



SPRAR

Sistema di Protezione  
per Richiedenti Asilo e Rifugiati



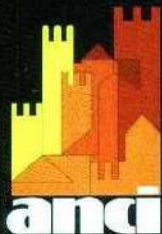
*Ministero dell'Interno*  
*Spazio aperto per la Libertà Civile*  
*e l'Amministrazione*

# Annual Report

## on the Italian Protection System for Asylum-Seekers and Refugees 2006

### Summary

by CENSIS



Edizioni Anci Servizi



**ANNUAL REPORT ON THE  
PROTECTION SYSTEM FOR ASYLUM  
SEEKERS AND REFUGEES IN ITALY**

**2006**

**SUMMARY**

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## **Introductory remarks by**

### **Fabio Sturani**

*Mayor of Ancona, Vice President of ANCI and delegate for Immigration affairs*

### **Luca Pacini**

*Head of ANCI Immigration and Asylum Rights Department*

This second Annual Report on the Protection System is published at a time of great change in terms of the Government's global vision of migratory policies. This vision has been duly expressed in the draft legislative decree on immigration, and was anticipated by numerous previous initiatives, aimed at giving foreigners residing in Italy the dignity of citizen status and not merely that of a workforce unit. This is a very civilised choice as well as an essential investment in the future.

Within this context, the data and reflections presented herein provide confirmation of the extent to which the protection and reception network is important and increasingly consistent with this "inclusive" approach, capable of following a strategy rather than just coping with real or imagined "emergencies". We have always wanted the Protection System to be like this: a virtuous circuit based on support initiatives that can meet the needs of asylum seekers, refugees and persons granted humanitarian protection.

2006 was an important year for the System. The growing commitment and support of local authorities means that now we can guarantee protection

services for asylum seekers and refugees all over the country: 19 Regions out of 20 are carrying out at least one SPRAR project. This in itself is a great and important result. A greater coverage of the territory, but also a major expansion in reception capacity in absolute terms: there were 82 territorial reception projects in 2004, now there are 105. More projects and more beneficiaries: from 4,489 people helped in 2004 to 5,347 in 2006.

As in the past, today we are more convinced than ever that an important aspect of this mass participation, which also provides an essential guarantee for the quality of reception services, is represented by the *voluntary* nature of the participation of local authorities. This is viewed as a significant opportunity for growth, in which the continuous exchanges between national and local levels are relevant elements.

And we have sought to focus particularly on these exchanges by proposing an intense programme for the training and retraining of local operators. In 2006 this activity was extended to the specific problems of categories most at risk. Numerous initiatives were also promoted to expand local networks and create local experiences of coordination.

It is thus an increasingly structured system, with the enlargement and further consolidation of the network of local authorities, but also greater flexibility, making it possible to adapt to changing needs.

New legislation has speeded up the asylum application procedure and produced significant changes. The first of these is the sizeable increase in the number of projects in the System designed to help persons granted humanitarian protection, people that meet all the requirements for integration in the territory but who, when released from Identification Centres, are totally devoid of the resources needed to integrate, starting with a lack of knowledge of the Italian language. This has presented a new challenge to the Protection System, forcing it to adapt its actions to further reinforce measures to foster integration.

At a central level practical instruments have been devised to support the work of local operators for the socio-economic and housing integration of beneficiaries. A prime instrument in this respect is the Fondo di Accompagnamento all'Integrazione (FAI, Integration Support Fund), designed to support, through dedicated resources, local projects that directly carry out concrete integration actions in favour of beneficiaries.

Pending the transformation of methods for the detention of asylum seekers, the Protection System makes available its reception experiences and its data

and statistics on the traceability of people pending the definition of their status, good practices and the results of social integration initiatives undertaken from the first moment of reception.

This has led to the activation of services in favour of asylum seekers inside Identification Centres which, in agreement with the Ministry of the Interior, ANCI is supporting with the cooperation of local authorities, leading protection associations and UNHCR.

With this commitment and with the results already achieved, we can look forward to the future with optimism and no little ambition.

There are still many people, mainly refugees and persons granted humanitarian protection, that live in precarious conditions, in makeshift shelters and often squatting.

In 2006 over 4,300 asylum seekers were granted humanitarian protection. Of these, the System took in about 1,300. There were thus almost 3,000 people who were granted protection but did not gain access to reception services once the asylum application procedure and the period of detention in Identification Centres were completed.

We should not forget that the social isolation of hundreds of refugees and of people granted humanitarian protection, devoid of guidance and protection, is a problem that social services have to cope with. Municipalities are forced to find emergency solutions that do not always help to build social cohesion and stability. With the recognition of *status*, these people must be given a space in the social fabric that can render such status concrete and usable. ANCI and Municipalities are committed to perfecting the integration process for asylum seekers and refugees in Italy's territories, aware that only by becoming citizens and sharing the "common good" is it possible to activate a positive dynamic of rights and duties. We are certain that we will be able to share this process with the central administration.

And we also share with the Government – as demonstrated by the Directive issued this year by the ~~Home Secretary~~ Ministry of the Interior, in agreement with the Minister of Justice – the need to provide greater protection for unaccompanied minors separated children seeking asylum, whose presence remains dangerously hidden among the more general phenomenon of unaccompanied foreign minors.

These are ambitions that we can share, sustained by years of experience and tangible, elaborated and assimilated results, but above all because we know

we can count on the enthusiasm of the System's protagonists: the local authorities.

To achieve these results the Protection System must be able to meet the needs of all asylum seekers and refugees residing in Italy. The System therefore needs to be supported through the allocation of guaranteed, stable and sufficient national funding for the System as a whole and for single local authorities to proceed with the planning of more sweeping actions.

The Protection System has confirmed itself to be the only experience in Europe that can boast a real, complex, coherent and functional web of expertise and powers involving central institutions, local authorities and private social organisations. It is a unique model that deserves continued support, so that it can tap all of its potential.

ANCI believes in the development of this potential. It is convinced that the Protection System can grow further, and for this reason it will continue to support and champion it at all political and institutional levels.



## **Introduction by Mario Morcone**

*Head of Civil Liberties and Immigration Department of the Ministry of the Interior*

Activities performed in 2006 within the framework of the *Protection System for Asylum seekers and Refugees*, through the coordination of services organised by local authorities lending their support to the System, were a fundamental precondition for the full enforcement of asylum seekers' rights. Demonstrated reception capabilities show our country to be highly qualified in this sphere and, also assessing how European partners have used the annual quota of the European Refugee Fund, we can rightly talk about "an Italian model".

The "architecture" for the reception of asylum seekers and refugees in Italy, contained in Law 189 of 30 July 2002, was drawn up by the Ministry of the Interior by means of a system which entails, on the one hand, the granting of contributions in favour of projects submitted by local authorities, in compliance with law provisions, and on the other, with the ANCI convention – through the Central Service – the regular monitoring of the presence of asylum seekers and of actions carried out and their effectiveness, and also promotes Voluntary Return Programmes in collaboration with the International Organisation for Migration.

The positive experiences acquired have helped to develop reception initiatives aimed at categories of people most at risk: a recent example is the adoption of the "*Directive on unaccompanied-minorsseparated children seeking asylum*", issued in agreement with the Minister of Justice, with a

view to streamlining procedures and immediately integrating minors in SPRAR Reception Centres.

To this end, thanks in part to the direct involvement of the State Secretary, the Hon. Marcella Lucidi, an ad hoc Convention is being drafted with the IOM for programmes to find the families of ~~unaccompanied foreign minors~~ separated children seeking asylum, with this activity being included in the annual programming of the European Refugee Fund.

In the broader framework of asylum rights, in which we are currently involved, implementing European directives on qualifications and procedures, it is accepted that a correct reception and protection policy must include as a primary tool the offer of cultural and legal guidance for the asylum seeker when he makes initial contact with the State. For this reason, the Ministry of the Interior and ANCI – Central Service – have given new impetus to information and legal assistance services, psychological support and the teaching of Italian, all within Identification Centres, based on an ad hoc convention and thanks to the economic support of the National Fund for Asylum Policies and Services.

We are, nevertheless, aware of the need and of the importance of expanding this strategy, investing more and more in relations with local authorities, making available a more adequate number of places in relation to the “flow of hope” that is constantly arriving and, in all likelihood, undertaking initiatives over a longer time frame in order to carry out integration and inclusion initiatives which, in just six months, are often difficult to complete.

Minister Amato firmly believes in these measures, and has undertaken to guarantee stability and a certain future for SPRAR programmes. We too at the Department for Civil Liberties and Immigration share this conviction, and are proud of the progress made in this field in recent years.

And we shall renew our commitment with fresh resources and constant dialogue with the local protagonists of a mission that has such great social value. We undertake to give our wholehearted support and to listen to the experiences and the needs that are conveyed to us.

## **Preface by Nadan Petrovic**

*Director of the Protection System's Central Service*

The pages below seek to present to a European public the data, activities and experiences relating to Italy's Protection System set up for Asylum seekers and Refugees (SPRAR) referring to 2006. This new English edition of the SPRAR annual report seeks to bring Italy's reception and assistance model ever closer to the many and varied actors in Europe that are engaged in safeguarding the rights of asylum seekers and refugees. The report thus caters to the various needs of its readers, providing basic information for those looking at the Italian situation for the first time and offering points for reflection and study for those who already have an idea of the SPRAR system.

The first chapters briefly examine the history of Italy's reception system, presenting to readers the main actors in the system and their characteristics and the main strengths of the SPRAR, such as its multilevel governance and networking model. And so we look at a structured scenario where heterogeneous actors collaborate: institutions, non profit organisations, national and local, with different know-how, all interacting within the reception System. Such synergy is also reflected on the unique approach towards the management and optimization of financial resources. It was in fact agreed upon the use of the various EU budget lines (ERF, Equal, ESF, etc.) to fund diverse actions though part of the same action programme. Similar synergies were implemented mixing european and national funds in order to strengthen actions and, mainly, to reach a wider number of beneficiaries.

This is followed by chapters devoted to the scenario inside which the Protection System works. A look at Italian legislation seeks to clarify the provisions governing asylum issues in Italy despite the absence of a specific law on asylum rights, including provisions implementing European directives. The report also seeks to remedy the long-term absence in Europe of statistics on the refugee population in Italy. Data are presented and processed with reference to asylum applications and the decisions of local Commissions set up to examine individual applications for the granting of refugee status. These data are then compared with statistics of the Protection System itself with a view to translating the quantitative limitations of the system into potential to be tapped in the near future.

This is followed by an examination of the most pertinent information regarding the beneficiaries of assistance (nationality, gender, age, means of arrival, residential status, etc.), and a description of some local projects, showing up the varied nature of the System.

The Report ends with an annex containing further statistical data present in the SPRAR Central Service database, and a map of Italy showing the extent to which reception and assistance projects are spread over the country, continuing a consolidated polycentric tradition.

Here we wish to point out just some of the most important data contained in the 2006 Report:

- Although the system has a reception capacity of 2,428 reception places, a total of 5,347 people received assistance (almost 20% higher than the previous year's reception capacity). Some statistics in the Report are however based on a total of 7,030 people, those "monitored" in the same period of reference.
- A total of 9 types of services were provided to beneficiaries, for a total of 31,988 interventions, an average of 6 interventions per beneficiary.
- Beneficiaries of the System in 2006 were chiefly persons granted humanitarian protection (43.1%), followed by asylum seekers (42.9%) and refugees (14,0%). These data point to a clear reverse in trend compared with previous years. In 2005 52.9% of beneficiaries were asylum seekers, 31.0% were persons holding residence permits on humanitarian grounds and 15.6% were refugees. In 2004 80.0% of beneficiaries were asylum seekers, 11.7% were persons holding residence permits on humanitarian grounds and 8.1% were refugees. The Report shows that the System has responded to this change in the legal status of assisted beneficiaries by fostering ways in which they can attain self-sufficiency. In this respect, 70.4% of beneficiaries do not remain in the Protection System for more than 12 months, and most departures from the system - 45% - are due to permanent integration on Italian territory.
- 64% of System beneficiaries entered the reception circuit following sea landings. The remaining percentage of beneficiaries arrived through an airport border (24%), were so-called "Dublin cases" (9%) or were actually born in Italy (3%): 88 children were born during the course of reception projects;

- Beneficiaries from 75 different nations were admitted to System projects. There was a strong predominance of beneficiaries of African origin (67.1%): Eritrea, Ethiopia, Somalia and Togo were the countries most represented within the System.

These are just some of the significant data that emerged from the analysis of the Protection System. These indicative data photograph a constantly-evolving reception system that is deeply rooted in the territory and ready to adapt to changes. It is capable of seeing to the needs of the individual, and has the ambition of increasing quantitatively in order to cater to those left outside the reception system. Yet with so much positive ferment, the Report immediately pinpoints the solid, firm “core” of the System: *integrated reception*, which has definitively gone beyond the old concept of “board and lodging”, enriched by services provided to individuals that have been created through local projects thanks to the indefatigable work of the operators of local authorities and managing organisations.

Without further ado, we are certain that all the above will be fully illustrated and supplemented by much more information.

Let us hope that this volume will help to make Italy a little less a drawbridge over the Mediterranean and a little more the heart of Europe!

## **1. The Italian model of protection and assistance for asylum seekers and refugees**

### **1.1. From the National Asylum Programme to the Protection System for Asylum seekers and Refugees**

In Italy the first organised and networked responses to the needs of refugees, asylum seekers and persons granted humanitarian protection came with the start-up in 1999 of two projects cofinanced using European funding. Through these projects the first territorial networks were created, and decentralised services aimed at people arriving in Italy in search of asylum were organised in a structured manner. These projects were fundamental experiences for the creation of the National Asylum Programme, which then became the Protection System.

The National Asylum Programme (*PNA*) was officially launched on 10<sup>th</sup> October 2000 with the drawing up of an Agreement Protocol signed by the Ministry of the Interior, the United Nations High Commission for Refugees (UNHCR) and the National Association of Italian Municipalities (ANCI). Right from the start the PNA's programmatic aims followed and integrated the guidelines put forward by the European Refugee Fund (ERF)<sup>1</sup>. These aims included the following in particular: the *constitution of an integrated network of reception services* for asylum seekers, refugees and persons seeking humanitarian protection or temporary protection; the *promotion of specific measures to favour socio-economic integration*; the *creation of voluntary repatriation programmes and assistance for reintegration of migrants in their countries of origin* with the support of the International Organisation for Migration (IOM). A Central Secretariat managed by ANCI was responsible for coordinating PNA activities.

PNA succeeded in its intent of constructing a national network based on the commitment of local authorities. Thanks to factors like the voluntary nature of participation, the development of potential and features characterising the different areas involved, the sharing of responsibilities, and the integration

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<sup>1</sup> See glossary.

of services offered, the PNA managed to obtain significant results during its period of activity.

These results led to a further recognition of the value and importance of the Italian model: Article 32, 1-*sexies* of law 189/02 (the so-called *Bossi-Fini law*) modified Article 1 of law 39/90 establishing the *Protection System for Asylum seekers and Refugees* (SPRAR), a more organic and institutional version of the PNA. At the same time Article 32, 1-*septies*, established the *National Fund for asylum policies and services* (FNPSA), cofunded by the ERF, which places specific ordinary resources at the disposal of SPRAR activities. The same article also establishes the *Central Service*, to be managed by ANCI, with responsibilities concerning information, promotion, consultancy, monitoring and technical support for the local authorities involved in the protection system.

Within the protection system *project standards have gradually been raised*: there is an increasing tendency to expect minimum requirements in the reception sector and to boost integration measures to the maximum also by sharing experiences implemented in various local areas.

Permanent links connect local projects thanks to the Central Service, making it possible to diffuse and transfer to all those interested solutions, good practices and innovative procedures adopted in other parts of the network so that they can be reproduced elsewhere (obviously taking into account the specific nature of the different local areas). This enables projects to grow together and to reduce differences at local level to a minimum. The mechanism described above results from the ongoing need to find a balance between the *standardisation of services and the promotion of local characteristics* which is one of the cornerstones of the system.

The focus of SPRAR activities is the decision to *promote and make the best possible use of resources and services already present at local level* and also used by Italian citizens, avoiding the need for creating purpose-built facilities. This decision was dictated by the conviction that there was a risk of creating excessively self-referential services that would only have damaged the users' prospects of integration at local level.

## 1.2 The system's leading actors

A brief illustration of the roles and functions of the leading actors involved will permit a better understanding of the system's aims, of the way it works, and of its strong points and potential.

### The Ministry of the Interior

From the end of the '90s onwards, it was the task of the Ministry of the Interior, in collaboration with UNHCR and ANCI, to build a network of reception services at local level for asylum seekers, refugees and humanitarian entrants; to promote specific social integration measures; to develop, with the support of IOM, programmes for voluntary return and reintegration in migrants' countries of origin.

Following the launch of the National Asylum Programme, the Ministry acted as *institutional guarantor*, delegating the operational aspects to ANCI. Nowadays the Ministry of the Interior is responsible for defining the criteria for access to the National Fund for Asylum Policies and Services (*FNPSA*) and for managing the relative resources. To this end, it issues an annual Decree for the financing of reception and protection services within the limits of the available resources.

The Ministry of the Interior is also responsible for the coordination and economic management of the other actions belonging to the national asylum system: the Identification Centres and the "first assistance" contribution<sup>2</sup>.

### The Central Service

The Central Service was established by Art. 32 of law 189/02 and formally activated by the Ministry of the Interior on 24 July 2003, following the signing of the Convention entrusting its management to ANCI; it has a coordinating role within the SPRAR network.

Under the aforementioned law, the Central Service<sup>3</sup> is responsible for the coordination and technical support of activities linked to local projects.

This law allocates the following functions to the Central Service:

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<sup>2</sup> For more information on the Identification Centres and "first assistance" contribution see the chapter on the relative legislation.

<sup>3</sup> ANCI draws upon the collaboration of various bodies to run the activities of the Central Service; they include IOM (under the protocol establishing the Decentralised Intervention System, or SID) Formautonomie spa and Anci Servizi srl.



- *monitoring of the presence* of asylum seekers, refugees and humanitarian entrants in Italy;
- *creation* of a databank with information on local actions for asylum seekers and refugees;
- support for the *dissemination of information* about such actions;
- *technical assistance to local authorities*, also in setting up services;
- *promotion and implementation*, in agreement with the Ministry of Foreign Affairs, of *repatriation programmes* through IOM or other national or international humanitarian bodies.

The Central Service also acts as a link between the local operational level and the Ministry of Interior which is responsible for controlling and monitoring the results obtained by the services and the fulfilment of the procedural activities connected to the allocation and administration of the ERF.

#### *The Databank and monitoring function*

The management of the databank is one of the tasks allocated to the Central Service and permits monitoring of the presence at local level of the various categories of person being assisted and of the situation of the local projects in terms of persons received, services activated and places available in local facilities.

The information contained in the databank serves a dual purpose:

- it permits the *constant monitoring of services developed and offered by SPRAR projects and of the number and type of beneficiaries served*;
- *it allows real-time monitoring of the possibility of introducing new beneficiaries*.

The databank plays a vital role because it is one of the few sources providing an accurate picture of the current asylum situation in Italy. It also acts as a link between reception needs communicated by the various local areas and the system's response capacity.

### *Consultancy and technical assistance for local projects and operator training*

Assistance activities guaranteed by the Central Service to the single projects mainly regard management and organisational aspects. The Service also provides information on the regulations in this sector, on the use of funding, on the ways to create an adequate local network, on the most suitable instruments for achieving quality targets and personalising services.

Monitoring and more project-specific consultancy are carried out by means of regular on-site visits.

The Central Service also focuses on the *training of operators* involved in projects, who periodically receive updates and in-depth information on different topics - also chosen according to needs and requests expressed at local level - to give them the competences needed to guarantee minimum reception and integration standards.

### *Information and awareness-raising activities*

The Central Service is responsible for favouring the diffusion of information on the system's activities, and for raising the awareness of institutions at local, national and international level and of public opinion on the theme of asylum. In order to do so it draws upon a range of instruments that can be adapted to the varying needs. This Report is one such instrument.

### *Voluntary assisted return*

Article 32 of Law 189/2002 states that one of the tasks entrusted to the Central Service is that of promoting repatriation activities in collaboration with the IOM or other international organisations. Also in 2006 a convention with this aim was signed by IOM and ANCI. In 2006 a total of 34 voluntary returns – involved SPRAR beneficiaries - took place.

### **ANCI and the Network of Municipalities**

It is here, in the Municipality, following the beneficiary's entry into the Protection System, that the fundamental passage from protected person to *citizen playing an active role in integrating* takes place.

This process is made possible thanks to the use of an *integrated model* which absorbs and improves the different experiences of the public and private non-profit sectors present at local level as well as recognising the

crucial role played by Municipalities as social welfare service suppliers and main reference for the local service network. The SPRAR model therefore represents one of the most interesting experiences of the implementation of the principle of *subsidiarity* that was expressly introduced in the Italian legislation with the amendment to Title V of the Italian Constitution. In fact, Municipalities' closeness to local areas and citizens is the result of their greater proximity to local issues than any other institutional actor.

The local authority network set up when the PNA was founded has consolidated and expanded itself over the years, guaranteeing *continuous and sustainable* actions.

At the same time a decision was made to promote the local areas by creating a network comprising other public and private bodies equipped to offer beneficiaries a protection, reception and integration network.

The Protection System was also able to draw upon the support of ANCI, the association promoting and linking Italian Municipalities that offered itself as a *guarantor and reference* for local authorities that are project holders.

The Ministry of the Interior confirmed ANCI's important role by identifying it as the authority delegated to the management of resources allocated to Italy by the European Refugee Fund and directly responding to the European Commission.

Commitment within the Protection System also led to a greater awareness of asylum- and immigration-related issues within ANCI itself: in 2001 the association activated a special Asylum and Immigration Office.

### **1.3 Strategic elements of the Protection System**

As already mentioned above, the SPRAR is a public system for the protection, reception, assistance and integration of asylum seekers, refugees and persons granted humanitarian protection. It is in place throughout the country, with a widespread network of local projects supervised by Local Authorities.

~~The System is endowed with a coordinating unit, the Central Service, supervised by ANCI through an Agreement reached with the Ministry of the Interior, the central institution responsible for asylum issues. A~~ The key element of the System are the Local Authorities, which are responsible for and coordinate local projects through direct collaboration with "third sector"

organisations, which help with the performance of assistance and integration activities.

The *strategic elements* of the System can be summarised as follows. The SPRAR is:

- a national public sector instrument;
- enacted through the decentralisation of interventions;
- based on multilevel governance;
- based on the development of local and national networks, aimed at spreading integrated services in favour of asylum seekers, refugees and persons granted humanitarian protection;
- sustainable in terms of the continuity and quality of interventions, due in part to the voluntary nature of the participation of local authorities in the network of assistance projects.

#### *A national public sector instrument*

The history of the Protection System is a short one. Its creation was envisaged in a law issued in 2002 after actions taken to achieve that goal, with strong impetus coming in 1999 with the project “Azione Comune” (Joint Action)<sup>4</sup>.

Since 1999, with the entry in Italy of a significant number of Kosovo citizens and a notable increase in the number of asylum applications, the Italian State has quickly grown aware of the need for intervention at an institutional level to satisfy protection and reception needs which, until that time, had been met almost exclusively by voluntary associations. From the financial support given by the “Joint Action” project, the Ministry of the Interior moved on to direct experimentation of the “PNA – National Asylum Programme”, in agreement with the UNHCR – which accorded the programme international legitimacy – and with ANCI for field operations, in cooperation with leading national protection ~~ageneies~~ NGOs. The final stage was the *institutionalisation* of this experience with the promulgation

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<sup>4</sup> A project enacted through the coordination of associations and NGOs, using Community funding to cope with Kosovo refugees. For more information refer to the First Annual Report on the Protection System for asylum seekers and refugees – 2005, edited by Censis (Edizioni Anci Servizi) p.3 and following pages.

of Law 189/2002, the so-called Bossi-Fini law, which established the *creation of the first national public sector System* for the reception, protection and integration of asylum seekers, refugees and persons granted humanitarian protection (RARUs being the Italian acronym for these categories of persons).

With activities delegated practically entirely by public institutions to associations that had worked in the asylum sphere throughout the 1990s, the system was transformed, first with the PNA and then even more so with the SPRAR, into a division of roles and responsibilities according to a precise institutional *architecture*, guaranteeing the quality and sustainability of interventions. As a result, the reception of RARUs went from being an issue dealt with by voluntary organisations and associations to one under the direct responsibility of the State, with a central role being played by the Ministry of the Interior.

This model was drawn up in tandem with the process to harmonise asylum policies within the European Union<sup>5</sup>. The debate within the Community undoubtedly contributed to fostering and supporting the national system.

**Table 1- Main features of Joint Action, PNA and SPRAR**

	Joint Action	PNA	SPRAR
<i>Duration</i>	July 1999 to December 2000	July 2001 to July 2003	From 2003 to the present day
<i>Articles of organisation</i>	Approval of the Joint Action project by the European Commission	Agreement protocol between Ministry of the Interior, UNHCR and ANCI	Art. 32 of Law 189/02
<i>Coordination</i>	NGO, UNHCR	Ministry of the Interior, UNHCR and ANCI	Ministry of the Interior and ANCI
<i>Administration</i>	NGO	Central Secretariat	Central Service
<i>Funding</i>	European Commission +Ministry of the Interior	Prime Minister's Office ("8 per mille" funds), European Refugee Fund	80% from the National fund for asylum policies and services (which includes ERF); remaining 20% from local authorities, Prime Minister's Office ("8 per mille" funds)
<i>Type of network</i>	Non-profit sector	Public/non-profit sector	Public sector

<sup>5</sup> For a more in-depth analysis see in the Second part the Chapter on Asylum rights legislation.

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<i>Service uniformity</i>	Low	Medium	High
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*Source:* data processed by Censis

### *Decentralisation and multilevel governance*

The decision to give territorial agencies responsibility for planning and operations of the Protection System was therefore a natural consequence of a process that had been under way for several years in Italy and in the rest of Europe<sup>6</sup>.

This process, begun in Italy with the *Constitutional reform of 2001*, entailing a shake-up of the country's institutional set-up, assigning a new legal status and broader powers to regions, provinces and municipalities, has led to a gradual shift from the central to the local level of numerous and important powers, functions and responsibilities, with changes brought to Title V of Italy's Constitution.

The municipality, a subject very much characterised by a proximity policy and governed according to the principles of participatory democracy and solidarity, has become a special "laboratory" for trying out interventions based on the above-mentioned principles.

Decentralisation has also led to a formal and substantial *taking of responsibility on the part of various institutional levels*, building the awareness of the territories and populations involved, and to a growing realisation of the potential of these territories, with the consequent growth in the powers of all subjects involved in the management of processes set in motion at a local level. Within the framework of the Protection System, furthermore, the *voluntariness of participation* has heightened the taking of responsibility, but above all has served as an antidote to social tensions, being an expression of the spontaneous participation in the project of all the actors involved.

As the main point of reference of the local project, the Local Authority guarantees the forming and development of the *inter-institutional relations* needed to expand the support network that provides services to RARUs. The

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<sup>6</sup> Administrative decentralisation may be viewed as a tool for implementing the principle of subsidiarity as advocated by the European Union in the Maastricht treaty, in the late 1990s, designed to ensure that decisions are taken at the level closest to citizens, constantly ensuring that Community action is warranted in relation to national, regional or local action.

result is an original organisational set-up, in which the powers of public, private and ~~private welfare organisations~~ NGOs at all levels are integrated ~~and overlap~~. With regard to its *modus operandi*, the System adopts a spiral-based model, entailing a bottom-up process and vice versa, involving numerous local and central actors (central State, local authorities, associations, schools, services, trade unions, enterprises, etc.) in a single aim, each having their own powers and qualities and each responsible for one or more parts of the planned intervention.

#### *The value of the network*

The model proposed by Italy is based on *networking*, with the network conceived as a veritable *planning entity*, serving as a permanent laboratory and a point of reference for RARUs and for agencies involved in the running and performance of System activities. For local authorities, forming part of a network means the possibility of comparing themselves with and gaining access to the best practices of others, acquiring information and adopting methodologies that have already been tried out, and sharing commitments and responsibilities.

The *integrated work model*, involving different projects and different actors, proposed at a national level, translates at a local level into *local, or territorial, networks* that single projects are invited to create in order to perform the activities assigned to them. The System calls for the complete involvement of the territory in which the project is set, through the collaboration of all public and private actors capable of supporting the reception, assistance and integration of RARUs. *Resources are optimised* via local networks, including both financial resources, through the integration of funds and services, and human resources, in terms of the availability and development of expertise and knowledge.

#### *Integrated services*

The planning of an *integrated system of interventions*, with the participation of all available actors and the optimised use of resources, is the goal pursued by the System ever since its inception through the supply of *integrated, standardised services that meet minimum quality levels* common to all territories. In this respect the ANCI, through the work of the SPRAR Central Service, has always provided technical assistance for local projects to develop their ability to programme actions and harmonise the various parts of the System.

To provide Protection System services, it was decided to involve and increase existing resources, supporting in particular public services and opening up, adapting and specialising intervention to meet the needs of RARUs and try out synergies and forms of collaboration with skilled resources available in the private sector too.

The projects Integ.r.a and IntegRARsi<sup>7</sup>, coordinated by ANCI as part of the Community initiative Equal and developed in close cooperation with the activities of the System, also had the goal of creating a *system of integrated interventions*. These experiments showed that only close complementarity and synergies between services dedicated to employment, housing and health and personal services in general can offer RARUs the opportunity to make use of a network that can help them to integrate in society.

## 2. Italian legislation in the area of asylum rights

Although Italy does not yet have a specific asylum law, law provisions pertaining to asylum rights and refugee status are primarily based on the Republican Constitution, and secondly on ordinary laws and implementing regulations (tab.2).

**Tab. 2 – Laws and regulations pertaining to asylum rights in Italy**

Source	Contents
<i>Constitution</i> (1948)	Art. 10(3) states that foreigners “ <i>prevented from exercising the democratic freedoms guaranteed by the Italian Constitution</i> ” will be granted “ <i>the right of asylum in the territory of the Republic</i> ”.
<i>Law 39/1990</i> (so-called Martelli Law) - <i>Presidential Decree 136/1990</i>	Art. 1 governs the granting of refugee status in accordance with the Geneva Convention and removes from domestic regulations the effects of the declaration on geographic limitation and the reservations as per articles 17 and 18 of the Geneva Convention (28/07/51), ratified by Law 24/07/54, fixed by Italy when the Convention was signed.
<i>Consolidation Act on Immigration Law 286/1998</i> (so-called Turco-Napolitano law)	Governs immigration and the condition of foreigners in general; does not contain provisions that expressly govern the issue of asylum rights.
<i>Law 189/2002</i> (so-called Bossi-Fini law)- <i>Presidential Decree 303/2004</i>	Introduces, in Articles 31 and 32, new elements regarding procedures for the examination of asylum applications and the protection of RARUs: Introduces norms for the detention of asylum seekers in <i>Identification</i>

<sup>7</sup> See Glossary.



	<p><i>Centres</i> and a <i>simplified</i> procedure for examining applications in addition to the <i>ordinary</i> procedure</p> <p>Replaces the Central Commission for the granting of refugee status with the <i>National Commission for asylum rights</i>, and sets up seven <i>Local Commissions</i> to examine asylum applications.</p> <p>Sets up the <i>Protection System for Asylum seekers and refugees</i>, coordinated by ANCI's <i>Central Service</i>, and the <i>National Fund for asylum policies and services</i>.</p>
<i>Legislative Decree 140/2005</i>	Decree implementing Directive 2003/9/EC on basic provisions regarding the reception of asylum seekers in member States.

Source: data processed by Censis

In greater detail, *Legislative Decree 140/2005* helped to restructure reception practices and to redefine some rights granted to asylum seekers in Italy, and also had a considerable influence on operating procedures within the Protection System. The Decree obliges the State to *give hospitality to the asylum seeker until the granting procedure is complete*. If, at the time the application is filed, the asylum seeker declares he is without the means to maintain himself and his family, the applicant is entitled to gain access to reception structures.

The Decree also governs procedures that afford access to reception services: the Prefecture - U.T.G. has the task of notifying the Central Service and the Ministry of the Interior about the presence in Italy territory of an asylum seeker lacking in means. The Central Service then ascertains whether a reception place is available, thus acting as an important go-between between the Prefectures reporting the applicant and the receiving territory. If there are no available places, other solutions may be proposed, such as Identification Centres or primary assistance centres; the stay in these facilities is limited, in any case, to the time needed to identify a vacant place within the Protection System. As a final solution the Prefecture - U.T.G. may give the asylum claimant a primary assistance contribution for the time needed to obtain a reception place.

The Decree also establishes material reception and assistance conditions, making a *distinction between ordinary and more vulnerable categories*: the latter include children, the disabled and elderly, persons that have been subjected to torture, rape or other forms of grave psychological, physical or sexual violence, pregnant women, single parents with children. The Decree establishes that both Identification Centres and Protection System structures

should prepare services specifically dedicated to these categories, according to specific needs.

All asylum seekers are guaranteed assistance through the National Health Service, and school attendance is compulsory for children.

The real innovation of Decree 140/2005, in accordance with and with a view to enhancing Directive 2003/9/EC, is that asylum seekers may perform working activity if, six months after applying (and not after a year, as established by the European Directive), a decision has still not been issued by the processing Commission, and the delay is not attributable to the asylum seeker. Persons performing working activity may continue to use reception structures providing they make a contribution to expenses in proportion to income earned.

Reception measures are terminated when the decision on the asylum application is notified, but refugees and persons granted humanitarian protection may benefit from a further 6 months' stay in the project, a period that may be extended to 12 months in duly grounded exceptional circumstances.

As this Report is being drafted, Italy is working on procedures for the implementation of two European Directives: Directive 2004/83/EC – *minimum standards for the qualification and status of refugees or persons who otherwise need international protection*, and Directive 2005/85/EC – *minimum standards for procedures applied in member States for granting and withdrawing refugee status*.

## 2.1 Procedure for granting refugee status

The procedure for the granting of refugee status is governed by article 32 of Law 189/2002 and by the latter's implementing regulations (Presidential Decree 303/2004). These provisions came into force on 21 April 2005.

The table below seeks to simplify the rather complex procedure.

<b>Type of procedures</b>	Simplified procedure for asylum seekers necessarily detained in an identification centre.
	Ordinary procedure for non-detained asylum

	seekers.
<b>Detention in identification centres</b>	<p>Compulsory detention for asylum seekers that have filed an asylum application:</p> <ul style="list-style-type: none"> <li>- after having been stopped for evading or attempting to evade border controls or for staying in the country unlawfully;</li> <li>- after having received an expulsion or refusal of entry order.</li> </ul> <p>Voluntary detention for asylum seekers:</p> <ul style="list-style-type: none"> <li>- whose identity or nationality is uncertain;</li> <li>- without identifying documents or bearing false documents;</li> <li>- whose details in the asylum application need to be checked;</li> <li>- awaiting the decision of a proceeding regarding entry into Italy.</li> </ul>
<b>Duration of procedure</b>	<p>30 days for the simplified procedure (including review period);</p> <p>35 days for the ordinary procedure (in practice the time is usually longer).</p>
<b>Bodies competent to process asylum applications</b>	<p>Local commissions for the granting of refugee status, present in: Gorizia, Milan, Rome, Foggia, Crotona, Siracusa, Trapani.</p> <p>For asylum applications filed before 21 April 2005, applications are processed by the <i>Old Cases Section</i> of the National Commission for Asylum Rights.</p>
<b>How Local Commission and Old Cases Section make their decisions</b>	<ul style="list-style-type: none"> <li>- They grant refugee status in accordance with the Geneva Convention;</li> <li>- They do not grant refugee status but, applying the principle of <i>non-refoulement</i>, grant humanitarian protection;</li> <li>- They refuse refugee status (<i>rejection</i>).</li> </ul>
<b>Review</b>	<p>Only asylum seekers subjected to the simplified procedure may request a review of their application (within 5 days) if they have been refused refugee status.</p>
<b>Appeal</b>	<p>Appeals may be lodged to the ordinary court against rejected refugee status applications.</p>

<b>National Commission for Asylum Rights</b>	Responsible for coordinating, steering, training and updating Local Commissions; gathering and processing statistical data on the examination of asylum applications; taking decisions on the withdrawal and termination of refugee status.
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Source: data processed by Central Service

## 2.2 Separated children seeking asylum

The state of separated children seeking asylum that arrive in Italy for a long period of time is not governed by specific legislation. This has often led to the same procedures for children meeting the requirements for the presentation of a refugee status application and for those that did not have the possibility of making such claims. Thus only in a few cases were potential asylum seekers oriented towards reception projects within the Protection System (some of which reserve a number of places for separated children), and they accordingly missed out on the opportunity to gain access to a series of specifically dedicated services and to support throughout the asylum procedure.

This situation was remedied in December 2006 with the signature on the part of Italy's ~~Home Secretary~~ Ministry of the Interior – in agreement with the Minister of Justice – of a *Directive*, which came into force in March 2007, *calling on the institutions to support separated children that seek asylum*.

In particular, the Directive establishes that when the child arrives at the border he should be informed about the possibility of applying for asylum and, if said wish is expressed, the fact should immediately be reported to the Central Service for the child's admission to the structures of the Protection System.

The basic aim of the Directive is to prevent the risk of separated children seeking asylum being dispersed in the territory, through instruments such as adequate information on rights, inclusion in an organised and protected procedure and shorter waiting times for the presentation of the asylum application.

## 2.3 The policies of the Regions

Although the Italian Constitution confers to the State exclusive legislative powers over immigration and the legal status of foreigners, the Regions are entitled to make use of their own legislative instruments to facilitate the promotion, within their jurisdiction, of policies for the reception, assistance and social integration of foreigners.

Table 3 shows the instruments (Regional laws/Memoranda of Understanding, etc.) used by the Emilia Romagna, Friuli Venezia Giulia, Abruzzo and Liguria regions and by the Province of Trento.

**Tab. 3 – Regional instruments in favour of asylum seekers and refugees**

<i>Emilia Romagna</i>	Regional law 5 of 24 March 2004 “Regulations for the social integration of immigrant citizens” Memorandum of Understanding between the Emilia Romagna Region and Local Authorities on the subject of asylum seekers and refugees
<i>Abruzzo</i>	Regional law 46 of 13 December 2004 “Intervention in support of immigrants”
<i>Friuli Venezia Giulia</i>	Regional law 5 of 4 March 2005 “Regulations for the reception and social integration of immigrant citizens”
<i>Liguria</i>	Regional law 7 of 20 February 2007 “Regulations for the reception and social integration of immigrant citizens ”
<i>Province of Trento</i>	Procedural protocol for the reception of asylum seekers in the province of Trento

Source: data processed by Censis

Other regional laws on immigration, currently being debated, such as those in Latium and Tuscany, include measures to protect asylum seekers and refugees.



### 3. Asylum applications in Italy

#### 3.1 The work of local Commissions for the granting of refugee status

As from 21 April 2005<sup>8</sup> asylum applications filed in Italy are processed by seven Local Commissions for the granting of *refugee status*<sup>9</sup>, located in Gorizia, Milan, Rome, Foggia, Crotone, Siracusa and Trapani. Applications are forwarded to the Local Commissions by the various *Questura* (police headquarters) offices. The examination of the application includes a hearing with single asylum seekers.

In 2006 the 7 Local Commissions received a total of 10,348 asylum applications. More than half of these (5,364, 51.8%) were presented by foreign citizens coming chiefly from 7 countries: Eritrea, with 2,151 applications, 20.8% of the total, followed by Nigeria, Togo, Ghana, Ivory Coast, Ethiopia and Sudan (tab. 4).

**Tab. 4 - Asylum applications received by Local Commissions in 2006, by nationality (Number and % of total)**

Nationality	Number	% of all applications
Eritrea	2.151	20.8
Nigeria	830	8.0
Togo	584	5.6
Ghana	530	5.1
Ivory Coast	508	4.9
Ethiopia	453	4.4
Sudan	308	3.0

<sup>8</sup> The date from which the provisions on the subject of asylum established in Law 189/2002 and in the relative implementing Regulation, Presidential Decree 303/2004 were enforced.

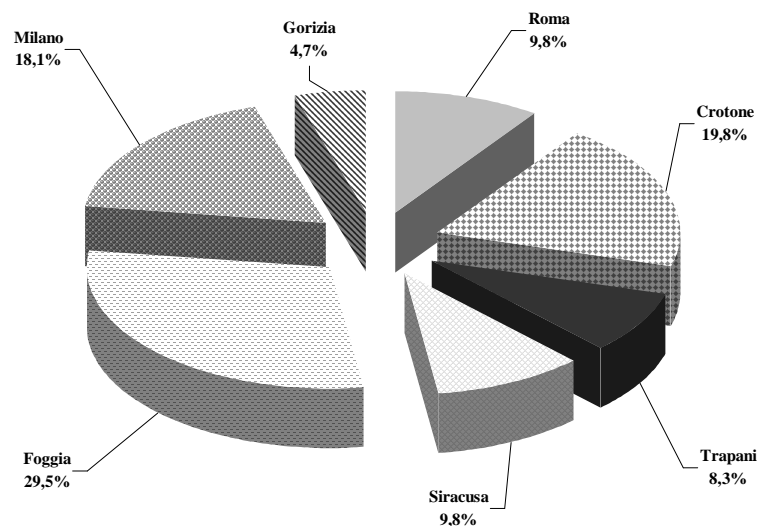
<sup>9</sup> The seven Commissions replace the previous National Commission (~~now the Old Cases Section~~). Each Local Commission consists of a prefecture official (chairman), a State Police official, a UNHCR representative and a local authorities representative appointed by the State-cities and local autonomies Conference.

Total top 7 countries	5.364	51.8
Other countries	4.984	48.2
Total	10.348	100.0

Source: data of National Commission for asylum rights processed by Censis

29.5% of the 10,348 applications received (3,054 in absolute terms) were handled by the Commission of Foggia, 19.8% (2,045) by the Commission of Crotona and 18.1% (1,877) by the Milan Commission (fig.1).

**Fig.1 - Applications received in 2006 by the Local Commissions (% of total)**



Source: data of National Commission for asylum rights processed by Censis

Average times for dealing with applications went down considerably compared with past years, and in 2006 a total of 9,260 applications were processed, almost 90% of the total (tab. 5). Not all the Commissions had the same workload however, nor the same work rate.

**Tab. 5 - Decisions of Local Commissions – 2006 (Number and %)**

Rome	Crotona	Trapani	Siracusa	Foggia	Milano	Gorizia	Total
------	---------	---------	----------	--------	--------	---------	-------



Applications received	1.009	2.045	860	1.016	3.054	1.877	487	10.348
Applications examined	850	2.027	859	1.006	3.002	1.047	469	9.260
Granted	118	283	57	63	64	148	145	878
Negative, without protection	376	758	208	361	1.259	537	182	3.681
Negative, with protection	297	986	594	556	1.438	362	105	4.338
Unaccounted for	21	0	0	0	241	0	0	262
Suspended	38	0	0	26	0	0	0	64
Other	0	0	0	0	0	0	37	37
Applications awaiting examination	159	18	1	10	52	830	18	1.088
Review requests	0	69	202	20	362	0	0	653
				%				
% examined/received	84,2	99,1	99,9	99,0	98,3	55,8	96,3	89,5
% granted/examined	13,9	14,0	6,6	6,3	2,1	14,1	30,9	9,5
% negative <i>without</i> protection/examined	44,2	37,4	24,2	35,9	41,9	51,3	38,8	39,8
% negative <i>with</i> protection/examined	34,9	48,6	69,2	55,3	47,9	34,6	22,4	46,8
% unaccounted for/examined	2,5	0,0	0,0	0,0	8,0	0,0	0,0	2,8

Source: data of National Commission for asylum rights processed by Censis

When examining an asylum application, the Local Commissions can reach three different decisions:

- to grant *refugee status*<sup>10</sup>;
- not to grant *refugee status* but to grant humanitarian protection<sup>11</sup>;
- not to grant *refugee status* or humanitarian protection, but to completely reject the application.

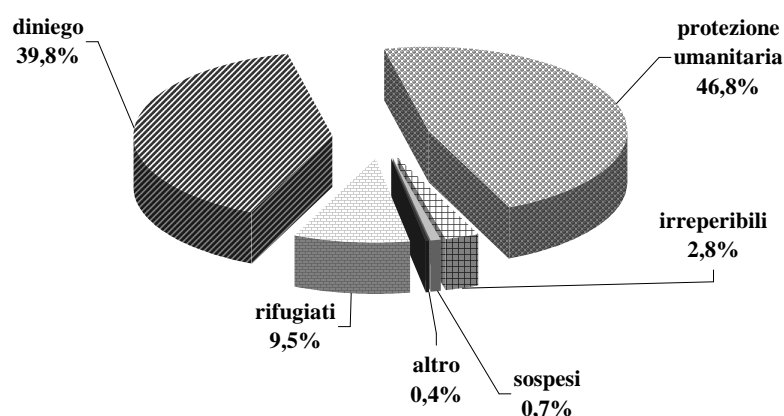
The most common decision taken was to refuse *refugee status* but to grant humanitarian protection (46.8% of decisions, 4,338 in absolute terms) (fig. 2). The next most frequent decision was to completely reject the application (4,338, 39.8% of the total). Only 9.5% of applications examined were

<sup>10</sup> In accordance with article 1 of the Geneva Convention (1951).

<sup>11</sup> Art. 5, sub-section 6 of Legislative Decree 286/1998 (Consolidated Act on Immigration). In compliance with the principle of *non-refoulement*, ratified by the Geneva Convention of 1951 (art. 33).

granted refugee status, with a total of 878 refugees being recognised during the course of 2006.

**Fig. 2 - Decisions on asylum applications taken by Local Commissions in 2006**



[chart: rejected – humanitarian protection – refugees – other – suspended – unaccounted for]

Source: data of National Commission for asylum rights processed by Censis

The greater propensity of Commissions to grant humanitarian protection was reflected within local projects of the Protection System, the beneficiaries of which in 2006 were made up of persons granted humanitarian protection (43.1%), asylum seekers (42.9%) and refugees (14.0%).

The regulations state that asylum seekers subjected to a simplified procedure and denied refugee status are entitled to present a review request to the same Commission that examined the asylum application<sup>12</sup>. A total of 653 review requests were filed in 2006.

<sup>12</sup> In the review proceeding a member of the National Commission for Asylum Rights also sits on the Local Commission.

### 3.2 The Old Cases Section of the Asylum Rights National Commission

The Old Cases Section of the National Commission, set up to process applications filed prior to the start of the new procedure, examined 5,242 applications in 2006. More than half the applications came from the citizens of seven countries: Pakistan, Eritrea, Liberia, Iraq, Somalia, Sudan and Nigeria (tab. 6).

**Tab. 6- The seven countries most represented by applications examined by the Old Cases Section**

Country	Number	% of total examined (5,242)
Pakistan	583	11,1
Eritrea	569	10,9
Liberia	524	10,0
Iraq	305	5,8
Somalia	282	5,4
Sudan	268	5,1
Nigeria	259	4,9
Total top 7 countries	2.790	53,2
Other countries	2.452	46,8

Source: data of National Commission for asylum rights processed by Censis

The Old Cases Section took decisions leading to the granting of *refugee status* for 159 applicants (3% of examined applications), with 983 refusals, but with the granting of humanitarian protection (18.8% of the total) and 996 outright rejections (19% of the total) (tab. 7).

**Tab. 7- Decisions of the Old Cases Section – 2006**

Decisions	Number	%
Granted	159	3.0
Negative, without protection	996	19.0

Negative, with protection	983	18.8
Unaccounted for	3.012	57.5
Suspended	6	0.1
Other decisions	86	1.6
Total applications examined	5.242	100.0

Source: data of asylum rights National Commission processed by Censis

The percentage of positive decisions was very low (3%, 159 in absolute terms), especially if this is compared with the result for Local Commissions.

#### **4. The monitoring of asylum seekers, refugees and persons granted humanitarian protection present in Italy**

## 4.1 An overview

As established by Law 189/2002, one of the tasks of the Central Service of the Protection System<sup>13</sup> is to monitor the presence of asylum seekers, refugees and foreigners granted humanitarian protection in Italy.

In 2006 the Central Service detected the presence of 7,030 persons, divided into asylum seekers (2,952, 42.0%), persons granted humanitarian protection (3,178, 45.2%) and refugees (900, 12.8%) (tab. 10), up on the 2005 figure of 6,007 persons.

Of the 7,030 persons monitored by the Central Service 5,347 were admitted to one of the local projects (440 of whom in a project specifically devoted to vulnerable categories) (tab.6).

**Tab. 6 - Central Service monitoring activity – 2006 (Number and %)**

Asylum seekers		Refugees		Humanitarian protection		Total	
Number	%	Number	%	Number	%	Number	%
r		r		r			

<sup>13</sup> See Chap.1 for more information.

Beneficiaries admitted to SPRAR <sup>(1)</sup>	2.294	42,9	750	14,0	2.303	43,1	5.347	100,0
<i>of whom:</i>								
<i>Vulnerable categories</i>	127	28,9	78	17,7	235	53,4	440	100,0
Beneficiaries admitted to projects as per order 3476 of December 2005 <sup>(2)</sup>	54	11,7	50	10,8	357	77,5	461	100,0
Waiting list	406	45,7	91	10,3	391	44,0	888	100,0
Drop-outs	95	52,5	5	2,8	81	44,7	181	100,0
Unaccounted for	103	67,3	4	2,6	46	30,1	153	100,0
Total	2.952	42,0	900	12,8	3.178	45,2	7.030	100,0

(1) admission of 300 reported by Local Authorities, 692 reported by Identification Centres, 754 reported by Prefectures

(2) With this Order the Ministry of the Interior allocated an extraordinary contribution in favour of reception and assistance services for refugees, asylum seekers and persons granted humanitarian protection located in the following municipalities: Rome, Milan, Florence, Agrigento, Catania, Caltanissetta, Ragusa, Siracusa, Acireale, Comiso. Data on 6 of the 10 projects are available

Source: Central Service data processed by Censis

## 4.2 The monitoring of beneficiaries and services within SPRAR projects

In 2006 a total of 102 projects were funded by the National Fund for asylum policies and services, 21 more than the 81 projects funded in 2005. Of these, 83 were devoted to assisting beneficiaries belonging to ordinary categories, while 19 were aimed at particularly vulnerable categories.

Local authorities forming part of the network numbered 95 (with 7 having projects for both vulnerable and ordinary categories), distributed over the territories of 16 Regions and 62 Provinces (tab.7).

**Tab. 7 - The Protection System for asylum seekers and refugees – 2006**

Projects	102 projects (19 of which aimed at vulnerable categories)
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Funded places	2,428 (of which 323 for vulnerable categories). From a minimum of 15 to a maximum of 150 per project
Beneficiaries	5,347 (of which 440 belonging to vulnerable categories)
Local Authorities	95 <sup>(1)</sup> of which: 89 Municipalities 3 Provinces 2 Unions of municipalities 1 Social Services Consortium
Territorial coverage	62 Provinces out of 103 16 Regions out of 20

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(1) 7 authorities presented 2 projects, one for ordinary categories, one for vulnerable categories

*Source:* Central Service data processed by Censis

Analysis of the 95 Local Authorities by demographic size showed a broad distribution of projects for all sizes of towns and cities, with a greater concentration in medium-large towns, in the 30,000-100,000 inhabitants range (tab. 8).

**Tab. 8 - Local Authorities of the Protection System by demographic size – 2006**

Demographic size	Local Authorities	Number
Up to 5,000 inhabitants	Alice Bel Colle, Badolato, Bassano Romano, Breno, Celleno, Chiesanuova, Conza della Campania, Galliciano, Roccagorga, Portocannone, Portopalo di Capo Passero, Riace	12
5,001-30,000	Borgo S. Lorenzo, Caronno Pertusella, Codroipo, Comiso,	21

inhabitants	Fidenza, Foiano della Chiana, Isola di Capo Rizzuto, Ivrea, Malo, Narni, Orvieto, Pontedera, Porto San Giorgio, San Pietro Vernotico, Sessa Aurunca, Sesto Calende, Sezze, Todi, Trepuzzi, Municipalities of Alta Sabina Union, Municipalities of Antica Terra di Lavoro Union	
30,001-100,000 inhabitants	Acireale, Agrigento, Barletta, Bitonto, Caltanissetta, Cassino, Cisa Asti Sud, Como, Cosenza, Cremona, Favara, Fiumicino, Grottaglie, Lecce, Lodi, Lucera, Macerata, Manfredonia, Marsala, Matera, Monopoli, Ostuni, Pisa, Pordenone, Ragusa, Rieti, Rosignano Marittimo, Trapani, Udine, Varese, Viterbo	31
100,001-250,000 inhabitants	Ancona, Bergamo, Brescia, Crotone Province, Ferrara, Foggia, Forlì, Modena, Padova, Parma, Perugia, Prato, Ravenna, Siracusa, Taranto, Terni, Trieste	17
Over 250,000 inhabitants	Alessandria Province, Ascoli Piceno Province, Bari, Bologna, Catania, Florence, Genoa, Milan, Naples, Palermo, Rome, Turin, Venice, Verona	14

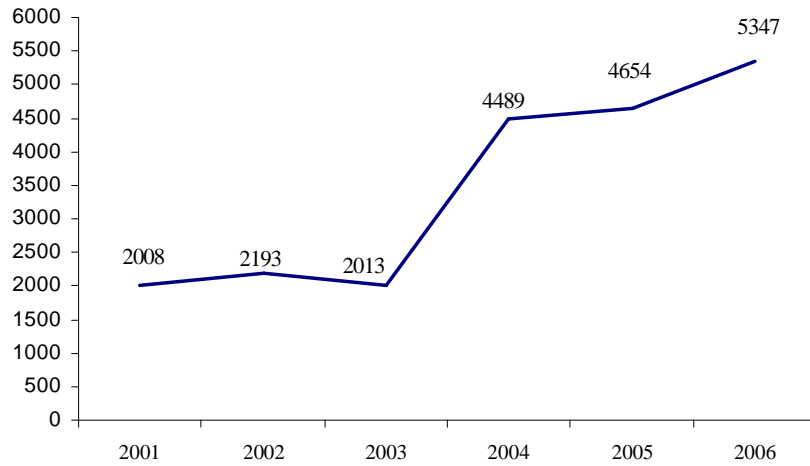
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*Source:* Central Service data processed by Censis

In 2006 a total of 2,428 reception places were made available for a total of 5,347 admitted beneficiaries, an average of 52.4 beneficiaries per project. This continued the upward trend as regards the number of admitted beneficiaries (693 more than in 2005) (fig. 3).

**Fig.3 - Beneficiaries admitted by year (from 1/7/2001 to 31/12/2006)**

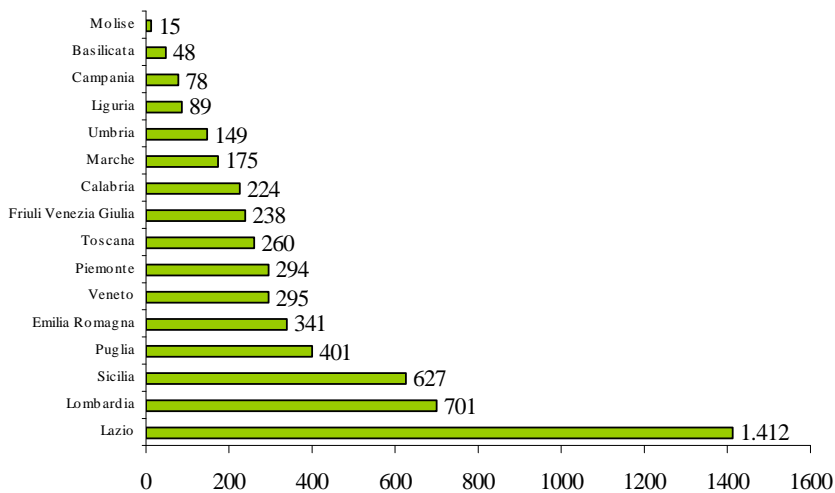




Source: Central Service data processed by Censis

The analysis of beneficiaries admitted by region puts the Latium region at the top of this particular ranking, with 1,412 persons admitted, followed by Lombardy with 701 persons, then Sicily, Puglia and Emilia Romagna; the Molise region came last with 15 beneficiaries forming part of the Portocannone project (fig. 4).

**Fig. 4- Beneficiaries admitted by region - 2006**



Source: Central Service data processed by Censis

## **Beneficiaries**

### *Socio-demographic profile*

In 2006 SPRAR beneficiaries were chiefly male: 3,770, making up 70.5% of all beneficiaries, compared with 1,577 females (tab. 9). It should be noted however that among the beneficiaries of projects for more vulnerable categories women made up 46.4% of the total (204 in absolute terms), compared with 236 men (53.6%).

**Tab. 9 - Beneficiaries admitted by gender – 2006 (Number and %)**

Beneficiaries	Female		Male		Total	
	Number	%	Number	%	Number	%
Total beneficiaries	1.577	29,5	3.770	70,5	5.347	100,0
of whom:						
- belonging to vulnerable categories	204	46,4	236	53,6	440	100,0

*Source:* Central Service data processed by Censis

Figures on age showed a majority of beneficiaries aged between 18 and 40 (74.3% of the total), with a preponderance of persons aged between 30 and 40 (tab. 10). There were 942 children, corresponding to 17.6% of the total (including 88 children, 38 female and 50 male, born in Italy during the reception period). A total of 431 people were aged over 40, 8.1% of the total. Children were more represented among the most vulnerable categories (126, corresponding to 28.6% of the total), including, in addition to children accompanied by single mothers, separated children seeking asylum.

**Tab. 10 - Beneficiaries admitted by age – 2006 (Number and %)**

Age	Total beneficiaries		Vulnerable categories	
	Number	%	Number	%
0-17	942	17,6	126	28,6
18-25	1.255	23,5	87	19,8
26-30	1.285	24,0	96	21,8
31-40	1.434	26,8	99	22,5
Over 40	431	8,1	32	7,3
Total	5.347	100,0	440	100,0

*Source:* Central Service data processed by Censis

In 2006 too very few separated foreign children seeking asylum were admitted to a local project specifically dedicated to them: only 28, of whom 23 males and 5 females.

This situation is however destined to change in light of the *Directive on separated children seeking asylum*, which came into force in March 2007<sup>14</sup>.

Beneficiaries that are single numbered 3,320, corresponding to 62.1% of the total; the remaining 37.9%, or 2,027 individuals in absolute terms, belonged to 651 family units, an average of 3.1 members per family. Of these, 257 were single-parent families, almost exclusively (with just two exceptions) formed by a mother with children.

The socio-demographic profile is completed by data on academic qualifications, available for 1,793 beneficiaries, corresponding to 33.5% of the total. Of these, 25% did not have any academic qualification, 19% had a qualification equivalent to an elementary school-leaving certificate, 22% a lower secondary school-leaving certificate, 28% (the relative majority) an upper secondary school-leaving certificate, while 6% were graduates.

### *Country of origin*

Most beneficiaries in the Protection System came from Africa (as indicated below, from the Horn of Africa) in 2006, numbering 3,586, corresponding

<sup>14</sup> The Circular was issued on 7 March 2007. For more information see para.2.1.

to 67.1% of the total, followed by citizens from Asia (coming chiefly from Afghanistan, Iraq and Iran), numbering 725, 13.6%, and Europeans (697, 13.0%, chiefly Turkish and Kosovo citizens) (tab. 11). Less numerous, but growing compared with the previous year, were people from Latin America, 99% of whom from Colombia, making up 6.3% of all beneficiaries<sup>15</sup>.

**Tab. 11 - Geographic area of origin of beneficiaries – 2006** (Number, % and diff. vis-à-vis 2005)

Continent	Number	%	Diff. 2005
Africa	3.586	67,1	-1,4
Europe	697	13,0	-4,4
Asia	725	13,6	+0,9
Latin America	339	6,3	+4,9
Total	5.347	100,0	-

*Source:* Central Service data processed by Censis

Although beneficiaries from 75 different countries were admitted to SPRAR projects, 2,573 – 48.1% of the total – were from Eritrea, Ethiopia, Colombia, Togo and Somalia. Compared with 2005 there was a growth in the number of citizens from Togo and Colombia.

64% of beneficiaries entered Italy via a sea landing, 24% through an airport border (many through the international airport of Malpensa), 9% re-entered Italy from other countries pursuant to the Dublin Convention, which establishes that the asylum application be processed by the member State first entered, and 3% were born in Italy, during the course of one of the System's projects.

### *Legal status*

<sup>15</sup> For a complete picture of the nationality of beneficiaries admitted to local projects see the table in the statistical Attachment.

Of the 5,347 RARUs that have benefited from assistance in one of the SPRAR projects during the course of the year, 2,303, or 43.1%, were granted a residence permit on humanitarian grounds, 750 (14.0%) had refugee status and 2,294 (42.9%) were asylum seekers awaiting the examination of their application (tab. 12).

**Tab. 12 - Beneficiaries by type of residence permit - 2004, 2005 and 2006 (Number and %)**

Type of residence permit	2004		2005		2006	
	Number	%	Number	%	Number	%
Asylum seeker	3.599	80,2	2.461	52,9	2.294	42,9
Refugee	364	8,1	728	15,6	750	14,0
Humanitarian protection	526	11,7	1.465	31,5	2.303	43,1
Total	4.489	100,0	4.654	100,0	5.347	100,0

*Source:* Central Service data processed by Censis

#### *Stay and exit*

In 2006 2,835 beneficiaries left the SPRAR, most of whom, 70.4%, had not exceeded the 12 months' stay established by legislation as the maximum reception period; however 838 RARUs had been admitted to local projects for more than a year, indicating a particular difficulty in completing the integration and self-sufficiency process, especially in the cases of particularly vulnerable categories (tab. 13).

**Tab. 13- Beneficiaries leaving the System by days' stay in the project - 2006 (Number and %)**

Days	Number	%
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0-60 days	516	18,2
61-180 days	698	24,6
181-364 days	783	27,6
More than 364 days	838	29,6
Total	2.835	100,0

*Source:* Central Service data processed by Censis

With regard to the reasons for leaving:

- 1,290 beneficiaries, corresponding to 45.5% of departures, had completed the integration process, having attained complete working and housing independence;
- 565 beneficiaries (20.0%) had voluntarily left the project, in some cases without giving an explanation, in other cases to move to other parts of the territory where they felt they had better job opportunities or due to the presence in that area of members of the same community of origin;
- 885 (31.2%) left due to the expiry of the reception period without having attained the goal of complete integration. This percentage fell to 15% excluding data referring to Rome;
- 61 (2.1%) were removed from projects as their behaviour went against the rules of community life;
- 34 (1.2%) chose the option of voluntary, assisted repatriation, which the Central Service manages in collaboration with the OIM.

### *Services provided*

A number of services are currently provided within single local projects. In addition to standard actions defined by guidelines, additional activities may be performed according to the particular nature of single territories.

During the course of 2006 31,988 interventions were performed in favour of the beneficiaries of local projects, an average of 6 interventions per beneficiary (tab. 14).

**Tab. 14 - Type of services provided by type of residence permit - 2006 (Number and %)**

Services	Humanitarian protection		Asylum seeker		Refugee		Total	
	Number	%	Number	%	Number	%	Number	%
Healthcare	2.848	17,4	1.847	17,4	914	18,3	5.609	17,6
Welfare	3.792	23,2	2.732	25,8	1.135	22,7	7.659	23,9
Multicultural activities	1.162	7,1	861	8,1	373	7,5	2.396	7,5
Placement in schools	383	2,3	305	2,9	177	3,5	865	2,7
Linguistic-cultural mediation	3.531	21,5	1.680	15,8	945	18,9	6.156	19,2
Guidance and legal information	1.556	9,5	1.546	14,6	521	10,4	3.623	11,3
Housing services	985	6,0	493	4,7	346	6,9	1.824	5,7
Job placement services	1.856	11,3	961	9,1	530	10,6	3.347	10,5
Training services	277	1,7	173	1,6	59	1,2	509	1,6
Total	16.390	100,0	10.598	100,0	5.000	100,0	31.988	100,0

Source: Central Service data processed by Censis

The speeding up of time taken to process asylum applications and the consequent rise in the number of beneficiaries in possession of a residence permit allowing them to perform working activity led to the reorganisation of services provided within local projects. Attempts were made to give greater importance to activities aimed at helping beneficiaries attain housing, working and social independence, and also to set up training courses, apprenticeships and work experience initiatives compatible with the need to immediately place beneficiaries in the labour market.

## 5. Local projects

A detailed analysis was conducted on some of the local Projects rolled out as part of the Protection System in order to show the strengths and weaknesses of the single Project and of the Protection System in general, and also to highlight the similarities and differences observed by comparing the various realities of different projects, developed in territories that differ greatly in economic, social and cultural terms, with the presence of associations, experience in coping with immigration issues, etc.

All the projects analysed, regardless of their location or other context variables, achieved satisfactory results in assisting and integrating admitted beneficiaries, and adapted well to the possibilities afforded by the territory.

The 6 Projects chosen for this analysis, conducted for the years 2005 and 2006, were located in the North, Centre and South of the country; metropolitan areas, medium-sized towns and small municipalities were selected. The Municipalities chosen were Turin, Florence, Perugia, Bergamo, Trepuzzi and Portocannone. Table 20-15 gives a brief description of the Municipalities to which the 6 projects refer.

**Tab. 15- The six Municipalities supervising the analysed Projects, by number of inhabitants**

<b>Turin</b>	Turin, metropolitan area in north Italy with 900,608 inhabitants on 1 <sup>st</sup> January 2006 (52.3% female, 470,939 as an absolute value); it is Italy's fourth largest city in terms of population and among the first in terms of economic activity. Turin, provincial and regional capital (Piedmont), is situated in the north-west of the country and is one of Italy's foremost scientific and cultural poles. The city is famous for its engineering industry and is home to the FIAT plant. On 1 <sup>st</sup> January 2006 76,807 foreigners were resident in the city (8.5% of the population, an increase of 106.6% in the 2000-2005 period)
<b>Florence</b>	Metropolitan city in central Italy with 366,901 inhabitants as of 1 January 2006 (171,544 males, 195,357 females), chief city of the province and of the Tuscany region, of which it is the largest and most populous city, and the main historical, artistic and economic-administrative centre. It is recognised worldwide as one of the most important centres of art and architecture. The economy is diversified and particularly active in the tertiary sector. The city is also rich in industrial activities and famed for its leather, clothing and furniture industries. Tourism is an important resource for the city. As of 1 January 2006 there were 32,528 foreign residents.



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<b>Perugia</b>	<p>Perugia, medium-sized municipality in central Italy with 161,390 inhabitants on 1<sup>st</sup> January 2006 (52.3% females, 84,464 as an absolute value); provincial and regional capital (Umbria), it is an art city and home to Italy's largest university for foreigners. There are 13,838 active enterprises, 27% in industry and 62.7% in the service sector. On 1<sup>st</sup> January 2006 Perugia had 14,044 resident foreigners (8.7% of the total population, an increase of 54.6% for the 2000-2005 period).</p>
<b>Bergamo</b>	<p>Medium-large town in northern Italy with 116,197 inhabitants as of 1 January 2006 (54,351 males, 61,846 females). On the same date there were 10,462 foreign residents. It has a sound industrial and export system that places it in the top four industrial areas of Italy.</p> <p>In 2005 the industrial sector accounted for 53% of economic activities; the largest industrial sector was construction (15%), followed by engineering, textiles, clothing and chemicals-plastics. The tertiary sector accounts for 44% of the provincial economy, while farming activity makes up just 3% of the total.</p>
<b>Trepuzzi</b>	<p><i>Trepuzzi</i> is a medium-small municipality in south Italy with 14,525 inhabitants on 1<sup>st</sup> January 2006 (52.4% female, 7,612 as an absolute value); it is situated in Puglia, in the province of Lecce. On 1<sup>st</sup> January 2006 there were 122 resident foreigners (0.8% of the total population), with an increase of 35.6% in the 2000-2005 period. There were 862 active enterprises in 2005, 35.2% in industry (the construction sector in particular), 54.8% in the service sector (trade in particular).</p>
<b>Portocannone</b>	<p>A small municipality in southern Italy situated in the province of Campobasso, in the Molise region, with 2,558 inhabitants as at 1 January 2006, 1,266 males and 1,292 females. There were 92 foreign residents on the same date.</p> <p>The population of Portocannone is of Albanian origin, since Albanian colonies refounded and repopulated the town, destroyed by an earthquake in the mid-15<sup>th</sup> century. Portocannone's economy is chiefly based on the growing of wheat, legumes and grapes.</p>

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The two tables below show some of the aspects of single projects, primarily with reference to structural characteristics (tab. 16): these show in particular the different "quantitative" size of projects depending on the demographic size of the Municipality in question (as illustrated in tab.15).

**Tab. 16 –Structural characteristics of Projects, 2006**

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Supervising organisation	Year it joined the System	Number of funded places	Number of admitted beneficiaries	Number of integrated beneficiaries
<b>Municipality of Turin</b>	2001	50	119	41

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<b>Municipality of Florence</b>	2001	45	79	12
<b>Municipality of Perugia</b>	2001	20	39	17
<b>Municipality of Bergamo</b>	2006	15	28	6
<b>Municipality of Trepuzzi</b>	2004	15	27	13
<b>Municipality of Portocannone</b>	2006	15	15	5

*Source:* Central Service data processed by Censis

Not all Local Authorities supervising projects have the same reasons for joining the Protection System. The decision indeed may be dictated by special local needs, by political choices or by pressure from below, from local associations for instance that are alert to issues regarding asylum rights.

The table below outlines this aspect with reference to the six Projects, giving a more detailed picture of the main features in terms of organisational models, types of beneficiaries and housing facilities made available (tab. 17).

**Tab. 17 – Main features of Projects**

<b>Project</b>	<b>Reason for joining the SPRAR network</b>	<b>Organisational model</b>	<b>Type of beneficiaries</b>	<b>Type of housing facility</b>
<b>Turin</b>	From above. Choice of the Municipality, deriving from local needs	Management of activities shared by the Municipality and the managing organisation	Single persons and single parent families	Community centre

<b>Florence</b>	From above. Choice of the Municipality, deriving from political will and local needs	Municipality participates in the management of activities. Separation of assistance and integration activities, managed by two different organisations	Single men and women, single women with children, family units	Community centre
<b>Perugia</b>	From above. Political choice of the Municipality	Management of activities shared by Municipality and managing organisation	Singles and families	Community centre
<b>Bergamo</b>	From above. Choice of the Municipality deriving from local needs. The Municipality was already a partner in Integ.R.A. and IntegRARsi Projects <sup>16</sup>	Management of activities shared by Municipality and managing organisation	Single men and women	Community centre
<b>Trepuzzi</b>	From below. The managing organisation persuaded the Municipality to join the System	The Municipality has delegated the management of activities to the managing organisation	Singles, families and single-parent families	Flats
<b>Portocannone</b>	From below. The managing organisation persuaded the Municipality to join the System	The Municipality has delegated the management of activities to the managing organisation	Women with children and family units	Flats

*Source:* data processed by Censis

For the rollout of Projects supervising organisations make use of the collaboration of one or more “managing organisations”, *non-profit organisations* that are entrusted with the performance of varying percentages of assistance and integration activities. The performance of the latter activities has however been made possible by the creation and activation of a network of public and private organisations present in the territory. Table 18 shows the main public and private organisations involved in the performance of services in favour of RARUs.

<sup>16</sup> See Glossary.

**Tab. 18 – Services and the territorial network activated in the six Projects reviewed**

<i>Services</i>	<i>Territorial network</i>
<b>Literacy/Italian Language Courses</b>	Third sector (associations present in the territory) CTP Private language schools
<b>Medical treatment</b>	LHAs/ <a href="#">ASL</a> Hospitals/Specialist public centres Volunteer physicians and psychologists Centres operating through special agreements Ethno-psychiatry services Association of pharmacists
<b>School placement</b>	Municipality Third sector Schools Volunteer teachers
<b>Legal guidance/social secretariat</b>	Municipality Associations Volunteer law firms/lawyers Trade union
<b>Intercultural mediation</b>	Municipality Cooperatives Associations
<b>Integration in workplace- vocational training</b>	Vocational training centres Municipality Province Employment centres Trade unions Trade and professional associations Third sector Schools Firms Private training agencies
<b>Integration in workplace – job seeking guidance</b>	Employment centres Temporary employment agencies Trade and professional associations Trade unions Third sector Province
<b>Housing integration</b>	Municipality Estate agencies Third Sector Cooperatives
<b>Socialisation, recreational, awareness building activities</b>	Schools Cultural centres Third sector Parishes, church recreation centres Sports associations Universities Scout movement

Source: data processed by Censis

## **Conclusions by the Hon. Marcella Lucidi**

*State Secretary of the Interior*

The pages of this report clearly show that 2006 was a year of consolidation for the Protection System in favour of asylum seekers and refugees. Reception, protection and integration activities for asylum seekers, refugees and persons granted humanitarian protection remained effective and valid throughout the country, with a significant rise in the number of people helped and in the quality of actions performed.

The vitality of the System was shown, for example, by its ability to adjust to the legal status of beneficiaries (which in 2006 were mainly holders of residence permits on humanitarian grounds), the expansion of actions in favour of socio-economic integration, the extension of the network of local authorities and the efforts made to reach out to those not forming part of the reception circuit.

Further confirmation came from the qualitative results attained by the System, meaning that local reception projects, coordinated at a central level, offer a real guarantee for preventing possible risks of social exclusion, and are a concrete instrument for building positive dynamics for social cohesion among refugees and local communities.

Support given to local authorities for the creation of guidance, information and assistance services, as set forth in Presidential Decree 303 of 2004 (art. 11), in favour of asylum seekers detained in Identification Centres, has made it possible to ~~give these centres~~ an effective protection role ~~after years since the start of the National Asylum Programme indeed~~ ~~of working in the field~~ to ensure reception and integration in different territorial realities. ~~Io eliminerei anche questa parte perchè altrimenti non è lo stesso senso della frase della Lucidi in italiano a mio avviso.~~

Building on these results, confirmed over the course of the year, in 2006 the Ministry of the Interior decided to reflect upon on some issues strictly tied up with asylum rights: the conditions of asylum seekers in Identification Centres (CDI) and those of foreign citizens detained in Temporary Stay and Assistance Centres (CPTA); the intensification of actions in border areas; the protection of ~~unaccompanied foreign minors~~ separated children seeking asylum.

The creation of a Commission of inquiry to look into the reality of migrant detention and reception centres, chaired by Ambassador De Mistura and made up of representatives from associations and the Ministry of the Interior, made it possible to gather, directly, information and experiences on CDI operations and on activities prepared by them.

In order to guarantee treatment that respects the particular state in which asylum seekers find themselves, the ~~Home Secretary~~Ministry of the Interior issued a circular with a view to governing the running of Identification Centres, seeking greater transparency and encouraging the access of organisations working to protect asylum seekers and integrate them in society. At the same time efforts were made to forge close links between Identification Centres and SPRAR local reception projects, so that people who have been granted a form of protection and are no longer detained in these Centres can immediately be placed in the System. To this end, in 2006 a series of joint missions between the Ministry of the Interior and the Central Service was inaugurated. These missions offer further indications about the most effective ways of increasing the skills and powers of local operators and of conveying reception requests to the Central Service database.

The reception and protection of people requiring international protection cannot however be confined to intervention at a local level. This issue must be brought to the attention of border areas, those places that afford access to our country and to Europe, and links need to be forged between local reception services and border services. Inevitably we think of the island of Lampedusa, a crossroads for thousands of migrants in the Mediterranean area, a frontier of Italy and of Europe. The decision to intensify actions to protect the rights of those arriving in Sicily by sea – among these many fleeing from persecution, from war situations or from violence in general – led to the rollout of the project “*Praesidium*”, carried out in collaboration with the Italian Office of the United Nations High Commissioner for Refugees, the Italian Red Cross, the International Organisation for Migration and with the cofinancing of the European Union. The presence in Sicily of these three important organisations, in support of Police Forces busy rescuing, helping and receiving migrants arriving by sea, is an additional guarantee for the protection of their fundamental human rights.

Finally, we should recall an important result achieved in 2006 with regard to the protection of unaccompanied foreign minors seeking asylum, a question

that ANCI is continuing to focus on very carefully. To ensure their adequate protection and reception within the SPRAR system, the ~~Home Secretary~~Ministry of the Interior – in agreement with the Minister of Justice – issued a specific directive that enables unaccompanied minors to benefit immediately from the services and opportunities offered by the Protection System, as soon as they have declared their intention to seek asylum in this country. Their inclusion in reception projects of the Protection System is conceived as a rightful hospitality measure and as an instrument that can ensure their protection within the context of asylum rights.

Cited actions are single and concrete elements of a global plan being pursued by the Ministry of the Interior to guarantee asylum rights in concrete ways, in tandem with a real reception policy in favour of those arriving in Italy after having fled from persecution, the violation of human rights, conflict and violence in general.

This policy hinges on specific services that are offered to asylum seekers, refugees and persons granted humanitarian protection, because in the years in which SPRAR has been active – even before the National Asylum Programme – it has been evident that reception measures are essential for allowing, in a coherent manner, every other type of intervention to manage the flows of forced migration. It is now indisputable that without reception services it is impossible to safeguard people's rights or undertake initiatives to integrate migrants in Italy's social and economic fabric.

In view of the implementation during 2007 of the two European directives on asylum – one on the granting of refugee status or the status of a person otherwise requiring international protection, the other on procedures for the recognition and the annulment of refugee status – we thus believe it is fundamental and indispensable for new rules and regulations, which the Ministry of the Interior is now drafting, to regulate asylum rights in Italy in a more complete and systematic manner, to be backed by a strengthening of the Protection System.

The next challenge for the Protection System, and for central and local institutions called upon to enact relative measures, will be that of broadening and consolidating the reception culture as a defence against the spread of citizens' fears and insecurity and as a tool to foster social realities that can gain by the resources offered by everybody, be they native or immigrants.



## Glossary

### **Temporary Employment Agencies**

Temporary employment agencies are firms authorised by the Ministry of Employment to offer mainly temporary job opportunities. The agency is a mediator that seeks to: match labour supply and demand; recruit and select personnel; perform training activity; provide information on the rights and obligations of workers and employers. The agency directly hires workers, who are “loaned out” to firms through a so-called labour supply contract.

### **ANCI – National Association of Italian Municipalities**

ANCI is a non-profit national association of Italian municipalities. Its main function is to represent and protect the interests of municipalities, metropolitan areas and bodies related to the municipality in their dealings with all Italian and national institutions by promoting subsidiarity, autonomy and decentralisation.

ANCI’s principal activities include: dealing with issues and problems that concern the municipalities themselves and the territorial area as a whole: the promotion of initiatives geared towards the civic education of the citizens; the dissemination of knowledge about local institutions and about the participation of citizens in the social life of local districts; the provision of information, consultancy and support to its members; promotion, co-ordination and management of municipal, regional and national programmes.

Since 2000, the Department has been an integral part of the ANCI infrastructure, dealing with matters of immigration and asylum rights.

### **ASL – Local Health ~~Corporation~~Agencies**

The set of healthcare facilities (hospitals, casualty departments, surgeries, offices) which in a given territory caters to the population's healthcare needs.

### **Employment Centres**

Provincial Administrations have the task of organising and running the territorial network of employment services, ensuring its integration with other functions already exercised in the areas of career guidance, vocational training and education. In this respect, Employment Centres offer their users, who are individuals and enterprises, free services to help match labour supply and demand, performing administrative activities for the placement and guidance of workers, skill assessments, pre-selection procedures and providing information and advice to enterprises.

### **State-cities and local autonomies Conference**

The State-cities and local autonomies Conference, created in 1996, is a collective body endowed with advisory and decision-making powers; it is a permanent institutional instrument for the State to dialogue with local authorities.

### **CTP - Permanent Territorial Centres**

CTPs (Permanent Territorial Centres for adult education and training) coordinate the supply of education and training initiatives planned in the territory and aimed at the adult population. They prepare responses to the demand for education/training, also in collaboration with other agencies or training organisations, with the aim of remedying low levels of education and fostering the development of training initiatives and job placement.

### **Legislative Decree**

The Legislative Decree is a legally binding legislative instrument adopted by the Government, delegated by Parliament. It is usually the legislative instrument adopted to implement European Directives.

### **DPR – Presidential Decree**

Presidential Decrees are measures through which “consolidation acts” (bringing together and harmonising different laws governing the same subject) or other Government legislation that may be of a regulatory or administrative nature are issued. Presidential Decrees are generally used to publish “implementing regulations”, which provide operational guidelines for law provisions.

### **Managing organisation**

A non-profit organisation that helps with the management of Protection System projects. Local Authorities, responsible for the projects, entrust to managing organisations the performance of a part of assistance, protection and integration activities.

### **ERF – European Refugee Fund**

The ERF is the financial instrument through which the European Commission provides the Member States with funds (proportionate to their requirements and activities) that are geared towards “sustaining and encouraging the efforts of the Member States to welcome refugees and other displaced persons and to support the consequences of welcoming them”. The European Refugee Fund was established by Council Decision 2000/596/CE on 28<sup>th</sup> September 2000, initially to cover the period 2000-2004 (FER I). Subsequently, as a result of Council Decision 2004/904/CE, the current fund (FER II), was set up to cover the period 2005-2010.

### **FNPSA – National Fund for Asylum Policies and Services**

Fund created with Law 189/2002, access to which, within the limits of available resources and upon presentation of a Project, is permitted for Local Authorities that ask to join the Protection System.

## **OIM/IOM – International Organization for Migration**

Established in 1951, IOM is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. With 120 member states, a further 19 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants. IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and internally displaced people. The IOM Constitution recognizes the link between migration and economic, social and cultural development, as well as to the right of freedom of movement. IOM activities that cut across these areas include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration.

## **Otto Per Mille (Eight per Thousand)**

Each Italian contributor can choose to give 0.8% of their own income tax IRPEF (Personal Income Tax) to the State or to certain religious organisations, for the purposes defined by law. The 0.8% given to the state is used for urgent, non-scheduled operations such as: conservation of cultural assets; response to natural disasters; fight against hunger worldwide and the provision of support to refugees.

## **PNA – National asylum programme**

The National Asylum Program (PNA) has been established by the Italian Ministry of the Interior, the National Association of Italian Municipalities (ANCI) and the United Nations High Commissioner for Refugees (UNHCR) in 2001 with the aim of setting up the first national system

offering reception, assistance, protection, integration and voluntary repatriation to asylum seekers, refugees and foreigners holding a residence permit on humanitarian grounds.

As a first structured public reception experience, the PNA has been the natural precondition to the present Protection System.

## **Prefecture**

The Prefecture is a peripheral body of the Ministry of the Interior and seat of representation of the government. With Legislative Decree 300 of 30 July 1999 the Prefecture was turned into a governmental territorial Office (U.T.G.), maintaining previous functions and taking on new ones.

At a provincial level Prefectures (U.T.G.s) perform steering actions, social mediation and practical interventions, advice and collaboration, including relations with local authorities, in all administrative fields, applying law provisions or in accordance with tried and tested practices, and fostering the process to simplify administrative procedures.

## **Integ~~R.A.~~r.a Project**

Integ.r.a. ~~is~~was a project aimed at supporting social and economic integration of asylum seekers and refugees by providing them with integrated services for access to housing and work. Integ.r.a. ~~was~~is financed by the European Social Fund, under the EQUAL Community Initiative (budget line 5.1 – Asylum seekers) which is managed in Italy by the Ministry of Labour and Welfare. Proposing partners of Integ.r.a. ~~are~~were ANCI (the Italian National Association of Municipalities), CENSIS (Centre for Social Policy Studies) and UNHCR (United Nations High Commissioner for Refugees) who make up the steering committee of the project. The Integ.r.a. project has been developed together with 7 Italian Municipalities and 25 organisations and academic institutions with varying approaches to human rights issues which, thanks to their different expertise, can contribute to the project with their specific knowledge and functional skills.

## **IntegRARsi Project**

Funded under Round Two of the Equal Programme, the project IntegRARsi – Local networks for the integration of asylum seekers and refugees aims at

combating social and economic exclusion of asylum seekers and refugees by: improving reception related services and promotion of innovative training approaches as advocated by measure 5.1 (asylum seekers) of the Equal program; strengthening skills and competences of Municipality operators and social workers by means of training, awareness and refresher courses aimed at providing with a deeper knowledge of asylum seekers and refugees, and available local services; establishing orientation and information services at the major points of entry; modelling local experiences for the transfer of best practices at the national and European level; promoting a broader culture of protection of asylum seekers and refugees, as well as other vulnerable groups. The development partnership of the project comprises 17 partners. ANCI – National Association of Italian Municipalities is the Development Partnership management organisation and therefore in charge of the administration of the project. ANCI provides the Italian Municipalities with administrative support and technical assistance and has the task of setting the strategies of project.

#### **Questura (Police Headquarters)**

The *Questura* is a provincial office of the State Police, directed by the *Questore*. Its primary task is to ensure the maintenance of law and order within the province.

#### **SPRAR - Protection System for Asylum seekers and Refugees**

The Protection System for Asylum Seekers and Refugees was established by immigration Law n. 189/2002. In particular, article 32 1-sexies of the abovementioned Law sets up the National Fund for asylum policies and services which can be accessed by Local Authorities running protection and reception services for asylum seekers, refugees and foreigners holding a residence permit on humanitarian grounds. The Protection System for Asylum Seekers and Refugees draws on the expertise developed by the National Asylum Program (PNA) and relaunches its integrated approach, set into an institutional framework.

#### **UNHCR- United Nations High Commissioner for Refugees**

The agency is mandated to lead and co-ordinate international action to protect refugees and resolve refugee problems worldwide. Its primary purpose is to safeguard the rights and well-being of refugees. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, with the option to return home voluntarily, integrate locally or to resettle in a third country. In more than five decades, the agency has helped an estimated 50 million people restart their lives. Today, a staff of around 6,689 people in 116 countries continues to help 20.8 million persons.

## **Annex**

**Table 1 - Beneficiaries by Nationality and Gender - 2006**

**Table 2 - Beneficiaries admitted by Geographic area and Nationality – 2006**

**Table 3 - Municipalities belonging to the Protection System by Number of places available and Inhabitants - 2006**

**Table 4 - Distribution of Municipalities, Union of Municipalities, Provinces by number of inhabitants**

**Table 5 - Services supplied by Type of permit to stay - 2006**

**Table 6 - Services supplied to female beneficiaries by Type of permit to stay – 2006**

**Table 7 - Services supplied to male beneficiaries by Type of permit to stay - 2006**





**Table 1 - Beneficiaries by nationality and gender, 2006**

Nationality	Total	% of total	Male		Female		Minors (< 18 years old)	
			Number	%	Number	%	Number	%
ERITREA	1.189	22,24	770	64,76	419	35,24	217	18,25
ETHIOPIA	504	9,43	308	61,11	196	38,89	79	15,67
COLOMBIA	324	6,06	183	56,48	141	43,52	68	20,99
TOGO	287	5,37	238	82,93	49	17,07	12	4,18
SOMALIA	269	5,03	195	72,49	74	27,51	60	22,30
TURKEY	264	4,94	175	66,29	89	33,71	77	29,17
SUDAN	244	4,56	231	94,67	13	5,33	12	4,92
AFGHANISTAN	219	4,10	197	89,95	22	10,05	34	15,53
KOSOVO	199	3,72	112	56,28	87	43,72	91	45,73
IVORY COAST	195	3,65	165	84,62	30	15,38	6	3,08
NIGERIA	174	3,25	132	75,86	42	24,14	13	7,47
CONGO	130	2,43	89	68,46	41	31,54	26	20,00
IRAQ	107	2,00	91	85,05	16	14,95	19	17,76
IRAN	104	1,95	88	84,62	16	15,38	15	14,42
LIBERIA	99	1,85	80	80,81	19	19,19	9	9,09
ROMANIA	94	1,76	45	47,87	49	52,13	38	40,43
CAMEROUN	87	1,63	66	75,86	21	24,14	7	8,05
DEM.REP. OF THE CONGO	83	1,55	58	69,88	25	30,12	4	4,82
GAMBIA	78	1,46	73	93,59	5	6,41	2	2,56
SERBIA-MONTENEGRO	66	1,23	46	69,70	20	30,30	26	39,39
SIERRA LEONE	55	1,03	35	63,64	20	36,36	11	20,00
AZERBAIJAN	51	0,95	32	62,75	19	37,25	15	29,41
LEBANON	42	0,79	25	59,52	17	40,48	23	54,76
BANGLADESH	37	0,69	35	94,59	2	5,41	3	8,11
GHANA	34	0,64	21	61,76	13	38,24	10	29,41
SYRIA	32	0,60	21	65,63	11	34,38	13	40,63
ANGOLA	27	0,50	19	70,37	8	29,63	10	37,04
GUINEA	27	0,50	23	85,19	4	14,81	1	3,70
PALESTINE	27	0,50	22	81,48	5	18,52	4	14,81
ARMENIA	25	0,47	15	60,00	10	40,00	2	8,00
GEORGIA	21	0,39	13	61,90	8	38,10	5	23,81
RUSSIA	21	0,39	11	52,38	10	47,62	5	23,81
PAKISTAN	19	0,36	13	68,42	6	31,58	7	36,84
MACEDONIA	18	0,34	13	72,22	5	27,78	5	27,78
CECHNYA	17	0,32	9	52,94	8	47,06	8	47,06
CHAD	11	0,21	5	45,45	6	54,55	5	45,45
MALI	11	0,21	11	100,00	0	0,00	0	-
MOLDOVA	11	0,21	7	63,64	4	36,36	1	9,09
LYBIA	10	0,19	8	80,00	2	20,00	3	30,00
UGANDA	10	0,19	6	60,00	4	40,00	0	-
SALVADOR	9	0,17	5	55,56	4	44,44	1	11,11
MAROCCO	8	0,15	5	62,50	3	37,50	0	-
SRI LANKA	8	0,15	7	87,50	1	12,50	0	-
TUNISIA	7	0,13	5	71,43	2	28,57	1	14,29
ALBANIA	6	0,11	4	66,67	2	33,33	1	16,67
BOSNIA -HERZEGOVINA	6	0,11	4	66,67	2	33,33	2	33,33
UKRAINE	6	0,11	3	50,00	3	50,00	1	16,67
BULGARIA	5	0,09	2	40,00	3	60,00	3	60,00
BURUNDI	5	0,09	3	60,00	2	40,00	1	20,00
EGYPT	5	0,09	3	60,00	2	40,00	2	40,00

INDIA	5	0,09	5	100,00	0	-	0	-
MAURITANIA	5	0,09	4	80,00	1	20,00	0	-
NIGER	5	0,09	5	100,00	0	-	0	-
BOLIVIA	4	0,07	1	25,00	3	75,00	2	50,00
MONGOLIA	4	0,07	1	25,00	3	75,00	2	50,00
SENEGAL	4	0,07	4	100,00	0	-	0	-
BENIN	3	0,06	2	66,67	1	33,33	1	33,33
BURKINA FASO	3	0,06	2	66,67	1	33,33	0	-
CHINA	3	0,06	2	66,67	1	33,33	0	-
CENTRAL AFRICAN REPUBLIC	3	0,06	3	100,00	0	-	0	-
RWANDA	3	0,06	2	66,67	1	33,33	0	-
SOUTH AFRICA	3	0,06	1	33,33	2	66,67	1	33,33
ALGERIA	2	0,04	2	100,00	0	-	0	-
KENYA	2	0,04	2	100,00	0	-	0	-
CROATIA	1	0,02	1	100,00	0	-	0	-
CUBA	1	0,02	1	100,00	0	-	0	-
GABON	1	0,02	0	0,00	1	-	0	-
GUINEA BISSAU	1	0,02	1	100,00	0	-	0	-
NEPAL	1	0,02	1	100,00	0	-	0	-
NEW GUINEA	1	0,02	1	100,00	0	-	0	-
PERU	1	0,02	1	100,00	0	-	0	-
TAGIKISTAN	1	0,02	1	100,00	0	-	0	-
UZBEKISTAN	1	0,02	0	-	1	100,00	0	-
ZAIRE	1	0,02	0	-	1	100,00	0	-
ZIMBABWE	1	0,02	0	-	1	100,00	0	-
<b>TOTAL</b>	<b>5.347</b>		<b>3.770</b>		<b>1.577</b>		<b>964</b>	<b>18,03</b>

Source: Central Service

**Table 2 - Beneficiaries admitted by Geographic area and Nationality - 2006**

<b>Africa</b>		<b>Asia</b>		<b>Latin America</b>	
ERITREA	1.189	AFGHANISTAN	219	COLOMBIA	324
ETHIOPIA	504	IRAQ	107	SALVADOR	9
TOGO	287	IRAN	104	BOLIVIA	4
SOMALIA	269	ATZERBAIJAN	51	CUBA	1
SUDAN	244	LEBANON	42	PERU	1
IVORY COAST	195	BANGLADESH	37	<b>Tot. Latin America</b>	<b>339</b>
NIGERIA	174	SYRIA	32		
CONGO	130	PALESTINE	27		
LIBERIA	99	ARMENIA	25		
CAMEROUN	87	GEORGIA	21		
REP. DEM. OF THE CONGO	83	PAKISTAN	19	<b>AFRICA</b>	<b>3.586</b>
GAMBIA	78	CECHNYA	17	<b>ASIA</b>	<b>725</b>
SIERRA LEONE	55	SRI LANKA	8	<b>LATIN AMERICA</b>	<b>339</b>
GHANA	34	INDIA	5	<b>EUROPA</b>	<b>697</b>
ANGOLA	27	MONGOLIA	4	<b>TOTAL</b>	<b>5.347</b>
GUINEA	27	CHINA	3		
CIAD	11	NEPAL	1		
MALI	11	PAPUA NUOVA GUINEA	1		
LYBIA	10	TAGIKISTAN	1		
UGANDA	10	UZBEKISTAN	1		
MAROCCO	8	<b>Tot. Asia</b>	<b>725</b>		
TUNISIA	7				
BURUNDI	5	<b>Europe</b>			
EGYPT	5	TURKEY	264		
MAURITANIA	5	KOSOVO	199		
NIGER	5	ROMANIA	94		
SENEGAL	4	SERBIA-MONTENEGRO	66		
BENIN	3	RUSSIA	21		
BURKINA FASO	3	MACEDONIA	18		
CENTRAL AFRICAN REPUBLIC	3	MOLDAVIA	11		
RWANDA	3	ALBANIA	6		
SOUTH AFRICA	3	BOSNIA HERZEGOVINA	6		
ALGERIA	2	UKRAINE	6		
KENYA	2	BULGARIA	5		
GABON	1	CROATIA	1		
GUINEA BISSAU	1	<b>Tot. Europe</b>	<b>697</b>		
ZAIRE	1				
ZIMBABWE	1				
<b>Tot. Africa</b>	<b>3.586</b>				

Source: Central Service

**Table 3 - Municipalities belonging to the Protection System by Number of places available and Inhabitants - 2006**

Places available by Municipality	Inhabitants 31/12/2005	Province
1 Alice Bel Colle (15)	780	Alessandria
2 Badolato (15)	3.317	Catanzaro
3 Bassano Romano (20 vulnerable categories)	4.568	Viterbo
4 Breno (15)	4.957	Brescia
5 Celleno (25)	1.301	Viterbo
6 Chiesanuova (15)	239	Turin
7 Conza della Campania (15 vulnerable categories)	1.435	Avellino
8 Galliciano (15)	3.883	Lucca
9 Portocannone (15)	2.558	Campobasso
10 Portopalo di Capo Passero (15 vulnerable categories)	3.634	Siracusa
11 Riace (15)	1.721	Reggio di Calabria
12 Roccagorga (15 vulnerable categories)	4.475	Latina
<b>&lt; 5,000 inhabitants (12 Municipalities)</b>	<b>32.868</b>	
13 Borgo San Lorenzo (20)	17.028	Florence
14 Caronno Pertusella (25)	13.567	Varese
15 Codroipo (18)	14.976	Udine
16 Comiso (15 + 15 vulnerable categories)	29.571	Ragusa
17 Fidenza (25)	24.187	Parma
18 Foiano della Chiana (15)	8.890	Arezzo
19 Isola di Capo Rizzuto (25)	14.720	Crotone
20 Ivrea (21)	24.188	Turin
21 Malo (18)	13.521	Vicenza
22 Narni (20)	20.293	Terni
23 Orvieto (16 vulnerable categories)	20.909	Terni
24 Pontedera (23)	27.094	Pisa
25 Porto San Giorgio (25 vulnerable categories)	16.015	Ascoli Piceno
26 San Pietro Vernotico (15 vulnerable categories)	14.735	Brindisi
27 Sessa Aurunca (18)	22.900	Caserta
28 Sesto Calende (15)	10.349	Varese
29 Sezze (25)	22.924	Latina
30 Todi (15)	17.041	Perugia
31 Trepuzzi (15)	14.525	Lecce
32 Municipalities of Alta Sabina Union (25)	7.004	Rieti
33 Municipalities of Antica Terra di Lavoro Union (15 vulnerable categories)	5.059	Frosinone
<b>from 5,000 to 30,000 inhabitants (21 Municipalities)</b>	<b>359.496</b>	
34 Acireale (20)	52.490	Catania
35 Agrigento (35 + 20 vulnerable categories)	59.111	Agrigento
36 Barletta (20)	93.081	Bari
37 Bitonto (42)	56.277	Bari
38 Caltanissetta (15)	60.519	Caltanissetta
39 Cassino (20)	32.603	Frosinone
40 Cisa Asti sud (28)	57.313	Asti
41 Como (25)	83.002	Como

42	Cosenza (25)	70.185	Cosenza
43	Cremona (15)	71.313	Cremona
44	Favara (15)	33.558	Agrigento
45	Fiumicino (15)	59.373	Rome
46	Grottaglie (20)	32.610	Taranto
47	Lecco (15)	46.857	Lecco
48	Lodi (16)	42.748	Lodi
49	Lucera (15)	35.017	Foggia
50	Macerata (35)	42.684	Macerata
51	Manfredonia (20)	57.390	Foggia
52	Marsala (15)	81.884	Trapani
53	Matera (15 + 15 vulnerable categories)	59.407	Matera
54	Monopoli (15)	49.846	Bari
55	Ostuni (15)	32.682	Brindisi
56	Pisa (15)	87.737	Pisa
57	Pordenone (25)	50.926	Pordenone
58	Ragusa (17 + 18 vulnerable categories)	71.969	Ragusa
59	Rieti (15)	47.050	Rieti
60	Rosignano Marittimo (18)	31.695	Livorno
61	Trapani (15)	70.872	Trapani
62	Udine (45)	96.678	Udine
63	Varese (18)	82.809	Varese
64	Viterbo (15)	60.254	Viterbo
<b>from 30,001 to 100,000 inhabitants (31 Municipalities)</b>		<b>1.809.940</b>	-
65	Ancona (18)	101.862	Ancona
66	Bergamo (15)	116.197	Bergamo
67	Brescia (20)	191.059	Brescia
68	Crotone Province (20 vulnerable categories)	172.374	Crotone
69	Ferrara (15)	132.471	Ferrara
70	Foggia (20)	153.650	Foggia
71	Forli' (20)	112.477	Forli'-Cesena
72	Modena (45)	180.469	Modena
73	Padova (15)	210.985	Padova
74	Parma (20)	175.789	Parma
75	Perugia (20)	161.390	Perugia
76	Prato(45)	183.823	Prato
77	Ravenna (45)	149.084	Ravenna
78	Siracusa (30)	122.972	Siracusa
79	Taranto (15)	197.582	Taranto
80	Terni (16 vulnerable categories)	109.569	Terni
81	Trieste (45)	206.058	Trieste
<b>from 100,000 to 250,000 inhabitants (17 Municipalities)</b>		<b>2.677.811</b>	-
82	Alessandria Province (15)	431.346	Alessandria
83	Ascoli Piceno Province (18 vulnerable categories)	380.648	Ascoli Piceno
84	Bari (15 + 15 vulnerable categories)	326.915	Bari
85	Bologna (35)	373.743	Bologna
86	Catania (21+ 15 vulnerable categories)	304.144	Catania
87	Florence (45)	366.901	Florence
88	Genoa (60)	620.316	Genoa
89	Milan (100)	1.308.735	Milan
90	Naples (19)	984.242	Naples

91	Palermo (20 vulnerable categories)	670.820	Palermo
92	Rome (150)	2.547.677	Rome
93	Turin (50)	900.608	Turin
94	Venice (75 + 15 vulnerable categories)	269.780	Venice
95	Verona (20)	259.380	Verona
<b>&gt; 250,000 (14 Municipalities)</b>		<b>9.745.255</b>	
<b>Total (95)</b>		<b>14.625.370</b>	<b>62 provinces</b>
<b>Italy</b>		<b>58.751.711</b>	

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Source: Central Service

**Table 4 - Distribution of Municipalities, Union of Municipalities, Provinces by number of inhabitants**

Demographic size	Inhabitants	Number of areas (*)
>5,000 inhabitants	32.868	12
5,000 – 30,000 inhabitants	359.496	21
30,001 – 100,000 inhabitants	1.809.940	31
100,001 – 250,000 inhabitants	2.677.811	17
< 250,000 inhabitants	9.745.255	14
<b>Total</b>	<b>14.625.370</b>	<b>95</b>

(\*) Municipalities, Union of Municipalities, Provinces

Source: Central Service



**Table 5 - Services supplied by Type of permit to stay -2006**

Services		Humanitarian protection	Asylum seekers	Refugees	Total	%
1	health support - supervision	1.491	992	470	2953	9,23
2	health support - family planning	372	181	93	646	2,02
3	health support - psychology	275	217	85	577	1,80
4	health support - counselling	710	457	266	1433	4,48
5	social support - supervision	1.117	840	354	2311	7,22
6	social support - administration	1325	939	395	2659	8,31
7	social support - basic literacy	923	669	229	1821	5,69
8	social support - social services	427	284	157	868	2,71
9	multicultural activities - animation for adults	530	368	188	1086	3,40
10	multicultural activities - animation for children	153	91	49	293	0,92
11	multicultural activities - sports	188	175	56	419	1,31
12	multicultural activities - workshops	180	169	49	398	1,24
13	multicultural activities - playscheme	111	58	31	200	0,63
14	school placement for minors - supervision	48	43	21	112	0,35
15	school placement for minors - after-school activities	75	67	33	175	0,55
16	school placement for minors - child-care	37	15	22	74	0,23
17	school placement for minors - day-care	62	48	20	130	0,41
18	school placement for minors - compulsory school	161	132	81	374	1,17
19	linguistic/cultural mediation - accommodation	414	215	138	767	2,40
20	linguistic/cultural mediation - work	670	257	154	1081	3,38
21	linguistic/cultural mediation - legal	595	403	176	1174	3,67
22	linguistic/cultural mediation - healthcare	806	361	224	1391	4,35
23	linguistic/cultural mediation - social	1.046	444	253	1743	5,45
24	legal guidance and information - supervision	790	655	283	1728	5,40
25	legal guidance and information - consultancy	669	627	235	1531	4,79
26	legal guidance and information - claims	66	217	1	284	0,89
27	legal guidance and information - disputes	31	47	2	80	0,25
28	accommodation services - supervision	340	163	113	616	1,93
29	accommodation services - subsidies	197	106	76	379	1,18
30	accommodation services - mediation	263	122	79	464	1,45
31	accommodation services - guidance	185	102	78	365	1,14
32	employment training - supervision	556	283	179	1018	3,18
33	employment training - labour exchange assistance	27	26	9	62	0,19
34	employment training - job training assistance	32	43	5	80	0,25
35	employment training - skill sets	463	207	114	784	2,45
36	employment training - skill certification	129	66	37	232	0,73
37	employment training - specialist counselling	52	8	16	76	0,24
38	employment training - guidance	373	181	105	659	2,06
39	employment training - drafting of curriculum vitae	109	81	43	233	0,73
40	employment training - recognition of academic qualifications	3	1	5	9	0,03
41	employment training - apprenticeships	112	65	17	194	0,61
42	training services - professional training course	135	79	23	237	0,74
43	training services - advanced language course	78	42	22	142	0,44
44	training services - apprenticeships	64	52	14	130	0,41
<b>Total by type of permit to stay</b>		<b>16.390</b>	<b>10.598</b>	<b>5.000</b>	<b>31.988</b>	<b>100,00</b>

**Table 6- Services supplied to female beneficiaries by Type of permit to stay - 2006**

Services	Humanitarian protection	Asylum seekers	Refugees	Total	%	
1	health support - supervision	562	331	227	1.120	10,03
2	health support - family planning	238	93	69	400	3,58
3	health support - psychology	126	79	49	254	2,27
4	health support - counselling	308	143	133	584	5,23
5	social support - supervision	380	236	153	769	6,88
6	social support - administration	445	272	170	887	7,94
7	social support - basic literacy	305	195	93	593	5,31
8	social support - social services	154	96	63	313	2,80
9	multicultural activities - animation for adults	171	121	77	369	3,30
10	multicultural activities - animation for children	75	32	26	133	1,19
11	multicultural activities - sports	25	23	0	48	0,43
12	multicultural activities - workshops	99	71	29	199	1,78
13	multicultural activities - playscheme	38	13	11	62	0,55
14	school placement for minors - supervision	21	17	13	51	0,46
15	school placement for minors - after-school activities	31	27	19	77	0,69
16	school placement for minors - child-care	21	9	10	40	0,36
17	school placement for minors - day-care	30	29	11	70	0,63
18	school placement for minors - compulsory school	78	44	32	154	1,38
19	linguistic/cultural mediation - accommodation	150	56	51	257	2,30
20	linguistic/cultural mediation - work	170	69	44	283	2,53
21	linguistic/cultural mediation - legal	205	100	67	372	3,33
22	linguistic/cultural mediation - healthcare	332	125	95	552	4,94
23	linguistic/cultural mediation - social	338	142	89	569	5,09
24	legal guidance and information - supervision	285	186	120	591	5,29
25	legal guidance and information - consultancy	244	148	95	487	4,36
26	legal guidance and information - claims	22	45	1	68	0,61
27	legal guidance and information - disputes	9	9	1	19	0,17
28	accommodation services - supervision	119	52	46	217	1,94
29	accommodation services - subsidies	70	35	38	143	1,28
30	accommodation services - mediation	91	37	32	160	1,43
31	accommodation services - guidance	53	25	29	107	0,96
32	employment training - supervision	167	69	63	299	2,68
33	employment training - labour exchange assistance	12	4	4	20	0,18
34	employment training - job training assistance	9	12	2	23	0,21
35	employment training - skill sets	169	60	49	278	2,49
36	employment training - skill certification	42	12	17	71	0,64
37	employment training - specialist counselling	22	5	8	35	0,31
38	employment training - guidance	120	46	33	199	1,78
39	employment training - drafting of curriculum vitae	24	21	12	57	0,51
40	employment training - recognition of academic qualifications	2	1	3	6	0,05
41	employment training - apprenticeships	34	20	7	61	0,55
42	training services - professional training course	52	17	6	75	0,67
43	training services - advanced language course	36	12	12	60	0,54
44	training services - apprenticeships	27	10	3	40	0,36
<b>Total by type of permit to stay</b>		<b>5.911</b>	<b>3.149</b>	<b>2112</b>	<b>11.172</b>	<b>100,00</b>

**Table 7 - Services supplied to male beneficiaries by Type of permit to stay - 2006**

Services		Humanitarian protection	Asylum seekers	Refugees	Total	%
1	health support - supervision	929	661	243	1.833	8,81
2	health support - family planning	134	88	24	246	1,18
3	health support - psychology	149	138	36	323	1,55
4	health support - counselling	402	314	133	849	4,08
5	social support - supervision	737	604	201	1.542	7,41
6	social support - administration	880	667	225	1.772	8,51
7	social support - basic literacy	618	474	136	1.228	5,90
8	social support - social services	273	188	94	555	2,67
9	multicultural activities - animation for adults	359	247	111	717	3,44
10	multicultural activities - animation for children	78	59	23	160	0,77
11	multicultural activities - sports	163	152	56	371	1,78
12	multicultural activities - workshops	81	98	20	199	0,96
13	multicultural activities - playscheme	73	45	20	138	0,66
14	school placement for minors - supervision	27	26	8	61	0,29
15	school placement for minors - after-school activities	44	40	14	98	0,47
16	school placement for minors - child-care	16	6	12	34	0,16
17	school placement for minors - day-care	32	19	9	60	0,29
18	school placement for minors - compulsory school	83	88	49	220	1,06
19	linguistic/cultural mediation - accommodation	264	159	87	510	2,45
20	linguistic/cultural mediation - work	500	188	110	798	3,83
21	linguistic/cultural mediation - legal	390	303	109	802	3,85
22	linguistic/cultural mediation - healthcare	474	236	129	839	4,03
23	linguistic/cultural mediation - social	708	302	164	1.174	5,64
24	legal guidance and information - supervision	505	469	163	1.137	5,46
25	legal guidance and information - consultancy	425	479	140	1.044	5,02
26	legal guidance and information - claims	44	172	0	216	1,04
27	legal guidance and information - disputes	22	38	1	61	0,29
28	accommodation services - supervision	221	111	67	399	1,92
29	accommodation services - subsidies	127	71	38	236	1,13
30	accommodation services - mediation	172	85	47	304	1,46
31	accommodation services - guidance	132	77	49	258	1,24
32	employment training - supervision	389	214	116	719	3,45
33	employment training - labour exchange assistance	15	22	5	42	0,20
34	employment training - job training assistance	23	31	3	57	0,27
35	employment training - skill sets	294	147	65	506	2,43
36	employment training - skill certification	87	54	20	161	0,77
37	employment training - specialist counselling	30	3	8	41	0,20
38	employment training - guidance	253	135	72	460	2,21
39	employment training - drafting of curriculum vitae	85	60	31	176	0,85
40	employment training - recognition of academic qualifications	1	0	2	3	0,01
41	employment training - apprenticeships	78	45	10	133	0,64
42	training services - professional training course	83	62	17	162	0,78
43	training services - advanced language course	42	30	10	82	0,39
44	training services - apprenticeships	37	42	11	90	0,43
<b>Total by type of permit to stay</b>		<b>10.479</b>	<b>7.449</b>	<b>2.888</b>	<b>20.816</b>	<b>100,00</b>

Source: Central Service