

Annual Report on the Italian Protection System for Asylum Seekers and Refugees

Abstract

Year 2007 / 2008



SPRAR

Sistema di Protezione
per Richiedenti Asilo e Rifugiati





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**Servizio centrale del
Sistema di protezione per richiedenti asilo e rifugiati (SPRAR)**

c/o Ancitel SpA

via Arco di Travertino, 11

00178 Roma

Tel. ++39 06 76980811

Fax ++39 06 6792962

info@serviziocentrale.it

www.serviziocentrale.it

Translated by Arteventi srl

www.arteventisrl.it

Introduction by Prefect Mario Morcone

Chief of the Department for Immigration and Civil Liberties, Ministry of the Interior

To better understand the message that this third annual Report on the protection system for asylum seekers and refugees intends to offer, it is perhaps appropriate to briefly review the history of the last 20 years on the presence of immigrants in Italy, which has dramatically increased: just think that in 1987, the amount of immigrants in the area was 500,000, a decade later, in 1997, this figure has doubled, reaching the approx. amount of 1,000,000 individuals. In 2008, this number reached 3,500,000.

With the massive pressure on eastern land and sea borders – we refer to landings on the coasts of Puglia from Albania - our territory, in fact, was used by migrant populations rather as the first gate access and transit towards North-European countries.

The response of the country resulted then in supplying first aid and reception resources and tools. But this view was soon urged to evolve according to the new challenges of migration flows on several fronts, among which we can not forget those generated by the war in Kosovo.

Then, the need for structuring a centralised reception system arose, which had to focus on the Ministry of the Interior, its local branches and the responsibilities entrusted to it as a guarantee of protection, the recognition of international rights and the integration of migrants.

On the very basis of this experience and the emergence of new trends in the international frame of reference, in 2001 the previous ministerial unit of the “Directorate General of Civil Services” becomes the *Department for Immigration and Civil Liberties*. Said unit, besides being responsible for supervising the exercise of outstanding constitutional rights, such as religious freedom, holds competency in the field of migration, proposes and promotes policies on reception and asylum, the respect of human rights and the management of emergencies in these matters.

Our country has finally come to structure a “single reception system” with a specific path for applicants and recipients of “international protection”. Its model of cooperation between central and local administration relies on the Ministry of the Interior and the network of Municipalities for implementing policies and strategies for the sector.

The experience gained in recent years under the SPRAR, even in light of claims that have been developed by the competent European offices, has consolidated the initial results and given impetus to the further development of tailored projects, addressed to certain vulnerable categories such as

unaccompanied minors seeking asylum, pregnant women, the elderly, one-parent families, the disabled and those who underwent physical, psychological or sexual harassment.

In 2008, the system has reached a capacity of 2541 seats, with 114 local projects in 92 municipalities, 7 provinces and 19 regions. Nevertheless, the “landing emergency”, that this year, up to November 3rd, summed up a total of 30,896 persons (24,999 men, 3540 women and 2357 children), has led to the need to raise other 1847 extraordinary seats for asylum seekers and beneficiaries of international protection under the local governments. Therefore, taking into account the effect of turn-over upon expiry of the six-month period of reception, the amount of beneficiaries of the extended SPRAR services for the year 2008 will exceed 7,000.

However, the ongoing emergency phase, in which both the ANCI and we activated several initiatives at the national level, calls for a reflection on the need to achieve the maximum possible level of employment of all the resources in the area, also aiming to improve some services, such as those targeting vulnerable groups. To achieve this goal, we need all local institutions to offer their highest collaboration, for “networking” is actually the only possible and constructive approach, both to improve the quality of reception, and to face in a supportive view the national emergency of unplanned presence.

No need to say that our SPRAR system of protection also has a further value of particular relevance, being it the only actual tool with which to overcome a lack of systemic measures for integration. Such issue not only involves the recipients of international protection, but all immigrants in the area, which ranks as a grant of greater social cohesion and, therefore, security – a topic whose scope requires directed strategies to support institutions, the citizenship and the territory.

Introduction by

Fabio Sturani

Mayor of Ancona, Vice-President of ANCI with responsibility for Immigration

Luca Pacini

Head of Department for Immigration at ANCI

Some innovations and a bet come along with this year's annual report of the protection system for asylum seekers and refugees (SPRAR).

The report is no longer “on” the protection system but “of” the System. Said change is not a mere matter of style, but a substantial shift attaining to the contents and approach dealt with in the same report.

In fact, the present issue differs from the previous two, where it was up to an external body to supervise and evaluate the SPRAR (and we can not but recall with esteem Censis, with which we shared the 2005 and 2006 report edition). This year, the same system speaks out, almost like a kind of self-narrative by those who daily participate in strengthening the reception networking. Hence, the Annual Report collects the contributions of eight local projects (through the voices of municipalities, of managers of those institutions engaged daily in the field, and of the same beneficiaries), of the Ministry of the Interior, of the Central Service / ANCI, which has taken over the burden of writing and editing the texts.

The second innovation reflects the constant and sharp structural changes experienced by the protection system as a whole over the past two years, reaching almost to double its size as per reception, thanks to extra funding made available by the Ministry of the Interior in summer 2008, following to a significant increase in landings of foreign nationals and (with the appearance of “mixed flows” of migration) applicants for international protection as well.

Local reception was also enhanced thanks to a corresponding and greater increase in government units for first reception in Italy – in a few months, some 40 new centres have been set up throughout the territory, for a total capacity of about 80,000 seats, almost doubling the capacity of local reception places offered by SPRAR members. This has resulted in a challenging work of coordination by the Central Service (with the CDIs / CARAs, local authorities and the third sector) that – in dealing with constant emergency in admitting groups of dozens of people leaving the CARAs and other government units in the system – tried not to distort the procedures as originally planned and set: i.e. granting a

reception request in consideration of the individuals, their characteristics, in order to identify the most appropriate and need meeting local SPRAR project.

This situation of emergency management of reception, calls upon all the actors involved to gather all positive elements in order to revitalize the work and outline the future.

Firstly, the will of the Ministry of the Interior to engage in the reception issue should be assumed and boosted, addressing all of its aspects: basic, emergency and essential measures that involve CARA-like units. Then, the *integrated reception*, so as proposed by the SPRAR, will aim at the construction of paths to socio-economic inclusion of “new citizens”. A high-quality reception can outstandingly impact on the territory, for it prevents all forms of social exclusion or marginalization in favour of a lively, real, dynamic inclusion.

The enthusiasm with which many municipalities have kept on being available to increase their reception capacity is another positive element to be supported and encouraged. In the phase we are going through, where incidents of discrimination, violence or typification of the “foreigner” are increasing at an alarming pace, the enthusiasm with which local authorities are engaging in caring and reception is to be read as a signal great sensitiveness, as well as sound far-sightedness. Municipalities keep aiming high, thus opposing with the strength of pragmatism, the short-sighted view based on mistrust and fear towards foreign nationals and diversity in general.

We must rely on such elements we want to highlight as potentially positive on the basis of emergency management, and therefore per se critical, of reception to aim at resetting a single reception system in Italy. Here it is the bet.

A single asylum system needs to follow uniform standards of intervention in any place or stage of emergence: frontiers, government units, SPRAR centres, places of socio-economic inclusion of people. Uniforming the standards would also involve making important choices and mainly deciding whether to aim high, towards integrated and top-quality reception, or low, accepting low-profile interventions. Needless to say what is the choice of ANCI and the municipalities.

We strongly believe that the reconstruction of a single national system for asylum and high-quality reception, able to take over each protection applicant from its arrival at the border, until the recognition of the protection and the development of pathways to integration, is possible, but above all necessary, to meet a duty of hospitality imposed by rules, history and topicality. We must reassert our identity as a

people, bred through centuries of fruitful melting among cultures. A “genetics of reception” that ANCI and the municipalities recognize and support, by opening their town communities to those who were forced to flee their own places.

Thus, in passionately standing up for the reception opportunities made so far with and for the SPRAR, and revitalizing the need to improve a single asylum system, we strongly feel the need to confront and to open dialogue with those engaged in the protection of the right of asylum and human rights of those seeking protection institutions – national and local institutions, non-governmental bodies.

The task of governing local communities has made us rational enough as to know that bearing such a responsibility involves relying on the full support of the central government (not only in financial terms) and on national policies allowing to handle the “management of forced migration” through planned interventions instead of implementing measures covering the emergency resulting from landings. Soon, we will need the reception policies to be developed, taking into account the preservation and enhancement of those best practices that, over the years, have been showing to achieve significant and lasting results, and to use public resources to support the development of new communities, enjoying the support of the Italian civil society and the cultural contributions of those who have chosen Italy as their second homeland.

Certainly, the system of protection for asylum seekers and refugees is among them.

Finally, one last issue. Last but not least, as we use to say. We want to stress once again the quality of the performances by SPRAR operators employed in local projects, local authorities and management bodies, and at the Central Service. We reaffirm our appreciation. They are daily proving that besides being reliable professionals, they show a passionate and enthusiastic approach and, above all, the awareness that they can contribute to a change that involves the policies of intervention, in their implementation. We believe that their work has contributed to invalidating assistentialism, focusing on common standards of quality that avoid and reject low-threshold actions, which hibernate migrant citizens in an indefinite crowd, denied of dignity and rights, subject to charity and passive care.

THE ITALIAN RECEPTION SYSTEM

1.1 – THE SPRAR AND THE CENTRAL SERVICE

The system of protection for asylum seekers and refugees (SPRAR), established by Law No 189/2002, comprises the network of local authorities that carry out reception and integration projects thanks to and within the limits of available resources of the *National Fund for Asylum Services and Policies*, managed by the Department of Civil Liberties and Immigration of the Ministry of the Interior.

At the local level, local authorities, supported by the precious third sector, provide services of “*integrate reception*” that go far beyond the mere supply of food and housing, in providing complementary measures including guidance and legal and social support, focusing on the definition of individual pathways to socio-economic inclusion.

The Central Service coordinates the Protection System. Operational unit established under Law 189/2002, ANCI (National Association of Italian Municipalities) was appointed by the Ministry of Interior under Agreement. The Central Service has the tasks of information, promotion, technical advice and assistance to local governments, and it monitors the presence of international protection seekers and holders on the national territory.

1.2 – A PICTURE OF 2008

In 2008 the SPRAR local reception projects were 114, for a total of 2,541 seats, 439 of which are reserved to people with specific vulnerabilities (victims of torture, people with physical or mental disabilities, single pregnant women, one-parent families).

101 local authorities have made part of the protection system network, some of them activated several local projects. The network has included: 92 municipalities, 7 provinces and 2 unions of municipalities, located in 19 regions. The institutional actors enjoyed the support of far over 100 third sector partners, variously involved both directly as managers of reception projects, and as partners or members of the local reference networks.

In summer 2008, between June and August, this organizational structure saw an increase of 1,847 more seats. The Ministry of the Interior allocated extra funds to face the increase in landings in Italy, along the coast of Sicily.

Table 1 – The Protection System for Asylum Seekers and Refugees. Year 2008

	114	Projects (86 of which ordinary, 28 for vulnerable groups).
PROJECTS	13	Local governments that proposed 2 projects (one of which for vulnerable groups)
FUNDED SEATS	2.541	<i>Of which:</i> 2.102 ordinary and 439 for vulnerable groups (from a min. of 10 to a max of 150 seats).
LOCAL AUTHORITIES	101	<i>Of which:</i> <ul style="list-style-type: none"> - 92 Municipalities; - 7 provinces; - 2 unions of municipalities.
TERRITORIAL COVERAGE	63	Italian provinces (out of 107)
	19	Regions (out of 20)
EXTRA SEATS	1.847	Extra seats obtained through extra funds allocated by the Ministry of the Interior.

Source: Databank of the SPRAR Central Service

With the funding of about 1,800 new seats, the capacity of SPRAR has been further strengthened by providing growth opportunities in local reception, even in consideration of the enhancement of government first reception units¹ the same Ministry has decided to support in the summer of 2008.

Table 2 – Reception seats: SPRAR and government centres

SPRAR NETWORK	Seats	GOVERNMENT CENTRES	Seats
SPRAR network – FNPSA	2.541	Multifunctional centres*	1.000
SPRAR network – Extra funds	1.847	Centres for international protection seekers**	8.000
Total	4.388	Total	9.000

* Ministry of the Interior – Municipalities of Rome, Milan and Turin

** Reception centres for Asylum Seekers (CARA) and extraordinary centres – summer 2008

1.3 – THE FOCUS ON TERRITORY

The SPRAR network 4,388 reception seats are made available throughout the country by local authorities which size differs by far and that weave the various tissue of what we are starting to refer to as “second reception”.

¹ The Ministry of the Interior is in charge of the management of government centres for migrants with different purposes (first aid, identification and expulsion, first reception for asylum seekers).

Table 3 – The SPRAR municipalities per demographic density, year 2008

Demographic density	Local authorities	Amount
Up to 5.000 dwellers	Alice Bel Colle, Badolato, Bassano Romano, Breno, Celleno, Chiesanuova, Cittareale, Conza della Campania, Portocannone, Roccaporga, Stornara	11
From 5.001 to 30.000 dwellers	Acri, Borgo S. Lorenzo, Caronno Pertusella, Casandrino, Codroipo, Comiso, Fara Sabina, Fidenza, Grottammare, Ivrea, Mazzarino, Narni, Pontedera, Porto San Giorgio, San Pietro Vernotico, Santorso, Sessa Aurunca, Sesto Calende, Sezze, Todi, Trepuzzi, Alta Sabina Union of Municipalities, Antica Terra di Lavoro Union of Municipalities	23
From 30.001 to 100.000 dwellers	Acireale, Agrigento, Arezzo, Barletta, Bitonto, Caltanissetta, Cassino, Cosenza, Cremona, Fiumicino, Grottaglie, Lecco, Lodi, Lucera, Jesi, Macerata, Manfredonia, Marsala, Matera, Mazzara del Vallo, Modica, Ostuni, Pisa, Pordenone, Ragusa, Rosignano Marittimo, Rovigo, Trapani, Udine, Varese, Viterbo	31
From 100.001 to 250.000 dwellers	Alessandria (province), Ascoli Piceno (province), Ancona, Bergamo, Brescia, Ferrara, Foggia, Forli, Modena, Padova, Parma, Perugia, Pescara, Prato, Ravenna, Salerno, Syracuse, Taranto, Terni, Trieste	20
Above 250.000 dwellers	Bari, Bologna, Cagliari (province), Caserta (province), Catania, Kroton (province), Florence, Genoa, Lucca (province), Milan, Naples, Rome, Turin, Trento (province), Venice, Verona	16

Source: SPRAR Central Service

The SPRAR local projects are characterized by the active role sharing – at the same time – by big cities and small towns, by metropolitan areas and country towns. All these local authorities and their third sector partners involved in the system, compose a network that can enlarge at many levels, both locally

and nationally, and set in motion a data flow between centres and outskirts, among different locations. We can therefore refer to a *multi-level governance* where the responsibility for the reception is shared, according to a mutual recognition of skills and roles, on a national and local level.

The SPRAR map shows dozens of dots, each of which matches with a local project. A very unusual and creative polycentric situation in the European scene, where – unlike the Italian model – a centralised reception management approach, with a few large units in the suburbs of large cities, prevails.

In Italy, small to medium sized SPRAR projects – designed and implemented at local level, with the direct participation of stakeholders in the region – help to build and strengthen a culture of reception among the urban communities and encourages the continuity of the beneficiaries' paths to socio-economic inclusion.

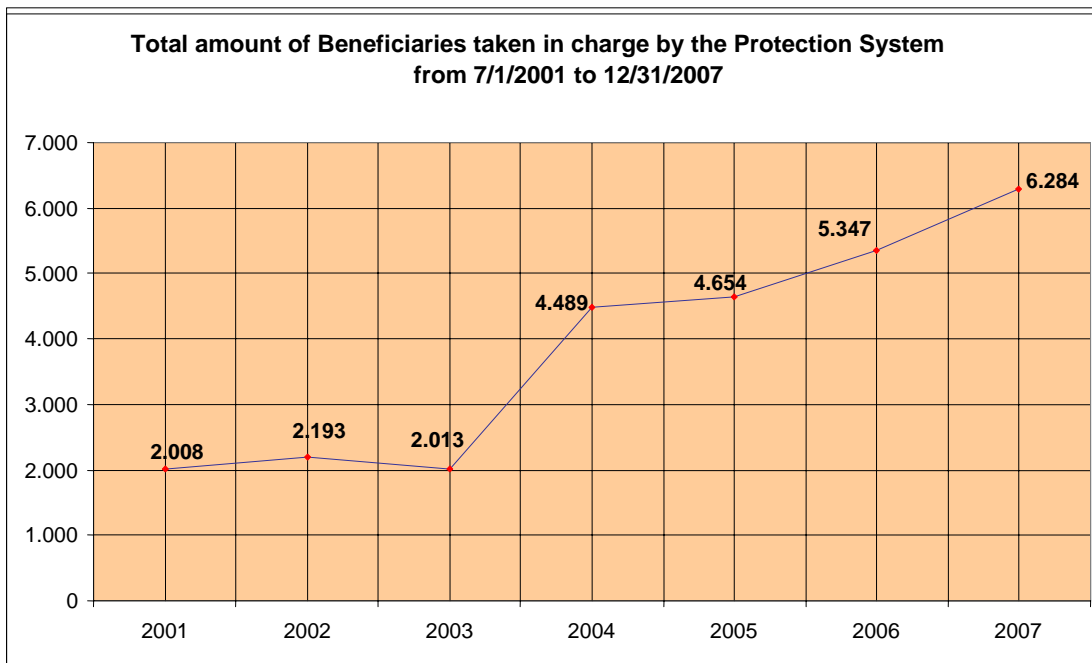
In 2008, the SPRAR network has been able to receive approximately 8,400 people, and to monitor the presence of about 12,000 between international protection applicants and holders.

A BALANCE OF ACTIVITIES FOR 2007

2.1 – THE BENEFICIARIES

In 2007, relying on a total of 3,041 reception seats, the protection system has received 6,284 people, keeping a pace of growth that has never slowed down since 2001, starting from the first experiences of the reception system², up to now.

Table 4 – Total amount of Beneficiaries taken in charge by the Protection System from 07/01/2001 to 12/31/2007



Source: Databank of the SPRAR Central Service.

In 2007, the amount of beneficiaries received increased by almost 15% compared to 2006, as a result of an increase in seats made available during said year (also thanks to funds made available by a civil protection order and the reinvestment of savings accrued in the previous year), and of the push given by the single local projects to promote the *turnover* of people, through strengthening of interventions aimed at encouraging pathways to socio-economic inclusion.

It is wise to highlight how a 46.78% of people leaving assisted reception local projects have pursued paths of integration that would allow them to (re)gain independence, a job placement and housing. The

² In July 2001, the National Asylum Program (PNA) was launched, under request of the Ministry of the Interior, ANCI and the High Commissioner for Refugees with Italian extraordinary funds. The PNA was the draft of the SPRAR, established by law and funded with ordinary allocations from the National Fund for Asylum Policies and Services, provided for in the Finance Act.

figure, slightly but steadily growing over the past few years, confirms the good choice of SPRAR to activate “*integrated reception*”, which is a proper and real response to the risk of marginalization and social exclusion. Besides monitoring the presence of people received in SPRAR units, the Central Service shall also monitor people who have benefited from reception out of provisions other than the National Fund for Asylum Policies and Services³. Those who are waiting to access the SPRAR network and whom upon reception, have chosen alternative solutions must be added to this number. Overall, the number of people tracked in the national territory is **7,311**.

2.2 – THE LOCAL RECEPTION OF THE BENEFICIARIES

As Table 5 in 2007 shows, the regional distribution of reception interventions involved all the country.

Table 5 –SPRAR reception 2007*, a list of the Regions

Region	Reception seats ⁴	Reception projects	% guests out of SPRAR total
Lazio	355	12	27
Lombardy	269	11	13
Sicily	301	17	13
Emilia Romagna	205	7	6
Puglia	217	11	6
Veneto	158	6	5
Toscana	181	7	5
Marche	108	5	4
Piemonte	101	4	4
Friuli Venezia Giulia	133	4	4
Calabria	95	5	4
Umbria	71	4	2
Liguria	60	1	2
Campania	67	4	2
Trentino Alto Adige	15	1	0,8
Basilicata	30	2	0,7
Molise	15	1	0,4
Abruzzo	15	1	0,3
Sardinia	15	1	0,3
TOTALE	2.411	101	100%

* Out of a total amount of 6.284 beneficiaries.

Source: *Databank of the SPRAR Central Service*.

³ We particularly refer to the aforementioned civil protection order that – as also stated in the previous footnote – has increased the amount of available seats.

⁴ We refer to the total amount of seats for ordinary and vulnerable cases, which access the National Fund for asylum policies and services. The projects for vulnerable people are co-financed by the ERF – European Fund for Refugees. The seats made available by civil protection order No 3620/2007, and those resulting from the reinvestment of savings from the previous year are not included in this count.

Lazio ranked first, receiving a 27% of the beneficiaries of the year (with an absolute value of 1,707 beneficiaries), shortly followed by Lombardy, Sicily and Emilia Romagna. However, the gap between regions is less clear especially when referring to the percentage of the people received, even in relation to the number of projects in the regions and the availability of seats offered to the network. So, if the Lazio region, as just seen, is ranked first thanks to its 12 local projects and 355 seats, it is wise to consider that Sardinia, which is apparently “lagging behind”, still proves a huge capacity with its 19 beneficiaries received in a single local project for vulnerable cases (addressed to single women with children), of only 15 seats.

2.3 – SOCIO-DEMOGRAPHIC PROFILE OF SPRAR BENEFICIARIES

Looking at Table 6, overviewing the SPRAR recipients’ characteristics, it is extremely clear how certain elements have been consistent over the years, while others are more variable.

Figures in 2007 drafted by the Central Service roughly and generally confirmed, in fact, data from previous years on the distribution by gender, age and family composition, identifying a “beneficiary type” for the protection system as a single man aged between 18 and 40 years.

Table 6 – The SPRAR Beneficiaries 2007, a general review

Gender	a.v.	%
Male	4.594	73%
Female	1.690	27%
Age	a.v.	%
0-17	939	15
18-25	1.834	29
26-30	1.590	25
31-40	1.494	24
41-99	427	7
First 5 nationalities	a.v.	%
Eritrea	1.456	21
Afghanistan	735	12
Ethiopia	485	8
Ivory Coast	317	5
Nigeria	298	5
Family Status	a.v.	%
Singles	4.327	69
With Family	1.957	31
Total of beneficiaries	6.284	100

Source: Databank of the SPRAR Central Service

Further confirmation comes to the composition of one-parent families, 40% of assisted families (increasing by a 6% over last year): in 2007 100%⁵ of them only counted on the presence of the mother, as a single parent responsible for caring of her family, usually including two children. Such very accurate information should lead the System to further strengthen its activity to promote pathways to socio-economic inclusion of women, as well as to undertake more general reception measures considering gender specific needs.

Drastic changes can be seen in the beneficiaries' countries of origin, we decided to explain by comparing the top five nationalities in SPRAR units over the past three years.

Table 7 - First 5 nationalities, 2005 – 2007

2005			2006			2007		
Nationality	Absolute Value	%	Nationality	Absolute Value	%	Nationality	Absolute Value	%
Eritrea	956	21	Eritrea	1.189	22	Eritrea	1.456	21
Somalia	408	9	Ethiopia	504	9	Afghanistan	735	12
Ethiopia	387	8	Colombia	324	6	Ethiopia	485	8
Turkey	274	6	Togo	287	5	Ivory Coast	317	5
Sudan	249	5	Somalia	269	5	Nigeria	298	5

Source: Databank of the SPRAR Central Service

In reading table 7, it is very clear as certain nationalities continue to be present within the SPRAR. We specifically refer to people from the Horn of Africa, region from which a constant flow of forced migration has been recorded, for some years. This is a complex migration phenomenon, which entails: the involvement of several African countries (as countries of origin, and in terms of crossing during the journey to the Mediterranean); the composition of a mixed migration flow; the presence of very young women; the strong risk of detention in refugee camps or detention centres for migrants, in North-African regions; the violence often suffered by people during their migration.

Unlike people from Ethiopia and Eritrea (who have built well-settled communities in Italy), other nationalities swap from year to year, providing ideas for a reading of the changing patterns of forced migration, as well as of the access to the system of protection.

Over the past two years the presence in the SPRAR of beneficiaries from Turkey and Sudan has decreased, while more people from Colombia is arriving: a trend almost limited to 2006 and

⁵ In 2007, only one case the family's single parent was the father.

characterized by arrivals at the airports (mainly Malpensa, with the involvement of the prefecture of Varese). The most important changes for 2007 concern the increase in beneficiaries from the Ivory Coast and Nigeria, and particularly, by the significant intensification of migration from Afghanistan, which often involves unaccompanied minors.

This latter figure should be read in light of the measures implemented in order to improve the reception of *minors seeking asylum*, as they deeply changed in 2007, following to the application of the dedicated Directive, issued by the Ministry of the Interior on December 7th 2006 and enforced in March 2007. Among other provisions, it provides that the children – who have expressed the will to seek asylum – must be promptly reported to the Central Service for their inclusion in a dedicated reception project of the protection system.

Table 8 – Unaccompanied Minors seeking Asylum (UASCs) reported to the Central Service and taken in charge by the SPRAR. Year 2007

UASCs reported by 03/2007	31
UASCs reported by 31/03/ 2007*	295 , of which:
	<ul style="list-style-type: none"> - 197 received; - 34 now adults; - 39 are missing or withdrew their application to be assisted by the SPRAR; - 25 in the SPRAR waiting list.
UASCs received in the SPRAR	197

*After the enforcement of the Directive of the Ministry of the Interior

Source: SPRAR Central Service

Table 8 in 2007, shows how there has been a steady increase in reports of cases relating to minors and their take-over. Analysing those data, it is worth dwelling on the 39 minors that disappeared or withdrew their application for reception upon their transfer. In the latter case, the rejection was done by their guardian and motivated by the will not to interrupt the socio-educational and vocational path already started in the place where they had been first assisted.

As stated above, 54% of the minors assisted by the SPRAR come from Afghanistan, 12% from Somalia, 10% from Eritrea, 5% from the Ivory Coast, 4% from Ethiopia.

96% of them are male and 4% female.

As for minors waiting for being accommodated, the presence of Afghanistani, Eritrean, Somali and Ethiopic minors is confirmed, but there are also minors seeking protection from Palestine and Iraq.

Table 9 – Types of Residence Permits, 2005 - 2007

Type of Residence Permit	2005		2006		2007	
	a.v.	%	a.v.	%	a.v.	%
Asylum seekers	2.461	53	2.294	43	2.571	41
Refugees	728	16	750	14	848	13
Humanitarian protection ⁶	1.465	31	2.303	43	2.865	46
<i>Total</i>	<i>4.654</i>	<i>100</i>	<i>5.347</i>	<i>100</i>	<i>6.284</i>	<i>100</i>

Source: Databank of the SPRAR Central Service.

In 2007, 59% of SPRAR beneficiaries had been granted protection (as refugees or humanitarian protection holders), and the figure is a result of procedural changes occurred after April 2005. On the one hand, the beneficiaries held some kind of a defined status thanks to the faster procedures for recognizing the asylum; and secondly, during the last three years, the ways in to the territory for forced migrants have resulted in a decrease in the percentage of asylum seekers in comparison with a significant increase in the percentage of humanitarian protection holders. Indeed, the arrival of migrants by sea and the subsequent stay in a first aid and reception centre, with the following detention in identification centres after their application for asylum, involved a delayed access of the beneficiaries to the protection system, to take place only upon the end of the procedure.

This last remark – as deepened below – is supported by the data by the National Commission for the Right to Asylum, according to which the most overcrowded evaluation commissions are those who cover the areas where Southern Italy identification centres are situated (Sicily, Calabria and Puglia).

The types of recipients and the timing of acceptance (six months for protection holders) have led SRPAR local projects to continue to keep the focus on the provision of those preliminary services aimed at promoting paths of inclusion, also in comparison to those specifically directed to integration.

⁶ Humanitarian protection was a subsidiary form of protection that the Italian state has recognized as such up to the transposition into national law of the European Directive No. 2004/83/EC on the minimum standards for the qualification and status of refugees or subsidiary protection holder.

Table 10 – Type of Service Offered. Year 2007

Services	%
Social assistance	25
Language and culture mediation	20
Health-Specialist care	19
Services for job placement	12
Legal Assistance	10
Cross-culture activities	8
Housing services	4
Other	2
Total services	100

Source: Databank of the SPRAR Central Service

In table 10 we see how in 2007, the measures of social and health assistance, and mediation were greater in percentage terms among the services provided by the SPRAR local projects, even beyond the measures for employment and housing. This figure may appear in contrast with the abovementioned results and remarks on the types of residence permits for SPRAR beneficiaries. Indeed, it may sound weird that, in return for a percentage of beneficiaries granted a protection (59%) – thus potentially ready for a rapid shift towards independence – the services directly addressed to promoting integration are not in the focus. A bit of context must be given to explain this apparently contradictory situation. Once again, we must consider the timing of the granting procedure, and the fact that the reception of refugees and humanitarian protection holders may have occurred after a period of detention in an identification centre or, in any case, where there were not the opportunity to start a path to independence. In many cases, upon entry into a SPRAR reception project, refugees and humanitarian protection holders also lack of knowledge of Italian. This means that taking in charge a beneficiary within the SPRAR involves activating those basic interventions we used to reserve asylum seekers only a few years ago. Nowadays, they must be granted to all the people entitled to them according to the type of residence permit held, who are potential recipients of interventions focusing on integration.

INTERNATIONAL PROTECTION SEEKERS AND HOLDERS IN ITALY

In reading table 11 on the results of asylum applications by the regional commissions for the recognition of refugee status, it can be seen as the 57.19% of those who applied for asylum have been granted a form of protection.

Table 11 – Results of the applications for asylum in Italy, 2007

	Total	
	Value	%
<hr/>		
Total of applications evaluated by the Commissions (96,13% of ap. submitted)	13.509	100,00%
OF WHICH:		
Granted	1.408	10,42%
Rejected	4.908	36,33%
Rejection with humanitarian protection	6.318	46,77%
Other result ⁷	875	6,48%

Source: National Commission for the Right to Asylum.

Data processing by SPRAR Central Service

It is noteworthy how 10.42% of applications for international protection resulted in the recognition of refugee status, while 46.77% has led to the recognition of humanitarian protection (the one that up to the transposition of the European Directive No 2004/83/EC in Italy, was regarded as a form of protection recognized by the Italian State).

This result seems to coincide with the abovementioned trend of received beneficiaries recorded within the SPRAR. It comes as a further confirmation of the need to develop measures, but also policies and strategies, which shall come with and strengthen the pathways to socio-economic inclusion of people.

⁷ “Other results” means withdrawals, Dublin cases, missing people.

Table 12 – Performance of the Evaluation Commissions for the recognition of the refugee status, 2007

	Rome	Kroton	Trapani	Syracuse	Foggia	Milan ⁸	Gorizia	TOTAL
Applications submitted	2.277	2.724	1.575	1.926	2.614	1.204	1.733	14.053
	16,20%	19,38%	11,21%	13,71%	18,60%	8,57%	12,33%	
Applications evaluated	1.774	2.748	1.450	1.660	2.606	2.056	1.215	13.509
Of which:	13,13%	20,34%	10,73%	12,29%	19,29%	15,22%	8,99%	
Recognized	372	408	93	104	105	157	169	1.408
	26,42%	28,98%	6,61%	7,39%	7,46%	11,15%	12,00%	
Refused	819	841	340	784	477	1269	378	4.908
	16,69%	17,14%	6,93%	15,97%	9,72%	25,86%	7,70%	
Refused with humanitarian protection	380	1.362	1.017	768	1.828	627	336	6.318
	6,01%	21,56%	16,10%	12,16%	28,93%	9,92%	5,32%	
Other result⁹	203	137	0	4	196	3	332	875
	23,20%	15,66%	0,00%	0,46%	22,40%	0,34%	37,94%	

Source: National Commission for the Right to Asylum. Data processing by SPRAR Central Service

Data on Syracuse, Trapani, Kroton and Foggia evaluation commissions (commissions responsible for examining applications for asylum in Southern Italy's identification centres) showed that about 62.90% of applications for asylum, for an absolute value of 8,839 applicants, were under their jurisdiction. Then, the figures show how about six out of ten applicants went through identification centres.

The same units have been reported to the Central Service 1,325 cases to be assisted¹⁰. This proves the need for a single *Italian reception system*, able to connect the SPRAR with what will be soon referred to as *reception centres for asylum seekers* (units that according to Legislative Decree n.25/2008 will replace identification centres), and the facilities that large towns (Rome, Milan, Florence) are setting up in close collaboration with the Ministry of the Interior. Likewise connection will have to be granted with other

⁸ As of June 1st, 2007 Milan's Evaluation Commission have not been sent applications for asylum, for – according to what provided by the President of the National Commission within the meaning of the Civil Protection Order No 03/29/2007 – the Commissions of Rome and Gorizia have been considered competent for said evaluation commission up to 11/30/2007.

⁹ See footnote n.8

¹⁰ There have been 1,325 cases of people reported to the SPRAR Central Service by identification centres. They have been found accommodation in a local reception project.

formal or informal urban pathways to reception, which have developed alongside the system of protection (we refer to facilities with agreements with the municipalities and also to less structured circumstances, linked to national community networks and to voluntary, religious or secular groups).

So, we affirm the need to engage for a single system that can respond to the need for reception of protection seekers and holders. The SPRAR Central Service deems that some 8,000 to 9,000 people (among applicants for asylum, refugees and humanitarian protection holders) kept this need unexpressed. Actually not such a huge number (which makes it potentially easy to manage, in preparing operational, financial and policy solutions), that becomes overwhelming when considered for what it really is: a sum of personal lives.

VOICES FROM THE FIELD

In this chapter the same voices of field operators will narrate the beginnings of eight reception projects of SPRAR network.

Trieste (Friuli Venezia Giulia, North-eastern Italy)

In the summer of 1998, with the increasing arrivals in Trieste of refugees from Kosovo, the administration of the time decided to use a vacant school building as a provisional reception unit to meet the humanitarian demand.

The management is entrusted to ICS – a newly established Refugee Office that gathers the experience of a small local association which, since 1993, was the point of reference for a national non-governmental network for the reception of refugees from Bosnia and Herzegovina and other areas of conflict in the former socialist Yugoslavia.

The experience has gone far beyond rough and ready solutions. One year later, it turns into a permanent project to provide the town with one or more reception units addressed to asylum seekers. In the period between 1999 and 2001 in Italy, the concern on refugees is still almost null, thus, Trieste becomes the promoter of a new concept of security based on the involvement of local governments in a vision of decentralised reception.

The idea that the reception of people coming to Italy to seek asylum will be set according to an alternative template to the one organized directly by the peripheral governments (prefectures) through reception camps gains ground. Indeed, the former camps were generally large and difficult to manage, and did not offer any connection to the territory, or rather, they are quite unpopular among the population. This alternative model is essentially based on the following principles:

reception must be carried out by local government, pursuing decentralisation, so as to avoid large concentrations;

reception programs must be managed through a strong involvement by associations for the protection of refugees;

refugees must be immediately included in the local community, so as to avoid division in the local population and to encourage as much as possible the path of integration;

the reception of refugees is a path to take-over of people that starts off with the first reception, upon application for asylum, and ends with the acquisition of housing and job independence.

With the launch of the National Asylum Program (PNA) in June 2001, established one year later under the umbrella of the SPRAR, the Trieste experience is ruled and structured. Since 2001, diocesan Caritas joined the project, as second managing body.

Lodi (Lombardy, Northern Italy)

Upon its start off in June 2001, the project *For the right to asylum in Lodi* seemed to all of us a big-hearted bet, but still a bet.

Although capital of the province for some years now, Lodi is a small city of 43,000 inhabitants, and even making use of the support of the Consorzio Italiano di Solidarietà, *Lodi for Mostar* is a very small organization. Would we have made it for the project to be proposed, granted funding and manage the activity? Even the given name, read in retrospect, revealed caution: *for* the right to asylum, with the final preposition suggesting that we should do our best and commit all of our strength, without being sure to succeed.

However, we did it. Today, after more than seven years, we can say it loud. And we not only did it because the municipal administration, headed by Aurelio Ferrari at the time, who embraced the project with a conscious sense of ethics, trusted us, but also because we counted on the collaboration of the other organizations engaged in assistance to migrants. After all, it is the advantage of small size: we know each other, we come together and we work together. So, when we developed the project to be submitted to the first call of the National Asylum Program (for some time, like in Lodi for Mostar, we have been considering an active engagement on the issues of asylum and immigration) we have not invented anything new: we observed reality, got contacts, set up a network, a network established precisely thanks to the opportunity represented by PNA pilot project, now SPRAR, system of protection for asylum seekers and refugees.

The first strong point of our project is all about: having given value to the existing actors, strengthening them through a coordination, in which the value of the whole is greater than that of single members, considered one by one. The second is to have designed and structured the project as a small one, but as far as possible complete and articulated, offering reception to families, single men and women (a total of sixteen persons). The third point of force (last but not least) is that of “having believed it possible”, turning the risk into a well-founded perspective, not out of vocation or mission, but sound awareness.

Fidenza (Emilia Romagna, Central-northern Italy)

The town Fidenza is the leader of *Terra d'asilo*, a superdistrict and widely spread on the provincial area SPRAR project. It comprises the 13 municipalities making up the Fidenza district, plus 13 municipalities in the Langhirano district and a municipality in the Parma district. It makes part of the Area Plans for two whole municipal districts. A book¹¹ helps to understand its origin and purposes within the association sector.

The starting point is to place at the times of the campaign *Fermiamo un fucile per volta*, firstly launched in Parma in 1993. It aimed at the reception and support of the deserters of the war in former Yugoslavia. After the fall of the Berlin Wall, war was proved not to be decreasing, yet, it seemed to increase and come very close. Those are the years of the shocking outbreak of war in the former Yugoslavia.

Many Italian groups, as some in the Parma area, members of the Consorzio Italiano di Solidarietà, started committing against war and in defence of the civilians, experiencing a form of “diplomacy from below”. All European countries condemned this conflict, without really engaging for diplomatic solution. Italy, in lack of asylum law, had approved an unusual and helpful law: law n. 390/1992, which Article 2 stated that the former Yugoslavian deserters and conscientious objectors were entitled to protection in Italy.

In 1994, “*Le Monde Diplomatique*” brought to light the presence of another association, the European Civic Forum, in France, Switzerland, Austria and Germany, engaged in campaigning in Europe on the same matter. Thanks to the link established with the European Civic Forum, the Parma campaign was granted an award in Brussels in November 1994. In 1995, the book *Disertori dalla guerra nella ex Jugoslavia* (ed. Alfazeta) was published, which documented the experience of many people forgotten by the *media*, committing for coexistence in that Country. The municipality of Parma provided a flat for reception, and the funds for its maintenance were granted thanks to many self-financing initiatives. The flat accommodated objectors (deserters) from every former Yugoslavia region, belonging to all ethnic groups and religion. Peaceful coexistence has always been kept, as a demonstration of a theorem.

Although under a suitable law, Italy was not prepared for reception. Protection was granted to those already residing on the national territory and not always to who was trying to enter. Indeed many young deserters were rejected at the border, even in spite of law they were expelled from Italy. The case of Dzevad marked a turning point for those committed in the Parma project: a young Bosnian, escaped enlistment, arrived in Udine and was then ejected. He was sheltered in the town and appeal was lodged in Parma, Udine and Turin. The lawyer defending his position was the president of ASGI, Association for legal studies on immigration. The appeal was won.

From then on, reception was established. After former Yugoslavs, it was the turn of the Kurds. Some evidence gained substance: the lack in Italy of an organic law on asylum explained why there were no

¹¹ C.Marchetti, *Un mondo di rifugiati*, Emi

governmental units for reception, so the applicants were abandoned. Volunteer efforts were not enough, it was necessary to bring pressure on the State to comply with its reception duty. The associations could involve more accessible institutions: municipalities and provinces. Also the rights of foreigners needed to be protected, even in legal terms. Italian Law Universities had not activated courses on the subject, and the lawyers were not prepared to face it.

Foreigners and Italians associations started debating the issue with trade unions. In 1999, with the support of Forum Solidarietà (Centre for volunteer services of Parma), the project *Immigrazione asilo e cittadinanza* was proposed. It involved training and upgrading course directed to law experts on the juridical status of foreign people in Italy. The course was held by ASGI at the University of Parma. After this first experience, others courses took place with ASGI. CIAC onlus participates in them.

CIAC, non-profit centre for immigration, asylum and cooperation, came to light in the second half of 2000, upon the closure of the project *Immigrazione asilo e cittadinanza*. Mainly, Ciac is: a legal archive, and an open study centre; a learning centre for support to immigrants and to solidarity associations; a place of access to law for foreigners, or a place of acknowledgement, where foreigners and lawyers are studying the matter together; a place where foreigners can use the law to protect their status; a place for self-help; a meeting place for migrants, the local community, cultural activities, or where (media centre) to read books or watch a video in the original language.

Porto San Giorgio (Marche, Central Italy)

The project *Human Rights* in Porto San Giorgio was born as a result of past experiences of social intervention in the territory, in particular, of the collaboration between the local association *Punto Rosso* – active for several years now in Fermo on a project for “Literacy and education of gipsy children” and support for adults – and the Gruppo umana solidarietà *Guido Puletti* onlus, in order to build a network of humanitarian aid to affected populations of the war in Serbia and Kosovo. Over time, several further opportunities of collaboration between GUS and the municipality of Porto San Giorgio, and the correspondence of interventions aimed both at social training and assistance led to the constitution of a team that enjoys the support of operators of a wide-ranging experience in Fermo and Macerata areas. GUS Macerata started its activity within the SPRAR network earlier, thus opening the way to the integration of Porto San Giorgio, and facilitating the planning and start-up phase of the project, supplying a reliable reference basis in terms of “know-how” and logistics. At the local level, the socio-economic reference context sees the prevalence of business and tourism, but it can be better depicted by the multitude of SMEs that have been epitomising for years the so-called “Marche standard”, at present facing an unprecedented structural crisis.

This is badly affecting one of the strength points of the project, namely the high rate of job placement of the beneficiaries, precisely due to the structure of the footwear industry, ranked first in Italy.

Celleno (Lazio, Central Italy)

The local project of the municipality of Celleno began in 2001 with its inclusion in the National Asylum Programme (PNA), strongly looked-for by local authorities and Arci Viterbo, in collaboration with the municipalities of Bomarzo, Bassano in Teverina, Orte and Canepina. With the establishment of SPRAR, in 2006, the municipality of Celleno and Arci considered consistent with their previous activities to extend the road taken with the project by joining the system of protection.

Accommodation is provided to families, housed in flat buildings located in the three towns of Celleno (1,339 inhabitants), Orte (7,781 inhabitants) and Bomarzo (1,615 inhabitants).

Since 2004, the association Arci Solidarietà Viterbo has been constituted as a part of the provincial Arci committee in Viterbo, which is the managing body of the SPRAR project since 2007. The association deals with detention, minors, and immigration, with particular attention to the issue of asylum.

So far, after about seven years of activity and a relevant experience gained by the staff at the managing body, trustworthy relations have been established among the several actors collaborating in the running of the project, their greatest strength point. The solid relationship with the Immigration Office at Viterbo police headquarter and the prefecture has led to the progressive recognition of the local activity carried out.

The team-work, supported by regular follow-up meetings held by a psychologist, have definitely been a crucial tool that has enabled operators to develop pathways that take into account the different areas in which they are engaged.

Naples (Campania, Central-southern Italy)

Year 2003: During the execution of an Equal project headed by the province of Naples, the association *L.E.S.S. onlus*, networked with other organizations and associations for protection, detects the presence of hundreds of asylum seekers, mostly in the province of Naples.

This most accurate monitoring reveals new data for the Neapolitan area: humanitarian migrants, who previously saw Campania as a transit stop from southern Italy to the North, have decided to stay, with large communities the Giugliano and Upper Caserta areas, as well as in the suburbs of Naples.

This figure, however, does not match with the official data from the police, according which only thirty asylum seekers are residing in the province.

The network of protection created by this activity succeeded, thanks to the support of Naples municipality and province, to reveal this alarming discrepancy between official and real data, and to give a first response to the needs identified.

In 2004, as a result of this activity, the city of Naples, Social Policies Department, along with L.E.S.S. onlus, and with the support of ICS (Italian Consortium of Solidarity), applies in the call for proposals of the Ministry of the Interior for entering the national SPRAR network. In October 2004 L.E.S.S. onlus gives birth to the project “I.A.R.A. – *Integrazione e Accoglienza per Rifugiati e richiedenti Asilo*” “I.A.R.A. – *Integrazione e Accoglienza per Rifugiati e richiedenti Asilo*”.

The project includes 19 reception seats for individuals, families and single women with children.

In 2006 the province of Naples, Department of Peace, Immigration and International Co-operation joins the institutional partnership, thus establishing a stable relationship extended to 2008.

From the outset, the I.A.R.A. project has aimed at ensuring a growing number of guidance and protection services to asylum seekers and refugees on the province of Naples. The year 2003 experience showed the need for a public service givers’ awareness raising activity on the specific rights and needs of people.

Then, the aim of the project is to provide humanitarian migrants applying to the Helpdesk with the same services granted to reception beneficiaries.

This need led to the establishment of the Helpdesk for Integration and Monitoring of the I.A.R.A. Project, which made use of the facilities and location of the Immigrants’ Helpdesk of the province of Naples, created in 2001 by L.E.S.S. together with the province of Naples.

The Helpdesk has then become one of the most important elements of the project, thanks to the service network it has managed to build over time. Since 2004, the amount of people assisted through different forms of take-over, exceeded 500 individual, with an abrupt growth in 2007 (160+), and a further decisive increase in 2008.

Cosenza (Calabria, Southern Italy)

*Alì dagli Occhi Azzurri
uno dei tanti figli di figli,
scenderà da Algeri,
su navi a vela e a remi.
Saranno con lui migliaia di uomini
coi corpicini e gli occhi
di poveri cani dei padri
Sbarcheranno a Crotone o a Palmi,
a milioni, vestiti di stracci asiatici,
e di camice americane.
(P.P. Pasolini, 1966)*

Pasolini wrote these verses in the '60s, when Italian emigration, and especially from Calabria, reached its maximum level. No one would have considered Italy as a land of immigration and of *boat people* landing from the Mediterranean. Today, the Pasolini prophecy becomes real.

For the last few years, Calabria has been a landing destination for a growing number of refugees fleeing war and persecution.

Since 2002, based on the positive reception experiences saw in the municipalities of Badolato and Riace, the municipality of Cosenza began to experiment a project directed at asylum seekers from below. After several meetings with the Kurdish community in Calabria, the multi-ethnic cultural association *La Kasbah* began a journey that would lead to the creation of the *House of Migrants*, in April 2003.

The project saw the immediate enthusiasm and participation of Cosenza province and municipality, provided for the operation of a reception facility for asylum seekers and refugees. Thanks to the allocation of a building by the provincial administration, La Kasbah association gave way to a path of reception that has now become the patrimony of the whole city.

From the very beginning, this experience has shown the need to perform structured interventions ensuring stability to the path taken. Hence, La Kasbah association develops and supports, in collaboration with the local authority, a draft project.

In 2003, the Municipality of Cosenza, in partnership with the signatories of the MoU, proposes the project *Asylon-Cosenza, la città dell'accoglienza* that, funded in 2004 with extra-fund resulting from 8‰ voluntary taxpayers' contribution, will join the SPRAR network in 2006.

Since then, the project has settled in the area through the consolidation of a local network in which local governments, public bodies and the third sector work together.

We want to emphasize that the context in which the local project has been run, is very weak for what concerns the right of asylum. Mainly thanks to the strong will and steady commitment of La Kasbah, increasing attention has been paid on these issues.

Comiso (Sicily, Italy, Islands)

Since the late 90s, the constant landings of migrants at Portopalo and Lampedusa – together with the many catastrophes that turned the Sicilian Sea into saddest cemeteries – have appealed to the moral of weak population protection operators.

Among these, the diocesan Caritas of Ragusa stands out. It took over a situation too often depicted as an easy to solve provisional emergency. Then, it decided to promote, through the S. John the Baptist Foundation, the management of actions, activities and facilities that respond at once to the problem of

immigrants' reception, while giving visibility to projects carried out in accordance with ethical and organizational choices shared with the social context they are implemented in.

This led to the development and implementation of reception projects for refugees and asylum seekers, in agreement with the municipality of Ragusa, and later with the municipality of Comiso. The proposal was based on the recognition that the plight of asylum seekers requires wide and sympathetic responses: they can not be dealt with within the walls of the reception centres. At the same time it was definitely clear that the purpose of this project could be just to make asylum seekers – then eventually recognized as refugees – part of the civil society, not only committed in their personal emancipation, but in the wellbeing of the entire community. We wish to give our modest contribution to the dissemination of the principle of brotherhood along with that of freedom and equality.

In fact, these three principles were set out for centuries and now, at least in the western world, freedom and equality have been explicitly recognised as the pillars of modern democracy and international conventions for the protection of human rights. The principle of brotherhood, however, seems to be “hanging over”, waiting to be fully assumed, in practice as well as in statements, in view of an ever increasing globalization.

In 2002, the first project for families was established in Ragusa, not surprisingly it was called “*Famiglia amica*”. In 2004, thanks to the directly managed by the State 8‰ voluntary taxpayers' contribution and the offer, by way of co-financing, of a property belonging to the managing body, the *Progetto Farsi Prossimo* came to light, which joins the SPRAR network (PNA, at the time). Access to the national asylum fund was granted by 2005. The project is directed to adult single men and the 15 seats provided at the beginning reached 20 in later years.

Conclusion by Daniela Di Capua

Director of the Central Service of the Protection System for Asylum Seekers and Refugees

Why a Report 2007-2008?

The two similar issues published on SPRAR so far had focused each on a single year – year 2005 and year 2006 – and yet, the present report contains final data tables and statistics only on year 2007.

Then, it is not a biennial report, but rather a wider overview and approach that permit to more flexibly analyse the changing asylum-related issues in Italy and their effects on management and protection. Between 2007 and 2008, we witnessed almost a doubling of asylum applications with the resulting need for protection and reception. This not only meant a quantitative change in the phenomenon, but was rather the consequence of change in many factors connected with each other, from the international socio-economic context to modification of National rules, the allocation of resources by the State and local governments.

The most obvious and easy to read sign, resulting from the highest outstanding priority to quickly implement first reception activities, highlighted the operational hindrances in the management of transfers, in homogenizing minimum standards of existing services, in the availability of seats, in the connection with the territory, and in global co-ordination.

Actually, the change of the previous existing situation has initially caused uncertainty and concern, more to how rapidly it showed than for the real problems occurred, which had already been evident and largely predictable for some time. In particular, both along and together with the management actions implemented by the Ministry throughout the country, with regard to the SPRAR and the Central Service, the need and willingness to respond to the extraordinary nature of that phase led to carry out emergency and unstructured intervention. Procedures, tools, resources and purposes were not inscribed in a shared strategy. Therefore, the System experienced a weakening of its substantial role in quality organic planning, without setting a new functional and multi-purpose template for the protection, reception and integration steps for all international protection seekers and holders in our country.

On the other hand, we believe that we can bring out of the change and criticality of the current phase, a valuable opportunity for strengthening and upgrading the quality and quantity of the Italian model of asylum, with its composite set of interventions and actors. Along the years, a network between local authorities, third sector and other players of various kinds has settled, which has largely proved to be the core of an effective national system. A solid organizational system of locally integrated welfare mix,

and shared responsibility, connected to the rest of the territory through a sound coordination by the central government.

The structure represents a new set of relationships between this and the local government, which strengthened and spread good practice in cross-institutional relationships and provides a virtuous model to more experienced Member States in immigration and asylum policies. Specifically, this approach of sharing and integration of multiple skills and roles makes the system a valuable model. In conclusion, we stress the need for its proper inclusion in an operational context where planning and structured processes can develop its potential while optimising the resources, in accordance with the objectives of protection and access to their rights for international protection seekers and holders, the final beneficiaries of assistance.

Given the dynamic nature of immigration in general, especially within the specific frame of forced migration, today, all those engaged in flesh in the sector are posed unprecedented questions and issues they must deal with. Namely: evidence obtained and the system's criticality in its broader meaning; hurdles and possible responses by central and local authorities; participative role of the third sector; optimization of resources; added value of interventions; definition and objectives of integration processes.

ANNEXES

- Short Review on the Protection System for Asylum Seekers and Refugees
- Table 1 – Municipalities of the SPRAR network, demographic density, year 2007
- Table 2– Total SPRAR beneficiaries listed per gender and Country of origin¹², year 2007
- Table 3 –SPRAR Beneficiaries listed per age, year 2007
- Table 4 – Services offered by SPRAR local projects (ordinary and vulnerable cases), year 2007
- Table 5 –SPRAR Beneficiaries listed per education degree in their Country of origin, year 2007
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¹² The nationality of SPRAR beneficiaries is recorded in accordance to what is stated in the residence permits.

SHORT REVIEW ON THE PROTECTION SYSTEM FOR ASYLUM SEEKERS AND REFUGEES

In 1999/2000 some Italian non-governmental organizations and associations implemented different network projects to respond to the need for protection and reception of asylum seekers and refugees. The opportunity to access some European funds to implement assistance measures in favour of the civilians fleeing from Kosovo critical area, allowed testing nationwide reception programmes, with the support of an alliance of NGOs and associations, on the base of a strong leadership of the territories, thus able to build closer collaboration between local authorities and the third sector. These early experiences of “reception networking”, made clear how the paths for reception and integration gain higher effectiveness when based on certain key elements: networking, and the essential link between local governments and associations; decentralization of interventions; the creation of tailored projects, which means “integrated reception”; constant multi-level communication.

Those reception programmes raised much attention, the Ministry of the Interior, The United Nations High Commissioner (UNHCR) and the National Association of Italian Municipalities (ANCI), looked with great interest at their outcome, as a base to start the former National Asylum Program, and the protection system, then.

The National Asylum Programme (*PNA*) was officially launched on October 10th, 2000 with the drawing up of a MoU signed by the Ministry of the Interior, the United Nations High Commissioner for Refugees (UNHCR) and the National Association of Italian Municipalities (ANCI).

From the very beginning, PNA’s programmatic purpose assumed and integrated the guidelines set out by the European Refugee Fund (ERF). Namely, its purposes are: the *constitution of an integrated network of reception services* for asylum-seekers, refugees and humanitarian or temporary protection seekers; the *promotion of specific measures to improve socio-economic integration*; the *creation of voluntary repatriation programmes and assistance for the reintegration of migrants in their countries of origin* with the support of the International Organisation for Migration (IOM). Coordination of PNA activities was run by a Central Board at ANCI.

PNA met the goal raising a national network based on the engagement of local authorities. Thanks to factors like the voluntary nature of participation, the development of the social potential and features characterising the different areas involved, the sharing of responsibilities, and the integration of the services offered, the PNA achieves significant success, during its operation.

These result 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*) amended 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. Likewise, Article 32, 1-*septies*, established the *National Fund for asylum policies and services (FNPSA)*, co-funded by the ERF, which allocates dedicated ordinary funds to SPRAR activities. The same article also establishes the *Central Service*, run by ANCI, with responsibilities on information, promotion, advise, monitoring and technical support for the local authorities involved in the protection system.

Within the protection system, *project standards have gradually been growing*: 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.

The Central Service established permanent links to connect local projects, making it possible to disseminate and transfer to all those interested solutions, good practices and innovative procedures adopted in other nodes 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 dramatically reduce the differences at the local level. The structure described above comes out as a response to the ongoing need to balance the *standardisation of services and the promotion of localisms*, which is one of the cornerstones of the system.

SPRAR activities focus on *promoting and making the best possible use of already existent resources and services already*, which also Italian citizens should be able to enjoy, without creating purpose-built facilities. We believe that this way, the risk of creating excessively self-referential services that would only frustrate the beneficiaries' expectation of integration at local level can be avoided.

Table 1 – Municipalities of the SPRAR network, demographic density, year 2007

Demographic density	Local authorities	Amount
Up to 5.000 dwellers	Alice Bel Colle, Badolato, Bassano Romano, Breno, Celleno, Chiesanuova, Gallicano, Portopalo di Capo Passero, Portocannone, Riace, Roccagorga,	11
From 5.001 to 30.000 dwellers	Borgo S. Lorenzo, Caronno Pertusella, Codroipo, Comiso, Fara Sabina, Fidenza, Grottammare, Ivrea, Mazzarino, Narni, Pontedera, Porto San Giorgio, San Pietro Vernotico, Santorso, Sessa Aurunca, Sesto Calende, Sezze, Todi, Trepuzzi, Alta Sabina Union of Municipalities,	20
From 30.001 to 100.000 dwellers	Acireale, Agrigento, Barletta, Bitonto, Caltanissetta, Cassino, Cosenza, Cremona, Fiumicino, Grottaglie, Lecco, Lodi, Lucera, Macerata, Manfredonia, Marsala, Matera, Modica, Ostuni, Pisa, Pordenone, Ragusa, Rieti, Rosignano Marittimo, Rovigo, Trapani, Udine, Antica Terra di Lavoro Union of Municipalities, Varese, Viterbo	30
From 100.001 to 250.000 dwellers	Ancona, Ascoli Piceno (province) Bergamo, Brescia, Ferrara, Foggia, Forlì, Modena, Padova, Parma, Perugia, Pescara, Prato, Ravenna, Salerno, Siracusa, Terni, Trieste	18
Over 250.000 dwellers	Bari, Bologna, Cagliari (province), Caserta (province) Kroton (province) Catania, Florence, Genoa, Milan, Naples, Palermo, Rome, Turin, Trento (province), Venice, Verona	16

Source: SPRAR Central Service

Table 2– Total SPRAR beneficiaries listed per gender and Country of origin¹³, year 2007

Nationality	Tot	% on Tot.	Men	%	Women	%	Under 18ys	%
ERITREA	1456	23,17%	1006	69,09%	450	30,91%	229	15,73%
AFGHANISTAN	735	11,70%	675	91,84%	60	8,16%	126	17,14%
ETHIOPIA	485	7,72%	286	58,97%	199	41,03%	74	15,26%
IVORY COAST	317	5,04%	253	79,81%	64	20,19%	19	5,99%
NIGERIA	298	4,74%	211	70,81%	87	29,19%	29	9,73%
TOGO	256	4,07%	194	75,78%	62	24,22%	13	5,08%
SOMALIA	254	4,04%	175	68,90%	79	31,10%	50	19,69%
SUDAN	248	3,95%	232	93,55%	16	6,45%	15	6,05%
TURKEY	221	3,52%	159	71,95%	62	28,05%	52	23,53%
IRAQ	158	2,51%	136	86,08%	22	13,92%	26	16,46%
GUINEA	156	2,48%	133	85,26%	23	14,74%	5	3,21%
COLOMBIA	138	2,20%	73	52,90%	65	47,10%	36	26,09%
KOSOVO	134	2,13%	76	56,72%	58	43,28%	57	42,54%
CAMEROUN	120	1,91%	80	66,67%	40	33,33%	9	7,50%
CONGO	112	1,78%	73	65,18%	39	34,82%	24	21,43%
IRAN	110	1,75%	93	84,55%	17	15,45%	11	10,00%
Serbia - Montenegro	86	1,37%	46	53,00%	40	46,00%	39	45,00%
Dem. Rep. Congo	82	1,31%	47	57,00%	35	42,00%	5	6,00%
GAMBIA	69	1,10%	63	91,30%	6	8,70%	3	4,35%
GHANA	64	1,02%	53	82,81%	11	17,19%	7	10,94%
LEBANON	64	1,02%	38	59,38%	26	40,63%	28	43,75%
SIERRA LEONE	64	1,02%	41	64,06%	23	35,94%	13	20,31%
LIBERIA	56	0,89%	49	87,50%	7	12,50%	5	8,93%
PALESTINE	44	0,70%	31	70,45%	13	29,55%	19	43,18%
ARMENIA	39	0,62%	24	61,54%	15	38,46%	7	17,95%
BANGLADESH	38	0,60%	37	97,37%	1	2,63%	1	2,63%
RUSSIA	34	0,54%	22	64,71%	12	35,29%	9	26,47%
SYRIA	34	0,54%	20	58,82%	14	41,18%	14	41,18%
AZERBAIJAN	33	0,53%	20	60,61%	13	39,39%	8	24,24%
ROMANIA	29	0,46%	11	37,93%	18	62,07%	12	41,38%
GEORGIA	27	0,43%	17	62,96%	10	37,04%	5	18,52%
MACEDONIA	22	0,35%	14	63,64%	8	36,36%	10	45,45%
BURKINA FASO	20	0,32%	17	85,00%	3	15,00%	0	
MALI	17	0,27%	17	100,00%	0		1	5,88%
PAKISTAN	16	0,25%	13	81,25%	3	18,75%	3	18,75%
ANGOLA	15	0,24%	10	66,67%	5	33,33%	3	20,00%
CHECHNYA	15	0,24%	10	66,67%	5	33,33%	9	60,00%
NIGER	15	0,24%	13	86,67%	2	13,33%	2	13,33%
SERBIA	15	0,24%	8	53,33%	7	46,67%	7	46,67%
EL SALVADOR	14	0,22%	9	64,00%	5	36,00%	4	28,00%
CHAD	13	0,21%	6	46,15%	7	53,85%	5	38,46%
UGANDA	12	0,19%	3	25,00%	9	75,00%	0	
INDIA	11	0,18%	8	72,73%	3	27,27%	0	
MOROCCO	10	0,16%	5	50,00%	5	50,00%	1	10,00%
CHINA	9	0,14%	1	11,11%	8	88,89%	1	11,11%
CUBA	9	0,14%	5	55,56%	4	44,44%	2	22,22%
BENIN	7	0,11%	5	71,43%	2	28,57%	0	
BOSNIA	7	0,11%	5	71,43%	2	28,57%	1	14,29%
LIBYA	7	0,11%	5	71,43%	2	28,57%	3	42,86%

¹³ The nationality of SPRAR beneficiaries is recorded in accordance to what is stated in the residence permits.

Nationality	Tot	% on Tot.	Men	%	Women	%	Under 18ys	%
SRI LANKA	7	0,11%	5	71,43%	2	28,57%	0	
ALBANIA	6	0,10%	4	66,67%	2	33,33%	1	16,67%
STATELESS	6	0,10%	6	100,00%	0		0	
SENEGAL	6	0,10%	5	83,33%	1	16,67%	0	
TUNISIA	6	0,10%	6	100,00%	0		0	
BURUNDI	5	0,08%	4	80,00%	1	20,00%	1	20,00%
GUINEA-BISSAU	5	0,08%	5	100,00%	0		0	
BOLIVIA	4	0,06%	1	25,00%	3	75,00%	2	50,00%
MOLDOVA	4	0,06%	3	75,00%	1	25,00%	0	
ALGERIA	3	0,05%	3	100,00%	0		0	
BELARUS	3	0,05%	2	66,67%	1	33,33%	0	
BRAZIL	3	0,05%	1	33,33%	2	66,67%	2	66,67%
EGYPT	3	0,05%	3	100,00%	0		2	66,67%
KAZAKHSTAN	3	0,05%	2	66,67%	1	33,33%	2	66,67%
MAURITANIA	3	0,05%	2	66,67%	1	33,33%	0	
NEPAL	3	0,05%	2	66,67%	1	33,33%	0	
Central African Rep.	3	0,05%	3	100,00%	0		0	
UKRAINE	3	0,05%	2	66,67%	1	33,33%	0	
KENYA	2	0,03%	2	100,00%	0		0	
SEYCHELLES	2	0,03%	1	50,00%	1	50,00%	1	50,00%
BHUTAN	1	0,02%	1	100,00%	0		0	
THE PHILIPPINES	1	0,02%	1	100,00%	0		0	
GABON	1	0,02%	0		1	100,00%	0	
DJIBOUTI	1	0,02%	1	100,00%	0		0	
HONDURAS	1	0,02%	0		1	100,00%	0	
MONTENEGRO	1	0,02%	1	100,00%	0		0	
RWANDA	1	0,02%	0		1	100,00%	0	
UZBEKISTAN	1	0,02%	0		1	100,00%	0	
ZIMBAWE	1	0,02%	0		1	100,00%	0	
	6.284		4.594	73,11%	1.690	26,89%	1.013	16,12%

Table 3 –SPRAR Beneficiaries listed per age, year 2007

Age	Total	%	Male	%	Female	%
0 - 5 years	463	7,37%	240	5,22%	223	13,20%
6 - 10 years	204	3,25%	110	2,39%	94	5,56%
11 - 17 years	272	4,33%	167	3,64%	105	6,21%
18 - 25 years	1834	29,19%	1411	30,71%	423	25,03%
26 - 30 years	1590	25,30%	1221	26,58%	369	21,83%
31 - 35 years	976	15,53%	752	16,37%	224	13,25%
36 - 40 years	518	8,24%	388	8,45%	130	7,69%
41 - 50 years	339	5,39%	249	5,42%	90	5,33%
51 - 60 years	70	1,11%	44	0,96%	26	1,54%
61 - 90 years	18	0,29%	12	0,26%	6	0,36%
TOTAL	6.284		4.594		1.690	

Table 4 – Services offered by SPRAR local projects (ordinary and vulnerable cases), year 2007

Service	Humanitarian protection	Asylum seeker	Refugee	Total	%
Health care – pick-up	1908	1355	599	3862	10,40%
Health care – parental and sexual advice centre	319	150	99	568	1,53%
Health care – psychological help	452	253	130	835	2,25%
Health care – specialist advise	871	664	344	1879	5,06%
Social work – pick-up	1403	1160	425	2988	8,05%
Social work – paperwork	1619	1239	516	3374	9,09%
Social work – first literacy	1266	919	349	2534	6,83%
Cross-culture activities – animation for adults	618	416	231	1265	3,41%
Cross-culture activities – animation for teenagers	169	139	67	375	1,01%
Cross-culture activities – sport	181	200	83	464	1,25%
Cross-culture activities – workshops	272	197	110	579	1,56%
Cross-culture activities – playground	65	41	20	126	0,34%
Minors’ right to education – homework help	121	53	54	228	0,61%
Minors’ right to education – nursery	47	24	11	82	0,22%
Minors’ right to education – kindergarten	66	34	20	120	0,32%
Minors’ right to education – compulsory schooling	133	139	53	325	0,88%
Language and culture mediation – housing	578	318	195	1091	2,94%
Language and culture mediation – job placement	663	279	198	1140	3,07%
Language and culture mediation – legal advise	691	512	209	1412	3,80%
Language and culture mediation – health care	923	579	266	1768	4,76%
Language and culture mediation – social work	1100	652	308	2060	5,55%
Legal advice and guidance – pick-up	871	754	263	1888	5,09%
Legal advice and guidance – assistance	783	649	270	1702	4,58%
Legal advice and guidance – appeal	64	146	6	216	0,58%
Legal advice and guidance – labour-related	5	11	4	20	0,05%
Housing – pick-up	337	146	146	629	1,69%
Housing – contribution for expenses	275	140	112	527	1,42%
Housing – mediation	296	59	142	497	1,34%
Job placement – pick-up	958	428	338	1724	4,64%
Job placement – pick-up to paid training	168	83	63	314	0,85%
Job placement – pick-up to stage	135	49	56	240	0,65%
Job placement – balance of competencies	510	247	164	921	2,48%
Job placement – certification of competencies	42	9	17	68	0,18%
Job placement – curriculum vitae	703	353	228	1284	3,46%
Job placement – degree accreditation	8	2	7	17	0,05%
	18.620	12.399	6.103	37.122	100,00

Table 5 –SPRAR Beneficiaries listed per education degree in their Country of origin, year 2007

Degree in the Country of origin	total	ordinary	vulnerable
No degree	21%	20%	28%
Primary school	21%	21%	25%
Secondary lower degree	23%	24%	19%
High School	28%	28%	20%
University degree	7%	7%	8%
	100%	100%	100%

Table 6 –SPRAR Beneficiaries listed per means of entry in Italy, year 2007

	Total	Ordinary	Vulnerable
Landing	79%	78%	81%
Airport border	12%	12%	10%
Dublin cases	6%	7%	3%
Birth in Italy	3%	3%	6%
	100%	100%	100%

Table 7 –SPRAR Beneficiaries listed per European State of entry “Dublin cases”, year 2007

Nation	Total	%	Men	%	Women	%	Minors	%
GERMANY	29	23%	20	26%	9	19%	10	25%
SWEDEN	24	19%	16	21%	8	17%	10	24%
GREAT BRITAIN	20	16%	11	14%	9	20%	9	22%
AUSTRIA	16	13%	10	13%	6	13%	4	10%
NORWAY	15	12%	9	11%	6	13%	4	10%
BELGIUM	9	7%	5	6%	4	9%	3	7%
FRANCE	8	6%	5	6%	3	7%	1	2%
HOLLAND	2	2%	1	1%	1	2%	0	0%
DENMARK	1	1%	1	1%	0	0%	0	0%
LUXEMBURG	1	1%	1	1%	0	0%	0	0%
TOTAL	125	100%	79	100%	46	100%	41	100%