



**Mapping the training needs of beneficiaries of international
protection and the existing mechanisms for training provision
in five EU Member States**



ITALY Scoping Study

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ABBREVIATIONS

ANCI - Association of Italian Municipalities

CARA -Reception Centres for Asylum Seekers (*Centri di accoglienza per richiedenti asilo*)

CAS - Emergency Reception Centers (*Centri di Accoglienza Straordinaria*)

CIE - Centers for Identification and Expulsion (*Centri per l'Identificazione ed Espulsione*)

CNDA - Countries selected by the National Court of the Right of Asylum (*Commissione nazionale per il diritto di asilo*)

CPA -Hubs-Governmental Centers of First Receptions (*Centri di Prima Accoglienza*)

CPI - Employment Center (*Centro Per l'Impiego*)

CPIA - Provincial centers for adults' education (*Centri Provinciali per l'istruzione degli adulti*)

CPR - Closed Centers for Repatriating (*Centri di permanenza per il rimpatrio*)

SPRAR - Protection System for Asylum Seekers and Refugees (*Sistema di Protezione per Richidenti Asilo e Rifugiati*)

TCRIP - Territorial Commission for the Recognition of International Protection

UPI-Italian Provinces Union



INTRODUCTION

The present country report has the aim to present the Italian system for reception and integration of beneficiaries of international protection and asylum seekers detailing the mechanism for information and training provision addressed to users hosted in the centres. The report is structured in three sections.

In the first section it is reported an overview of migration trends in Italy for the period 2014-2016, focusing on the situation of beneficiaries and asylum seekers. For both groups there are presented data about demographic composition and the principal country of origin. There is also presented information about the current functioning of Bodies in charge of granting the refugees status considering the trend and the typology of decisions formulated during the reference period.

The preparation of this first section has mainly relied on Eurostat data. National data was preferred when it provided a higher level of detail than the European data source, as in the case of describing the rate of gender profile of beneficiaries of international protection.

The second section describes the national system for integration and orientation of beneficiaries and asylum seekers. The section clarifies the distribution of duties among competent bodies in charge of managing the system both at national and local level, stressing the key role of third sector organizations. Then the operation mechanism has been presented in detail. To better describe how the system works the functioning has been distinguished in two steps:

1. First reception during which people are provided with the needed information;
2. Hospitality and integration during which people are oriented in choosing training courses and in job search.

In the third section there are highlighted the information and training needs of beneficiaries of international protection and asylum seekers. The section is organized in two paragraphs where there are reported the needs that the actual system is able to address and the necessities that are not satisfied. Evidences from desk analysis have been integrated with the personal experience of one beneficiary of international protection and one asylum seeker. In order to cover the whole integration process, from the first



reception to the achievement of autonomy, we interviewed an asylum seeker hosted by a first reception centre, and a refugee who terminated the integration process and she is now working as cultural mediator in a first reception centre.

The report finishes with a summary of the main steps of the Italian reception system functioning, highlighting the good practices put in action while pointing out the aspects needing improvement.

METHODOLOGY

The data used to produce the national report come from both European and national Sources. EUROSTAT is the reference source of data used to evaluate the inflows trends, the demographic profile of TCNs resident in Italy and asylum related issues. Ministry of Interior supplied the information about these aspects for 2016.

Data used to describe the demographic profile of beneficiaries of international protection and to evaluate the educational level the level of socio-economic integration of TCNs were provided by ISTAT – Italian National Statistical Institute.

The classification of second hospitality projects was available on the Annual Report published by the Central Service of *Protection System for Asylum Seekers and Refugees (Sprar)*.

Finally, the evaluation of Italian reception system capacity to respond to beneficiaries needs relies on three informant interviews.

The information were collected through three semi-structured interviews conducted on privileged stakeholders who work in First Reception Centre, Hospitality Centre and an organization specialized in beneficiaries and asylum seekers' social inclusion.



I. MAIN TRENDS IN THE REFUGEE AND MIGRANT INFLOWS (2014 – 2016)

Year 2012 was marked by a migrant inflow unprecedented in size. Since then, the number of migrants arriving in Italy has kept constantly increasing. In 2015, in Italy were 2,384,852 Third Country Nationals (TCNs) with a long term permit, most of them were pushed by several economic and political/security factors (tab.1). 90,769 TCNs arrived over the previous year. Then, in 2016 a slight reduction was registered. In Italy there were 2,257,293 TCNs.

Data show no relevant difference related to the gender of TCNs granted with a long term permit. In 2015 there were 1,189,522 men and 1,195,330 women, who respectively correspond to 60% and 61.9% of the overall resident permits in Italy. This trend slightly changed compared to the 2016 when the rate of men decreased to 58.4% (equal to 1,117,586) and the rate of women increased to 63.2% (1,139,707).

In 2015, 30.2% of migrants entitled with a long term permit were children (719,555), of whom 47.2% (342,470) girls. Instead, adults were 1,665,297, and 852,860 of them women (50.2%) (tab.2). In 2016, while the number of adults did not vary (1,665,736), nor did the share of women (51.5%), the quota of children decreased to 26.2% which correspond to a reduction of 127,998 children among the TCNs population.

In 2016, the largest ethnic groups of TCNs resident in Italy came from Albania (315,312 equals to the 14% of long term residents), Morocco (313,935, 13.9%), China (162,908, 7.2%), Ukraine (162,554, 7.2%) and Philippines (96,401, 4.3%) (tab.3). In the last year, these nations are the native country of 46.6% of the extra UE citizens. Ukraine community is characterized by a special feature in its composition. Unlike the other ethnic groups who present a balanced gender distribution, the Ukraine group has a high representation of women who are mainly employed as caregivers.

However, economic migrants alone cannot explain the recent surge in migration. The lack of basic security forced individuals to seek for the refugee status outside the borders of their countries. According to UNHCR, in 2014 the world reached the highest level of wars and conflicts ever recorded. This is reflected in the number of asylum applications submitted in Italy. Between 2014 and 2016, the number of submissions presented almost doubled from 64,625 to 122,960 (tab.4a). The need to increase and accelerate the decision process operated by the Territorial Commissions



emerged, the bodies in charge of evaluating the protection requests, as will be explained below. Thus, in the last three years the number of terminated procedures increased by +155.5%. In 2014, the Commissions elaborated 35,180 decisions; instead in 2016 the published acts were 89,875.

The data on the procedures terminated in 2016 show that 35,410 individuals were recognized as beneficiaries of protection. 13.6% of them (4,180 people) granted the refugee status, 34.1% (12,090) granted the subsidiary protection. The majority of permissions (18,150 in absolute value, 52.3%) were issued for humanitarian reasons. This category of protection is recognized only by the Italian system and it allows TCNs, who do not qualify for international protection, to obtain a one year residence permit, including the right to work, due to serious humanitarian grounds. As might be expected, also the number of rejected procedures has tripled passing from 14,600 in 2014 to 54,465 in 2016.

What clearly emerged from the data is that the majority of applicants are men, even though the trend is slightly changing. In 2014, the rate of men among the asylum seekers was equal to 92.4% (tab.4b). Gradually the percentage of women has started increasing, so if in 2014 the presence of female gender was 7.6%, in 2015 it was 11.6%, and finally in 2016 it became equal to 15%. Of course, the low rate of women results also in the different categories of beneficiaries and among those whose application has been rejected.

Given the difficulties of dangerous journeys, the majority of asylum seekers are adults, in particular male on working age, in fact in 2016 among the applicants for refugee status children were 11,170, while adults were 111,785 (tab.5). In the short term, due to the surge of security challenges they are exposed to a rising number of populations forced also vulnerable groups (females and children) to leave their home countries. In particular, children passed to be 6.8% in 2014, 19.9% of whom were girls; to 8.7% in 2015 with 22.4% of girls in 2015; finally in 2016 children were 9.1% of applicants and the share of girls accounts for 24.1%. In relation to minor migrants arriving in Italy, it should be point out the increasing phenomenon of unaccompanied minors. According to data collected by Ministry of Interior, between 2013 and 2016 the rate of accompanied underage asylum seekers registered a variation equal to +273.9% while unaccompanied minors were up by 643.4%.

Among the five top countries of origin of asylum seekers, four of them are African nations. In 2016, 27,105 applicants come from Nigeria (22% of the



total), 8,925 come from Gambia (7.3%); 7,615 originating from Senegal (6.2%) and 7,455 are citizens of Côte d'Ivoire (6.1%) (tab.6). In the ranking list there is also Pakistan, considered as the second nation for arrivals, being the home country of 13,660 applicants (11.1%). From data emerged a steady rise in demand for refugee status from Nigerian people. The variation of applications submitted by Nigerians grew by 167.4% between 2014 and 2016. Approximately half of female applicants are Nigerian (41.5%). This distribution does not occur for the other five top nationalities. Indeed, with exception of Côte d'Ivoire where women are 5.5%, in the communities originated from Pakistan, Gambia and Senegal, women are barely 1% of the applicants.

Finally, in Italy beneficiaries of international protection registered in 2016 were overall 195,043 individuals (tab.7). Compared to 2015, the number of refugees increased by 25.7%. Among the beneficiaries, the presence of women did not grow, passing from being equal to 13.4% in 2015, to 12.2% in 2016. According to data, the share of beneficiaries among individuals with residence permit was 1.3% in 2016.

Since applicants have started their pathway for the request of refugee status recognition, the reception system should support migrants' integration and autonomy regain. The entry into the job market could allow migrants to reach both the aims. Indeed, beneficiaries and asylum seekers who are holding a 6 months temporary permit for the international protection application are entitled to the same rights of Italian citizens in terms of employment, self-employment, professional training and work internships. However, as will be explained below, the access to employment for migrants is very difficult and most of the times the occupations they find are low-paid. There are no national data available for assessing the occupational situation of beneficiaries and asylum seekers, because ISTAT generally collects data on TCNs who entered the labour market, including beneficiaries of international protection.

According to ISTAT data, in 2016 there were 2,825,230 extra UE citizens over 15 years old in Italy, 1,601,405 of them had a job, most of them was male individuals (60.2%, 963,390 people) (tab. 8). However, no significant variation in the presence of TCNs in the national labour market was registered between 2014 and 2016. The majority of TCNs (85% equal to 1,362,440 individuals) was employed, while the remaining percentage (15%, 238,965 people) was self-employed (tab.9). The percentage of TCNs employed in top position is residual, in 2016 only 0.2% was occupying a management role, and 0.3% was an entrepreneur. In the last year, the



presence of women in these elitist working categories gradually decreased. If in 2014, 10.2% of foreign manager were women and in 2015 the share rose to 13.8%, in 2016 the percentage was 8.7%. Similarly, in 2015 women were 29.8% of foreigner entrepreneurs, 40.4% in 2015, but in 2016 they decreased at 16.2%. However, what should be noticed is that women have on average higher educational degrees than men: 66.4% of graduated TCNs (188,962 women versus 95,676 men), and 55% of TCNs who have completed the high school education are women (455,678) (tab.10).

II. THE NATIONAL SYSTEM FOR RECEPTION & INTEGRATION OF BENEFICIARIES OF INTERNATIONAL PROTECTION

In recent years the migrant inflows seeking for a refugee status in Europe registered a significant increase calling for EU-wide regulation for asylum policy. To work towards establishing a Common European Asylum System, the European Parliament and the Council of the EU approved the Directive 2013/32 on common procedures for granting and withdrawing international protection and the Directive 2013/33 laying down standards for the reception of applicants for international protection.

Italy is lacking of a legal framework regulating in a specific and global manner the right of asylum that would guarantee access to a functional and coherent system of reception and integration to protection seekers. The current national legal system on procedures for granting and withdrawing refugee status is mainly based on Legislative Decree 2015/142 which has enacted the provisions of DIR. 2013/32 EU and 2013/33 EU.

The procedure for refugee status recognition

At their arrival, migrants can submit the application for the refugee status at the Border Police Offices, otherwise the request can be presented at Immigrant Offices within local Police Headquarters (*Questure*) (Fig.1). By submitting the request, the applicant obtains a six month “residence permit for asylum request”, which is extended until the Territorial Commission for the Recognition of International Protection (TCRIP) can adopt a decision.



Applications are evaluated by the competent TCRIP in charge of setting a date for interviewing the applicant in order to establish if the requirements for granting the status subsist. The interview should be set after 30 days the TRCP received the official request. During the interview, the applicant must be provided with a cultural mediator.

Even though the last reforms are streamlining bureaucratic processes for asylum request submissions, the decision system is still characterized by prolonged operating times. In the majority of all application, within 6 months after the date of submission, the competent TCRIP has not yet communicated to the applicant the day for the interview. Indeed, long waiting time between the asylum request submission and the interview is the main obstacle that applicants have to face. It is due to the unbalanced between applications submitted and the resources available for their evaluation. Decree-Law 46/2017 entered into force and it has established the hiring of 250 fulltime employees in TCRPs.

But it could also be caused by errors in preparing and presenting the request. It is common in the case of applicants not hosted by reception centre that after the request submission they change their residence without communicating the new address to the local Police Headquarters.

Fast track processing can be applied where the application is likely to be well-founded or the applicant is vulnerable, in particular unaccompanied minors or in need of special procedural guarantees. The fast track process can be also applied by people laced in an administrative detention center and people originating from Countries selected by the National Court of the Right of Asylum (*Commissione nazionale per il diritto di asilo CNDA*).

Within 3 days after the interview, the TCRIP has to issue a decision that may lead to (Fig.1):

- Grant refugee status;
- Grant subsidiary protection;
- Reject the application while asking the *Questore* to release a permit on humanitarian grounds;
- Reject the request.

The TCRIP's decision is always presented in a written form and, if negative, it must be justified.

During the evaluation period, the petitioner is considered an asylum-seeker and he/she is entitled to a temporary six month residence permit that is renewable until the final ruling of the competent TCRIP. As asylum-



seekers, foreigners are granted the right to education as well as the access to the National Health Service, and they are entitled to work after 60 days from the release of temporary permit.

If applicants are hosted by reception centres, they are entitled to benefit from support measure during the request examination period, including judicial objection time, in case of application rejection.

As previously mentioned, the decision of Territorial commission can lead to:

- Application rejection: in this case the Commission decision is liable to judicial objection within thirty days from the notification. According to the recently approved Law n.46/2017, the claimant cannot appeal to the Court of Second Instance. He/she can present an appeal to the Court of First Instance and the dispute has to be solved with a judicial proceeding without contradictory, unless the judge considers the hearing essential to make the final decision. In case of deny, an expulsion order is sent to the applicant;
- Beneficiary of Humanitarian Protection: Italy is the only nation where can be granted humanitarian protection, *on serious humanitarian grounds*. Applicants obtain a one year residence permit, including the right to work, which is renewable upon a positive decision of the competent TCRIP. At the expiry date the residence permit can be converted into working permit;
- Person entitled to subsidiary protection: Applicants obtain a three year residence permit, including the right to work, which is renewable upon a positive decision of the competent TCRIP. At the expiry date the residence permit can be converted into working permit;
- Person entitled to refugee status: a residual part of successful applicants are granted a five year residence permit for political asylum, which renews automatically upon demand. Whenever foreign citizens are recognized as refugees, they grant all fundamental rights ensured to any individual owing a residence permit (Fig.2).



II.1. Institutional framework for reception and integration mechanisms in Italy

II.1.1 Reception and integration: the evolution of Italian system

The Ministry of Interior has a central role in designing the framework of migration policies through various bodies. The protection of civic rights, including the rights concerning asylum and migration, is entrusted to the Department for Civil Liberties and Immigration. Within the Department, the Head Office for Immigration and Asylum Policies deals with the right to asylum and recognition of the status of international protection.

The Central Directorate for Immigration services of the Ministry of Interior coordinates the Prefectures in managing the reception centers. The Directorate also operates to guarantee the care and the reception services to asylum seekers and beneficiaries of international protection.

In addition to Central State bodies, an important role is played by territorial stakeholders who operationally carry out reception and integration actions. The first idea of adopting a multi-actor network at local level for an efficient reception system goes back to 1999, when the Ministry of Interior, in cooperation with the EU Commission, created the Program *Azione Comune* (Common Action) to manage the inflows from Kosovo. *Azione Comune* started through the main contribution of third sector agencies pursuing the aim of supply transversal services also benefitting from initiatives designed by local authorities for residents. Due to its characteristics, *Azione Comune* represents a first trial of integrated reception system in Italy. In October 2000, Ministry of Interior and the Association of Italian Municipalities (ANCI) signed the Protocol to start a National Asylum Program (*Programma Nazionale Asilo - PNA*). The ANCI was entitled to monitor and to coordinate the existing local reception projects. Centers opened as PNA projects should have provided migrants not only with subsistence and accommodation, but their staff should have also guaranteed adequate information services to them, to support them during the asylum request procedures, to help them access local services and to supply them with Italian language classes.

In 2002, the reception model created with the PNA was institutionalized (L.189/2002) and the Ministry of Interior approved the constitution of a *Protection System for Asylum Seekers and Refugees* (SPRAR). The law created the Central Service, a technical body coordinated by ANCI, which



supports local authorities in the implementation of reception projects with information, promotion, advice and assistance. The system is funded by public resources provided by the central government. Local authorities can apply at any time on voluntary basis, submitting a project - in accordance with the Guide Lines of the Ministry of Interior- which should be developed through the creation of synergic actions with local third sector operators.

The project is assessed by a Commission composed of the representatives of the Ministry of Interior, ANCI, Italian Provinces Union (UPI), UNHCR, and a representative of the Regional Authorities. In December 2016, the Ministry of Interior and ANCI signed a Protocol on *proportional reception*, the proportion is calculated as 2.5 asylum seekers every 1,000 residents. The Protocol established the allocation of funds granted to Municipalities for developing SPRAR projects. Finally, the Ministry of Interior announced a National Plan for the Integration to regulate services supplied to asylum seekers and beneficiaries as health and psychological assistance, language courses, public education; and the procedures for work integration and recognition of qualifications.

II.1.2 Reception and integration: operation mechanisms

In Italy, the procedures provided for migrants' acceptance can be distinguished in two phases that are usually called: first reception step and second hospitality and integration step (Figg.3 - 4).

According to the L. Dec. 142/2015, migrants should be hosted in first reception centers for a short period strictly necessary to the identification and to submit the asylum request. Once these operations are terminated, applicants should be transfer to second reception structures. However, as explained below, second reception capacity is not yet sufficient to accommodate the asylum seekers present within the State. This situation has required a significant adapting effort on the part of first reception centers.

First reception

The first reception is managed by the Central Directorate for Immigration services of the Ministry of Interior and locally coordinated by the Prefectures.

The initial reception concerns rescuing and identification procedures.

Migrants are intercepted and according to the hot spot approach they are channeled to disembarkation closed ports where they are provided with first



aid services and identification procedures enabling to distinguish between asylum seekers and economic migrants.

The procedure continues with the proper first reception and individuals entitled to submit the asylum request are moved to reception centers (hubs). The Law n.25/2008 abolished detention centres in Italy while substituting them with open Reception Centres for Asylum Seekers (*Centri di accoglienza per richiedenti asilo - CARA*), where people who start the application for refugee status should be hosted until the communication of the decision of the competent Territorial Commission for Refugee Status Recognition. The development of CARA system experienced a setback thus with the art.9 of Leg. Dec. 2015/142 established the strategic planning the establishment of new Hubs-Governmental Centers of First Receptions (*Centri di Prima Accoglienza—CPA*) in each Region.

But due to the increasing number of asylum seekers, in Italy there are not enough places available to satisfy the hospitality requests. And also, it is difficult to respect the turn over because residence time usually lasts much longer than the 30 days, which is the deadline imposed by law. Thus, article 11 of Leg. Dec. 2015/142 on asylum seekers reception states that the Department for Civil Liberties and Immigration entitles the Prefects to authorize migrants' reception in temporary structures named Emergency Reception Centers (*Centri di Accoglienza Straordinaria - CAS*). CAS structures were thought to be a support to the ordinary first reception system. Because of the mismatch between the applicants and the effective capacity of SPRAR centers, CAS are compensating the second reception needs. In 2016 it was indeed registered that around the 70% of asylum seekers are hosted in CAS (152,732).

Centers can be managed by public institutions, associations, cooperatives selected by participation in tender competitions. The organization in charge of managing the centers is responsible for ordinary administration, which can also be subcontracted to outside partners. Prefectures monitor and verify the quality of provided services. In centers, asylum seekers are provided with services to satisfy urgent needs as:

- subsistence and accommodation;
- daily pocket money for personal expenses;
- health care services and psychological support;



- legal advocacy and cultural mediation to be informed about the legal procedure for the asylum request and the different types of residence permits;
- support in bureaucratic issues (as registration, submission of asylum request, request of fiscal code)
- free access to schooling for minors and adults;
- basic language courses.

In addition to setting up special facilities to face emergencies, first reception centers, both CAS, CARA and CPA, expanded social services addressed to applicants in order to meet more complex needs that individuals developed during the waiting time. In some centers, operators are starting providing advanced language courses, they are orienting applicants to training courses, they are helping applicants to find a job. As will be explained below, all these services are usually offered to applicants and beneficiaries living in second hospitality centers.

People who do not have requisites to submit asylum requests, are subject to an expulsion order and are transferred to closed Centers for Identification and Expulsion (*Centri per l'Identificazione ed Espulsione – CIE*). In Italy there are four CIE, two are in the South (Brindisi, Caltanissetta), one in the center (Rome) and one in the north (Turin), and they can accommodate 359 people. According to the Law 46/2017, in one year there should be open *Closed Centers for Repatriating (Centri di permanenza per il rimpatrio-Cpr)* in every Region, reaching a total capacity of 1,600 people.

Second Hospitality

The second hospitality and integration is under the Municipalities which are part of the SPRAR, following the integrated hospitality model charactering such a system by the implementation decentralized actions addressed to asylum seekers. As we know, the protection system consists of a network of local reception projects developed to give assistance to asylum seekers, refugees and people under humanitarian protection. As previously mention, the projects are promoted by local authorities which have their ownership and funded for the 95% by the National Fund for Asylum Policies and Services (*Fondo Nazionale per le Politiche e i Servizi d'Asilo*) overseen by the Ministry of Interior, and for the rest 5% by local authorities themselves, through funds mainly managed by Regions. The local authorities 5% co-fund could also consist of services or human resources.



The network is coordinated by a Central Service under the ANCI. The Central Service provides information and assistance for the development of local projects.

The projects are realized thanks to the synergies among central institutions, local authorities and tertiary sector bodies: the so called integrated model.

In April 2017, in Italy there were in progress 638 SPRAR projects involving 544 local authorities (480 Municipalities and 4 Mountain Municipalities, 21 Provinces, 14 Municipalities networks, and 25 other bodies) (tab.11). The projects allowed to host 25.743 individuals, of whom 23.144 regular guests, 2.007 unaccompanied children, 592 individuals affected by physical and mental vulnerabilities. The majority of projects in progress are settled in Sicily and Lazio regions where respectively 4.536 and 4.150 SPRAR projects were implemented.

The integrated hospitality model requires that all the involved agencies work to support asylum seekers to regain their autonomy attending a training and orientation pathway that lasts 6 months, renewable for a further 6 months period. In the SPRARs individuals are provided with subsistence and accommodation. According to the hosting capacity of facilities, SPRARs can be classified as small (until 15 individuals hosted), medium (until 30 individuals hosted) or big (more than 15 individuals hosted) collective centers. Foreigners can be also hosted in proper flats where unlike the collective centers, individuals are almost independent in scheduling their daily lives.

Another aim of migrants' permanence in SPRARs is to facilitate their integration at local level. The success of social inclusion not only depends by operators' work but it is also influenced by the services generally provided by local authorities or other territorial stakeholders.

Besides the system structured by the Ministry of Interior collaborating with other central state agencies, local authorities and third sector associations, there is a network of associations and no profit organization which supply asylum seekers who could not enter any SPRAR centers with services and courses to help their social integration. In addition to basic services, as the ones provided by first reception centers, SPRAR implements activities aimed to facilitate the job placement of foreign workers, mainly organizing vocational courses and Italian language courses. Projects can be specific for a stakeholder category so that asylum seekers and beneficiaries can be the target group, or special sub-groups can be individuated as unaccompanied children, single women, families. If needed, the project holder body can also decide to activate an 'external' hosting service, which consists in temporary



accommodation using the facilities of an entity which is not part of the local SPRAR network.

I.2. The provision of information and integration training to beneficiaries of international protection (and asylum seekers)

The Italian system pursues the aim of enabling migrants to regain their personal autonomy. The process foresees two phases, reception and orientation (fig.5). In order to provide a service able to meet the asylum seekers' needs, from psychological support to legal advice, any reception center should be equipped with a multidisciplinary team.

II.2. 1 First reception: information provision

The first phase is fully dedicated to the so called 'material reception' during which individuals are promptly introduced to their rights and duties. In fact, accepting to live in a reception center, applicants agree to comply with center regulation.

As previously illustrated (paragraph II.1.2), the Italian system is affected by a turnover problem which hinders the transfer of asylum seekers from first reception centers to second reception centers. To overcome this problem and guarantee migrants with appropriate services, first reception centers expanded their services range by offering tutoring and individual job search support. However, the lack of service quality standards for first reception centers does not ensure equal opportunities for all migrants.

Documents issue

As soon as the applicant is hosted at a CARA or CAS facility, he/she is helped to obtain the necessary documents. As any foreign citizen staying in Italy, asylum seekers are registered in order to be entitled to benefit from health and social services. Then, they can ask the *Italian Revenue Agency (Agenzia dell'Entrate)* for the release of fiscal code which is necessary to be registered in the National Health System. And also, even though the applicants are not entitled to work yet, the possession of fiscal code is a prerequisite to be employed or to start working as self-employed worker.



Legal advocacy for asylum request and family reunification

Besides the support to obtain documents, in CAS and CARA individuals are informed about the legal procedure for the asylum request. Especially in this phase, the information transfer could be highly affected by language barriers and the suffering of sharing the difficulties endured during the journey. Thus, the cultural mediator is a key figure who has the role of helping migrants in understanding the functioning of the Italian system. In fact the cultural mediator should facilitate applicants ensuring the full comprehension of provided bureaucratic information. In particular, information related to the asylum request procedure is provided in the applicant's native language thanks to the help of the cultural mediator. The administrative process to submit the application for asylum is very complex, thus operators and cultural mediators usually summarize the bureaucratic phases with information materials where there are clearly indicated the competent bodies, the required documents and the deadlines.

A part ensuring that applicants have understood all the information, cultural mediators prepare applicants to the interview with the Commission.

Beneficiaries of international protection are in addition informed about family reunification procedures clarifying the requirements, the relatives for whom the reunification can be asked and which are the competent bodies. Finally, the legal advisor provides to both asylum seekers and beneficiaries information about the assisted voluntary repatriation conducting interviews with the support of cultural mediator who will also inform the applicants about the political situation of their country.

Accreditation to public services

As resident in Italy, after the registration in National Health System, foreign citizens have the right to access the prevention and treatment services. Centers guarantee also the psychological and health assistance inside the facilities, only few structures have the resources to offer these services 24hours per day.

And also, children from 6 to 16 years old have to attend public schools and they usually attend the grade corresponding to their actual age to facilitate their integration.



Basic Language Courses

The pathway towards the autonomy starts learning Italian language which represents a necessary prerequisite to begin the integration process, for this reason users are provided with Italian courses for a minimum of 10 hours per week. Migrants have the duty to attend classes, in case they waive the opportunity to learn Italian operators are asked to report it.

II.2. 2 Second hospitality and integration: training provision

The aim of the second phase consists of overcoming the supportive approach encouraging beneficiaries to adopt a pro-active attitude. During the second step, operators work alongside with migrants to design their own 'life project' to make them independent.

Language Learning

Language learning continues also in the second reception centers aimed at the issuing of an A2 level certificate, which considered the minimum level required to apply for a vocational course or a job.

Courses can be held inside reception structures (SPRAR) or they can take place at education premises or at Provincial centers for adults' education (*Centri Provinciali per l'istruzione degli adulti- CPIA*).

It could also happen that operators are asked to put an effort in motivating women to attend classes. Women suffer more frequently than men from depression caused by traumas experienced in their country or during the journey, or due to the pain of having left behind their children. This is also why women are less willing to attend courses outside the reception centers especially at the beginning. Instead, language courses attendance can be difficult for women with children if they cannot find anyone who can look after their kids. In awareness of this, a number of Associations have started organizing classes for mums setting up kids' areas.

In case of expressed special needs linked to religious beliefs, operators create separated classes for men and women.

Moreover, whenever it is possible, operators try to avoid mixing literate and illiterate people in the same language class. Language courses are not addressed exclusively to people hosted in the reception centers but they are open to any asylum seeker or beneficiary interested in them.

In addition to alphabetization courses and Italian classes, CPIAs plan tutorial paths to obtain the diploma aimed at guaranteeing the right to lifelong learning.

Guidance and accreditation to local services



As previously presented the Italian reception and integration system is multi-agent based. A dense network made by public and private bodies is committed to supply migrants with the needed services. Indeed, in accordance with law, to be funded any SPRAR project has to guarantee the involvement of specific professional figures: social assistants, social educators, psychologists and legal consultants. Operators are available to anyone whether they are hosted in the reception facility or not during information desk opening hours.

Operators introduce asylum seekers to the local services they have the right to access. As resident on Italian territory, foreign citizens who are 16 years old can enroll themselves in the competent Employment Center (*Centro Per l'Impiego –CPI*). Thanks to the registration to CPI, migrants can benefit from facilitated recruitments, participation to training courses organized by CPI, unemployed benefits.

Besides generic needs, operators try to orient migrants to the available local services taking into consideration their personal stories in order to support special needs. This could happen in the case of vulnerable categories as women, who have been often victims of gender violence in their home country or during the journey to Europe, thus they are addressed to local care centers for victims of violence.

Vocational Education

The achievement of A2 language level is considered the pre-requisite to have access to training courses, because applicants need to get basic language skills to interact with teachers and to acquire the notions. In guiding applicants during the choice of training course, operators take into account personal skills and interests. If possible, SPRAR operators tend to propose to applicants pathways useful to re-qualify their competences. Unlike the reception step, during the orientation operators and applicants mainly communicate in Italian. Job orientation should be offered by second hospitality facilities, however, long residence time spent by applicants in first reception centers pushed CARA and CAS operators to develop this kind of service for their users.

Resources invested to organize training courses are not sufficient to cover the demand coming from asylum seekers interested in acquiring competences useful to enter job market and start their path towards autonomy. For this reason, selecting criteria are very strict and mainly based on the language skills. Sometimes the admission is subject to passing a



language test where applicants are asked to write a coherent text and to answer to a multiple choice test.

The contribution of third sector in organizing training courses is relevant. Usually courses are not specifically addressed to asylum seekers or beneficiaries of international protection, but they are generically meant to respond to the needs of vulnerable categories, especially people with a low income. Courses target may vary if the funds used to finance the training are addressed to a specific issue (i.e. young people vocational education).

However, there are being developed new training projects designed for asylum seekers and refugees which are structured to meet special needs of people with a difficult background. Before training, applicants are interviewed to be guided in the choice of the course, taking into account also phobias emerged after traumatic experiences whenever they could make different the perception to a certain course. Teachers are trained to manage multiethnic classes in order to be prepared to find solutions in case of limitation regarding participation due to religious restrictions (i.e. the prohibition of touching certain foods) or to traumas (i.e. claustrophobia).

Actual efforts are addressed to promote training courses which offer a work experience in companies which are encouraged to recruit participants by granting them economic incentives. Usually stage periods last from 3 to 12 months. The majority of training courses are related to the acquisition of not highly specialized qualifications and they are specifically oriented to the touristic sector (i.e. waiter or pizza chef). The system provides one year of assistance, after that refugees should be able to reach economic autonomy. However, a year is a short time to follow a course of study. Moreover, because of economic reasons or family duties, only in few cases migrants can attend full-time training courses.

Training are usually promoted on the websites of organizing associations for this reason, operators have a key role in supporting applicants in the research of the opportunities best responding to their needs. Whenever there are applicants who have a high school education or who obtained a university degree, operators begin the procedures for the recognition of qualifications.

Job search

In parallel with the beginning of the education pathway, operators start transferring to refugees the basic information related to the functioning of the Italian labour market. To involve applicants in the definition of their



future lives program, operators start helping them in drafting their CV. Applicants are acquainted with what a CV is, why it is an essential tool for the job search in Italy, how they should fill it. However, the CV is also a useful instrument for self-reflection. Operators use the time of CV editing to help applicants to raise the awareness of their capabilities, skills and limits. This process is necessary to plan the future steps and to orient the applicants towards the most appropriate training course. Moreover, the CV is the starting point to introduce applicants to job interviews in order to provide them with the appropriate vocabulary to describe their strengths and weaknesses. According to the applicant's profile, operators design the network of relations to support migrants' integration. The network includes: public and private organizations which provide services for job orientation and employment, vocational training centers and firms which are encouraged to offer internship to applicants whereby the costs incurred are paid with SPRAR funds.

Asylum seekers and beneficiaries of international protection can benefit from special funds allocated to guarantee an efficient orientation service and to pay the allowance for the internship.

They are also informed about the functioning of the labour market, the contracts, or the existing channels for the job search.

Some centers have started to organize basic IT classes because computer skills are considered nowadays an essential to enter the job market. And also, it is very useful to allow applicants to be independent in surfing the internet and to access on their own to the online recruiting platforms. These two activities are considered fundamental to autonomy-regain process.



III. THE INFORMATION AND TRAINING NEEDS OF BENEFICIARIES OF INTERNATIONAL PROTECTION

The aim of Italian information and training system is to support asylum seekers and beneficiaries of international protection along the pathway for autonomy regain. During the whole period applicants can benefit from the services provided by public or third sector organizations, information, training and orientation services provided by operators aimed to help beneficiaries to find a job. Employment is fundamental to be self-sufficient: it allows applicants to reach economic independence so they can cover by themselves costs for accommodation and subsistence.

III.1. Addressed training needs

Language learning as the first step to integration

The knowledge of national language is a priority requirement to start the integration process in a host country.

As migrants arrive in the first reception centers, they are warmly encouraged to attend language classes and operators are open to find any possible solution to facilitate participation of anyone.

Also in SPRAR centers there are provided language courses for the users, but there are also other structures where applicants can attend Italian classes. Attending courses outside the centers can help applicants to become familiar with the local environment, facilitating their integration. Usually institutions specialized in education have also advanced language classes. The opportunity to attend an advanced course enables interested people, usually beneficiaries with a higher education level, to reach a good level of Italian so they have the chance to apply for a more qualified job.

In order to attract young people, some organizations have started developing creative teaching methods. Using interactive techniques, teachers work to create attractive learning experiences to transfer multidisciplinary competencies, for example some experimental courses link the language learning to history, thus lessons are held in museums or close to famous monuments. In other cases, art has been used as communication channel between teacher and students, and then the course usually ends with students' paintings exhibitions.



However, migrants who consider Italy as a transit country are not interested in learning Italian. For this reason, some centers are providing English courses in order to help applicants to learn the common vehicular language in Europe.

Customized educational pathway

Besides language courses, in SPRAR centers there are also provided vocational courses. However, operators tend to orient beneficiaries towards courses held by organizations specialized in vocational education. To attend classes organized in structures external to the centers can be an important occasion of integration. And also, it can be useful for beneficiaries to get to know the environment. They are provided with the pocket money needed to pay public transportation and encouraged to self-manage the logistic to reach the school.

Operators help applicants in the selection of training in order to orient them towards the experience that better meet their personal interests.

The participation rate of women is lower than men not only because the percentage of women among asylum seekers and beneficiaries of protection is smaller. In some cultures it is not accepted that women may work, in some extreme cases it is not accepted that they may have contact with the external world. The change of mind takes time; operators and cultural mediators work jointly to avoid women segregation and marginalization.

But it could also happen that women themselves run away from occasions to attend vocational courses because they are held outside the reception centers. These fears can affect women who suffered traumas, thus operators together with psychologists organize training inside the centers and at the same time they gradually help women in regain their self-confidence. Also family commitments can limit women participation to vocational courses. Applicants are not always able to arrange a babysitting for their children, so many structures training providers are setting up kids areas to encourage mums to take lessons.

Guidance service at Italian labour market

Vocational courses are aimed to the acquisition of those skills that are mainly requested by job market. Due to its high impact on Italian economy and the consequent high request of low qualified workers, Tourism is the main sector of employment. The continuative collaboration between third sector organizations and tourist operators has created a virtuous network



that supplies applicants with stage opportunities increasing their chances to be hired.

Before and after training courses, operators support beneficiaries and asylum seekers in drafting their CVs. This step is important for understanding the mechanisms of Italian job market, because in many cases beneficiaries come from realities where the job search occurs through a direct contact between employer and candidate. And also, CV is a useful tool for self-confidence regains: filling the CV people has, as already said before, the chance to go back and become conscious of progress achieved.

Free access to schooling

In Italy it is recognized the right of lifelong learning thanks to CPIAs to obtain the secondary school and high school diplomas. Usually the participation is free or the registration fees are very low.

The situation is different for minors. According to Italian law, minors both accompanied and unaccompanied have the right to access to schools of various kinds and levels. Children at 3 months to 3 years can be enrolled in local crèches within the limits of availability. Similarly, children at 3 to 5 years have the right to attend local pre-primary schools. Tuition fees are calculated on the basis of family income. To 16 olds children have to attend compulsory school and they have the right to be enrolled at any moment of the year.

III.2. Unaddressed training needs

Underutilization of human capital

Beneficiaries have limited time (one year) to attend training, to find a job and to reach an economic balance to autonomously cover accommodation and subsistence costs. This necessary entails that vocational courses, that asylum seekers and beneficiaries can attend, cannot exceed one year. It implies that they are precluded from participating to high qualifying professional pathways which last longer (i.e. to become mechanic, plumber, electrician). Moreover, low qualified training courses are not able to respond to any needs, and they actually cut out highly skilled individuals leading to the underutilization of human capital. Indeed, the main problem that most of migrants have to face is job deskilling. It may affect people who have terminated secondary or tertiary education, as the recognition of their qualification may take too much time and highly specialized people as



well. Unfortunately, there is not a Recognized Technical Commission which can certify professional competences.

However, not only skilled people are limited by the short timeframe: any rethinking and changing decision is time consuming and cannot fit the achievement of autonomy within the deadline. Furthermore, most of courses are for low qualified professional profile in the Tourist sector, since Tourism is growing. Thanks to these characteristics, an intense collaboration between bodies providing training and tourist companies is taking place.

Indeed, third sector organizations and training providers training meet difficulties in involving enterprises of other sectors available to offer to students a period of internship. Third sector organizations do not have sufficient resources to carry on an efficient communication campaign to inform companies may benefit from apprentices paid by public funds. But also, most of them are small enterprises which do not have human resources for mentoring trainees with special need as the asylum seekers or beneficiaries.

Even though, there is not a really wide choice among the vocational courses supplied; operators try to support beneficiaries in selecting the most appropriate training. Usually operators draft a skills evaluation document for each applicant, which is also useful to organizations to select students for their courses. But there is not a shared system for competences assessment, thus it may be difficult to compare people's profiles.

Vocational training: limited resources lead to strict selection

Despite the limits reported, vocational training represents an opportunity to acquire competences and have a working experience. There is a mismatch between the positions available and the submissions, and a lot of applicants are not able to attend training. The lack of resources implies also that organizations prefer to select beneficiaries, instead of asylum seekers, to avoid investing in the education of someone who could not obtain the refugee status. In addition, vocational training is generically addressed to vulnerable people, mainly young unemployed people who come from poor families. If young beneficiaries have chances to pass the selection, adults face greater difficulties in finding courses open to everyone.

It should be added that, vocational training services are not fairly supplied over the whole national territory. As might be expected, large towns and cities, like Rome or Milan, offer a wide range of courses responding also to



the needs of higher qualified beneficiaries. And also, not all the reception centers are close to towns, some of them raise in isolated areas limiting beneficiaries in the access to local services due to the logistic difficulties. These situations can highly affect the asylum seekers and beneficiaries integration.

Another difference between asylum seekers and beneficiaries of international protection is related to the access to internships. According to the Italian regulation, asylum seekers are entitled to work after 60 days their asylum request has been officially received. It happens that documents may not be retransmitted to asylum applicants, and that administrative inefficiencies prevent them from access to stages.

The rate of women participation is lower than men, partly because the quota of women on beneficiaries is not consistent, but also, because women are forbidden to attend classes for cultural reasons. In the case of Nigerian women, who belong to the first nationality of asylum seekers and to the community having the highest rate of females, the problem is even more serious. Data reveal that Nigerian women are victims of trafficking, thus it is extremely difficult to develop a trusty relation able to break the vicious circle of threats and exploitations.

Job search: gaps in local network

Even though it represents an opportunity for integration, training attendance does not ensure trainees will find a job. Once beneficiaries have obtained their certification, they can go to CPIs to start the job research but often CPI employees are not prepared to support beneficiaries. Even though CPI operators have to manage critical situations regarding unemployed people, they are not prepared to interface users with a tough background and with a different culture. Indeed, it could happen that CPI operators do not consider the limits that some phobias can cause on the workplace. It could also happen that operators forget restrictions imposed by religious believes, as the prohibition to serve alcohol, or even touch bottles containing alcohol.

Nowadays there is still little attention about the importance of IT knowledge. In parallel with language lessons, centers should supply beneficiaries with class-rooms for teaching digital literacy courses. Being able to use a computer and to be confident with the internet surfing increase substantially beneficiaries' autonomy in job searching. They can look for job advertisements autonomously, bypassing CPIs' operators too.



ATTACHMENTS

Statistical Tables and Figures

Table 1 - Number of TCNs (long term residents) (a.v, %)

Year	Total	Share from the overall residence permits	Male	Share from the overall residence permits	Female	Share from the overall residence permits
2014	2,294,083	58.2	1,146,930	57.3	1,147,153	59.1
2015	2,384,852	60.9	1,189,522	60.0	1,195,330	61.9
2016 (*)	2,257,293	60.7	1,117,586	58,4	1,139,707	63.2

(*) *Data from Ministry of Interior*

Source: Censis analysis on Eurostat and Ministry of Interior data



Table 2 - Profile TCN (long term residents) (a.v, %)

Year	Adults			Share of women from the overall TCN adult population	Children (1)			Share of girls from the overall number of TCN children	Share of children from the overall TCN population
	men	women	total		boys	girls	total		
2014	775,063	810,813	1,585,876	51.1	371,867	336,340	708,207	47.5	30.9
2015	812,437	852,860	1,665,297	51.2	377,085	342,470	719,555	47.6	30.2
2016(2)	808,431	857,305	1,665,736	51.5	309,155	282,402	591,557	47.7	26.2

(1) Children are between the ages of 0 and 19, as reported by Eurostat

(2) Data from Ministry of InteriorSource: Censis analysis on Eurostat and Ministry of Interior data



Table 3- Countries of origin of TCNs (long term residents): top countries of origin (a.v.)

Countries of origin	2014			
	Male	Female	Total	Share from the overall TCNs
Albania	186,871	168,346	355,217	15.5
Morocco	194,135	156,730	350,865	15.3
China *	72,257	70,084	142,341	6.2
Ukraine	25,896	113,186	139,082	6.1
Philippines	38,356	51,703	90,059	3.9
<i>Other countries</i>	<i>629,415</i>	<i>587,104</i>	<i>1,216,519</i>	<i>53.0</i>
Total countries	1,146,930	1,147,153	2,294,083	

Countries of origin	2015			
	Male	Female	Total	Share from the overall TCNs
Morocco	197.593	159.011	356.604	15,0
Albania	184.697	166.910	351.607	14,7
China *	78.668	77.227	155.895	6,5
Ukraine	28.452	125.304	153.756	6,4
Philippines	40.303	54.618	94.921	4,0
<i>Other countries</i>	<i>659.809</i>	<i>612.260</i>	<i>1.272.069</i>	<i>53,3</i>
Total countries	1.189.522	1.195.330	2.384.852	

Countries of origin	2016 ⁽¹⁾			
	Male	Female	Total	Share from the overall TCNs
Albania	150,274	165,038	315,312	14.0
Morocco	139,103	174,832	313,935	13.9
China *	81,074	81,834	162,908	7.2
Ukraine	132,648	29,906	162,554	7.2
Philippines	56,069	40,332	96,401	4.3
<i>Other countries</i>	<i>580,539</i>	<i>625,644</i>	<i>1,206,183</i>	<i>53.4</i>
Total countries	1,139,707	1,117,586	2,257,293	100,0

(*)including Hong Kong

(1) Data from Ministry of Interior



Source: Censis analysis on Eurostat and Ministry of Interior data

Table 4a -Asylum related migration in numbers (a.v.)

2014	Asylum applications		
	Male	Female	Total
2014	59,695	4,930	64,625
2015	73,880	9,660	83,540
2016	104,505	18,455	122,960
2015	Granted refugee status ⁽¹⁾		
	Male	Female	Total
2014	2,880	760	3,640
2015	2,745	830	3,575
2016	3,335	1,475	4,810
2016	Granted subsidiary protection		
	Male	Female	Total
2014	6,870	755	7,625
2015	9,240	1,030	10,270
2016	10,985	1,105	12,090

(1) Eurostat: Geneva Convention status

(2) Eurostat: first instance decisions on applications

Source: Censis analysis on Eurostat data


Table 4b -Asylum related migration in numbers (%)

Year	Asylum applications	
	Male	Female
2014	92.4	7.6
2015	88.4	11.6
2016	85	15
Year	Granted refugee status ⁽¹⁾	
	Male	Female
2014	79.1	20.9
2015	76.8	23.2
2016	69.3	30.7
Year	Granted subsidiary protection	
	Male	Female
2014	90.1	9.9
2015	90	10
2016	90.9	9.1
Year	Humanitarian status	
	Male	Female
2014	88.6	11.4
2015	87.8	12.2
2016	85	15
Year	Rejected asylum applications	
	Male	Female
2014	93,3	6,7
2015	92,1	5,9
2016	92,9	7,1
Year	Terminated procedures ⁽²⁾	
	Male	Female
2014	89,9	10,1
2015	91,3	8,7
2016	89,7	10,3

(1) Eurostat: Geneva Convention status

(2) Eurostat: first instance decisions on applications

Source: Censis analysis on Eurostat data



Table 5 -Age profile of asylum seekers (a.v., %)

Year	Children (*)			Share of girls from the overall number of child asylum seekers	Adults (*)			Share of women from the overall number of adult asylum seekers	Share of children from the overall number of asylum seekers
	boys	girls	total		men	women	total		
2014	3,535	880	4,415	19.9	56,160	4,050	60,210	6.7	6.8
2015	5,660	1,635	7,295	22.4	68,220	8,025	76,245	10.5	8.7
2016	8,475	2,695	11,170	24.1	96,030	15,760	111,785	14.1	9.1

(*) There is a minimum share with unknown age

Source: Censis analysis on Eurostat data



Table 6 - Countries of origin of asylum seekers: top countries of origin (a.v., %)

Countries of origin	2014			Share from the overall asylum seekers
	Male	Female	Total	
Nigeria	8,355	1,780	10,135	15.7
Mali	9,750	40	9,790	15.1
Gambia	8,545	35	8,580	13.3
Pakistan	7,055	95	7,150	11.1
Senegal	4,625	50	4,675	7.2
<i>Other Countries</i>	<i>21,365</i>	<i>2,930</i>	<i>24,295</i>	<i>37.6</i>
Total Countries	59,695	4,930	64,625	
Countries of origin	2015			Share from the overall asylum seekers
	Male	Female	Total	
Nigeria	14,060	4,085	18,145	21.7
Pakistan	10,310	115	10,425	12.5
Gambia	7,915	85	8,000	9.6
Senegal	6,245	115	6,360	7.6
Bangladesh	5,995	35	6,030	7.2
<i>Other Countries</i>	<i>29,355</i>	<i>5,225</i>	<i>34,580</i>	<i>41.4</i>
Total Countries	73,880	9,660	83,540	
Countries of origin	2016			Share from the overall asylum seekers
	Male	Female	Total	
Nigeria	19,440	7,665	27,105	22
Pakistan	13,460	200	13,660	11.1
Gambia	8,750	175	8,925	7.3
Senegal	7,460	155	7,615	6.2
Côte d'Ivoire	6,445	1,010	7,455	6.1
<i>Other Countries</i>	<i>48,950</i>	<i>9,250</i>	<i>58,200</i>	<i>47.3</i>
Total Countries	104,505	18,455	122,960	

Source: Censis analysis on Eurostat data



Table 7 - Gender profile of beneficiaries of international protection ⁽¹⁾

Year	Number		Share of female from the overall number of BIP	Share of BIP from the overall number of residence permits	Share of female BIP from the overall number of female population issued with residence permits
	Male	Female			
2014	100.338	17.682	15,0	3,0	0,9
2015	134.418	20.759	13,4	4,0	1,1
2016 ⁽²⁾	171.168	23.875	12,2	5,2	1,3

(1) All valid permits issued for: refugee status, subsidiary protection and humanitarian reasons

(2) Data from Ministry of Interior

Source: Censis analysis on Istat data



Table 8- Labour Force

	2014						2015						2016					
	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%
Employed	895,222	57.8	652,779	42.2	1,548,001	100.0	929,709	58.9	648,940	41.1	1,578,648	100.0	963,390	60.2	638,016	39.8	1,601,406	100.0
Job seekers	176,125	53.9	150,420	46.1	326,545	100.0	168,650	53.1	148,757	46.9	317,407	100.0	155,188	50.9	149,925	49.1	305,113	100.0
Inactive	288,399	31.6	623,921	68.4	912,321	100.0	276,878	29.7	655,296	70.3	932,175	100.0	263,141	28.6	655,571	71.4	918,712	100.0
Total (*)	1,359,746	48.8	1,427,121	51.2	2,786,867	100,0	1,375,237	48.6	1,452,993	51.4	2,828,230	100,0	1,381,719	48.9	1,443,511	51.1	2,825,231	100,0

(*)(over 15 years old)

Source: Censis analysis on Istat data



Table 9–Employed and Self-employed TCNs (a.v., %)

Employee	2014						2015						2016					
	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%
Management and Senior Official	1,568	89.7	179	10.3	1,748	100.0	2,975	86.2	477	13.8	3,452	100.0	2,864	91.3	274	8.7	3,138	100.0
Professional Clerk	1,927	37.0	3,275	63.0	5,202	100.0	2,165	47.1	2,429	52.9	4,595	100.0	1,438	54.8	1,186	45.2	2,624	100.0
Worker	37,756	34.6	71,494	65.4	109,250	100.0	41,977	36.8	72,022	63.2	113,999	100.0	46,835	38.7	74,245	61.3	121,080	100.0
Apprentice	698,975	57.5	516,576	42.5	1,215,552	100.0	719,508	58.1	519,885	41.9	1,239,393	100.0	727,236	59.3	498,598	40.7	1,225,834	100.0
Home-working	5,396	76.1	1,692	23.9	7,088	100.0	6,305	81.0	1,481	19.0	7,786	100.0	7,178	77.4	2,092	22.6	9,270	100.0
	259	49.3	266	50.7	524	100.0	358	100.0	-	-	358	100.0	207	41.9	287	58.1	495	100.0
Employed (*)	745,881	55.7	593,483	44.3	1,339,364	100.0	773,290	56.5	596,294	43.5	1,369,583	100.0	785,759	57.7	576,682	42.3	1,362,441	100.0

Self-employed	2014						2015						2016					
	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%
Employere	2,386	70.2	1,013	29.8	3,399	100.0	1,757	59.6	1,193	40.4	2,950	100.0	3,693	83.8	712	16.2	4,405	100.0
Self-employed	6,004	45.0	7,324	55.0	13,328	100.0	6,242	53.9	5,337	46.1	11,579	100.0	7,505	49.3	7,729	50.7	15,233	100.0
Private worker	125,435	79.8	31,694	20.2	157,129	100.0	130,180	82.2	28,205	17.8	158,385	100.0	144,485	81.5	32,742	18.5	177,226	100.0
Cooperative member	1,607	67.1	788	32.9	2,395	100.0	1,379	70.7	571	29.3	1,950	100.0	1,161	69.1	518	30.9	1,679	100.0
Worker in family firm	6,283	41.9	8,720	58.1	15,003	100.0	4,960	42.1	6,832	57.9	11,792	100.0	7,464	50.6	7,285	49.4	14,748	100.0
Collaboration	3,235	42.8	4,330	57.2	7,565	100.0	5,532	54.7	4,578	45.3	10,110	100.0	4,337	50.0	4,336	50.0	8,673	100.0
Occasional co-worker	4,391	44.7	5,428	55.3	9,818	100.0	6,369	51.8	5,930	48.2	12,299	100.0	8,989	52.9	8,013	47.1	17,001	100.0



Own-account worker (*)	149.341	71.6	59,296	28.4	208,637	100.0	156,419	74.8	52,646	25.2	209,065	100.0	177,632	74.3	61,333	25.7	238,965	100.0
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(*)(over 15 years old)

Source: Censis analysis on Istat data

Table10 – TCNs Education level

Education Level	2014						2015						2016					
	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%	Male (a.v.)	%	Female (a.v.)	%	Total (a.v.)	%
Primary school	206.331	52,4	187.135	47,6	393.467	100,0	202.076	53,0	179.160	47,0	381.235	100,0	201.399	53,7	173.650	46,3	375.049	100,0
Low Secondary school	632.191	52,7	566.907	47,3	1.199.098	100,0	660.067	52,8	589.505	47,2	1.249.572	100,0	711.311	53,2	625.221	46,8	1.336.532	100,0
High Secondary school	433.314	46,5	498.185	53,5	931.499	100,0	407.224	45,3	491.097	54,7	898.320	100,0	373.333	45,0	455.678	55,0	829.011	100,0
Tertiary Education	87.910	33,5	174.894	66,5	262.804	100,0	105.871	35,4	193.231	64,6	299.102	100,0	95.676	33,6	188.963	66,4	284.639	100,0
Total (*)	1.359.746	48,8	1.427.121	51,2	2.786.867	100,0	1.375.237	48,6	1.452.993	51,4	2.828.230	100,0	1.381.719	48,9	1.443.511	51,1	2.825.231	100,0

(*)(over 15 years old)

Source: Censis analysis on Istat data



Table 11- The composition of SPRAR network, 2017 (*) (a.v.)

Funded Projects	
Ordinary projects	499
Projects for unaccompanied minors	95
Projects for people with mental health problems or disabilities	44
Total	638
Local Bodies managing projects	
Municipalities	480
Provinces	21
Municipalities network	14
Mountain Municipalities	4
Other Bodies	25
Total	544
Financed posts	
Regular guests	23,144
Unaccompanied children	2,007
Individuals with mental and/or physical vulnerabilities	592
Total	25,743

(*) 1st April 2017

Source: SPRAR

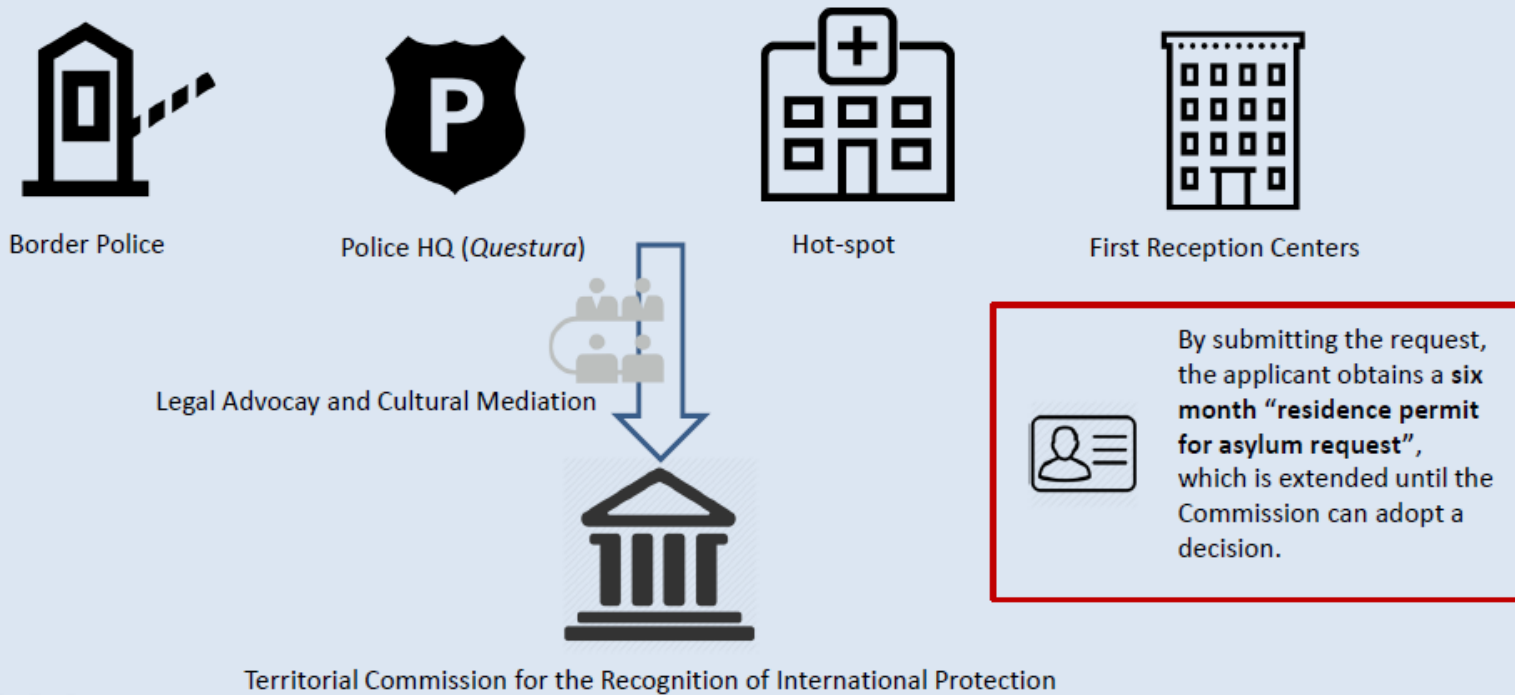


Fig. 1 - TYPES OF PERMISSION TO STAY GRANTED ON THE BASIS OF THE PROTECTION RECOGNIZED AND BENEFITS GRANTED

<p style="text-align: center;">Permission to Stay for POLITICAL ASYLUM</p>	<p style="text-align: center;">Permission to Stay for SUBSIDIARY PROTECTION</p>	<p style="text-align: center;">Permission to Stay for HUMANITARIAN PROTECTION</p>
<ul style="list-style-type: none"> •Duration 5 years, renewable, this allows access to education and work, convertible into permissions to stay for work. •Right to family reunion. •Maintaining the family nucleus. •Issue of travel document, deemed equivalent to a passport, 5-year validity, renewable. •Access to employment at the same conditions as an Italian citizen. •Right to the same treatment recognized for an Italian citizen with regard to social and health assistance and access to public housing. 	<ul style="list-style-type: none"> •Duration 5 years, renewable, this allows access to education and work, convertible into permissions to stay for work. •Right to family reunion. •Maintaining the family nucleus. •Issue of travel document for foreigners in case of being unable to obtain a passport from consular offices. •Access to employment at the same conditions as an Italian citizen. •Right to the same treatment recognized for an Italian citizen with regard to social and health assistance and access to public housing. 	<ul style="list-style-type: none"> •Duration 2 years, renewable, this allows access to education and work, convertible into permissions to stay for work. •Right to family reunion in the presence of the requisites of housing and income set forth in Legislative Decree n. 286/1998. •Maintaining the family nucleus. •Right to the same treatment recognized for an Italian citizen with regard to social and health assistance and access to public housing.



Fig. 2 - ASYLUM APPLICATION



Within **30 days** after receiving the request the TCRIP has to set the date for the interview, and after **3 days** TCRIP to issue a decision that may lead to:

- Grant refugee status;
- Grant subsidiary protection;
- Reject the application while asking the *Questore* to release a permit on humanitarian grounds;
- Reject the request

In case of rejection, applicants can **present an appeal to the Court of First Instance**. Unless the judge allows otherwise, the dispute has to be solved with a judicial proceeding without contradictory.
In case of deny, an expulsion order is sent to the applicant.





Fig.3 Institutional structure of Italian Reception System

Ministry of Interior - Department for Civil Liberties and Immigration
Head Office for Immigration and Asylum Policies

Prefectures

FIRST RECEPTION



Centers for Identification and Expulsion - CPIE



Reception Centres for Asylum Seekers - CARA



Emergency Reception Centers - CAS

Municipalities

SECOND RECEPTION



Protection System for Asylum Seekers and Refugees -SPRAR.

ANCI

TECHNICAL SUPPORT



Central Service



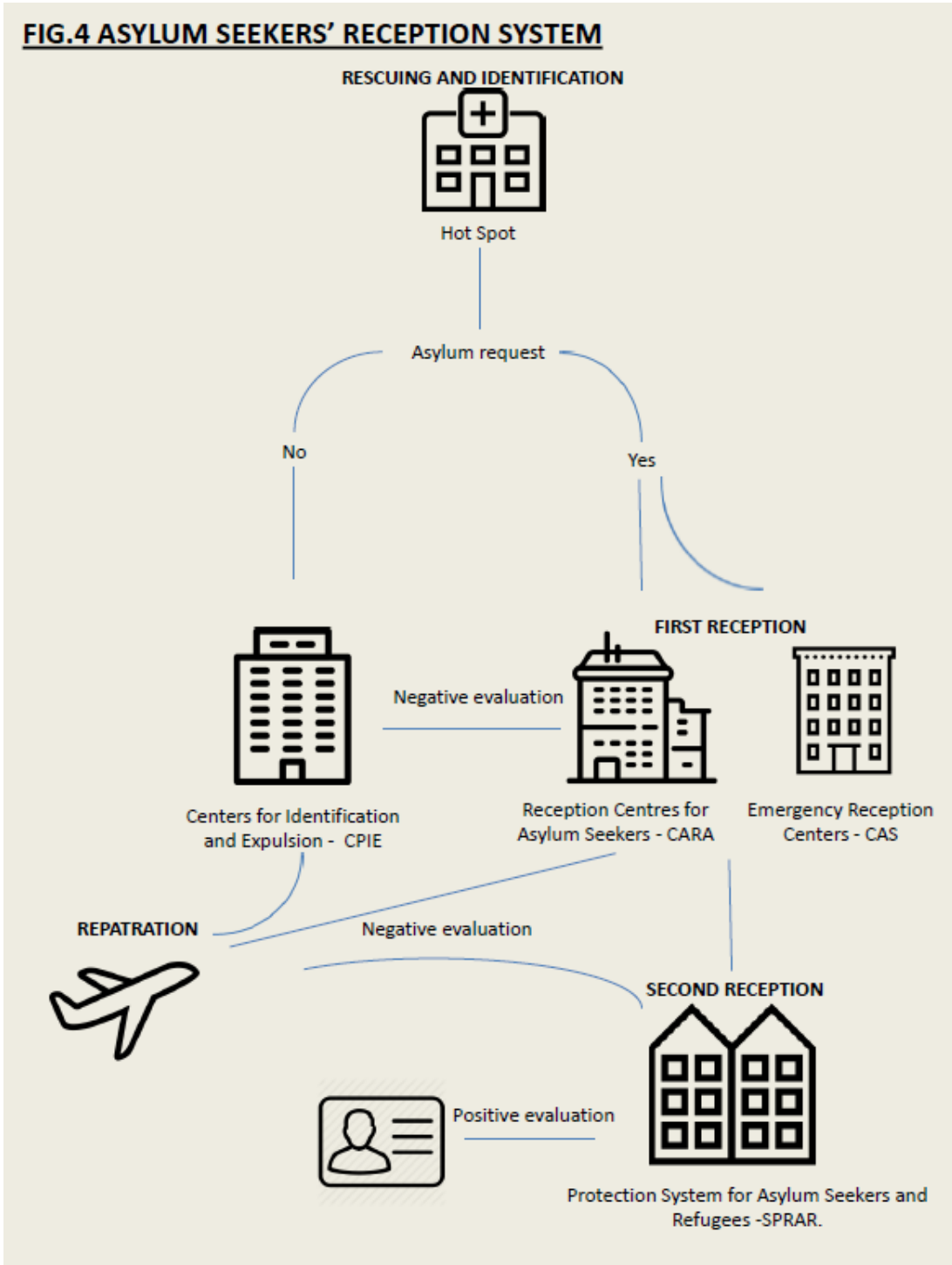
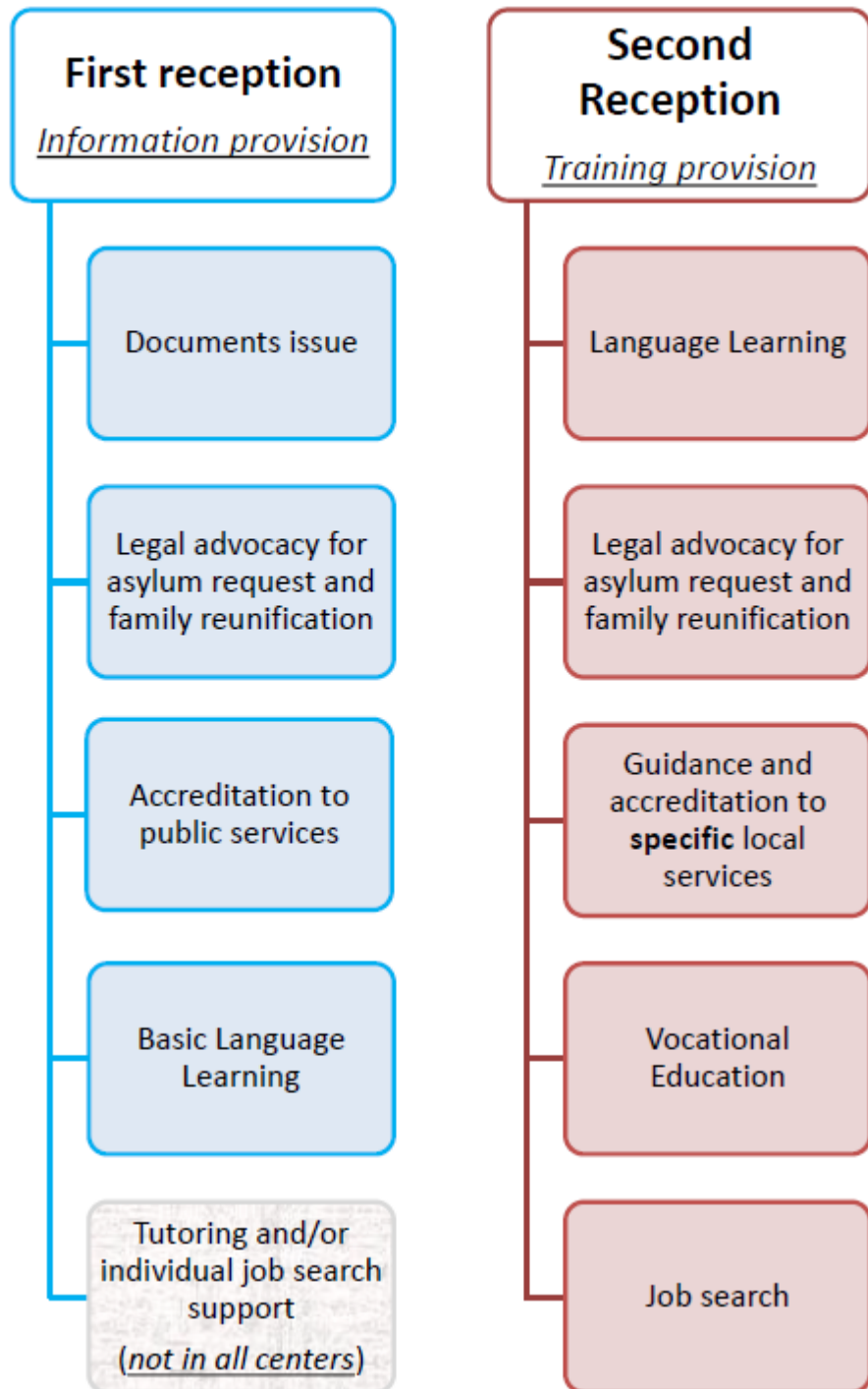




Fig.5 -Information and integration training to BIP and asylum seekers provided by the Italian reception system





CONCLUSIONS

In Italy, the system of reception and integration is based on the principle that the support should be structured to better meet applicants' needs. To guarantee that level of flexibility, the system has a multilevel and multi-actor governance structure where third sector organizations play a key role.

Autonomy regain is considered the main goal which could be reached following efficient education and training pathways. To allow beneficiaries of international protection and asylum seekers to reach economic independence, during both the reception and the integration phases users are provided with an educational supply calibrated on each individual, except for the first step.

The first step consists of learning Italian language which is essential to start the integration process, thus in reception centers users are provided with language courses for free. It is important to guarantee to anyone the access to language classes, overcoming the limits that can derive from cultural differences and/or religious beliefs. Operators pay particular attention to organize homogenous classes. Also, especially for women, family duties can be an obstacle to language courses participation, for this reason lessons are held at time when children are at school, or lessons are held in structures with kids areas.

Whenever asylum seekers and beneficiaries achieve an A2 language level they start applying for a job or a vocational training. Thanks to operators' help, users select training courses in order to acquire competences useful to enter the labour market in Italy. In case of skilled people, operators start the process for the recognition of educational qualification.

Usually beneficiaries come from countries where the job search occurs through a direct contact between employer and candidate. Italian labour market has different operating rules. For this reason, once the training experiences end, operators support asylum seekers and beneficiaries in job searching. In this phase, beneficiaries helped in drafting their CVs and they are also trained about how job interviews usually take place.

The integration system provides beneficiaries with one year to attend training, to find a job and to reach an economic balance to autonomously cover accommodation and subsistence costs. Then vocational courses cannot exceed this time-lag. It implies that beneficiaries and asylum seekers are precluded from participating to high qualifying professional pathways because they last longer. But low qualified training courses are not able to respond to any needs, and they actually cut out highly skilled individuals leading to the underutilization of human capital. The recognition of qualification of specialized professional figures may take too because there



is not a Recognized Technical Commission which can certify professional competences.

Operators support beneficiaries in finding the training opportunities that meet applicants' interests and which can offer users concrete opportunities to find a job at the end of the educational path. The counseling service is open to any migrant in need but the service is not so well advertised. Thus applicants who did not manage to enter the reception system find a lot of difficulties in orienting him/her self.

During the educational orientation, operators draft a skills evaluation document for each applicant, which is also useful to third organizations to select students for their courses. But there is not an agreed system for competences assessment, thus it is difficult to compare people's profiles.

Even though the vocational training offer is increasing there is still a mismatch between the positions available and the submissions presented, and a lot of applicants are not able to attend training.

Once beneficiaries have obtained their certification, they can go to CPIs to start the job research. Often CPI employees are not prepared to interface users with a tough background and with a different culture.

Finally, this articulated support system, mainly based on efficient synergies between public and private organizations, is not equally developed at national level. Not all reception centers meet adequate standards mainly due to lack of local services. Operators working in reception structures settled in isolated areas meet many difficulties in finding appropriate vocational training and job opportunities for beneficiaries.



SEMI-STRUCTURED INTERVIEWS

Experts and Service providers

Giulia Baiocco	Social Assistant at CAS “Staderini”
Cecilia De Chiara	Responsible for Italian School at SPRAR “Centro Astalli”
Nicoletta Basili	Coordinator of Project Development Area of <i>Programma Integra</i>

Asylum seekers and Beneficiaries of International Protection

Arturjana Malaj	Asylum Seeker domiciled at SPRAR “S.Bernanrdo”
Fatima Abdurzakova	Beneficiary of International Protection working as cultural Mediator at CAS in IX Municipality of Rome



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