant had the opportunity to tell the emotions he/she experienced.

During the experience, which was a moment of growth for all, the minors discovered new places and talked with those the people they met along the way, making new personal and relational experiences, adding new elements to the process of social inclusion in Italy through personal and cultural exchange between the beneficiaries of reception and the local community.
Sogni di viaggio: Teatro come ponte (Journey dreams: Drama as a bridge)

Local authority in charge of the SPRAR project: Spoleto


Project Target: Ordinary migrants

The drama project was designed with the objective of creating an opportunity for the beneficiaries of reception to deal with their condition of “uprooting” and find a useful way to tell their stories and assess their expectations and desires. Being a space for encounters and transformation, the theatre workshop was considered to be a useful means to this end. Drama, seen as a bridge, is a privileged way to recognise and rediscover one’s self, in direct relation with the other and with space. A bridge that reconnects and rebuilds the plot of one’s experience, here and now, through an interpretation of theatre that aims to enhance people’s resilience. A path where difficulties turn into resources and obstacles into creative materials and where participants work on becoming more aware of their own potential.

The objective of the initiative was also the production of a theatre performance for the World Refugee Day where the beneficiaries of the SPRAR project of Spoleto were the protagonists. A drama workshop, entitled “Teatro come ponte” was organised and held by the CENIT company, which ranked first out of three theatre companies in an international competition; the competition – organised by La MaMa Umbria International, a cultural theatre association founded by Ellen Stewart – promotes drama as a tool for social change.

Finally, the locations to held the workshop and the performance were found in the town of Spoleto: the cultural space Cantiere Oberdan and the summer arena Parco Del Mondo located inside a city park and managed during the summer by the social cooperative Il Cerchio. The workshop took place from the 10th to the 20th of July 2016 and the performance went on stage on the 24th of July, with a preview at Cantiere Oberdan and on the 29th at the summer arena. Throughout the project, a video was produced telling the whole workshop experience.

Besides preparing the acting part of the performance, the beneficiaries cooperated in all the phases of staging and took a closer look at work in the theatre business (setting, lights, organization, etc.).

The economic resources used to implement the initiatives provide some interesting data. In three quarters of the cases they are mainly funded by national funds dedicated to the SPRAR (76.5%) and in 26.3% of the cases with funds from the lead partner; the third source of funding is donations and sponsors (20.8%), whereas other institutional funding sources (Municipalities, Regions, EU) had a less impacting role.

Fig. 14 Resources used in the initiatives implemented

<table>
<thead>
<tr>
<th>Resource Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>SPRAR Funds</td>
<td>76.5%</td>
</tr>
<tr>
<td>Lead Partner Funds</td>
<td>26.3%</td>
</tr>
<tr>
<td>Donations and Sponsors</td>
<td>20.8%</td>
</tr>
<tr>
<td>City Funds</td>
<td>16.5%</td>
</tr>
<tr>
<td>Regional Funds</td>
<td>6.9%</td>
</tr>
<tr>
<td>EU Funds</td>
<td>4.7%</td>
</tr>
<tr>
<td>Fundraising</td>
<td>4.7%</td>
</tr>
</tbody>
</table>

Source: Central Service - SPRAR
2.2.3. Results Achieved, Difficulties Encountered and Impact on the Local Community

The initiatives analysed have shown a positive impact both on individual beneficiaries and on the project itself and the citizenship of the host territory. More specifically, at individual level the initiatives allowed developing knowledge and skills (35.5%), embarking on pathways to social inclusion (28.2%), and making beneficiaries the protagonists of the initiative implemented (22.7%). At the SPRAR project level, the analysis shows that such initiatives allowed building networks with the local services (33.7%), strengthening the SPRAR at local level (12.9%), and improving skills (12.0%). Finally, at EU level, it allowed informing and raising awareness among new players (such as companies, school groups, and citizens in general) on issues related to migration and refugees (21.4%) and to recover local know-hows and traditions (1.4%).

The analysis also showed some weaknesses. First of all, the difficulties inherent to the local context (22.4%), often due to the lack of proper information and awareness on the situation of migrants and on the functions of the SPRAR system; secondly, logistic, organisational, and administrative problems (18.6%), as well as difficulties and vulnerabilities of the individual beneficiaries (11.2%), often linked to the tormented journey to Italy and which play a major role in the success of the initiative and, more in general, of the reception process.
To complete the descriptive analysis of the initiatives collected, it is worth illustrating some self-assessment elements. First of all, in 99% of the cases, those in charge of the projects believe that the activities carried out within the scope of the initiative positively met the needs emerged. While this result is clearly predictable, as the projects analysed are fruit of an upstream selection based on “success” criteria, it should however be taken into account that in 63.7% of cases the same projects underwent an assessment of the results achieved (and even a higher percentage for initiatives implemented in the North-East and North-West of Italy).

Among the projects that adopted self-assessment tools, the majority chose tools intended directly for the beneficiaries (52.2%) and stakeholders involved in reception (51.9%). Moreover, many projects consider the number of participants (21.5%) and the mere achievement of the objectives (17.6%), as indicators of the success of the initiative. By contrast, the use of economic assessment (1%), media coverage (0.6%), and the implementation of the same initiative in another area (0.3%) as a means of assessment is still very rare.
The projects allowed the development at local level of new forms of coordination and networking (62.9%), and the promotion of the active participations of the target beneficiaries (55.9%). In addition, in 47.3% of cases new tools were created and new initiatives implemented to foster the individual pathways to reception and social inclusion, whereas in 44.3% of cases a cooperation with other actions, measures or projects in the local community was successfully started.

The percentage (32%) of new “tangible” products (such as publications, websites, apps, videos, radio programs, campaigns, etc.), used to promote social inclusion, and the percentage of the positive impact on welfare policies and strategies at local level (31.2%) are also significant. On other occasions, the project was the driver of the creation of a new service (26.1%), new procedures of social inclusion (20.6%), or of the enhancement of local public and private services for migrants (12%), or for all resident citizens (8.6%).

**Fig. 18 Impact of the Initiatives Implemented on the Local Community**

```
<table>
<thead>
<tr>
<th>Initiative</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coordination and networking</td>
<td>62.9%</td>
</tr>
<tr>
<td>Active participation</td>
<td>55.9%</td>
</tr>
<tr>
<td>New tools of inclusion</td>
<td>47.3%</td>
</tr>
<tr>
<td>Cooperation with other actions</td>
<td>44.3%</td>
</tr>
<tr>
<td>New products of inclusion</td>
<td>32.0%</td>
</tr>
<tr>
<td>Local welfare policies</td>
<td>31.0%</td>
</tr>
<tr>
<td>Creation of a new service</td>
<td>26.1%</td>
</tr>
<tr>
<td>New inclusion procedures</td>
<td>20.6%</td>
</tr>
<tr>
<td>Services for migrants</td>
<td>12.0%</td>
</tr>
<tr>
<td>Services for all citizens</td>
<td>8.6%</td>
</tr>
</tbody>
</table>
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Source: Central Service - SPRAR

With regard to the geographic distribution, the analysis shows that initiatives that have allowed the creation and development of networks are more widespread in the North-West of Italy (72.5% compared with 62.9% at national level), those focusing on active participation are prevalent in the islands (65.5% compared with 55.9%), and those focusing on the creation of new tools for social inclusion (64.6% compared with 47.3%) and the coordination with other actions are more widespread in the North-East (64.6% compared with 44.3%).
As for the replicability and dissemination of interventions – which are particularly relevant with a view to a future activity leading towards the identification of so-called “good practices” –, the answers showed that: “the necessary resources to continue with the initiative have been identified” (51.6% of cases), and that “actions have been planned to disseminate and promote the successful elements of the initiative among institutions, the third sector and companies” (51.2%). Furthermore, while one third of respondents declared that “stakeholders from different areas asked for information and indications to implement the same initiative” (32.2%), the proposals for the “replication of the initiative (either total or partial and whether identical or with some adjustments) both in different areas and by different stakeholders” were less frequent (19.6% and 11.2% respectively). Finally, the experience was “a driver to the allocation of funds (public and private) to support similar initiatives” only in 9.4% of cases. Taking account of the geographical distribution, it is interesting to observe that the identification of the resources necessary to continue with the initiative is more common in the North-East (62.5% compared with 51.6%), the promotion of the successful elements and the request of information from other areas to replicate the experience are more frequent in the North-West (60.8% and 43.1% compared with 51.2% and 32.2% respectively), and the actual proposal to replicate the initiative in other contexts is predominant in the Islands (27.4% compared with 19.6%).
CHAPTER 3

Memorandums: between administrative function and social expression

During the 1990s, numerous pieces of legislation were passed in Italy with a view to innovating the general government in all its branches to improve efficiency, increase transparency and simplify its functioning. The action aimed at implementing streamlined organization models, rearrange the scopes of action and modernise the departments. The role of Prefects and the organisation of Prefectures are part of such change. It is interesting to observe the effects of change looking at Prefectures, and at their territory of jurisdiction in terms of system which rearranges its scope, operational dynamics, and modifies the meaning attributed to the actions implemented based on a change. The laws on the reorganisation of local authorities, administrative proceedings and access to documents, rearrangement in the healthcare field, rationalisation and organisation of the general government and, subsequently, the law providing that Prefectures become Territorial Offices of the government and the reform of the second part of the V title of the Constitution have progressively determined that institutions are perceived as entities being sensitive to the needs of the community, closer to citizens and relevant stakeholders. Thus, within the community, Prefectures become the place to meet and start “fair collaboration”\textsuperscript{18} with the local bodies to facilitate the dialogue between parties and institutional cohesion. The propensity to change is expressed also through the choice of innovating the internal structure, shifting from a hierarchical-functional organisation to a process- and project-based model, implicitly stating the intention to place the principles of simplicity, autonomy, flexibility and governance through shared culture at the centre. Consequently, administrative work is more and more clearly defined as the set of rules and procedures that describe, regulate and bind a process and which is not a value in itself; at the same time, the administrative act through which it expresses its determinations is the bearer of a decision-making process to the benefit of citizens.

From the point of view of social analysis, the passage from Prefectures to Government Territorial Offices coincides with a new concept of work that puts emphasis on a network approach. However, the network is also the means through which some aspects and dimensions of society come to life and are expressed. The recent transformations have designed a new profile of the institutions, which are now in close contact with the local community, where the Prefectures have regained their “original vocation as a general office with widespread and horizontal competences across multiple administration, with a role of institutional coordination at peripheral level”\textsuperscript{19} with a consequent high level of involvement in situations where Prefects play a key role in conflict resolution, emergency management, and in the collaboration with public and private entities to solve the problems at local level.

The individual-State axis is replaced by the community-State axis, multiplying choices and possibilities to examine the needs and define the solutions; legislation – which often represents and sometimes anticipates the profound needs of society – takes charge of creating the necessary bridge between institutional and civil parties by establishing, in 1998, the Territorial Councils for Immigration\textsuperscript{20}. Thus, a plural dimension of public action is introduced within the Prefectures,

\textsuperscript{18} Art.11, Legislative Decree 300/1999 as amended by Legislative Decree no. 29 of 21.1.2004.
\textsuperscript{19} Claudio Meoli, www.treccani.it/enciclopedia/ Prefect and Prefecture.
\textsuperscript{20} Art.3 Legislative Decree 286/98, art.57 Presidential Decree 394/99, Prime Ministerial Decree 18 December 1999.
where the variety of subjects that are part of the institution are invited to sit around a table and form a work group focusing on immigration and on the integration of legal migrants. The objective is to pick up the needs of the local community, look at resources with a networking approach, and express the potential and proactivity of a local community through public, private and third-sector operators.

Governing the “phenomenon” of migration means juggling among different departments, overcoming the rigidity of some institutional responses and looking for solutions, placing the public interest at the centre of attention. The high frequency with which administrations resort to the use of memorandums as a tool may be interpreted in this light. Symbolically, the memorandum is the expression of a collaboration that translated listening into action, by testing unprecedented forms of interaction or formalizing an existing local network.

The Department for Civil Liberties and Immigration has started, some time ago, a strategy aimed not only at optimising the reception system but also at promoting integration more in general, by supporting initiatives that target and directly involve mainly Prefectures, and by fostering actions that may have a positive impact on these phenomena. The impetus given to immigration and asylum policies clearly emerges from the analysis of the protocols presented in the following paragraphs which show a varied pictured, depending on the characteristics of the area analysed, with a shift from the operational practice already tested to a direct response to the needs of the community. For a more specific analysis, the protocols have been subdivided into memorandums of understanding (which envisage actions in six different areas of interventions), and protocol on voluntary work done by migrants hosted in the reception centres.
3.1. Analysis of the Memorandums of Understanding and of the Main Areas of Intervention

Among the 46 memorandums of understanding monitored in 28 different Prefectures, 40 qualify as systemic actions, with interventions that produce changes mainly on the local welfare systems and on the reception system itself. The memorandums that target individuals directly are 6 and they carry out specific interventions that meet the exact needs of people, families or groups of society.

Fig. 20 Type of Action of the 46 Memorandums of Understanding

Furthermore, in many cases the memorandums have the function of creating a network or of broadening and strengthening an existing one. By contrast, other memorandums are acts that formalise an existing network.

Fig. 21 Function of the 46 Memorandums of Understanding

The map below illustrates the geographical distribution of the memorandums of understanding monitored.
The memorandums of understanding examined were classified in six main areas of intervention: healthcare, widespread reception, interinstitutional networks, training and job placement, orienteering and counselling services, protection of vulnerable groups.

Interventions in the Healthcare Sector
The most frequent area of action is healthcare, aimed at health protection, to ensure medical assistance in particular in the landing places. It is implemented through the definition of operating procedures or the establishment of public healthcare facilities, managed by voluntary associations with the support of a linguistic-cultural mediation service. Other memorandums, on the other hand, establish the guidelines to register migrants with the Italian National Health System (for example with the assignment of an STP code during the first medical examination) or the possibility to do blood chemistry and basic diagnostic assessment tests, and others focus on the implementation of projects for psychological care or the supply of regular psychiatric consults in first reception centres. Finally, two memorandums target forced migrants victims of torture, prescribing social and health assistance in one case, and in the other case establishing the methods of certification of violence suffered, in order to produce medical and legal reports to be presented during the hearings at the Territorial Committee. The following memorandums fall within this category:

21 Translator’s note: STP stands for the Italian Stranieri Temporaneamente Presenti, literally translated as Temporarily Present Foreigners.
• **Prefecture of Taranto**
Operative protocol for syndromic surveillance and immune prophylaxis related to the migration crisis immigrants signed on 19.6.2014, aimed at the early detection of any public health event and at the organisation of a prompt and proper response by local health units at the moment of landing.

• **Prefecture of Messina**
To facilitate the reception of inflowing migrants and the protection of their health, on 9 November 2015 the Prefecture, Provincial Health Unit and Emergency Onlus signed the operative memorandum of understanding on landings in the port of Messina to start a mobile clinic run by Emergency and a general medicine free clinic run by the Provincial Health Unit in conjunction with the landings.

• **Prefecture of Rieti**
Memorandum of Understanding for the temporary reception of foreign citizens seeking international protection”, signed by the Prefecture and the local health unit on 3 March 2016, for the medical assistance of asylum seekers, including blood chemistry and basic diagnostic assessment tests, with assignment of an STP code during the first medical examination. Under this memorandum, the Prefecture will reimburse the local health unit for all costs related to first-access healthcare services, as long as they were provided in cases of absolute emergency.

### Prefecture of Siracusa
Three memorandums of understanding on the provision of medical assistance to migrants at their arrival were signed in the province:

- **Memorandum of Understanding of 21 November 2014** between the Provincial Health Unit, the Regional Service of Civil Protection for the Province, Provincial Committee of Siracusa of the Italian Red Cross and Doctors Without Borders, aimed at ensuring medical assistance to migrants landing in the port of Augusta, standardizing the procedures for the transfer to the healthcare facilities, issuing medical documents to migrants with diseases to simplify the provision of care;

- **Memorandum of Understanding between the Provincial Health Unit and Emergency Ong Onlus of 5 June 2015** to provide medical, social and healthcare and psychological assistance, and mediation to migrants landing in Augusta and help the Provincial Health Unit to prepare the medical records, with the launch of a mobile clinic;

- **Memorandum of Understanding between the Provincial Health Unit, Fondazione Terre des Hommes Onlus (8 November 2014)** for the implementation of the project FARO (lighthouse), a support and psychological counselling service for temporary reception systems for unaccompanied minors or families with children present at local level.

• **Prefecture of Ragusa**
Memorandum of Understanding between the Prefecture and MEDU (Medici per i Diritti Umani – Doctors for Human Rights) to grant MEDU staff access to the CPSA of Pozzallo for the activities of the project “On.To: arrestare la tortura dei rifugiati lungo le rotte migratorie dai Paesi sub-sahariani verso il Nord Africa” (Project On.To: stopping the torture of refugees along the migratory routes from sub-Saharan countries to the North Africa), and the identification and provision of social and health assistance to forced migrants victims of torture.
• Prefecture of Trapani
Memorandum of Understanding between the Prefecture and Doctors Without Borders of 16.02.2017 for the medical assistance of migrants with mental health disorders and the study of the prevalence of intestinal and urinary parasitic disease in the migrant population hosted in the local CAS.

Widespread Reception
This second area of intervention gathers the memorandums of understanding aimed at improving and qualifying the first reception offer, in terms of the efficiency and effectiveness of the services provided (in particular with regard to widespread reception). The Prefectures have committed to finding new housing places (for example by renting buildings owned by the local bodies with a contract of free of charge loan for use, or by having third-sector organisations commit to using buildings accessible to them), to controlling, verifying and monitoring the existing facilities or, more in general, to designing a specific model of local reception based on first- and second-level reception, as stated by the applicable legislation.

• Prefecture of Ascoli Piceno
Two memorandums of understanding signed on 19 February 2016 between the Curia of Ascoli Piceno and that of San Benedetto del Tronto provide for the commitment of Bishops in raising awareness in the parishes and religious institutes of their dioceses on the reception of migrants by offering, where possible, housing solutions at their disposal, whereas the Prefecture is committed to granting support to those association which, in light of the calls for tender approved, provide the service of reception of persons seeking international protection. Furthermore, the Bishops undertake to encourage the promotion of initiatives aimed at removing any obstacle to reception through messages on the respect of universally recognised human rights and to support initiatives to improve knowledge of migration flows also by organising intercultural events.

Prefecture of Milan
The scheme of the memorandum of understanding adopted in April 2017 by the Prefect of Milan and the municipalities of the “homogeneous zone” to foster “balanced, sustainable and widespread reception” of international protection seekers may be a valid model to promote widespread reception in other prefectures. More specifically, it is an understanding with the Mayors who voluntarily commit to gradually receiving on their territory international protection seekers by the end of 2017. Adhesion to the memorandum will ensure a coverage limited to 50% of reception places envisaged by the Plan between ANCI and the Ministry of Interior, namely half of those that may have an authorisation by the Prefect. The agreement envisages the collaboration with third-sector associations: Mayors commit to finding housing facilities and communicate where they are to the Prefecture so that the latter can select the managing bodies. At present, approximately 40 Municipalities are estimated to sign the agreement, in addition to those already involved in reception. This initiative is a possible model of reference of balanced reception for a possible expansion to other provinces.
Interinstitutional Networks

The third category analysed, of a more general nature, is that of protocols establishing the creation or formalisation of interinstitutional networks for the achievement of a specific aim, sometimes indicating specific tools such as technical work groups or operative procedures. The aim of the protocols is to connect the different stakeholders in a territory, fostering the synergy between general governments and third-sector bodies and specifying the role and activities of each signatory stakeholder.

### Prefecture of Teramo

Memorandum of Understanding signed on 6 July 2013 by the Prefecture, the Local Health Unit, the Juvenile Court of L’Aquila, the Regional School Office, the Provincial Government of Teramo, all social stakeholders in the province, the Social Services of the Ministry of Justice (USSM and UEPE\(^{22}\)), the treatment centres Comunità terapeutiche CEIS\(^{23}\) and CLED\(^{24}\), Caritas Diocesana Teramo-Atri, coop.soc. COS, the association Percorsi, the Fondazione Romani, the association On the Road, and (at a later stage) by the professional associations and registers of psychologies, social workers, sociologists and social educators. The memorandum aims to formalise the creation of an interinstitutional network of the territorial services of the province of Teramo as a tool to bring together all the stakeholders that provide social and medical assistance to vulnerable and marginalised subjects (the elderly, people with disabilities, third-country nationals, Roma people, minors, etc.). The tool identified to achieve the objectives of the memorandum of understanding is a technical work group established at the Prefecture itself. After the memorandum, an operative protocol was signed on 23 March 2015 which contains the guidelines for the integration and coordination of welfare, health and judicial functions in the department of minors and families.

### Prefecture of Ferrara

A five-year memorandum of understanding on first reception and assistance to asylum seekers was signed on 28 October 2015 by the Prefecture, the Municipality of Ferrara, the local Police, the municipalities of Cento and Codigoro, the Provincial Health Unit. The memorandum, aims to encourage the synergy between the general governments involved and to define the specific activities of each signatory, to facilitated and accelerate their activities, with a view to the implementation of tangible, shared actions.

### Training and Job Placement

The organisation of training and job placement activities may also be pursued through a memorandum of understanding signed by Prefectures, Training Institutes, associations, companies or trade unions. More specifically, the memorandums falling within this category aim to provide literacy and language training (with the involvement of the Provincial School Office or of the CPIAs), technical and vocational training, workshops, traineeships in companies or, more in general, socio-cultural promotion activities targeting migrants.

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22 Translator’s note: USSM is the Ufficio di Servizio Sociale per Minorenni (the office of social services for minors) and UEPE is the Ufficio Esecuzione Penale Esterna (the office for the external enforcement of sentences).
23 Translator’s note: CEIS stands for Centro Italiano di Solidarietà (Italian Solidarity Centre).
24 Translator’s note: CLED stands for Comitato Lotta all’Emergenza e alla Droga (Anti-Drugs and Anti-Marginalisation Committee).
Prefecture of Bergamo

The Memorandum of Understanding on the “Competence for life” project – signed by the University of Bergamo, HIDROGEST spa (water company of Bergamo and Val S. Martino), Confooperative Bergamo (the confederation of cooperatives of Bergamo), Territorial Labour Office of Bergamo, Provincial INPS Directorate of Bergamo, CGIL, CISL, UIL25 and the association DIAKONIA Onlus – proposed traineeships at HIDROGEST spa and Confooperative Bergamo for six international protection beneficiaries and six university students or newly graduates (selected by the University of Bergamo) aged between 20 and 35 years to create a “temporary work training group to be developed in a multi-ethnic and multi-cultural environment”. The initiative is in continuity with the protocol on voluntary work of 2 October 2014 and with the memorandum on training of 9 September 2015 (signed also by Azienda Bergamasca Formazione, CGIL, CISL, UIL, Caritas Diocesana, coop.soc. Rinnovamento) which envisaged training activities for 200 asylum seekers in the industries of clothing, hairstyling and beauty salons, agricultural, food and restaurants, electricity and electronics, IT, wood and furnishing, and mechanics.

Prefecture of Isernia

On 22 February 2016, the Prefecture of Isernia undersigned a memorandum of understanding with the Lions Club of Isernia and the Fondazione Solidarietà Sanitaria (SO. SAN.) of the Lions Club for the provision of training and education services on healthcare, safety at the workplace, and accident prevention and hygiene. Under the memorandum, SO.SAN. organises training courses for migrants living in the province. The courses are held by voluntary doctors who are members of SO.SAN. which bears the costs of insurance coverage.

Orienteering and Counselling Services

The fifth area of intervention is the implementation of orienteering and counselling services targeting migrants and involving local authorities, the local Police and the trade unions. The objective of the memorandums is to regulate the opening of information points on the local services and paper work within the scope of the One-stop Shop for Immigration (issuing residence permits, submitting applications for family reunification, formalisation of the application for international protection, etc.), as well as the institutionalisation of specific tools or services (such as booking appointments using an electronic datebook).

Prefecture of Ascoli Piceno

The Memorandum of Understanding signed on 21 March 2014 with the CPIA of Macerata, to open a reception and orienteering desk at the Prefecture’s One-stop Shop for Immigration, aimed at providing guidance towards training, assessing language skills, the need for literacy training and educational and cultural objectives (such as graduating middle school, computer skills or knowledge of another language), and at providing information on legal requirements. The desk was launched on 27 March 2014 and, in light of the positive results achieved during the first implementation phase, it was confirmed with a request to enhance its activities (implementation of opening hours, orienteering towards additional possibilities of training by the Permanent Territorial Centre, etc.).

25 Translator’s note: CGIL, CISL, and UIL are the major trade unions in Italy.
Prefecture of Rome

A particular case regarding the orienteering services is that of the memorandum of understanding between the Prefecture of Rome and the association Centro Astalli, the Community of Sant' Egidio, the association A Buon Diritto and the association Slaves No More, to provide mediation and assistance to migrants through the CPR (Centro di Permanenza per i Rimpatri – Immigration Removal Centre), with a turn over system agreed with the Prefecture and CPR management, ensuring confidentiality and security in the interviews. In particular, the Centro Astalli commits to providing orienteering on international protection status and, where necessary, it collaborates with a forensic doctor or a psychiatrist. The Community of Sant’Egidio will deal with recreational and support activities, language training and prayer with the help of volunteers; the association A Buon Diritto will provide a counselling service and guidance through the integration process, and the association Slaves No More will provide activities specifically targeted towards women.

The Protection of Vulnerable Groups

The sixth area of intervention focuses specifically on the protection of vulnerable groups, in particular unaccompanied minors and trafficked persons. Among the minors who arrive in Italy, the most vulnerable group is undoubtedly that of unaccompanied minors, who in many cities, especially in the South, have become so numerous as to require urgent, coordinated and shared measures of protection and proper reception. To this end, a memorandum of understanding was signed in Palermo, whereas that of Naples deals with the problem of establishing shared procedures to determine the age based on the current legislation on civil and criminal proceedings.

With regard to trafficked persons, the focus is on the practices of identification within first reception centres, and on the involvement of the relevant anti-trafficking services, in light of the proven presence of victims of human trafficking among those seeking international protection.

Memorandum of Understanding of Palermo

Memorandum of Understanding on the custody of unaccompanied foreign minors signed on 9 November 2016 in Palermo by the Municipal Government, the Civil Juvenile Court, the Prosecutor’s Office at the Juvenile Court, the local Police, the University of Palermo, the Provincial Health Unit, the Regional School Office for Sicily, the Ombudsman for Childhood and Adolescence of the city of Palermo. The objectives of the two-year agreement focus on three strategic aspects: Promoting and ensuring the protection of unaccompanied foreign minors since their arrival by creating “customised guidance projects”, fruit of the interinstitutional collaboration between the Guardian, the Ombudsman, social workers and other professionals, to be approved by the Judge supervising the guardianship;

- Creating a list of volunteer legal guardians, by publishing an advertisement, for actual and non-bureaucratic guardianship, built on the needs of the minors. These legal guardians undergo training and ongoing refreshing;

- Identifying and solving the problems related to the identification and, possibly, verification of the minor age, as well as the problems involved in fulfilling one’s roles and in interinstitutional communications.

To accomplish the goals of the memorandum of understanding, a technical work group was created, with a representative of each signatory.
Memorandum of Understanding of Naples
Experimental Protocol of the Municipality of Naples to verify the age of unaccompanied minors within civil and criminal proceedings, signed on 13 November 2013 by the Municipal Government, the General Prosecutor’s Office at the Court, the Prosecutor’s Office at the Juvenile Court, the Juvenile Justice Centre of the region Campania, A.O.R.N. Santobono Pausilipon, the local Police, the Provincial Department of the Carabinieri, the Provincial Department of the Guardia di Finanza, the Municipal Police, coop. soc. Dedalus, the association La Bacchetta Magica, Regional Office of the Italian Red Cross, Unicef Campania. It is the first experience of this kind in Italy and it arose from the need to promote the protection of the rights of the unaccompanied foreign minors received and, at the same time, prevent forms of illegality, marginalisation or deviancy.

• Prefecture of Bari
On 28 June 2016, the Territorial Committee for the recognition of international protection status of Bari undersigned a memorandum of understanding with the main local anti-trafficking associations, for the identification and protection of asylum seekers and alleged victims of human trafficking and serious exploitation, hosted in first reception state centres. A preferential procedure has been designed to ascertain the legal position of women, minors and the most vulnerable. The memorandum signed has already had a positive impact since some of the alleged victims were able, in a protected and confidential environment, to tell their story and, in some cases, to express their intention to leave the reception centre.

Prefecture of Cagliari
An interesting issue was addressed by the Prefecture of Cagliari with a memorandum aimed at preventing and fighting against illegal selling and counterfeiting. Enforcing the guidelines and indications provided by the Ministry of Interior with Directive No. 13301/110 of 6 July 2015, the memorandum designed a coordinated strategy of intervention to fight tackle counterfeiting and the illegal selling of counterfeited goods. The memorandum was extended to all the managing bodies of reception centres for asylum seekers, in order to guide migrants to become aware citizens in the hosting society, refraining from such illegal activities. The memorandum was extended further to include the Prefectures of Sardinia, for an effective preventive action across the region.

3.2. Protocols on Voluntary and Socially Useful Activities
The Protocols on Voluntary Work are a special type of memorandum of understanding through which Prefectures enter into agreements with the local authorities, and other public or third-sector parties to involve migrants in activities of public utility to the benefit of the local community. The need to foster the extension of voluntary work, already envisaged within the SPRAR system, is in line with the intervention approach of the Ministry of Interior, based on the needs expressed by the local administrators to overcome the condition of “inactivity” during the detention in reception centres which has a negative impact on the social fabric of the host communities, generating intolerance among citizens. Involving migrants in “useful” activities, reactivating personal resources, creating tangible opportunities of socialisation and dialogue with the local community is essential to prevent the recipients from developing passive attitude of welfarism and mistrust in the system.
The memorandums of understanding for voluntary work were promoted by the circular letter of the Ministry of Interior No. 14290 of 27 November 2014 which, in the wake of the initiative successfully conducted in Bergamo, invited Prefects to sign agreements with the local authorities to involve the migrants hosted in their respective territories in voluntary work of public use to the benefit of the community. The adhesion on the part of the migrant must be “free, voluntary and non-retributed” and it entails the commitment to provide one or more services, either individually or in groups, to achieve the social, civil and cultural objectives of the organisation or associations joined. The activities are identified in agreement with the reference association, ensuring:

- The necessary training to carry out the activities;
- Any tools, equipment and personal protective equipment necessary to minimise any risk to their safety and the safety of others;
- Proper third-party liability and accident insurance;
- Proper tools to recognise the voluntary work.

The analysis included 135 memorandums of understanding for voluntary work signed by 53 different Prefectures. This type of initiative, which involves both institutions and third-sector and private non-profit organisations (from trade unions to training centres, from managing bodies of the reception centres to the cultural, sports, environmental, artistic, religious and volunteers’ associations), is a tangible opportunity for the beneficiaries to socialise, explore the territory, get to know the local habits and traditions, to promote values such as participation, respect, freedom of speech and inclusion, an opportunity for cultural exchange and a true workshop of vocational training.

Occasionally, voluntary activities have been carried out even without a specific memorandum.
In collaboration with the persons in charge of the institutions, public and private bodies, associations and volunteers’ organisations, many projects and initiatives were launched throughout 2016, all having involved asylum seekers in voluntary activities with positive results in the territories of Trento, Rovereto, Vallagarina and Alto Garda, Non Valley, Valsugana. These activities may be divided in three areas:

a. **Socially useful activities and volunteer groups**

Asylum seekers were involved in voluntary activities in the worksites of the host municipalities, in the care and maintenance of public spaces, in cleaning the paths and, more in general, in any socially useful activity. These activities enable asylum seekers to be involved since the first phase of reception, when their language skills and level of independence in the territory are not very high. It is an opportunity to put time to good use and get acquainted with the local context, as well as to improve their language skills and understand the importance of speaking the language of the host country. It is also a good way to acquire cross-disciplinary skills (diligence, perseverance, being on time) useful for social and economic integration. In addition, these activities contribute to the visibility and building of a positive image of reception. In particular, the activities carried out within this context were:

- **Progettone (the big project):** from mid-July to mid-November 2016, 40 asylum seekers were assigned to 10 worksites to help Progettone teams to take care of the public green.
- Projects to take care of public green, clean the streets and maintain the paths, which include groups of asylum seekers trained and supervised by a tutor for medium- long-term periods in Monte Bondone (10 asylum seekers), Denno (3), Rovereto (45), Borgo Valsugana (6). The participants’ countries of origin are Senegal, Mali, Gambia, Nigeria, Ivory Coast, Guinea, and Pakistan.

b. **Volunteer work during events**

Within the context of community work, the inclusion of asylum seekers as volunteers during local initiatives and events aims to encourage the creation of ties with the community and to raise awareness among the host community on the presence of asylum seekers in the community. During 2016, the following activities were carried out in this field:

- Trento: neighbourhood cleaning days organised by the citizens, associations, districts, with 45 asylum seekers involved; neighbourhood parties in the district of S. Giuseppe S. Chiara, where asylum seekers (resident in Fersina) contributed as volunteers and with a theatre performance; Festival of Solteri Magnete Centochiavi, where asylum seekers helped with the logistics and artistic side of the event; Mountain Festival [10 asylum seekers involved], le Feste Vigiliane [Celebrations in the honour of St. Vigilius] [2], Fiera Fa la cosa giusta [the Do the Right Thing Fair] (10), Running Festival [20], Oltrereconomia festival [Beyond the Economy Festival] [6].
- Rovereto and Vallagarina: laboratori del Fare [DIY Workshops] of the association Ubaldo Girella (10 asylum seekers), the event Kangadei of the association Luccicate a Nomi (7), Il Borgo e il suo Fiume [The Village and Its River] (5), Na festa per tutti [A party for everyone] of the Sacra Famiglia Parrish of Rovereto (6), StrongmanRun to control the access to the town (6), Oriente Occidente a Rovereto [East-West in Rovereto] (4).
- In the Non Valley, 30 asylum seekers were involved in the organisation, logistics and entertainment of several initiatives.
- In the Ledro Valley, the municipality of Tiarno di Sotto implemented a peculiar initiative with 6 asylum seekers from Pakistan and Nigeria who cooperated with the town band to restore and paint the chairs used by the musicians. The CARECA project [careca means chair in the local dialect], achieved the goal of exchanging experiences, stories, ideas for the management of public goods.
- In Valsugana, asylum seekers were involved as volunteers in the organisation, logistics and entertainment of the following initiatives: Festa della biodiversità [Biodiversity Festival] in Borgo Valsugana (6 asylum seekers), Festa dei Portoni [the Main Gate Feast] (7), Fundraising dinner of CUAMM at the Pergine theatre (10), Universiadi [University Olympics] (8).
Volunteering in associations
A group of asylum seekers with discrete language skills and ability to move around independently (141 people) volunteered for medium- or long-term periods in third-sector entities.

Impact on asylum seekers
A first important aspect is that those who volunteer are people usually are the recipient of volunteering. The contact with the community allowed asylum seekers to practice their Italian and improve the language skills they acquired during the mandatory course, to be independent in the community, to acquire specific skills, to obtain the certificates that will be useful when looking for a job, and to create a support group that goes beyond that usually created within the reception projects, to develop a sense of belonging, even just by being known and recognised. This is important to create a civic spirit, in the sense of knowing and convincedly abiding the rules at the basis of good cohabitation.

Impact on the associations and local stakeholders
The active participation of asylum seekers contributes to the realisation of numerous initiatives and to the mission of the volunteers’ organisations in which they are involved. Thus, asylum seekers strengthen even further voluntarism in the region Trentino Alto Adige.

Impact on the community
The active participation of asylum seekers is playing a fundamental role in raising awareness and developing a greater acceptance of reception by the host community. The relationship with the community allow the migrants hosted in the reception centres to come out of their invisibility and isolation. The participation and presence in a variety of public life situations can have a significant impact in modifying the perception of migration, often distorted by unfounded prejudices. For 2017, a document was drafted to promote the volunteering of asylum seekers at all level of society.

Prefecture of Lecce
In Lecce, a group of ten migrants hosted in the CAS managed by the Italian Red Cross took part in the operational organisation of the field hospital set up in the Municipality of Melpignano for the 19th edition of the Notte della Taranta (Night of Tarantula), one of the most important cultural events in Salento, known also at international level. In particular, after participating in a briefing held by the operators of the Red Cross and of 118 (the national emergency service) on the scheduling and planning of first aid teams, the asylum seekers help the operators in controlling the points of access to the areas reserved for the mobile first aid teams and hospital vehicles. The participation was successful from different points of view: mutual cooperation of all the members in the operational team, strengthening the migrants’ sense of belonging to the Red Cross, and reaffirming the sense of social identity based on the broader principle of public interest, not only for CAS operators, but also and especially for the host territory.

The maps below show the geographical distribution of the protocols for volunteer work, which are mostly concentrated in the Northern provinces, with peaks of 21 memorandums signed in the territory of the Prefecture of Cuneo and 17 in that of Turin (Map 3).
The information on the number of Municipalities that have signed the protocols clearly shows the great effort of some Prefectures in creating a broad network of local authorities interested in implementing a virtuous cycle of voluntary work and in assigning socially useful tasks to the people hosted in the CAS.

While 15 Prefectures have involved only one local authority, the Prefecture of Cremona signed protocols with 47 Municipalities in the Province, the Prefecture of Monza and Brianza with 34, the Prefecture of Mantua with 33 and that of Treviso with 25 (Map 4). Counting all the other signatories (Local Health Units, trade unions, Territorial Labour Offices, Inail, INPS, associations, third-sector parties, etc.), the analysis shows that four Prefectures have involved 41 to 53 local stakeholders (Pesaro Urbino, Cremona, Cuneo, Mantua), and three Prefectures have involved 31 to 40 stakeholders (Monza and Brianza, Treviso, and Parma) (Map 5).

This information testifies the tangible commitment of the Prefects in the involvement of local bodies.
Map 4. Municipalities that signed Protocols for Voluntary Work with the Prefectures
Map 5. Total number of signatories that signed Protocols for Voluntary Work with the Prefectures
Protocols with other local bodies

For some of the protocols, the object was not reported since the activities are not specified.

- **Prefecture of Asti**: Protocol signed on 26.2.2015 with the Provincial Government of Asti and several municipalities (Asti, Castelnuovo Don Bosco, Moasca, Montafia, Villafranca d’Asti, Bersano San Pietro, Cortazzone, Ferrere, Pino d’Asti, Piova Massaia). Afterwards, on 1.12.2015, another protocol was signed to enforce the first one with the Municipal Government, the Diocese and the Fondazione Cassa di Risparmio di Asti, aimed at the involvement of asylum seekers in voluntary activities to help the civil protection of Asti to clean the banks of the rivers and collecting dead wood to give to citizens in need. Thus, a double outcome was achieved: prevention against the hydrogeological risk and procurement of combustible materials (wood) to be given to the most deprived families for domestic heating.

- **Prefecture of Bologna**: Protocol signed in September 2015 with the Region Emilia Romagna, Anci, Regional Organisations and Social Cooperation Organisations, Legacoop Emilia Romagna, Emilia Romagna Third-Sector Forum, CGIL, CISL, UIL, Confcooperative Emilia Romagna, and AGCI Emilia Romagna providing for the involvement of 500 asylum seekers and additional 400 migrants by the next autumn in the maintenance of public green, support and home delivery of meals, local events, environmental services, social, educational and cultural activities.

- **Provincial Government of Bolzano**: Protocol signed on 2.12.2015 with the Autonomous Province, Caritas Diocesana, and the managing body Associazione Volontarius/River Equipe (open for signature by the Municipal Governments of the towns hosting the reception facilities). After a first phase of training, asylum seekers were involved in voluntary work taking care and maintaining the green areas, waste sorting, snow shovelling.

- **Prefecture of Campobasso**: Protocol signed on 27.03.2015 with the Region Molise, the municipalities of Iesi, Casacalenca, Termoli, Petacciano, Campomarino and Montecilfone, the Regional School Office and the association Liberi di Essere. Proposal of educational modules (for students and migrants) on the practices and jobs of the farming world.

- **Il Prefecture of Pordenone**: On 13 May 2015, the Prefecture signed a three-year protocol with the Region Friuli Venezia Giulia, the municipality of Montereale Valcellina and the cooperative Nuovi Vicini di Pordenone to design educational, reception and integration routes for the asylum seekers hosted in the municipality of Montereale Valcellina through the involvement in socially useful services. The activities proposed in the protocol were divided in four macro-areas (cutting and sewing, maintenance of green areas and simple maintenance work, management of mountain paths, support to the library), subdivided in specific activities and distributed over daily shifts of three hours (with insurance coverage). The project proposed by the municipal government received regional funds amounting to a total of Euro 7,000.

- **Prefecture of Florence**: Underwriting of a “Collaboration Agreement between the Region Tuscany, the Prefecture – Government Territorial Offices of Florence, ANCI Tuscany, volunteers’ associations, non-profit associations for social advancement and other managing bodies of the reception activities to design routes to the reception and integration of foreign citizens seeking international protection and hosted in the reception facilities in the region pending a decision on their application. The agreement envisages the reimbursement of incurred costs to the signatory municipalities to carry out those activities in their territories. Under the agreement, the Municipalities, managing bodies and associations – after identifying the migrants willing to participate in the voluntary activities – will underwrite another agreement, subject to the signing of the voluntary pact. They have adhered to the Agreement between the Prefectures of Arezzo and Lucca and the Municipality of Porcari (the latter by virtue of the convention signed on 11 March 2016 with the association Gruppo Volontari Accoglienza Immigrati G.V.A.I. of Lucca).
Within the framework of the same agreement, the **Prefecture of Arezzo** has encouraged the development of voluntary work, with a one-time contribution of Euro 100 for each migrant to be used to cover insurance costs and buy equipment. Thus, 15 projects were implemented in 15 Municipalities in the Province, with the participation of 186 migrants (as of 31/12/2015) mainly to take care and maintain urban furniture, parks and public green space, with the help of town operators, whereas in the Municipality of Sestino asylum an archaeological park was reclaimed after having been closed for a long time.

- **Prefecture of Isernia**: Protocol signed on 5.9.2015 with the **Province** for voluntary work to maintain the provincial roads.
- **Prefecture of Lodi**: Protocol signed on 5.10.2015 with the **Province**, the municipalities of Boffalora d’Adda, Brembio, Cervignano d’Adda, Crespiatica, Graffignana, Lodi Vecchio, Zelo Buon Persico, the association of the municipalities of Lodigiano, the Territorial Labour Office, INAIL Territorial Office Pavia-Lodi, Caritas Diocesana of Lodi, Comunità Alfaomega, coop. Famiglia Nuova, coop. Rinnovamento Onlus, Integra Onlus, Alpa srl, Paradiso srl, Movimento Lotta Fame nel Mondo (movement for the fight of hunger in the world). Subsequently, the project “Puliamo il mondo” (Let’s clean the world) was designed with activities such as cleaning intermunicipal and provincial streets after a specific training by ESEM (the Building School of Milan, Lodi, Monza-Brianza) with the participation of CAS cultural mediators.
- **Prefecture of Mantua**: Protocol signed on 17.7.2015 with the **Province**, Territorial Labour Office, INPS, INAIL, CGIL, CISL, UIL, CSV Mantua, Third-sector Forum, Collegamento Volontariato Mantovano (Mantua Volunteering Network) and 33 Municipalities (open to other potential signatories).
- **Prefecture of Monza and Brianza**: Protocol signed on 7.7.2015 with the **Province**, the Municipalities of Monza, Brugherio, Villasanta, Sovico, Vedano al Lambro, Macherio, Carate Brianza, Veduggio con Colzano, Triuggio, Lissone, Besana in Brianza and Verano Brianza (the following having joined subsequently: Seveso, Mezzago, Carnate, Agrate Brianza, Ronco Briantino, Cavenago di Brianza, Lesmo, Busnago, Arcore, Roncetto, Ornano, Sulbiate, Vimercate, Bernareggio, Caponago, Usmate, Burago di Molgora, Limbiate, Desio, Cesano Maderno, Muggiò and Nova Milanese), Provincial Secretariat of CGIL, CISL, UIL, temporary consortium of the companies BONVENA, CSV Monza e Brianza, Coop. I Girasoli.
- **Prefecture of Parma**: Protocol signed on 25.6.2015 with the **Region Emilia Romagna**, and the **Provincial Government**, and a broad network of local bodies (Municipal Capital of the District of Parma, Municipal Capital of the district of Fidenza, Municipal Capital of the district of Langhirano, Union of the Municipalities of the Taro and Ceno Valleys, Montechiarugolo, Collecchio, Salsomaggiore Terme, Pellegrino P.s.e, Bardi, Bedonia, Torrile, Lesignano DÉ Bardi, Colorno, Sorbolo, Traversetolo, Varsil) and third-sector organisations (Provincial Department of Civil Protection Volunteers, Association FORUM Solidarietà, Caritas Diocesana Parma, CIAC Onlus, provincial section of the Italian Red Cross, Ente Gestione Par-chi e Biodiversità Emilia Occidentale (the managing body for parks and biodiversity in western Emilia), ANPAS (National Association for Public Assistance), Azienda Agraria STUART, Club Alpino Italiano, Association Amici Opera Salesiana, Talita Kum, the Congregation of the Salesian Sisters, Hotel Maria Lui-gia, Association Gruppo Amici Onlus, Consortizio Fantasia, Aurora Domus, the sports club Polisportiva il Cervo, Casa Protetta Aurea, Bethany Community).
- **Prefecture of Pavia**: Protocol signed on 3.3.2015 with the **Provincial Government** and the Municipalities of Godiasco, Gropello Cairoli, Pavia, Romagnese, Sant’Angelo Lomellina, Varzi, Voghera, the Territorial Labour Office of Pavia, the Provincial Directorate of INPS, Caritas Diocesana of Pavia, Caritas Diocesana of Vigevano, the volunteers’ association Caritas of Tortona, Coop. Villa Ticinum, Coop. Casa del Giovane, Coop. Faber- Inveruno, Coop. Progetto Con-tatto, Coop. Finis Terrae, Coop. Famiglia Nuova, Coop. Farsi Prossimo, Italian Red Cross.
• **Prefecture of Pesaro Urbino**: The Province is the co-signatory of nine protocols with different Municipalities, the Territorial Labour Office, the Provincial Secretariats of CGIL, CISL, UIL and various third-sector associations.

• **Prefecture of Potenza**: Protocol signed on 23.10.2015 with the Region Basilicata, the Prefecture of Matera, ANCI, UPI (Union of Italian Provinces) Basilicata.

• **Prefecture of Udine**: The Region Friuli Venezia Giulia is co-signatory of three protocols with the Municipalities of Udine, Nimis, Lignano Sabbiadoro, as well as the Provincial Committee of the Italian Red Cross, and Caritas Diocesana Udine.

• **Prefecture of Cremona**: protocol between the Province, CISVOL (Service Centre for Volunteering), the Azienda Sociale del Cremonese (the Social Undertaking of the District of Cremona which gathers 47 Municipalities of the district), the managing bodies of reception projects, the trade unions and volunteers’ and third-sector associations.

The types of activities carried out focus mainly on “urban decor”, ordinary maintenance of streets, parks, waste collection, renovation of buildings or support to more specific actions for the protection of the local historic, artistic and environmental heritage through initiatives for the care and restoration of the natural environment, in close collaboration with the organisations involved in this field. Some of the voluntary activities targeted disadvantaged persons.

Just to make a few significant examples, in Lucca, thanks to the “Agreement for the collaboration of the Region Tuscany, the Prefecture of Florence, ANCI Tuscany, volunteers’ associations, non-profit associations of social advancement and other stakeholders” mentioned earlier, the following projects for voluntary work, involving 81 persons (59% of those received in the facilities), were implemented:

- Coop. Odissea (in collaboration with the UISP Association and the Oltreserchio associations26): ordinary maintenance of the via Francigena, cleaning of parks, road sides, waterways and drainage channels, maintenance of the public green, waste collection, cleaning of the garden in the school Custer de Nobili”, restoring of disused sports fields, restoring and maintenance of the bicycle lane along via di Poggio, maintenance of small lawn areas, help with small maintenance and shelter housing projects (moving), reorganisation of the facilities (playground and bocce court) in Ponte a Moriano;

- Coop. Giovani e Comunità (in collaboration with the Parish of S. Cassiano): cleaning and tidying of public green areas, streets and squares in the hamlet;

- G.V.A.I. (in collaboration with Sistema Ambiente): project “Verde Insieme” (Green Together) for streets cleaning and hedge trimming along the main roads that lead from the centre to the outskirts;

- CE.I.S. (in collaboration with Sistema Ambiente): cleaning of the road sides on the roads identified by the Municipality and by Sistema Ambiente;

- Company “La Fornace” (in collaboration with the village of M.S. Quirico): cleaning of the side of the river Serchio from M.S. Quirico to Ponte S. Pietro; project “Diamoci una mano” (Let’s lend ourselves a hand) for the cleaning of old paths and mule tracks and the protection of the public green

- Coop. La Salute (in collaboration with the association UISP): maintenance, cleaning and restoration of road signs on the via Francigena, cleaning of public park areas in the healthcare facilities of Maggiano.

- Also in Lucca, as a result of the memorandum of understandings of 23.7.2015 with the Municipalities of Castagneto Carducci, Rosignano Marittimo, Suvereto, Livorno and Cecina and of 7.8.2015

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26 Translator’s note: the Serchio is the river near Lucca and Oltreserchio means on the other side of the river Serchio.
with the Municipalities of Campiglia, Marina, Piombino, migrants were involved in a variety of socially useful activities. In particular, they helped maintain a school building and the sports field in the Municipality of Suvereto, whereas in the Municipalities of Rosignano Marittimo and Castagneto Carducci, after a period of training on safety at the workplace, they took care of the pine forest and of a public park, and did maintenance work in the apartment where they live.

Another significant experience is the one relevant to the Protocol signed between the Prefecture of Cuneo and the managing body of the Protected Areas of the Maritime Alps on 22 June 2016 for the “Parco Solidale” [Fair Park] project, which builds on the positive experience of 2015 in the Marguareis Natural Park [Protocol of 23-7-2015 with the managing body of the Park]. More in detail, under the supervision of the park’s surveillance staff, a group of young migrants in the Pesio Valley was used for the following socially useful tasks: trimming for landscaping purposes in the two main access roads to the park; branch cutting and paths maintenance of the itinerary “Giro del Marguareis” [Tour of the Marguareis]; transport and installation of road signs for the itineraries “Giro del Marguareis” and “Alto Tanaro Tour” [Tour of the Upper Tanaro]; restoration and tidying of the new path Gorre-Saut; cleaning and tidying of the paths of the itinerary “Alto Tanaro Tour”; limbing and maintenance of equipped areas in the Pesio and Tanaro Valleys; maintenance of the paths of the natural reserve Oasis Crava Morozzo and Benevagenna; laying of a large wood fountain next to the street that goes up to Villaggio d’Ardua. In addition, the volunteers carried out activities to help the senior citizens at the nursing home of the parish in the municipality of Niella Tanaro and in the municipality of Mondovì with the association Mondo Qui Onlus to renovate the railway station. The success of the initiative has raised awareness and encouraged other municipalities of the province to sign similar agreements.

The Prefecture of Naples signed on 18 November 2015 a memorandum of understanding with the municipality of Ercolano and the social cooperative L’Impronta. The memorandum identifies as voluntary work activities to be carried out the cleaning of the seashore and of the Vesuvio National Park, the cleaning and tidying up of the outskirts, the care of a roundabout in the Municipality of Ercoano, the pruning of trees and beautification of gardens, and the collaboration with third-sector associations. To implement the memorandum, a work group was established. The migrants hosted in the centre took part in a series of social and cultural events, including the March for Peace and the meetings of the Ercolano Youth Forum to raise awareness on the initiative and broaden the network on the territory.

Finally, in Ragusa, multiple initiatives were organised under the protocol signed on 7 October 2015 between the Prefecture of Ragusa and the Municipalities of Ragusa, Acate, Chiaramonte Gulfi, Comiso, Giarratana, Modica, Scicli, Vittoria, the Regional Department of the Civil Protection and numerous third-sector stakeholders [Progetto Mediterraneo Hope - Casa delle Culture, Opera Pia Rizza Rosso, Parrocchia Santo Spirito, F.ne San Giovanni Battista, Coop. Soc. Area, Coop. Soc. ARC-EN-CIEL, Coop. Soc. Filotea, Coop. Soc. Libeccio, Coop. Soc. Virtus Italia, Ass. La Sorgente, Ass. Mecca Melchita, AIL, ANTEAS, Provincial Office of AVIS (The Italian Association of Blood Donors), AVO Ragusa, CRS-AIAS, Legambiente Ragusa, Prometeo, V.O.CRI.], including:

- The initiative “Spiagge e fondali puliti” [Clean beaches and seabeds], organised by Legambiente and the various reception facilities. Five beaches, among the most beautiful of the seashore, were cleaned of all the waste brought in by the sea during the winter, plastic and glass. The participants were over 300 among adults, students and migrants, including many unaccompanied minors. The initiative was a moment of integration between the citizens and migrants, all united in taking care of the local environment, epitomising the sense of the protocol for voluntary work, which intends to promote pathways with a strong social and cultural value, of mutual acquaintance and integration;
- The initiative “Puliamo il Mondo” (Let’s Clean the World) had a great social impact. The protagonists of the initiatives were the migrants hosted in the CAS of the Hyblean province, together with third-sector associations and the schools, who took part in the important campaign “Puliamo il Mondo” promoted by Legambiente. The event was followed by the Italian public TV channel RAI3 which broadcasted the images during a show also entitled “Puliamo il Mondo”.
- Also with Legambiente, the young asylum seekers of the Mediterranean Hope-Casa delle Culture di Scicli centre and young Italians of the Caritas of Modica became occasional orange pickers to harvest oranges for the project “Non Scado” (I do not expire) against food waste. A similar activity was organised to harvest tomatoes which were distributed to the most deprived families through volunteers’ associations.

Within the framework of the same Protocol, asylum seekers received specific training by the Civil Protection and were then involved in the reception and assistance activities carried out by the Groups of Volunteers of the Civil Protection at the Port of Pozzallo during the landings. An important example of the solidarity of migrants already received in Italy towards their newly arrived compatriots, and of logistic support to the rescuers.

3.3 The National Memorandums of the Ministry of Interior: The Fostering of Immigration and Asylum Policies
The governance of migration flows requires special focus on the planning of interventions which may inspire and give momentum to the next planning of sector-specific policies. Over the past year, the Department for Civil Liberties and Immigration of the Ministry of Interior, and in particular the Central Director for Immigration and Asylum Policies has started an intense activity to foster good reception and effective integration of third-country nationals who arrive in Italy in various ways.
The preferred tool is the Framework Agreement and the Memorandum of Understanding, based on which a synergic action with the different partners was developed.

The Framework Agreement on the “Modes of Collaboration to Foster the Integration of the Beneficiaries of International Protection Hosted in the Facilities of the National Reception System” between the Ministry of Interior and Confindustria (The Italian Employers’ Association) signed on 22 June 2016, aims to promote the employment of the beneficiaries of international protection in the SPRAR network as a key element of the inclusion and integration in the society of the host community. New training opportunities will be promoted within the companies members of Confindustria that are looking to hire, through promotion and awareness-raising activities. Subsequently to this agreement, on 13 April 2017 a Protocol was signed to implement the framework agreement, which envisages funds for 100 six-month traineeships for the year 2017 in 11 provinces involved (Asti, Alessandria, Bergamo, Catania, Milan, Rome, Siracusa, Turin, Trieste, Udine and Varese). The companies are selected at Provincial level through the representatives of the local offices of Confindustria, whereas a team composed of a director of the local Prefecture and of a representative of Confindustria will identify the target beneficiaries of international protection. The Ministry of Interior will suggest the UNHCR to award an acknowledgement to the companies involved in the initiative by attributing them the “Welcome-Working for refugee integration” logo.

The Memorandum of Understanding between the Ministry of Interior and the Conference of Rectors of Italian Universities (CRUI) on “The Right to Study of Young Beneficiaries of International Protection”, signed on 20 July 2016, envisages the possibilities for deserving students, beneficiaries of international protection, to attend a degree course or a PhD course free of taxes and tuition.

On the same line, is the joint initiative of the Ministry of Interior and the university Pontificia Università Lateranense (PUL) under the memorandum of understanding “Granting Access to Higher University Education to Young Students Beneficiaries of International Protection”, signed on 19 July 2016.

By contrast, the general objective of the memorandum of understanding underwritten on 9 May 2016 with the Lions Club International Multidistretto Italy 108 to “Carry out activities in favour of the beneficiaries of international protection” is the protection of the psychological health of the beneficiaries of international protection in situations of special vulnerability. The Lions Club commits to putting in place a support system for the beneficiaries of international protection by establishing an open desk service and a psychological support and psychotherapy desk in the reception centres of the SPRAR system, without any additional costs for the administration.

Other important initiatives launched through national memorandums of understanding targeted foreign minors in reception centres, with a special focus on unaccompanied minors.

Taking into consideration the important role played by sports not only in the promotion of the psychological and physical well-being of an individual but also in his/her socialisation and inclusion in the social fabric, a three-year memorandum of understanding was signed on 13 May 2016 with the Italian National Olympic Committee (CONI) for “The promotion, practice, and implementation of sports activities for foreign minors hosted in the facilities of the national reception system”. The agreement aims to promote the practice of motor-recreational and sports activities in favour of foreign minors during their stay in reception facilities by broadening the internal offer and proposing additional initiatives to create and strengthen the network of local stakeholders, favouring the knowledge of the culture of foreign minors, creating a team spirit, emphasising the value of differences without negative connotations, training for cooperation and the respect of rules, empowering the minors, and activating training opportunities.

To support the creation of a system of maximum protection of unaccompanied foreign minors, the
authority in charge of the FAMI drafted a Local Memorandum of Understanding – which can be adjusted to the specific needs of the local community – between the Prefecture and the stakeholders, with which important measures can be adopted to ensure the enjoyment of all the rights of minors in their best interest. These measures include, but are not limited to, the establishment of a Work Group on Unaccompanied Minors within the Prefectures, the strengthening of the local network, the enhancement of identification procedures, the optimisation of the times to appoint the legal guardians and train volunteer guardians, easier access to healthcare services, the development of a fast track in case of reasonable doubt as to the age of the alleged minor.

Finally, the Declaration of Intent signed on 27 May 2016 with UNICEF to “support migrant and refugee children and adolescents in Italy” to define joint actions of collaboration to improve the monitoring of reception standards in the centres and to promote initiatives of first inclusion in the host community. The activities will be initially developed based on technical protocols in Calabria, Sicily and Campania, and will involve the participation of experts of Unicef and of Unicef Italia in synergy with the Prefectures, the local governments and other international and sector-specific organisations.

**Humanitarian Corridors**

Humanitarian corridors were first established thanks to a shared agreement and the signing of a Memorandum of Understanding between the Italian Ministry of Interior, the Italian Ministry of Foreign Affairs and the International Cooperation with the Community of Sant’Egidio, the Federation of the Evangelical Churches in Italy and the Waldensian Board.

Humanitarian corridors are the result of a high-profile humanitarian collaboration between the institutions and the Catholic and Protestant world united for a project that envisages the arrival over a two-year period of a thousand refugees from Lebanon (mostly Syrian refugees fleeing from the war), Morocco (where migrants come mostly from sub-Saharan countries affected by civil wars and widespread violence) and Ethiopia (Eritrean, Somali and Sudanese).

It is the first project in Europe that aims to avoid the journey across the Mediterranean Sea aboard of barges, which have already caused endless deaths, to stop exploitation by human traffickers, to grant vulnerable people a “legal entry” into Italy, to grant a safe access to Italy, through the necessary security controls by the Italian authorities.

**Humanitarian Corridors**

The initiative is self-financed with funds from the otto per mille and other funds raised by the organizations that have promoted the humanitarian corridor and who provide also for the expenses related to the hospitality of the refugees.

Once in Italy, the refugees are not only welcomed, but they are also offered an opportunity of integration in the Italian social and cultural fabric, through the learning of the Italian language, schooling of minors and other initiatives.

For all these reasons, humanitarian corridors are a good model that can be replicated in all Schengen states, as was the case for France where last March the President of the French Republic signed an agreement with the Community of Sant’Egidio, The Catholic Church and the Protestant churches. The agreement will allow entry to the country of five hundred refugees, mostly Syrian, over one year and a half, based on the model of the human corridors already implemented in Italy.

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27 The Declaration of Intent refers jointly to the Memorandum of Understanding signed by the Ministry and by the UNICEF National Committee in December 2015 and the “UNICEF Mission in Italy for rapid assessment, 18–22 January 2016 and its report”, as well as to the “Proposal by UNICEF to the Ministry for migrant and refugee children and adolescents” of 22 February 2016.

28 Translator’s note: Eight per thousand (otto per mille) is an Italian law under which Italian taxpayers can choose to whom devolve a compulsory 8% = 0.8% (eight per thousand) from their annual income tax return between an organised religion recognised by Italy or, alternatively, to a social assistance scheme run by the Italian State.
Africa and Europe are two demographically opposed worlds: The average growth rate of the African population is estimated at around 2.55% per annum by the United Nations (a rate which, although decreasing, is still very high; should it continue as it is, the population would double in less than 30 years), while in Europe it is about zero (in Italy, in particular, the number of births is now lower than the deaths which means that we have a negative natural growth). Consequently, according to the latest UN projections, of the estimated additional 2.4 billion people in the world population between 2015 and 2050, 1.3 billion will be born in Africa. In Asia, the population growth is estimated at 900 million, while in North America, Latin America and the Caribbean, and Oceania, it will be considerably lower. Europe, despite the fact that the projections already take account of the non-negligible contribution of immigration, could have a smaller population in 2050 than that of 2015.

In particular, Sub-Saharan Africa has the highest population growth and, at the same time, a highly backward economy. On its right and left borders, sub-Saharan Africa has to insurmountable oceans. Thus, those who want to escape hunger and wars from sub-Saharan Africa must necessarily cross the desert and then the Mediterranean: a difficult, risky and costly endeavour, but one that can be undertaken albeit with great struggle. Past the desert, there are the North-African countries on one hand, which, with the exception of Libya, are not willing to accept the transit of the large flows of migrants, and Italy on the other hand, at the centre of the Mediterranean, relatively close for those coming from Africa and, in the best-case scenario, for those who want to continue their journey towards Central and Northern Europe. Nevertheless, it is precisely thanks to the desert and the Mediterranean Sea that the migration flow, although significant, has not become an unstoppable flood, even though human traffickers are exploiting the situation, and feeding a path that has become almost obliged, as all other practicable routes are closed.

This is why, the demographic, economic and geo-political conditions make the issue of refugees/migrants very complex and long-term. And the conditions cannot change, not even in the short to medium term, even if - as it should be - an intense and effective policy of development aid for Africa were to be implemented. In fact, the necessary and unavoidable international cooperation would, at first, produce a modernization of African agriculture and hence a further reduction of the workforce currently employed in agriculture, which would add to the high demographic supply, resulting in a further increase in the migratory pressure.

In short, the situation is absolutely dramatic, and its challenging and difficult governance cannot but be shared by the whole of Europe. Moreover, Europe would be ”giving back” to Africa what it took from it over the centuries with the colonies; but even if we do not want to resort to ethics, it is the state of necessity that forces Europe, as difficult as it may be, to find solutions viable and sustainable solutions. It is not a challenge to be faced by each country individually.

At the same time, it must be recognized that Italy is making a tremendous and substantially effective effort to receive the great amount of people pouring on its shores or rescued at sea. Such effort is even more praiseworthy as the complex international procedures require a case-by-case examination of incoming migrants to then decide what will be of the refugees, and pseudo refugees, migrants and pseudo migrants. The complex procedures and internal constraints make the implementation of a balanced solution difficult and slow, preventing, among other things the implementation of a
true immigration policy, which certainly a greatly significant element. All of this, which is certainly
perfectible although commendable, is happening at a time where the employment situation has not
been and is not at its best, and where the rightful and necessary international solidarity is, as men-
tioned earlier, lacking.

Good practices, which are the cornerstone of this publication, are on the one hand a testimony
to the positive action of all those entities - institutions and individuals – that have created a sort of
Italian model to be exported also internationally, and on the other hand a stimulus to successfully
engage in this necessary common effort all those subjects - both national and international - that
so far have lingered and vacillated in the assumption of their responsibility which cannot but be total
and shared. When Europe, in previous centuries, found itself in the need to discharge abroad its sur-
plus of population and labour force, it had or forcibly took two great historical opportunities: the new
worlds that needed to be populated and the colonies to be exploited. Today, neither the former nor,
fortunately, the latter exist anymore, which is why the necessary reception cannot but be a shared at
all levels.

### Estimated World Population in 2015 and Forecasted in 2050 (millions of people)

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<th>Area</th>
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<th>Variation % 2015-50</th>
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Initiatives, Memorandums of Understanding and Protocols for Voluntary Work broken down by province and areas of intervention.

Summary Table of the Results of the Survey Carried Out Within Prefectures.

Below is a diagram summarizing all the actions of reception and integration, the memorandums of understanding, and the protocols for voluntary work reported by the Prefectures.

For homogeneity of consultation, all documentation was classified on the basis of the areas of intervention reported in the Sheet enclosed to the systematic survey initiated by Circular 5973 of 11 November 2015 (see page 6).

The most recurring areas are those relating to the processes of involvement of migrants in volunteering, to the creation of networks and collaborations with various local stakeholders, to projects for work and social inclusion and the learning of the Italian language.

Table 4 Results of the Survey Carried Out Within the Prefectures by Area of Intervention.

Yellow is for the actions, red for Memorandums and Protocols, orange for both. White is for the Prefectures in the Regional Capital. The total of the areas of intervention reported in the sheet in red, yellow or orange does not coincide with the number of initiatives of integration and reception and of the memorandums and protocols surveyed, as each individual initiative or agreement may embrace more than one area of intervention.

<table>
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Glossary

ACI - Automobile Club Italia
ANCI - Associazione Nazionale dei Comuni Italiani - the National Association of Italian Municipalities
ASL - Azienda Sanitaria Locale - Local Health Unit
CARA - Centro Accoglienza Richiedenti Asilo - Reception Centre for Asylum Seekers
CAS - Centri di Accoglienza Straordinaria - Extraordinary Reception Centres
CDA - Centri di Accoglienza - Reception Centres
CIE - Centri Identificazione Espulsione - Identification and Expulsion Centres
CPIA - Centri Provinciali per l’Istruzione degli Adulti - Provincial Centres for Adult Education
CPSA - Centri di Primo Soccorso e Accoglienza - First Aid and Assistance Centres
CRI - Croce Rossa Italiana – Italian Red Cross
CTI - Consigli territoriali per l’Immigrazione - Territorial Councils for Immigration
FAMI - Fondo Asilo Migrazione Integrazione – Asylum Migration and Integration Fund
FNPSA - Fondo Nazionale per le Politiche e i Servizi dell’Asilo – National Fund for Asylum Policies and Services
MSNA - Minori Stranieri Non Accompagnati – Unaccompanied Minors
MSNA RA - Minori Stranieri Non Accompagnati Richiedenti Asilo – Unaccompanied Minors Seeking Asylum
OIM - Organizzazione Internazionale per le Migrazioni – International Organisation for Migration
SPRAR - Sistema di Protezione per Richiedenti Asilo e Rifugiati – Protection System for Asylum Seekers and Refugees
SUI - Sportelli Unici per l’Immigrazione – One-stop Shops for Immigration
STP - Stranieri Temporaneamente Presenti – Temporarily Present Foreigners
UNAR - Ufficio Nazionale Antidiscriminazioni Razziali – National Anti-discrimination Network
UNHCR - United Nations High Commissioner for Refugees
VESTANET - IT System for the management of international protection applications.
“When a dot begins to move and becomes a line, it requires time”

Paul Klee,
Creative Confession, 1920