



Fondazione
Migrantes

ORGANISMO PASTORALE DELLA CEI



SPRAR

Sistema di Protezione
per Richiedenti Asilo e Rifugiati



MINISTERO
DELL'INTERNO

In cooperation with the



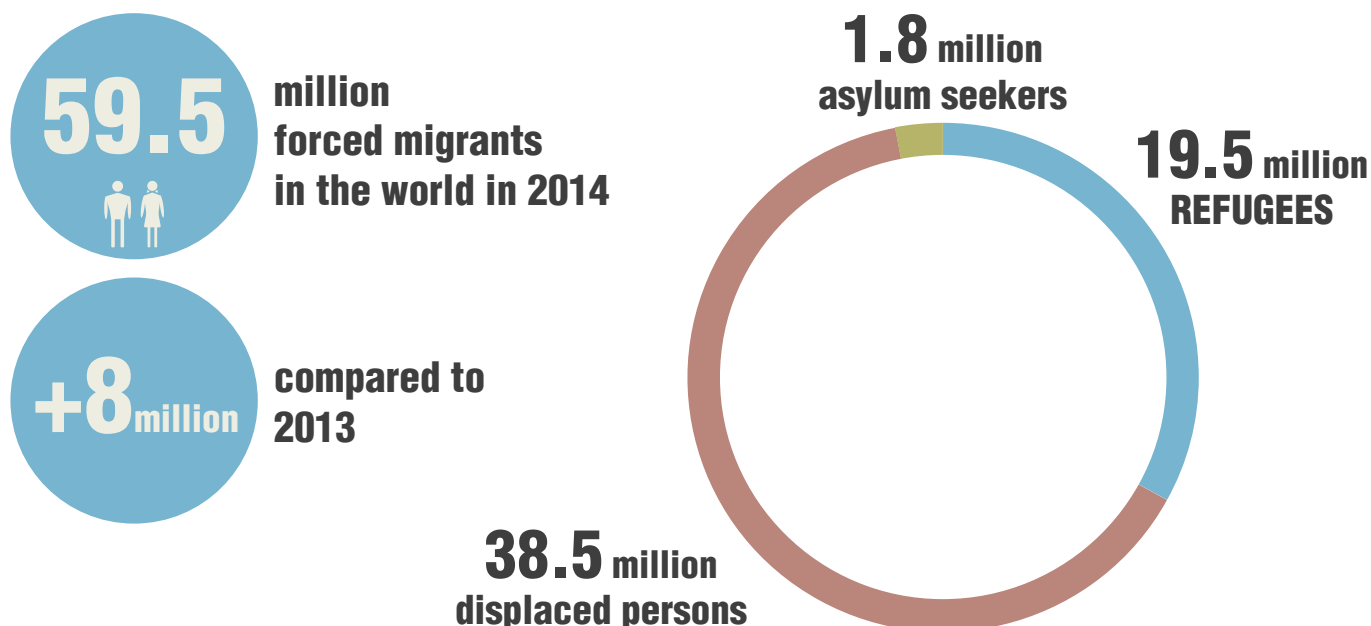
UNHCR
The UN
Refugee Agency

Report on international protection in Italy 2015 **SUMMARY**

ANCI
CARITAS ITALIANA
CITTALIA
FONDAZIONE MIGRANTES
SPRAR
IN COOPERATION WITH THE
UNHCR



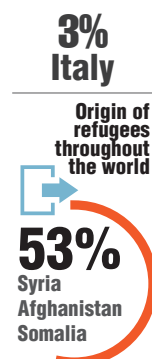
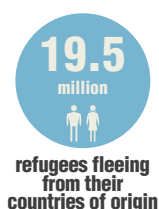
FORCED MIGRANTS IN THE WORLD



WHO IS FLEEING, WHY AND WHERE TO

As at the end of 2014, there were **33 ongoing wars, 13 crisis situations** and **16 active UN missions**. During the first half of 2015, unfortunately, none of these situations has come to an end, and in fact we have seen certain cases deteriorate and develop towards a chronic stage, resulting increasingly in serious human rights' violations and violence, causing thousands of people to leave their own countries. In particular, people are fleeing as a result of the large number of **situations of war and instability in the world**, such as in Syria, which currently represents the most serious humanitarian crisis since the Second World War. They are fleeing from **economic inequality**, from inequality in access to essential goods (such as food and water) and because of the phenomenon of **land grabbing**: there are a growing number of countries buying highly productive land in Africa to guarantee food supplies in the future (more than 560 million hectares of land are now under the control of multinationals, having been snatched from the poorest African nations). And there is also an increasing problem of people fleeing **environmental disasters caused by climate change** (although not only).

The combined effects of all of these factors represent the principal causes of an increasingly high number of forced displacements. Indeed, 2014 saw **19.5 million refugees leave their countries of origin** (of whom 14.4 million fall under the mandate of the UNHCR), **38.2 million internally displaced people fleeing war or persecution** and 1.8 million requests for asylum submitted for a total of **59.5 million people uprooted from their homes and**



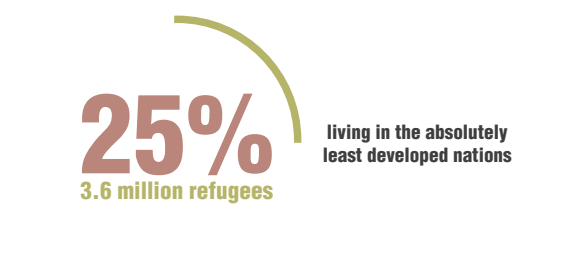
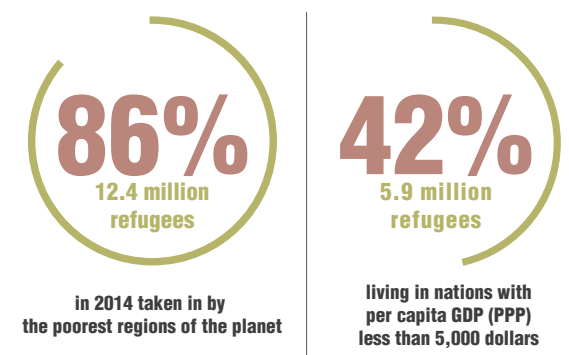
Main receiving countries

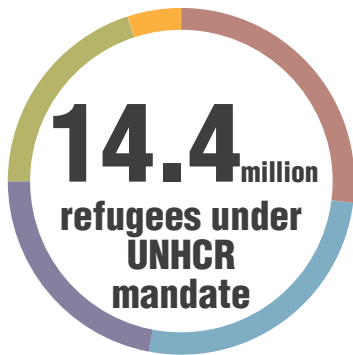


lives, more than 8 million more than in 2014. This is the highest increase recorded from one year to the next, except for the highest figure recorded during the Second World War.

In global terms, **it is the developing nations that take in the largest numbers of refugees** (86% of the total, and thus **12.4 million** persons), namely:

→ the **Asia-Pacific Region**, in 2014, took in a total of **3.8 million refugees** (primarily Afghan refugees in Pakistan and in the Islamic Republic of Iran), **approximately one quarter (27%) of the global total**;





ASIA-PACIFIC

SUB-SAHARAN AFRICA

EUROPE

MIDDLE EAST AND NORTH AFRICA

AMERICAS

- this was followed by **Sub-Saharan Africa**, with 3.7 million (26% of the total), originating mostly from Somalia, Sudan and South Sudan;
- **Europe has taken in approximately 3.1 million refugees** (22%), in particular from Syria (1.7 million), Ukraine (234,600) and Iraq (132,200);
- **the Middle East and North Africa** has welcomed approximately 3 million (21%) refugees from throughout the world, above all from Syria (2.2 million);
- lastly, with 769,000 refugees, the regions of the **Americas** have taken in the lowest number (5%) of refugees globally, with Colombians (357,900) continuing to represent the highest percentage.

2014 was characterised by a change in the balance of the **two main countries of asylum and of origin of refugees**, caused by a combination of the Syrian crisis and large-scale forced migrations in certain parts of Africa. **Turkey is the country that took in the largest number of refugees in 2014, a total of almost 1.6 million**, taking over from Pakistan, which held top position for more than ten years. In all, **Turkey, Pakistan, Lebanon and Iran have welcomed**

more than 5.2 million, or 36%, of all refugees worldwide.

In terms of the **countries of origin of the refugees**, as at the end of 2014, **Syria was at the top of the list with almost 3.9 million refugees in 107 countries**, surpassing Afghanistan, which held that position for more than thirty years. With the addition of Somalia, which is ranked third, these three countries have contributed a total of 7.6 million persons, and thus more than half (53%) of the total number of refugees under UNHCR mandate as at the end of 2014.

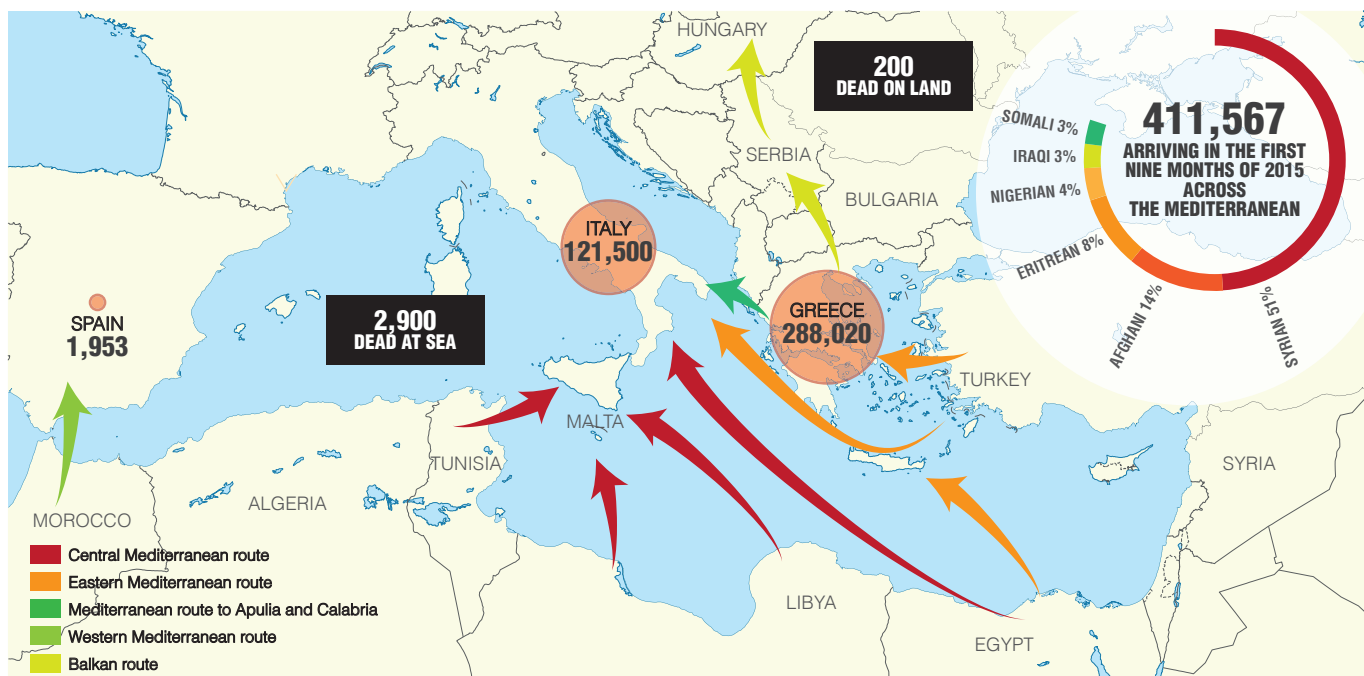
But, while these are unprecedented numbers in global terms, we should emphasise the fact that these data have only a minimal effect on European nations, and in particular Italy, because the vast majority of those forced to flee (approximately 86%) remain close to home, in the first available safe place, while **fewer than 10% reach Europe and only roughly 3% of those refugees make it to Italy.**



REFUGEES AND APPLICANTS FOR INTERNATIONAL PROTECTION AND ENVIRONMENTAL DISASTERS

In its current edition, the Report on International Protection considers that individuals pushed into forced migration also include the specific category of persons displaced for **reasons associated with environmental disasters**. Official estimates of these individuals cover approximately **22.4 million persons in 2014**, including victims of geophysical climatic disasters, such as floods, storms, earthquakes, volcanic eruptions and fires, all of which have been occurring with increasing frequency in recent years. The continent that is by far the most affected is Asia (19 million), and in particular the Philippines, China, India, Indonesia, followed then by the USA. The debate as to how to protect migrants fleeing disasters and travelling to other States is still ongoing. It is difficult to apply the existing international legal instruments (such as the Geneva Convention) and difficult to determine the causal link existing between climate change and migratory flows, because geographical mobility represents only one of the possible strategies for adapting to climate change. However, the specific protection needs of those affected by these issues and those displaced as a result must be assessed in more detail and the responses must be better tailored to the various different situations, given that the effects of climate change will continue to cause forced migration and the protection of those individuals affected will need to be strengthened.

THE ROUTES TOWARDS EUROPE



→ For 2014 as a whole, the so-called central Mediterranean route, running from the coast of Libya to the coast of Italy, represented, especially for people fleeing Africa and the Middle East, the **principal route to Europe** (more than 170,000 migrants reached Italy alone, four times as many as arrived in 2008). **In 2015, however, these individuals arrived on a much more massive scale throughout the Mediterranean (central, eastern and western),** reaching a total of **411,567** (as at 14 September 2015), **with significant numbers arriving not just in Italy but also, and above all, in Greece. In particular, Greece registered 288,020 arrivals, compared to 121,500 for Italy.** To the end of July 2015, **the western Mediterranean route saw only 1,953 arrivals in Spain, primarily Algerians, Ivorians, Cameroonians and Guineans. The principal nationalities arriving in Europe are the following: Syrians (51%), Afghans (14%), Eritreans (8%), Nigerians (4%), Somalis (3%), Pakistanis (3%) and Iraqis (3%).**

→ The maritime routes are not the only ones used: the story of recent weeks has shown dramatically that migrants arriving by sea must then make the journey by land using the **route**

through the western Balkans. The number of individuals crossing the border in this area reached a peak in 2014 (43,360, more than double the number for the previous year, mostly Kosovans who have made it over the Serbian-Hungarian border). But, in 2015, this route was the scene of a series of events affecting the countries through which it passes, such as Macedonia, Serbia and Hungary, and saw a considerably increased flow of people, moving from Greece towards the countries of Northern Europe, and primarily Germany. According to the European border agency Frontex, between January and July 2015, **more than 102,000 people took this route, comprising basically equal numbers of Syrians, Afghans and Kosovans.**

Approximately 2,900 individuals have lost their lives attempting to make it across the Mediterranean. In addition to these victims, there are those who have died on land: to date, more than 200 people have died from asphyxia, crammed into lorries, or have been run down along roads or railway lines.

IN EUROPE...

In 2014 in the 28 Member States of the European Union, **626,715 requests for international protection** were filed, an increase of some 200,000 compared to the previous year.

Germany is the country within the EU with the largest number of requests for international protection (202,815, thus 32.4% of the total), an increase in the number of applications of almost 60% compared to the previous year. This nation is followed, some way behind, by **Sweden (81,325), Italy (64,625), France (64,310) and**

Hungary (42,775). The first three countries in terms of numbers of requests received, namely Germany, Sweden and Italy, **cover more than half (55.6%) of all requests received by the EU during 2014.** Comparing these data with those for the previous year, however, we can see that Italy has seen the largest increase in the number of requests submitted (+142.8%), from 26,620 to 64,625, followed by Hungary (+126.3%, 18,900 compared to 42,775) and Denmark (+103.5%, 7,230 compared to 17,715).

Sweden is, however, the top-ranked country in terms of the number of requests for international protection filed by unaccompanied minors (7,050), followed by Germany (4,400), Italy (2,505), Austria (1,975) and the United Kingdom (1,860), thus a total of 23,065 requests to the EU, equal to 3.7% of all requests made in 2014.

If we look at the nationalities of the individuals requesting international protection, we can see how recent events in the Middle East have influenced and continue to influence not only local populations but also the entire territory of the European Union. In fact, between 2013 and 2014, requests for asylum submitted by persons of Syrian nationality increased by 144.3%, from 49,980 to 122,115. This is followed by Afghanistan (41,370, +57.8%), Kosovo (37,895, +87.4%), Eritrea (36,925, +154.9%) and

Serbia (30,840, +37.9%).

In terms of the number of decisions taken in relation to requests for asylum submitted in 2014, 490,475 and 183,385 requests have been granted (first instance decisions and appeals respectively) in the EU, resulting in some form of international protection.

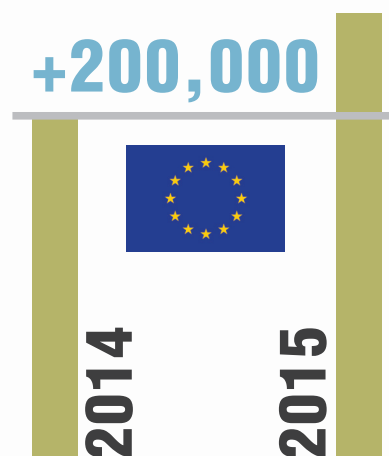
+144%
REQUESTS FROM
INDIVIDUALS OF SYRIAN
NATIONALITY

55.2% of positive requests were in Germany (25.9%), Sweden (18.0%) and France (11.3%), followed by Italy (11.3%), the United Kingdom (7.7%) and the Netherlands (7.2%).

Of the 183,385 individuals granted some form of recognition in 2014, 103,600 were admitted as refugees (56.5%), 20,300 (11.1%) with humanitarian protection status, and 59,470 (32.4%) with subsidiary protection.



626,715
requests for
asylum in the EU



56.5%
GERMANY
SWEDEN ITALY

34,300
requests submitted
by unaccompanied minors

SWEDEN



7,050

ITALY



2,505

GERMANY



4,400

AUSTRIA



1,975



THE EUROPEAN DISUNION

As stated by a spokesperson for the EU Commission, 'This is not a Greek, Italian or German crisis. This is a global migratory crisis that requires courageous joint action'.

The UE has responded to this statement without a comprehensive political strategy but by means of a series of emergency, stop-gap actions.

On the one hand, it has stated that it intends to continue with the 'hotspot approach', already announced in the European Agenda on Migration, to create primary centres to identify and triage asylum seekers and economic migrants and to improve efficiency and timeliness in the computerised registration of migrants. On the other, it has provided emergency funds to Greece to address the critical situation in the islands, and has received similar requests from Hungary, France and Austria.

During these months of 2015, therefore, the migrant emergency has tested the cohesion of the 28 nations of Europe, a test that they have failed, since each nation has acted in isolation, adopting its own policies, which are often contradictory and in some cases xenophobic.

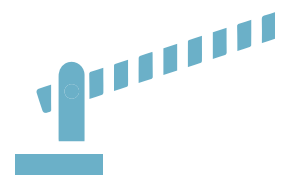
The Schengen area is constantly subject to stricter migration con-

trols and to closures: like Germany, Denmark, Holland, Poland, Slovakia and the Czech Republic, Austria has also re-established controls on its southern border, with Italy, in addition to those with Hungary, Slovakia and Slovenia. Even France is threatening similar measures along the border with Italy.

Alongside this step, Vienna has also submitted a request in relation to a revision of the Treaty of Dublin, and, for its part, on 26 August, the German Government advised its decision to use the discretionary clauses laid down in the Dublin Regulation (Article 17.1) in relation to Syrian asylum seekers. The German Government will therefore examine requests for international protection submitted within its territory, even if the examination does not cover them under that regulation.

In the meantime, the Hungarian Government has announced that it intends to 'intensify its anti-migrant campaign along its borders with countries such as Greece, FYROM and Serbia' and is preparing to complete work on a 175 km wall along its border with Serbia.

In late August, a meeting also took place between Angela Merkel and Francois Hollande to discuss asylum and migration in Europe in the light of the situations in the western Balkans. Both have confirmed their support for greater relocation within the EU, and their



backing for the creation of an EU list of safe countries of origin. In addition, Germany and France are reported to be about to draft certain joint proposals, including the creation of registration centres in Greece and Italy (hotspots).

David Cameron, for his part, has stated that he would like to prohibit entry to the United Kingdom for immigrants, including Europeans, unless they have a valid employment contract, renegotiating Great Britain's relationship with the EU.

The problem, however, is not just the difference in interpretation of the European treaties, and primarily Dublin and Schengen, but the absence of a common policy, the result unfortunately of a Europe that has been found to be disunited, at a time when cohe-

sion should be its qualifying characteristic. There is no strategy for management of the crisis, and no common lines of action able to provide a response to a global phenomenon.

This European disunion (as defined in the Report on International Protection 2015) emerged once again during the most recent European summit held on 14 September 2015, which approved an initial plan for redistribution of some tens of thousands of refugees in Italy and Greece, but no agreement has yet been reached about the relocation of 120,000 refugees among the 28 Member States. Some European nations, in fact, including Hungary, the Czech Republic and Slovakia, are firmly opposed to any redistribution plan, forgetting their own recent history, which saw thousands of their own citizens granted protection by numerous European nations.

...AND IN ITALY?

PROTECTION FOR THOSE ARRIVING

In 2014, **more than 170,000** refugees and migrants managed to make it to the Italian coast and almost **65,000 requests for international protection were received**. Since 2008, following the first North African emergency (2008), the events associated with the Arab Spring (2011) and the outbreak and worsening of old and new conflicts in numerous territories in North Africa and the Middle East (2013-2014), there has been an increase in the number of refugees arriving. This trend became acute in 2014: the monthly figures for numbers of boats landing increased continuously from January to September, when they reached a peak of 26,107. In the following months, the number of refugees and migrants reaching the Italian coast by sea fell slightly, although totals for each month were still in excess of 6,000 (December 2014).

In the **first few months of 2015**, the numbers arriving were greater than in 2014, exceeding the same month of the previous year by **more than 1,000 per month**.

As at 14 September 2015, approximately 121,500 migrants have reached Italy, primarily Eritreans, Nigerians, Somalis, Sudanese and Syrians.

Given these arrivals, there were almost 65,000 requests for inter-

first 9 months of 2015
121,500 migrants reaching Italy by sea



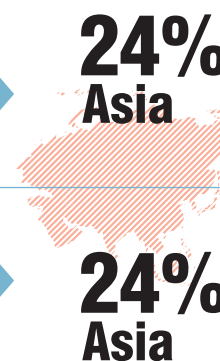
175,000
MIGRANTS REACHING THE
COAST OF ITALY IN 2014
65,000
REQUESTS FOR
INTERNATIONAL
PROTECTION

national protection submitted in Italy, representing a significant increase over 2013, which saw approximately 27,000. Almost all of these requests were submitted by males (92.3%), a percentage higher than the previous year (86.3%). **A total of 2,584 unaccompanied minors submitted requests for international protection in 2014**, a number three times higher than the figure for 2013 (805).

If we look, however, at the **first five months of 2015, approximately 25,000 requests for international protection were filed**, almost all by men (90%), while the vast majority of asylum seekers (64%) are of African origin (with the top three countries being Nigeria, Gambia and Senegal), followed by those of Asian (24%) and European (11%) origin.

We should also note the entry of Ukraine among the top ten nationalities in terms of asylum requests. While there were only just over 2,000 asylum seekers from Ukraine in 2014, applicants in 2015 reached this number in only the first five months.





With regard, however, to **decisions about the applications submitted to the Italian Territorial Commissions**, the Report shows that **36,330 requests were examined** in 2014. 11,770 individuals, thus 32% of requests submitted, were granted some form of international protection. In particular, **refugee status** was granted to 3,649 persons (**10%**) and **subsidiary protection** was granted to 8,121 applicants (**22%**). If we add these to those individuals who were granted residence permits for **humanitarian reasons** (10,091, or **28%**), **60% of requests were granted in terms of recognition of some form of protection**, while there were 13,327 individuals who were not granted any form of protection (representing more than 37% of the total number of applications examined).

With regard to the **first five months of 2015**, it emerges that the percentage of individuals who were granted at least some form of international protection is slightly lower than the figure for 2014 (50% of requests examined), while, **proportionally, there was an increase in rejection decisions (47%)**.

RECEPTION OF THOSE ARRIVING

To address the growing need for reception and assistance for foreign citizens, special **dedicated facilities for migrants** have been developed, which take different forms in terms of the functions attributed and the capacity envisaged.

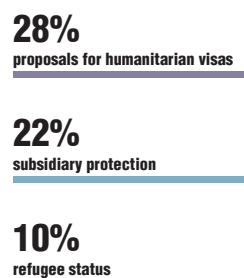
In Italy, to 31 December 2014, there were some **70,000** asylum seekers and migrants accommodated in the various reception facilities. There were **9,592** applicants for international protection accommodated and assisted in **First Contact Centres (CPSA)**, **Reception Centres (CDA)** and **Reception Centres for Asylum Seekers (CARA)**, and **35,499** in **Temporary Reception Centres (CAS)** as at end December, while facilities available as part of the **Protection System for Asylum Seekers and Refugees (SPRAR)** accommodated **24,000 migrants**, both asylum seekers and refugees.

In 2014, Sicily, Lombardy and Campania were the regions that accommodated the highest percentage (15.3%, 12.2% and 10.4%, respectively) of asylum seekers in temporary reception centres (CAS), and it was also these regions, although in a different order, that recorded the highest percentages of receptions in the first five months of 2015.

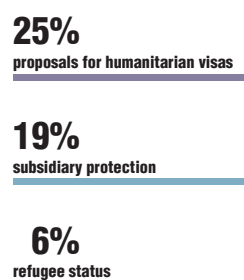
After Sicily, Apulia is the region that, in both 2014 (25.3%) and 2015

(22.4%), accommodated the highest percentage of asylum seekers in Government centres (CPSA, CDA and CARA). With regard to the number of asylum seekers and refugees in centres within the SPRAR network, Lazio and Sicily took in the largest number in 2014 (22.6% and 19.7%), and it was these regions that again held the top two positions, with similar levels, to 31 May 2015.

REQUESTS FOR PROTECTION EXAMINED BY THE ITALIAN TERRITORIAL COMMISSIONS



2014
60%
positive outcome of requests for protection



2015 to 1 June
50%
positive outcome of requests for protection

THE RECEPTION OF ASYLUM SEEKERS AND REFUGEES: THE DEVELOPMENT OF THE SPRAR NETWORK AND THE RECEPTION FRAMEWORK OVER THE PAST DECADE

The creation of the Reception System – commenced through the trialling of the Italian National Asylum Programme (PNA) and then institutionalised in the form of SPRAR – represents a crucial point in the story of asylum in Italy. Firstly, because this was the first time that this issue was thought of and planned in terms of a ‘system’, and, secondly, because the development of a public reception system was concrete recognition of specific jurisdiction and obligations on the part of the Central Government and local institutions and promoted multi-level governance, with participation by the Ministry of the Interior and local authorities in reception measures, also officially recognising cooperation with organisations in the voluntary sector, which went from playing a stopgap role – in a context of legislative and planning vacuum – to assuming the position of preferred partners.

In 14 years of the Protection System, reception projects implemented by SPRAR have become a significant benchmark within local areas in terms of all actions provided to support asylum seekers and refugees. Indeed, SPRAR has a structural network of local bodies that access, within the resources available, the National Fund for Asylum Policies and Services (FNPSA) in order to implement *integrated reception* projects intended for individuals seeking international protection, refugees, and persons granted subsidiary and humanitarian protection, thanks to the support provided by voluntary sector organisations.

Over the course of the years, the System has undergone substantial extensions, made possible in large part through the use of special funding, provided primarily by the Ministry of the Interior or made available under targeted projects (such as the Otto per Mille resources from IRPEF, allocated to ANCI by the Prime Minister’s Office). But because of the experience gained through the so-called North Africa Emergency and afterwards and given the increasingly

SPRAR – IDENTITY, OBJECTIVES AND CHARACTERISTICS

The Protection System for Asylum Seekers and Refugees (SPRAR) was created by Law No 189/2002 and is made up of the network of local institutions that implement reception projects for forced migrants by accessing, within the available resources, the National Fund for Asylum Policies and Services, managed by the Ministry of the Interior and provided under the Government finance law.

At local level, the local institutions, in cooperation with voluntary sector organisations, undertake ‘integrated reception’ interventions going beyond the simple distribution of food and housing, also providing complementary services such as legal and social guidance and support, and the development of individual programmes to promote socioeconomic inclusion and integration.

The primary objective of SPRAR is to provide support for each individual in the reception system, through implementation of an individual programme designed to enable that person to regain a sense of independence, and thus enable effective involvement in life in Italy, in terms of employment and housing integration, access to local services, social interaction and scholastic integration for minors.

The principal characteristics of SPRAR are:

1. the public nature of the resources made available and the bodies with political responsibility for reception services, namely the Ministry of the Interior and local authority institutions, according a multi-level governance model;
2. the synergies available locally with so-called managing bodies, voluntary sector organisations – associations, NGOs, cooperatives – that make an essential contribution to the implementation of the various interventions;
3. the decentralisation of the ‘integrated reception’ actions, throughout Italy;
4. the promotion and development of stable, solid and interactive local networks, with the involvement of all stakeholders and priority partners in order to ensure the success of the reception, protection and integration measures implemented for individuals who are seeking or have been granted international protection;
5. the voluntary participation of local institutions in the network of reception projects;
6. the reinforcement (or implementation) of local services, designed to profit the entire community, both indigenous and migrant.

Local institutions, in partnership with the voluntary sector, implement **local reception projects**, bringing together SPRAR’s guidelines and standards with the characteristics and specific factors affecting the local area. Depending on the purpose, capacity and expertise of local stakeholders and taking into account the available resources (professional, structural and economic), the welfare tools and the social policy strategies adopted over the years, local institutions can choose the type of reception services to be provided and the recipients that can best be supported. Projects may therefore be focused on individual adults and nuclear families, or on single-parent families, single pregnant women, unaccompanied minors seeking asylum, victims of torture, individuals needing continuing care or those with psychiatric problems or physical disabilities. Specific dedicated projects are available for individuals who are vulnerable as a result of mental health issues.

In any case, for each of the individuals provided with reception services, a fundamental element of those services is the **temporary nature of reception**, which is intended in all cases to ensure the independence and integration of recipients.

obvious need to create a single national system that is flexible and therefore able to provide a standardised response to the need for reception services, avoiding an emergency-based mentality, since late 2012, the Ministry of the Interior has undertaken a range of special expansions of the SPRAR network, which, in less than one year (up to November 2013) more than tripled the System's reception capacity, from 3,000 to more than 9,000 places.

In particular, a further significant step was represented by the Ministerial Decree of 17 September 2013, through which the Ministry of the Interior provided three-year funding for 2014/2016, enabling a reception capacity of 16,000 places, in consideration of the substantial and continuing influx of foreign citizens. In the course of 2014, 12,602 permanent places were funded, along with 8,150 additional places, 6,002 provided under the Ministerial Decree of 30 July 2013 and available from July 2014, and 1,932 additional places made available under a subsequent decree from October of the same year. Furthermore, following the agreement concluded on 10 July 2014 by the Unified Conference within the Prime Minister's Office, as part of the National Plan to Address the Extraordinary Flow of Migrants, Adults, Families and Unaccompanied Minors, the Ministry of the Interior sent the SPRAR Central Service notification on 23 July 2014 to commence 'an in-depth investigation in order to determine the readiness of local authority institutions forming part of the SPRAR network to increase the number of places available for reception of unaccompanied minors', including those not requesting asylum. This process identified and made available 216 additional places for unaccompanied minors and, in total, for 2014, projects financed by the FNPSA made available 20,752 reception places, of which 19,514 are intended for non-vulnerable categories, 943 for the reception of unaccompanied minors and 295 for persons with psychiatric problems and physical disabilities.

The increase in capacity in terms of places made available for reception between 2003 and 2014 has resulted, over the years, in an exponential increase in the numbers of beneficiaries supported: from 2,013 in 2003, 8,412 arrived in 2008, following the arrival of significant numbers of migrants requesting international protection who reached Italy primarily on boats landing on the Italian coast. In 2013 and 2014, as a result of substantial increases in the capacity of the network, the number of migrants accommodated grew enormously, from 7,823 in 2012 to 12,631 in 2013 (+61.5%) and to 22,961 in 2014 (+81.8% compared to 2013).

THE SPRAR NETWORK: THE FRAMEWORK FOR RECEPTION OF ASYLUM SEEKERS AND REFUGEES IN 2014

In 2014, there were a total of 432 projects financed by the National Fund for Asylum Policies and Services (FNPSA), of which 349 were intended for asylum seekers and individuals granted international protection belonging to non-vulnerable categories, 52 were intended for unaccompanied minors, and 31 were for individuals with psychiatric problems and physical disabilities. In total, projects financed by the Fund have made available **20,752 reception places**, of which **19,514 are intended for non-vulnerable categories of individuals, 943 for reception of unaccompanied minors and 295 for individuals with psychiatric problems and physical disabilities.**

A total of 381 local institutions run projects, including 342 municipalities, 31 provinces and eight associations of municipalities. **In the course of 2014, the total number of individuals accommodated by the SPRAR network was 22,961**, of whom 61% were applicants for international protection, 15% had been granted humanitarian protection, 13% had been granted subsidiary protection and 11% had been granted refugee status.

More than 40% of the persons registered **regionally** were concentrated in Lazio (22.6% of the national total) and in Sicily (19.7%), followed by Apulia (8.8%) and Calabria (8.4%).

5,855 individuals left reception centres: 31.9% moved onto an advanced socioeconomic integration programme, designed to ensure the acquisition of tools intended to support social inclusion, **32.8% left the reception system at their own initiative**, while **30.1% of individuals assisted had the time-limits for reception services expire** (according to the SPRAR Guidelines).

RECEPTION IN THE FIRST FIVE MONTHS OF 2015

In Italy, to end June 2015, there were approximately 82,000 asylum seekers and migrants in the various reception centres.

10,008 immigrants were accommodated in **CPSA, CDA and CARA**, **50,711** individuals were placed in Temporary Reception Centres (**CAS**), and approximately **21,000 asylum seekers and refugees were accommodated in facilities forming part of the SPRAR system.**

THE SPRAR NETWORK IN 2015 AND THE BENEFICIARIES SUPPORTED

In the first five months of 2015, a total of 430 projects were financed by the FNPSA, which constitute the so-called permanent network within SPRAR, of which 348 were intended to provide reception services for individuals seeking or having been granted international protection belonging to non-vulnerable categories, 52 were intended for unaccompanied minors and 30 were intended for persons with psychiatric problems or physical disabilities. In total, projects financed by the FNPSA have made available 21,449 reception places, of which 20,229 are intended for non-vulnerable recipients, 941 for reception of unaccompanied minors and 280 for individuals with psychiatric problems or physical disabilities. There are 12,574 permanently funded places, plus 8,875 additional places (5,981 made available in June 2014, 1,902 in October 2014, and 778 in May 2015, and 214 additional places for unaccompanied minors). As we will note, in the current year, we are seeing a continuation of the process of extraordinary extension that commenced in late 2012, following a decision by the Ministry of the Interior. As part of that major reorganisation, in numerical terms, of the SPRAR network, the data illustrated here do not relate to an entire year but, rather, only to a partial period, and should therefore be considered as anticipating a picture that can only be considered complete at the end of the current year. There are a total of 379 local institutions operating projects, including 340 municipalities, 31 provinces and eight associations of municipalities.



SPRAR

**Sistema di Protezione
per Richiedenti Asilo e Rifugiati**

In the first five months of 2015, a total of 19,609 beneficiaries were taken in by projects for non-vulnerable recipients, 215 by projects for individuals with psychiatric problems or physical disabilities, and 1,094 in projects for unaccompanied minors, thus a total of 20,918. We should however emphasise the fact that of these 20,918 individuals, 122 beneficiaries were accommodated in several SPRAR projects of different types and for different categories of individuals (and are therefore deemed to be beneficiaries of all projects in which they were given support), mostly because of serious requirements emerging after they were admitted to an initial SPRAR project: therefore, the actual number of people passing through the SPRAR system is 20,796.

Almost 43% of cases were registered in Lazio (22.5% of the national total) and in Sicily (20.4%), followed by Apulia (9.4%) and Calabria (8.9%): these regions together accommodated 63% of total cases. In the remaining regions, the numbers of cases handled are less than 6% and, in fact, Valle d'Aosta does not have any SPRAR projects in place.

Compared to previous years, there has been a significant fall in the percentage of refugees, offset by a rise in the number of individuals seeking international protection: while 30% of the persons accommodated by SPRAR in 2012 were asylum seekers, compared to 70% who were individuals seeking some form of protection, since 2013, this ratio has practically reversed. Among those using the reception system, 57% were seeking international protection, 16% had been granted humanitarian protection, 14% subsidiary protection and 13% had obtained refugee status. Although it would be premature to define any trends, we should note that, compared to 2014, there has been a 4% drop in the numbers of persons seeking international protection, and an increase, in particular, in those who have obtained refugee status (2% increase), but also those with humanitarian and subsidiary protection (1% increase for both categories).

However, the numbers of asylum seekers with psychiatric problems or physical disabilities have increased by 6% (48%), with a corresponding increase in the numbers of those with humanitarian protection (20%). For the other categories, the picture is substantially unchanged.

This situation is the result, on the one hand, of requests for inclusion of recently arrived persons in the SPRAR network made by the Prefectures during 2014 (as also happened in the previous year) in order to address the constant increase in numbers of forced migrants in Italy, while, on the other hand, it reflects the general extension of the timeframe for submission and evaluation of applications, because of an increase in the workload of the institu-

tions responsible for dealing with an increasingly large number of requests to be processed and an insufficient level of resources. This trend, which was already apparent in 2013, affects the timeframes for reception not only within CARA and CAS, but also in terms of SPRAR projects, because, according to the databanks of the Central Service, the waiting period for formal evaluation of requests by the Police is two/three months and the waiting period for a hearing for beneficiaries before the competent Territorial Commission is on average 12 months.

Compared with 2014, we have seen some changes in the top ten countries of origin of beneficiaries of reception services, which confirm, on the one hand, the growing numbers coming from Mali (ranked fourth with 11.8% compared to 11.2% in 2014) and, above all, from Gambia (which has moved from fourth to second with 12.7% compared to 10.9% in 2015), and, on the other hand, a smaller number of cases originating from Somalia (from 7.4% in 2014 to 5.4% in the first few months of 2015, falling from sixth to seventh position) and Eritrea (from 5.1% to 3.3%). Nigeria still ranks first, and numbers from that country have increased (from 13.8% to 14.5%), while tenth place is now held by Bangladesh instead of Egypt, with 2.6%. Nigeria also stands out among the top ten nationalities because of the higher numbers of minors (12.8% of Nigerians are minors).

However, if we analyse the breakdown between the sexes for the ten top-ranked countries of origin, some of these nationalities have shown a slight increase in numbers of women compared to 2014 (approximately 1%): Pakistan (3%), Somalia (23.4%), Eritrea (26.2%) and Ghana (5.5%). Gambia (99.5%) and Mali (99.4%) are confirmed as the countries among the leading ten nations with the highest numbers of male cases.

If we look more generally at the gender composition of beneficiaries, we can confirm the following: compared to 2014, numbers of male beneficiaries have increased by 1%, representing 88.7%, compared to 11.3% for women.

Although the age group between 18 and 25 years continues to be the group most represented, and by some way, numbers in this group have seen a 2% fall in 2015 compared to the previous year, reaching 45%. The group of beneficiaries between 18 and 30 years of age represents 71% of the total number of individuals passing through the reception system.



SERVICES PROVIDED AND INTERVENTIONS AIMED AT SOCIAL INTEGRATION AND INCLUSION

During the reception period, actions are implemented to ensure that the individuals within the system are able to acquire tools that they can use to regain their independence once they move on from assistance programmes. These actions are focused, therefore, primarily on learning Italian, knowledge of and access to services, and identification of specific social networks. In the first five months of 2015, SPRAR projects provided a total of 84,589 services (clearly, a single person will make use of a range of services), relating principally to healthcare (21.4%), linguistic and cultural mediation (17.8%), social support (16.5%), multicultural activities (13.4%), employment integration (10.3%) and legal guidance and information (9.7%).

The process of regaining social and economic independence commences or is consolidated during the reception period, including by means of obtaining local knowledge and recovering specific background attributes (personal, training, employment), associated with the acquisition of new skills.

The vast majority of projects (82.3%) involve, for each beneficiary, Italian language courses for ten or more hours a week, which are frequented on an ongoing basis by almost all beneficiaries (92.3%).

In terms of employment integration, approximately 90% of projects incorporate mapping of employment requirements within the local area, following which 73% of projects analysed have implemented professional training courses, mostly in catering, tourism, crafts and personal services: more than 92% in the North, more than 85% in Central Italy, and 61% in Southern Italy. In all, the projects provide internships or work grants in 60% of cases. It is interesting to note that, during the year, 28.5% of projects involved at least one employment integration activity.

UNACCOMPANIED MINORS REQUESTING ASYLUM WITHIN THE SPRAR NETWORK AND THE AVAILABLE RECEPTION PLACES

A substantial innovation is represented by the financing that the National Fund for Asylum Policy and Services has set aside for the three-year period 2014-2016 in order to increase the number of dedicated places available for unaccompanied minors, including those individuals who are not applying for or have not been granted any form of protection.

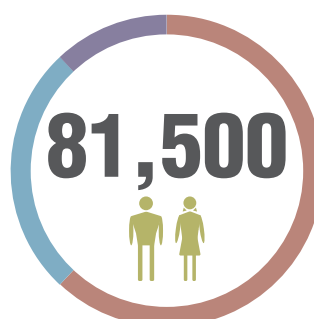
The SPRAR reception system is therefore also available to unaccompanied minors who are not seeking asylum. Local institutions have made available, with a Government contribution of 45 euros per capita/per day, 216 additional places intended for these individuals in response to the Circular enacted by the Ministry of the Interior of 23 July 2014.

In the **first five months of 2015, reception places** dedicated to unaccompanied minors within the SPRAR network numbered **941¹**, and

¹ The data also include 216 additional dedicated places, made available by local institutions in response to the request made by the Ministry of the Interior in the Circular of 23 July 2014, with a Government contribution of 45 euros per capita/per day.

PERSONS SUPPORTED

JUNE 2015



CAS 62%

SPRAR 26%

CARA/CDA/CPSA 12%

PLACES IN THE SPRAR NETWORK

21,449
reception places

20,228
non-vulnerable
categories

941
unaccompanied
minors

280
psychiatric problems
and disabilities

Regioni con %
più alta di posti
di accoglienza
dello SPRAR

22.9%
sicily

22.4%
lazio

9.2%
calabria

the total number of unaccompanied minors applying for or granted some form of protection accommodated within SPRAR projects was **1,094 beneficiaries**.

With regard to the data on the **nationalities** of foreign minors, the data recorded are substantially unchanged: as in 2014, the **nationality** of unaccompanied minors seeking asylum **most represented is Gambia (38.5%)**, whose numbers have increased by more than two percentage points, **followed by Mali (11.2%), Senegal (10.7%) and Nigeria (8%)**.

With reference to **age bands**, however, the initial months of 2015 saw a **fall of approximately one per cent in the group aged 15 to 16 years** (from 20.2% in 2014 to 19.3%), but an increase in the next group, 17 to 18 years (from 70.7% in 2014 to 71.9%).

Almost all unaccompanied minors seeking asylum **entered Italy by boat landing (91%)**, a figure that follows the growth trend of recent years. Residual numbers arrive via land borders (5%), ports (2.3%) and airports (1%). **86% requested international protection, 9% were granted humanitarian protection, 3% were refugees, and 2% were granted subsidiary protection.**



THE ITALIAN POLICY ON RECEPTION

A big push towards more incisive action and policies on the reception of individuals seeking international protection in Italy was provided by the sinking of 3 October 2013 off the coast of Lampedusa, which resulted in the death of 366 people, with approximately twenty missing.

Following that event, the Italian Government decided to adopt a series of measures to guarantee a safer and more dignified reception system, based on reinforcement of the national mechanism for patrolling the Sicilian Channel by means of the *Mare Nostrum* operation, a military and humanitarian mission with the objective of providing assistance to migrants. This was then supported by the decision, following the increase in the number of asylum seekers, to **extend the regional SPRAR network for the three-year period 2014-2016, making available 20,000 places** in Italian municipalities.

In June 2014, the Department for Civil Liberties and Immigration within the Ministry of the Interior (Circular No 7418 of 20 June 2014) made provision for the identification of additional reception places in the individual regional territories by means of the construction of Temporary Reception Centres (CAS). Lastly, we should mention the agreement, adopted during the Unified Conference held on 10 July 2014, which approved the **National Plan to Address the Extraordinary Flow of Non-EU Citizens**, establishing the criteria for distribution of individuals requesting international protection in Italy, and requiring that allocation must take place within regional coordination boards.

Coordination of the measures envisaged in the **Plan** is provided by the **Ministry of the Interior**, which relies on the support and guidance provided by the National Coordination Board, in order to ensure that the system works effectively with ANCI, UPI and the Conference of Regions, using a non-emergency approach. **The agreement in fact defined the system of national and regional governance, establishing a National Coordination Board and Regional Coordination Boards.**

Moving towards a permanent, structured system for reception of individuals requesting international protection also means providing a concrete response for safe, dignified treatment of unaccompanied minors, including those who are not seeking asylum. And this is another innovation introduced by the Ministry of the Interior, which thus recognises the **SPRAR model as the only reception system, which will be extended to cover unaccompanied minors, irrespective of whether they are seeking asylum.**

In terms of legal protection for refugees, Italy has continued the transposition of the relevant European Directives in 2014, approving **Legislative Decree No 12/14**, which gives individuals who have been granted international protection the right to request the issue of a residence permit for long-term residence, subject to a fixed-term.

In addition, **by means of Legislative Decree No 18/14**, Italy implemented Directive 2011/95/EU, which represents an important step towards adapting the Italian asylum system to European Union

parameters. The amendments affect the rights acquired following recognition of subsidiary protection. In fact, this represents a substantial change in the more general concept of international protection, because it redefines the rights granted to holders of subsidiary protection, bringing these two legal categories increasingly close together.



FROM MARE NOSTRUM TO TRITON

Following the sinking off Lampedusa in 2013, the Italian Government decided to reinforce the national mechanism for patrolling the Sicilian Channel, authorising the **Mare Nostrum** operation, a military and humanitarian mission involving a strengthening of the system used to control migratory flows that was already in place, which had a dual purpose: protecting life at sea and providing justice for those who make money from the illegal trafficking of migrants.

The system saw the use of naval and air personnel and equipment from the Italian Navy, the Italian Air Force, the Carabinieri, the Guardia di Finanza, the Harbour Masters, personnel from the Military Section of the Italian Red Cross, and the Ministry of the Interior's Italian State Police embarked on units of the Navy, and all State bodies involved in any way in controlling migratory flows at sea.

The Operation commenced on 18 October 2013 and ended on 31 October 2014, coinciding with the start-up of the new Operation called Triton (originally known as Frontex Plus), which, unlike Mare Nostrum, consists mainly of an operation to secure EU borders conducted by Frontex with the objective of controlling the border in the Mediterranean Sea and through the voluntary participation of most of the Member States of the EU.

After an initial programme that severely limited the Operation's scope of action and available budget, in May 2015, following the repeated tragedies at sea involving the deaths of thousands of migrants, the decision was taken to significantly increase the available financial resources and to extend the operational area of the mis-

OPERATION MARE NOSTRUM

from 18 October 2013 to 31 October 2014



100,949

migrants
assisted



563

search
and rescue
missions

sion within the Mediterranean up to 138 miles. The equipment available was increased to include the following: three aeroplanes, six high-sea vessels, twelve patrol boats, two helicopters and fifteen teams of experts from 26 European nations: Austria, Belgium, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Iceland, Ireland, Latvia, Lithuania, Luxembourg, Malta, Holland, Norway, Poland, Portugal, Romania, Slovenia, Spain, Sweden, Switzerland and the United Kingdom.

RECOMMENDATIONS

AT EUROPEAN LEVEL

AN APPROACH FOCUSED ON PROTECTING HUMAN RIGHTS

In applying the measures enabling access to the procedure for granting international protection, the European Union has had to address two different requirements, which are too often handled in a conflicting manner: on the one hand, the need to control the external border, including through the application of policies and strategies intended to guarantee the internal security of the individual Member States and the territory of the EU as a whole, and, on the other, the need to provide effective protection for forced migrants.

The contraposition of these factors has prevented streamlined management of the '*border/asylum*' issue and this has entailed the implementation of policies and actions merely on an intermittent basis.

In this regard, to ensure that the actions intended to control the EU's borders can be harmonised with actions to guarantee protection, we must promote an **approach focused on protecting human rights**.

The recent events at the Greek-Macedonian border highlight the need for Europe to do more both to reinforce the capacity of the Member States to handle the phenomenon and to ensure that we safeguard the right of those people fleeing from war, persecution and violence to find understanding, protection and assistance in the third party nations through which they travel. And we must not forget the special consideration required for the most vulnerable individuals and their right to maintain their family units, which was sorely tested during the events described above.

Specifically, we recommend the following:

- that the European Union comply with its international obligations in relation to the protection of human rights at its external borders, further supporting and reinforcing search and rescue operations;
- that restrictions on freedom of movement be removed and the right to leave any country, including one's own, be respected, including by means of rapid access to identity and travel documents;
- that **common European guidelines** be adopted to manage entry into European territory for individuals seeking international protection;
- that, in humanitarian cases that result in extraordinary flows of refugees, humanitarian channels for entry into Europe be extended, including through the issue of visas to be requested from the embassies of countries of origin and transit, where necessary facilitating access in third countries to embassies of Member States other than those from which an entry visa is to be requested;
- that humanitarian admission programmes be extended through greater involvement of all 28 European Union nations and more investment in resettlement programmes;
- that provisions for the distribution of individuals requesting international protection who have reached Europe take due account of the protection and reception conditions offered in the individual Member States and be applied by means of **quotas designed to meet genuine needs**;
- that **strict cooperation** be encouraged, above all nationally, between the border police and border patrol forces and non-governmental organisations and other institutions providing protective services involved in programmes providing support and assistance to migrants arriving in the territory of the EU in order to seek international protection;
- that a **Europe-wide training and further education programme** be developed, intended in particular for border police and patrol forces, which can include modules promoting knowledge about the specific factors affecting forced migrants and, in particular, the most vulnerable categories;
- that trialling be commenced on **common procedures for identification** of migrants, which can be applied within a clear timeframe, using specific, defined measures, in accordance with fundamental human rights and the dignity of persons;
- that we work towards a Revision of the Dublin Regulation, especially in the light of improved facilitation of family reunification with relatives already in European Union nations;
- that **assistance and guidance services** for foreign citizens intending to request international protection or to continue travelling to other countries be introduced at all border crossings (airports, sea and land borders) and entry or transit points, such as railway stations in the main cities. These services can be managed by non-governmental organisations and other institutions providing protective services, through the development of cooperation with police forces, in accordance with common guidelines for

action and training programmes;

- that the European Union undertaken periodic **monitoring missions** at border areas and entry points.

NATIONALLY

DEVELOPMENT OF A SINGLE RECEPTION SYSTEM

In order to be effective, the development of a single reception system in Italy – something that has been talked about for years by the Ministry of the Interior, the Regions, ANCI, UNHCR, institutions providing protective services and associations – must find a way to address the dichotomy between first and second reception, which, in operational terms, has long been reflected by different objectives for the two levels, and in differentiated standards of intervention, with a propensity towards a low threshold in the initial stages of reception.

We should also expect increasingly extensive involvement by all stakeholders participating in management of this phenomenon, in all phases of reception, which must be considered from immediate relief actions to total management of individuals until they are included within the social fabric of the territories concerned, with the understanding that the choices made during the initial phases have inevitable consequences in the implementation of those to follow. In rebuilding a single system, it is therefore necessary to ensure that the same guidelines and identical standards – and specific, stringent controls on the use of funds – govern all reception measures and interventions adopted, with the **common objective of encouraging, for each individual, the regaining of personal independence and freedom from the very need for reception services, starting from the most vulnerable individuals, including unaccompanied minors, who, between 2014 and the initial months of 2015, have had to deal with excessively long timeframes in accessing dedicated reception services, in many cases having to manage without adequate solutions.**

Specifically, we recommend the following:

- the **adoption of uniform standards in each reception context**, whether standard or extraordinary (CARA, Hub, SPRAR, multifunctional citizen centres, centres opened temporarily to respond to potential ‘emergencies’ in the management of arrivals), on the basis of the SPRAR guidelines, built over years from the bottom up, with the fundamental contribution of local operators;
- the preparation of training and further education programmes intended for both the public security forces and the reception operators, as suggested at European level;

- **procedures for liaison among the various reception services, where necessary by means of regional direction** by the local institutions directly involved and by the Regions, with structured procedures for communication and cooperation with organisations providing protective services;

- **the reorganisation of reception services for all unaccompanied minors in the context of SPRAR, promoting appropriate qualifications for operators and diversified forms of reception, maximising the existing community network supporting minors who are victims of trafficking, which also provides mentoring and support programmes and fostering with families, in all cases using programmes focused on compliance with the best interest of the minor;**

- **common procedures for monitoring and assessment of interventions in all reception contexts**, making it possible to verify the efficiency and effectiveness of the interventions adopted, and to develop possible replicable, sustainable models, both in terms of quality (on the basis of common standards), and in terms of optimisation of economic resources and political and organisational strategies.

SOCIOECONOMIC INTEGRATION

POLICIES AND STRATEGIES

The period spent in the reception system is by definition temporary and therefore represents only a short phase of life in Italy for individuals who are requesting or have been granted international and humanitarian protection.

The idea that reception services can of themselves be the only response to every requirement of such individuals therefore could represent a limitation. During the reception period, people within the system must be helped to acquire the tools that will allow them to feel a sense of control over their lives and to act independently, once they have moved on from assistance programmes. Interventions should therefore concentrate on learning Italian, knowledge of and access to services, identification of specific social networks, etc. It should not be taken for granted that this will automatically result in independence in terms of housing and employment. No reception system can ever be sufficient on its own to achieve social integration for its beneficiaries. Indeed, little benefit can come of the exponential increase in the capacity of the first and second reception network (as occurred in 2014 with SPRAR, which saw an increase from 3,000 to more than 20,000 places), **where there is no provision, regionally or nationally, for policies, strategies and programmes that have the objective and the power to promote and support the social and economic integration** of individuals who are seeking or have been granted international and humanitarian protection.

Specifically, therefore, we recommend the following:

- **specific policies and programmes, nationally and regionally, intended to facilitate social, economic and housing integration** of individuals granted international and humanitarian protection, through recognition of those individuals – for a limited period of time following the granting of that protection – as having the same status as the most disadvantaged categories in Italy, including measures to support entrepreneurship, social security measures and tax relief;
- **reinforcement of actions designed to support steps towards social integration** during the reception period, by means of the integration of economic resources within local areas, creating local virtuous models for social and economic integration that can represent opportunities for the entire community of citizens;
- with a view to the above-mentioned optimisation of resources, **facilitation of dialogue between institutions** – including Ministries and municipal agencies – that can support the development of integrated programmes for individuals granted international protection, economic migrants, and European and Italian citizens.

MANAGEMENT OF INFORMATION ABOUT FORCED MIGRATION

We must, in cooperation with Associazione Carta di Roma, promote the training of communication professionals and the provision of accurate, widely-disseminated and specific information about new situations of forced migration, so as to prevent the spread of assumptions that could generate misleading ideological interpretations in public opinion, which often cause opposition and social conflict. It is appropriate and important to ensure that accurate information is also provided in school situations. We therefore hope that the Ministry of Education (MIUR) will promote the wide-spread flow of accurate information about forced migration and the right to international protection among teaching staff and students at schools of all levels and types. In a broader sense, it is clear that the development of a culture of rights in general, and human rights in particular, of respect for others and for the social and cultural context of each of us, can only serve to positively endorse the right approach to reception, diversity and peaceful interaction among different peoples.



In cooperation with the



Report on international protection in Italy 2015 SUMMARY

