

# Report on International Protection In Italy **2014**

ANCI  
CARITAS ITALIANA  
CITTALIA  
FONDAZIONE MIGRANTES  
SPRAR  
IN COLLABORATION WITH  
UNHCR

ABRIDGED VERSION



# Introduction

**At the global level** 2013 was marked by several prolonged humanitarian crisis, reaching levels unseen since the time of the Rwandan genocide in 1994. More than 2.5 million people were forced to abandon their homes and seek protection outside their countries' borders, mostly in neighbouring States.

The issue of safe arrivals for those who are forced to flee their countries and risk losing their lives while trying to reach Europe has thus become increasingly pressing. This clearly means that action is needed not only at the national level – where a better reception and protection system is needed – but also at the international level, through the creation of humanitarian channels and the implementation of search and rescue activities comparable to those undertaken in the course of 2014 by operation Mare Nostrum.

In this respect, better outcomes could be achieved if Italy were to become more involved in the various resettlement programmes which clearly require additional funding to ensure the safety of individuals throughout all the stages of their journey, from the place of departure to arrival, in a more complete and safe manner.

Over the past twenty years and more, Italy has experienced inflows of international migrants closely connected to the serious humanitarian crises that have exploded in the course of time and have increasingly turned our Peninsula into a country of arrival for people seeking protection and asylum. In recent years this scenario has given rise to an intense dialogue between institutions and the third sector, revolving around the need to rethink “reception procedures” and go beyond a fire-fighting approach, through the promotion of local networks. Social organisations continue to play a decisive role in such networks. There is no doubt that the reception, protection and integration of those who arrive in Italy looking for protection can only be guaranteed if mechanisms promoting self-reliance and social inclusion are put in place at local level. Local government and third sector networks play a strategic and essential role in activating the synergies needed for reception and protection programmes to be effective. The fact that such programmes are implemented locally not only means

that the local level should play a leading role, but also that the local level itself should show solidarity and awareness.

Because of the complexity of the scenario, the characteristics of international mobility in the Mediterranean area have evolved and changed so deeply in recent years that new and dedicated tools of analysis are needed to interpret these phenomena in transnational terms. It is indeed clear that similar events never have an isolated impact but rather produce multiple consequences that must be taken into consideration. Developments in Syria, among others, well represent this interconnection, making international protection a phenomenon that unfolds as a long chain of events, from crisis areas to small local communities hosting the refugees.

On the basis of this common understanding, the major organisations that have worked on these issues for years decided to join their efforts and visions and, notwithstanding their different perspectives, produced a dedicated joint publication on international protection.

The 2014 Report on International Protection in Italy, drawn up by ANCI, Caritas Italiana, Cittalia, Fondazione Migrantes, Servizio Centrale dello SPRAR and UNHCR, starts from an analysis of the role of the State, Local Governments and the Third Sector in receiving asylum and international protection seekers, to offer an overview of how Italy's integrated reception system has been developed throughout the years. The report also highlights how migration is now experienced by an increasing number of vulnerable persons, such as foreign minors, stateless persons and trafficking victims, whose circumstances often overlap with those of refugees. The Report contains four chapters focusing on: I) asylum and the role of the State and of the Third Sector; II) the phenomenon of international protection seekers in Italy and the system of protection for asylum seekers and refugees (SPRAR and other forms of reception implemented as needed); III) highly vulnerable persons (stateless persons, trafficking victims and unaccompanied asylum-seeking children, UASC); and IV) the flows of forced migrants at international and European level.

The joint effort made by the agencies in dra-

wing up this report is a good first step towards the development of a national effective and integrated system of protection and reception, where no stakeholder feels either excluded or the sole actor involved. We will meet again a ye-

ar from now, hopefully not to discuss the problems we need to solve but rather the qualities of a system that is taking shape. With this report, we hope to make an active contribution to its development.

## Recommendations

### A human rights-based approach at international borders

In applying the measures regarding access to the procedure for granting international protection, the European Union has to meet two different requirements, which are too often dealt with in a conflicting way: on the one hand, external border control, according to policies and strategies aimed, among other things, at guaranteeing the internal security of individual Member States and of the territory of the Union as a whole; on the other, proper protection of forced migrants.

This conflict has prevented the twin objectives of “border control/asylum” from being properly pursued, which has in turn led to the adoption of stop-gap measures and policies.

Hence, the approach that is required to ensure a standardisation of border control measures and, at the same time, to guarantee protection, is a human rights-based approach.

#### In particular, the following recommendations are made:

- The European Union must comply with its international obligations on the protection of human rights at its external borders, also through search and rescue operations that can save thousands of human lives, as proven by operation *Mare Nostrum*.
- Freedom of movement should not be restricted and the right to leave any country, including one’s own, should be respected, also by guaranteeing fast access to identity and travel documents.
- Common guidelines at European level for managing the entry into Europe of international protection seekers.
- In the event of a humanitarian crisis generating an exceptional influx of refugees, humanitarian channels of entry into Europe should be expanded, also by granting visas that can be applied for at Embassies located in the countries of transit and origin, facilitating access to third countries through the Embassy of a Member State other than the one for

which the applicant wishes to request an entry visa.

- Extend humanitarian admission programmes through greater involvement of all 28 EU Member States and by providing additional funds for resettlement programmes.
- Close co-operation, particularly at national level, between border police and border patrol forces on the one hand, and non-governmental organisations and other protection bodies responsible for providing support and assistance to migrants arriving in the EU to seek international protection on the other.
- Establish a Europe-wide training and updating programme, aimed in particular at border police and patrol forces, which allows for the inclusion of modules promoting an understanding of the specific needs of forced migrants and vulnerable groups in particular.
- Test common procedures for the identification of migrants that can be applied within a specific period of time, with detailed and precise measures, respecting fundamental human rights and the dignity of individuals.
- Review the Dublin Regulation also in order to further facilitate family reunion for individuals whose family members already reside in European Union countries.
- Provide guidance and assistance services at all border crossings (airport, port and land crossings) and entry areas, dedicated to foreign citizens intending to apply for international protection. These services could be managed by non-governmental organisations and other protection bodies, developing forms of co-operation with police forces, complying with common guidelines and training programmes.
- Envisage periodic EU monitoring missions to border and entry areas.

## Redesigning a single reception system

In order to set up a single reception system in Italy – an objective which the Ministry of Interiors, ANCI, UNHCR, protection bodies and associations have pursued for years – we must overcome the dichotomy between “first reception” (reception at the initial stage) and “second reception” (reception at a later stage). In operational terms, such dichotomy has led, over the years, to different objectives for these two different levels and to different standards of intervention, with a tendency to lower standards for initial reception.

Within a redesigned single reception system, the same guidelines and identical standards must govern all reception measures – from the moment forced migrants first arrive in Italy, to the phase when they can benefit from inclusion programmes at local level. The common objective of all measures should be that of helping beneficiaries to become self-reliant and overcome the need for reception services, with particular attention to more vulnerable groups as unaccompanied foreign minors.

### In particular, the following recommendations are made:

- Same reception standards for every reception context, be it of a permanent or extraordinary nature (CARA, HUB, SPRAR, multifunctional municipal centres, temporary centres activated in response to possible “emergencies” in arrivals management). These standards should be based on the SPRAR guidelines, developed in recent years in a bottom-up approach with the key contribution of social workers at local level.
- Mechanisms to inter-connect the different forms of reception should be put in place and coordinated at local level by the interested local and regional governments; such mechanisms should include well-defined forms of exchange and cooperation with protection bodies.
- All reception projects for unaccompanied foreign minors should be brought back within the SPRAR system; diversi-

fied forms of reception for these children should be promoted including – besides dedicated care centres – tutoring/accompanying mechanisms and foster care, on the basis of the principle of the best interest of the child;

- Common mechanisms to monitor and assess all types of reception projects should be developed, so as to verify the efficiency and effectiveness of the reception provided in terms of quality (to be evaluated on the basis of common standards) as well as in terms of the optimisation of both financial resources and policy and organisational strategies.

## Policies and Strategies for socio-economic inclusion

The time spent in reception facilities is temporary by nature and only represents a short spell in the lives of asylum seekers and beneficiaries of international and humanitarian protection in Italy.

Therefore, it is wrong to think that reception can in itself meet all the needs of the individuals received. Consequently, measuring its effectiveness exclusively on the basis of few socio-economic indicators, such as housing and employment, is misleading. While hosted in reception facilities, individuals benefit from support activities aimed at developing the skills they need to become self-reliant once the assistance programme ends. Such activities are thus mainly focused on learning Italian, familiarising with and accessing existing services, identifying social networks of reference, etc. This does not automatically lead to the person finding a job and a place to live. No reception system will ever be enough to guarantee, on its own, the success of social inclusion for its beneficiaries. As a matter of fact, unless we implement policies, strategies and programmes at regional and national level to facilitate the social and economic inclusion of asylum seekers and beneficiaries of international and humanitarian protection, the exponential growth in reception capacity (as in the case of SPRAR, which increased its

capacity from 3,000 to 20,000 places in 2014) will be of little help.

### In particular, the following recommendations are made:

- At national and regional level, implementation of dedicated policies and programmes aimed at promoting the socio-economic and housing inclusion of the beneficiaries of international and humanitarian protection, by granting them – for a limited amount of time after they have been given the international protection or humanitarian status – the same entitlements that highly disadvantaged groups are eligible for in Italy, including access to entrepreneurship support, social security and tax relief programmes;
- Strengthening actions aimed at supporting the social inclusion of beneficiaries while they are still in reception, by integrating financial resources at local level and creating virtuous models of local socio-economic inclusion that can turn into an opportunity for the entire urban community;
- In the interest of optimising use of resources as mentioned earlier, facilitate inter-institutional dialogue – also at the level of ministries and regional or municipal departments – so as to support the development of integrated programmes for beneficiaries of international protection, economic migrants, and European and Italian citizens.



# Action by the State and Third Sector Organisations

**The first chapter** of the Report, devoted to the role of the State and of Third Sector organisations in the management of the migration phenomenon, reconstructs the steps of reception in Italy both from the regulatory standpoint and from the economic and social standpoint, by providing an overview of the various humanitarian crises that have involved our Country: from the Vietnamese boat people, to the crisis in the Balkans, to the boats from Albania through to the so-called “North Africa Emergency” and the Mare Nostrum arrivals in the course of the present year. This overview has brought up not only the need to go beyond the reception of refugees and asylum seekers by providing emergency make-shift measures, but it has also prompted awareness of the huge work done by the local networks of non-governmental bodies and third sector organizations in managing the phenomenon.

From a historic and political analysis of these important events it can be noticed that right from the earliest interventions of a humanitarian nature in favour of the refugees (1970s), our Country has experimented with interesting initiatives and at time innovative measures that however have had to come to terms with the incapacity of the Italian government to implement an efficient reception and protection system.

The first time Italy was engaged in a search and rescue operation at sea was back in 1979 when in the Indochinese sea some 1000 people were saved by the ships of the Italian Navy. Thirty-five years later, under our Mare Nostrum Operation more than 150 thousand people have been rescued at sea. Two experiences, years and years apart, that were never turned into systematic practice that in the interim could have saved other hundreds of thousands of people from death in the Mediterranean Sea.

Over these years we have also seen that the regulations and administrative practices regarding the protection of people asking for international protection has evolved in a haphazard, laborious and at times incomprehensible manner. From the geographic reservation, introduced in the transposition of the 1954 Geneva Convention that remained in force up until 1990, to the extensive use made in recent years of the humanitarian formula, what emerges is the inadequacy of the legal instruments used on the various occasions to give protection to the people arriving in Italy.

As to the various types of reception facilities and the different solutions adopted to cope with the events of recent decades, the situation is no less problematic: from the three Centres for assisting refugees and foreigners set up in the 1970s at Padriciano (Trieste), Latina and Capua, through to the recent Extraordinary Reception Centres envisaged throughout the territory in 2014. A time frame that is very broad during which the Italian Government has had the opportunity of developing also a national reception system (SPRAR) compelled to co-exist, however, with other experiences that are not always coordinated in terms of standards and quality of services offered.

A complex and fragmented picture to which is to be added the third sector church and lay organisations that have struggled to give their contribution complementary to or in replacement of the actions adopted from time to time by the Government. The strengthening of institutional collaboration at both national and local levels, therefore, constitutes an essential precondition for intervening in a truly effective manner in favour of the beneficiaries requesting international protection.

# Persons requesting international protection in Italy

## Migrants arriving via the sea and requests for international protection between 2013 and the first six months of 2014

After the arrival of a first large number of migrants in 1999, in particular from Albania following the Kosovo war, there was a constant and steady flow of arrivals on the Italian coasts between 2000 and 2007. From 2008 to 2013 the tide of arrivals instead became stable, reflecting the political, economic and social conditions of the countries of origin of the migrants. Indeed the years when the surges occurred are 2008, 2011, 2013 and 2014: the first North African emergency (2008), the exodus following the

events that characterized the so-called Arab Spring (2011) and the onset and escalation of old and new conflicts in many areas of Northern Africa and the Near East (2013-2014). From 1st January to 1st July 2014, indeed there have been as many as 400 arrivals bringing a total of 65,456 migrants who reached the Italian coasts on boats. During the same period of 2013 the figures on arrivals were considerably lower, namely 7916 people, a figure which in any case was higher than the number of people who arrived in 2012.

Chart 1

Arrivals from 1999 to 2014  
 (as at 1st July)  
 Absolute values

Source: Ministry of the Interior  
 data processed by Cittalia

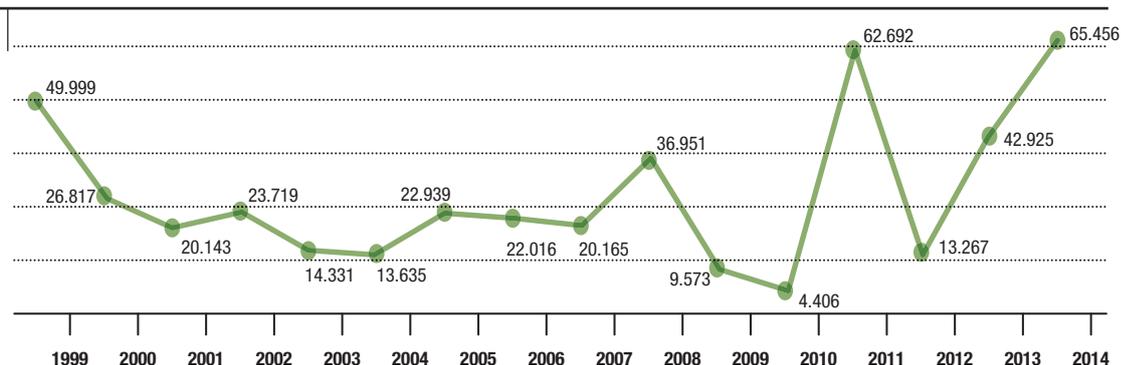
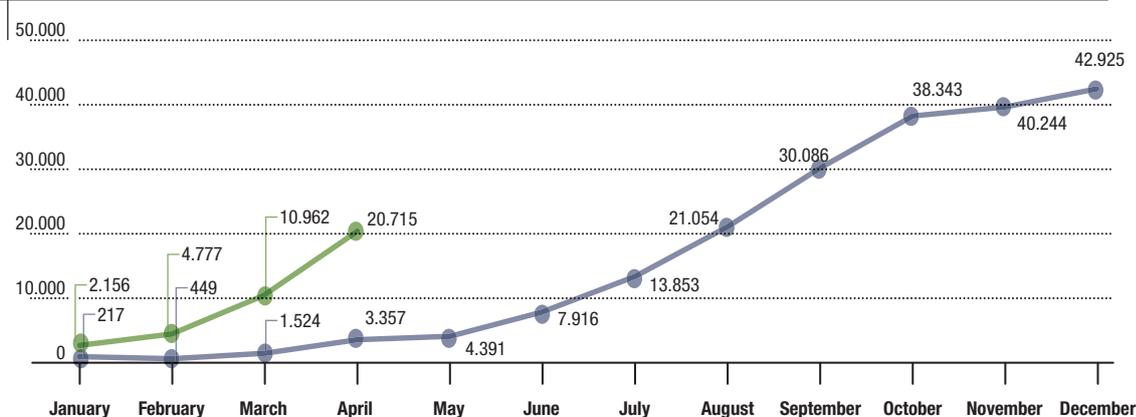


Chart 2

Monthly arrivals:  
 comparison between  
 2013 and 2014  
 (as at 14 April)  
 Absolute values

Fonte: elaborazione Cittalia  
 su dati Ministero dell'Interno

■ 2013  
 ■ 2014



Indeed, in 2013 there was a massive influx of migrants for a total of almost 43 thousand persons, 325 per cent more than in the previous year, and the trend continues also in 2014. In practice Sicily is the region that receives the lar-

gest number of boat people. Suffice it to say that during the first six months of 2014, 85.5 per cent of migrants reaching Italy by sea have arrived in Sicily followed by Apulia and by Calabria (Table 1).

Region	2011	2012	2013	2013 (al 01/07)	2014 (al 01/07)
Sicily*	57.181	8.488	37.886	6.125	56.649
Apulia	3.325	2.719	1.030	695	5.978
Calabria	1.944	2.056	3.980	1.096	1.765
Sardinia	207	4	29	0	23
Campania	0	0	0	0	1.041
Lazio	0	0	0	0	0
Friuli Venezia Giulia	35	0	0	0	0
<b>Total</b>	<b>62.692</b>	<b>13.267</b>	<b>42.925</b>	<b>7.916</b>	<b>65.456</b>
*detail of Sicily					
Lampedusa, Linosa and Lampione	51.753	5.202	14.753	3.648	1.459
Province of Agrigento	806	551	2.937	301	8021

**Table 1**  
**Boat people reaching the coasts of Italian Regions: 2011-2014 (as at 1st July)**  
Absolute values

Source: Ministry of the Interior data processed by Cittalia

With reference to the nationality of the migrants who reached the Italian coasts during the first six months of 2014, some 30 per cent of the total is Eritrean, followed by Syrians and Malaysians. In 2013, the migrants who reached the Italian coasts were mostly Syrians

(26.3 per cent), Eritreans (23 per cent) and Somalis (7.6 per cent); instead, in 2012 the Tunisians were the nationality that was most represented with 17 per cent, followed by Somalis (16.4 per cent) and Afghans (13 per cent) (Table 2).

Nazionalità	2012	Nazionalità	2013	Nazionalità	2014 (al 01/07)
Tunisia	2.268	Siria	11.307	Eritrea	19.329
Somalia	2.179	Eritrea	9.834	Siria	11.236
Afghanistan	1.739	Somalia	3.263	Mali	5.835
Eritrea	1.612	Egitto	2.728	Gambia	3.333
Pakistan	1.247	Nigeria	2.680	Nigeria	3.089
Egitto	1.223	Gambia	2.619	Somalia	2.196
Bangladesh	622	Pakistan	1.753	Senegal	1.791
Siria	582	Mali	1.674	Egitto	1.552
Nigeria	358	Senegal	1.314	Pakistan	1.330
Gambia	348	Tunisia	833	Marocco	917
altre	1.089	altre	4.920	Other*	14.848
<b>Totale</b>	<b>13.267</b>	<b>Totale</b>	<b>42.925</b>	<b>Total</b>	<b>65.456</b>

**Table 2**  
**Nationality of Migrants, 2012-2014 (as at 1st July)**  
Absolute values

Source: Ministry of the Interior data processed by Cittalia

\* The figure may include immigrants who are still in the process of being identified

1 “Humanitarian operation aimed at strengthening the air and sea units for monitoring and rescue actions at sea, aimed at improving safety for human beings and at controlling the flow of migrants. The Operation is equipped with five naval units and two aircraft of the Navy”.

The report also offers an overall view of the *Mare Nostrum Operation*<sup>1</sup> that was started on 18 October 2013 following the shipwreck off the coast of Lampedusa on 3 October that caused the death of more than 300 people. Up until the 31st of December 2013, this operation completed 34 interventions rescuing a total of 4.323 migrants. During the first six months of 2014, Mare Nostrum has carried out 259 interventions

during which 48695 migrants were rescued: of the 259 interventions, 216 were carried out by the Navy (41.554 people saved) and 43 were joint interventions (36 First aid actions carried out jointly by the Coast Guard, Guardia di Finanza and SM units during which 5.417 migrants were rescued and another 7 First aid actions by the Navy) that saved 1.724 people (Table 3).

**Table 3**  
**Figures of the Mare Nostrum Operation**

Total n° events		People rescued			
34		4.323			
of which					
Navy interventions		Joint interventions			
		First aid actions CG/GDF/SM units		First aid action Navy	
Interventions	rescues	Interventions	rescues	Interventions	rescues
29	3.870	0	0	5	453

**Mare Nostrum 2013**  
 (From 18 October to 31 December)  
 Absolute values

**Mare Nostrum 2014**  
 (From 1 January to 14 July)  
 Absolute values

Total n° events		People rescued			
259		48.695			
of which					
Navy interventions		Joint interventions			
		First aid actions CG/GDF/SM units		First aid action Navy	
Interventions	rescues	Interventions	rescues	Interventions	rescues
216	41.554	36	5.417	7	1.724

Source: Ministry of the Interior data processed by Cittalia

In 2013 the Applications for international protection filed in Italy were around 27 thousand, that is to say 10 thousand more than the pre-

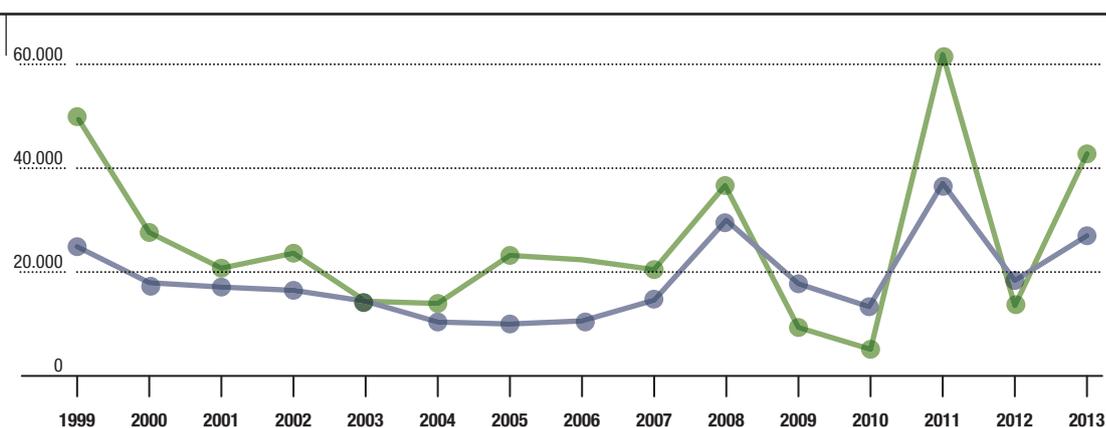
vious year; during the last 14 years the trend has been discontinuous (Chart 3).

**Chart 3**  
**Trend of applications for international protection (1999-2013).**

**Comparison of applications for international protection submitted to territorial boards and boat arrivals**  
 Absolute values

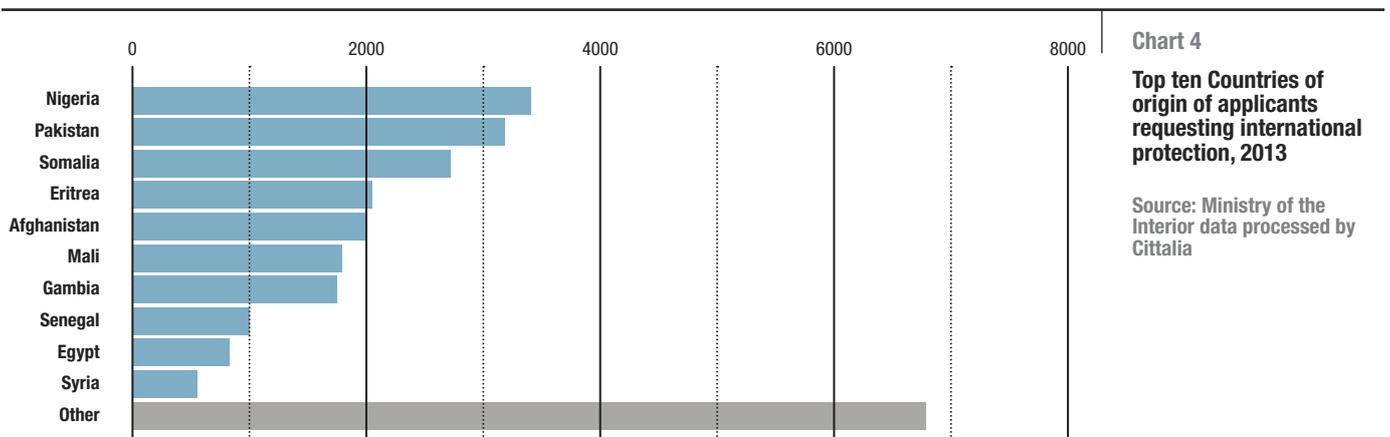
Source: Ministry of the Interior data processed by Cittalia

■ Applications received  
 ■ Arrivals



If we consider the Countries of origin of the applicants for international protection we find that they come from two continents: Africa and Asia. In particular, as regards Africa the largest number of persons who asked for international pro-

tection came from Nigeria with 3519 applications followed by persons from Pakistan (3232), Somalia (2,774), Eritrea (2109), Afghanistan (2056) and Malaysia (1806) (Chart 4).



**Chart 4**  
 Top ten Countries of origin of applicants requesting international protection, 2013

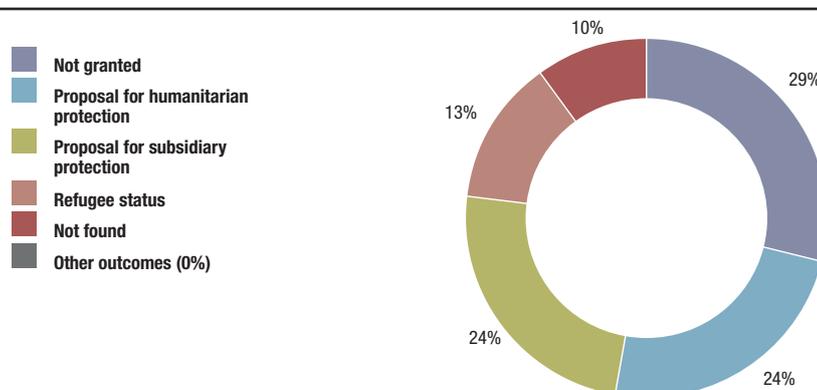
Source: Ministry of the Interior data processed by Cittalia

Instead, as regards the decisions on the applications filed with Italian territorial Boards, the Report highlights that in 2013 some 24 thousand applications were examined.

A form of international protection was granted to 8,642 people, namely 36.6% of the applicants. In particular, 13 per cent were granted the status of refugees while subsidiary protection was granted to 24 per cent of the appli-

cants. By adding to these data the number of persons who were granted a permit of stay for humanitarian reasons (24 per cent), the positive results for the applications in terms of the granting of some form of protection was 61 per cent (Chart 5).

These figures show that the numbers relative to the granting of international protection in 2013 are very close to the numbers for 2011.



**Chart 5**  
 Decisions on the applications requesting international protection, 2013  
 Percentage values

Source: Ministry of the Interior data processed by Cittalia

If we look beyond our national borders, the other Countries of the European Union received 435,390 applications for international protection in 2013, of which 30 per cent were given a positive response thereby meaning that some form

of international protection was granted. In particular, it can be seen that the number of applications for international protection addressed to Germany, France and Sweden was above the weighted European average (Table 4).

	Refugee status	Subsidiary protection	Humanitarian protection
France*	83.0	17.0	
Austria*	68.5	31.5	
Germany	53.2	30.5	16.3
Greece	41.3	29.9	30.7
Spain	39.6	58.6	1.8
Sweden	28.2	64.9	6.9
<b>Italy</b>	<b>21.3</b>	<b>38.9</b>	<b>39.9</b>
<b>EU weighted average</b>	<b>53.1</b>	<b>26.0</b>	<b>20.9</b>

**Table 4**  
**Comparison of EU Countries that granted some form of international protection in 2013**  
 Percentage values

Source: Eurostat data processed by Cittalia

\* The national law does not envisage humanitarian protection

As regards the first six months of 2014, 25,401 applications for international protection were submitted to the Italian authorities of which 70 per cent by citizens coming from the African continent and 25 per cent from Asia. Almost all the people who submitted the applications were males (93 per cent). Looking at the top ten countries of origin of the foreigners whose applications for asylum were examined during the first six months of 2014, they were all from Africa and Asia and in particular: Mali, Nigeria, Gambia, Pakistan, Senegal, Afghanistan and Ghana.

In order to handle the request for reception and assistance by foreigners, specific dedicated facilities were set up that vary in terms of capacity and of the functions attributed to them. In Italy, as at 26 August 2014, the theoretical overall capacity of the CPSAs (Centres for first aid and reception), the CDAs (Reception centres) and CARAs (Reception centres for asylum seekers) was 7,810 beds that rose to 10,331 in terms of number of immigrants present who were received and given assistance to which need to be added more than 28,500 migrants who were received in the CASs (Extraordinary reception Centres). The Centre that in absolute terms received the largest number of immigrants was the CDA-CARA of Mineo which hosted 3792 people (37% of all the persons present in reception centres in Italy). To these figures we must add the 1746 people present in Bari Pales (with 17% of persons pre-

sent out of the national total) and Crotone with 1531 (15%). At the joint conference of 10 July 2014, an understanding was reached by the Government, the Regions and the Local Governments on the National Plan for the Reception of Migrants that envisages the creation of regional hubs for first reception, an increase in the number of beds within the SPRAR network (Network for the protection of asylum seekers and refugees) and the commitment to organize a system-wide governance of facilities providing care to unaccompanied foreign minors by activating highly specialized first reception facilities and planning the reception of all unaccompanied minors within SPRAR, adequately upgraded and financed for this purpose. Underlying this understanding is the need to create a single reception system that envisages a first stage of aid and care through ad hoc government facilities where people remain for a short time. This is then followed by a phase of first reception in regional and interregional hubs where the migrants who have asked for protection are received. And then a second phase of reception and integration centred on the SPRAR network that is the core of this model both for adults and for unaccompanied foreign minors. The Report continues by presenting an overview of reception within the SPRAR network (Network for the protection of asylum seekers and refugees) during the last ten years with an update of the data that refer to the first six

months of 2014. While the reception projects within the SPRAR network in 2013 were 151 with the involvement of 128 local bodies and allocations for 3000 persons, to which an additional 6402 extraordinary beds were added (Chart 4), for the 2014-2016 three-year period instead, 456 projects have been funded of which 367 that will provide reception for the beneficiaries belonging to the ordinary categories, 32 for recipients with

mental of physical disabilities, and 57 for unaccompanied foreign minors. These projects have made available 13,020 beds plus additional 6,490 beds. The local authorities that run the projects are 415 of which 375 municipalities (including territorial and social areas, intercommunal consortia, Health associations and mountain communities), 30 Provinces and 10 clusters of municipalities.

## Fact sheet **Network for the Protection of Asylum Seekers and Refugees**

SPRAR – The Network for the Protection of Asylum Seekers and Refugees was established by Act no 189/2002 and was given the legacy of the National Asylum Program (PNA), a consortium for reception initiatives by municipalities and third sector organizations. PNA was set up in 2001 following a Memorandum of Understanding signed by the Ministry of the Interior, the United Nations High Commissioner for Refugees and the National Association of Italian Municipalities (ANCI). Today SPRAR comprises the network of local bodies that, in order to accomplish their local projects for receiving asylum seekers, refugees, and persons entitled to subsidiary and humanitarian protection, have access to the scanty resources of the National Fund for Asylum Policies and Services managed by the Ministry of the Interior and envisaged in the Budget Act of the State. Access to the National Fund for Asylum, Policies and Services is regulated by a decree of the Ministry of the Interior that regulates the call for submission of proposals for integrated reception projects by local authorities. The decree – and its call for proposals – was

### KEY WORDS OF SPRAR

- Public nature** of both the resources made available and of the bodies that are politically responsible for providing reception - Ministry of the Interior and local authorities according to the multilevel governance approach.
- Synergies**, started on the territory with the “managing bodies”, third sector players – associations, NGOs, cooperatives – that offer an instrumental contribution to the implementation of the interventions.
- Decentralization** of “integrated reception” actions, carried out across the national territory with a presence in all the Regions (except for Valle d’Aosta).
- Local networks** – stable, solid, interactive – promoted and developed with the involvement of all players and special interlocutors for the success of the reception, protection and social inclusion measures adopted.
- Specific skills** of operators, strengthened over the years by in-the-field experience, by training and updating, ensured also at the central level.
- Voluntary nature** of the local authorities’ participation in the network of projects for reception, bearing witness to the political engagement by the local administrations in choosing to plan the interventions to be carried out in their territory of competence in favour of asylum seekers and refugees.

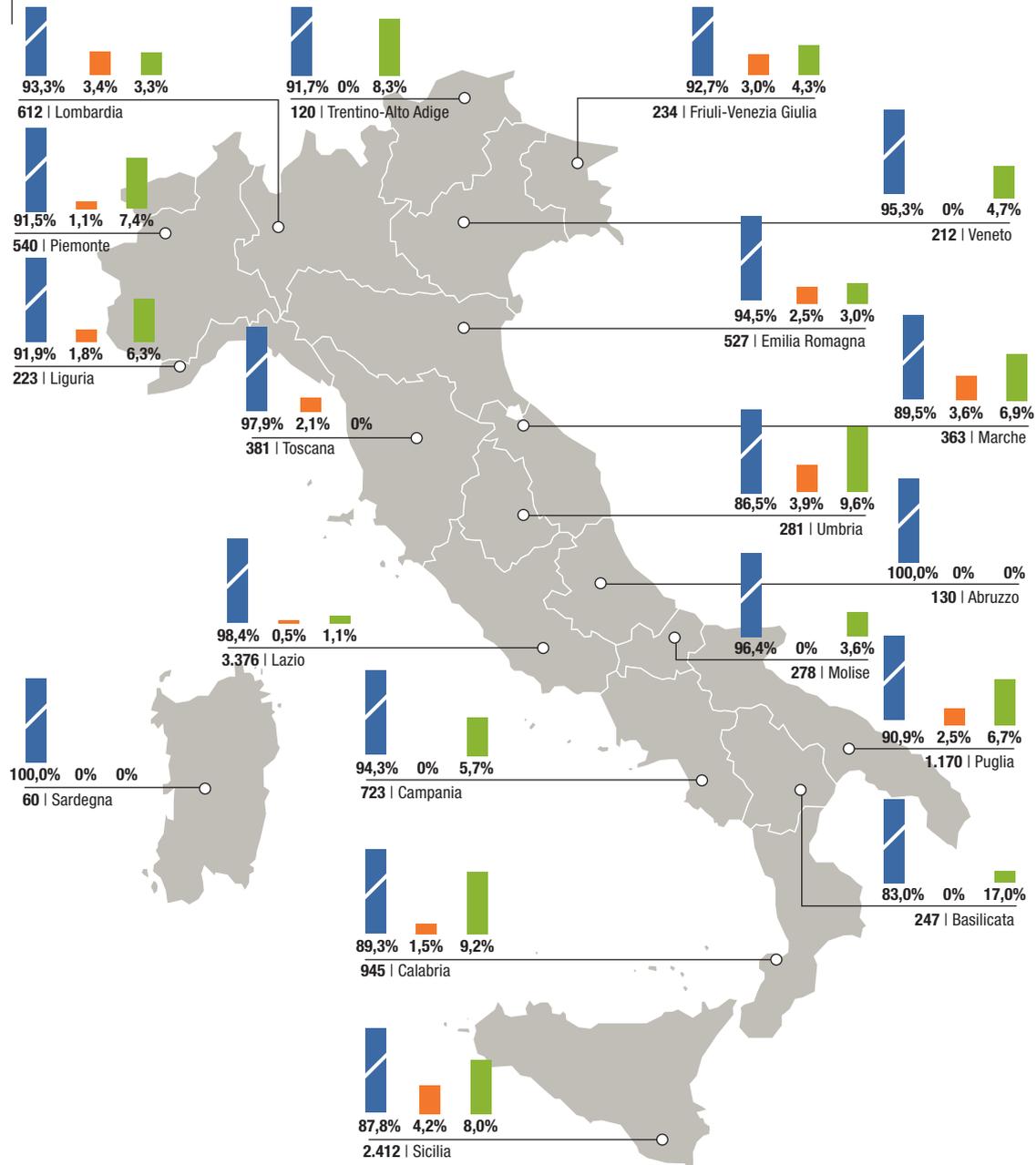
published annually up until 2008. There was a single call for 2009 and 2010, while from 2011 the call is issued every three years. The Central Service of SPRAR – The coordination of the Protection Network is ensured by the Central Service, an operational structure established by the Ministry of the Interior

and entrusted, under agreement, to ANCI as per Act 189/2002. The Central Service has the task of monitoring, informing, promoting, training, consulting and providing technical assistance to local authorities as well as managing the activities for the adjustment of the persons in the reception facilities.

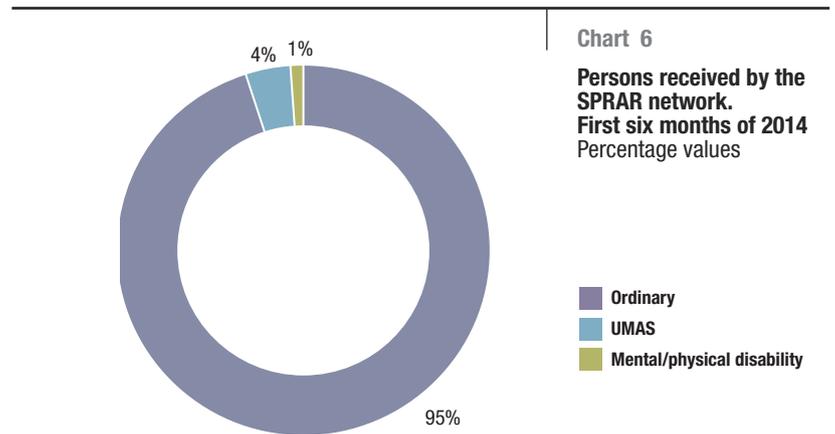
Map 1

**Beds available in the SPRAR network by category of project (aggregate data on a regional basis). First six months of 2014**  
 Percentage and absolute values

- Ordinary
- Mental disability
- UMAS

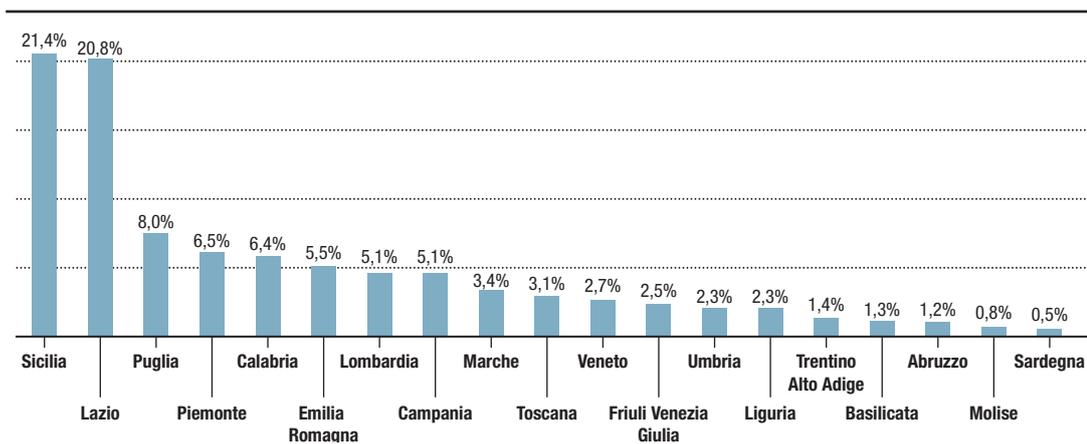


In 2013, while the allocated funds were intended for 10,381 individuals, the actual recipients were 12,631, 4,808 people more than in 2012. In the first six months of 2014, 10,852 people were received of whom 10,325 were ordinary beneficiaries, 132 beneficiaries had mental or physical disability and 395 were unaccompanied foreign minors (Chart 6).



As regards the regional distribution, in the first six months of 2014, the largest presence was recorded in Sicily (21.4% of the national total) and in Lazio (20.8%), while the percentage for

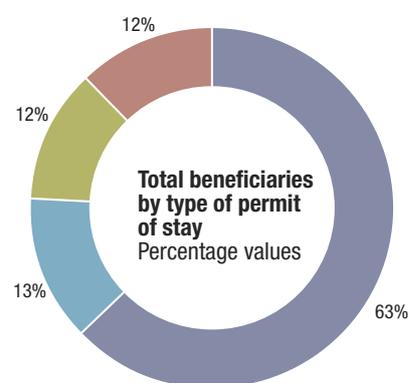
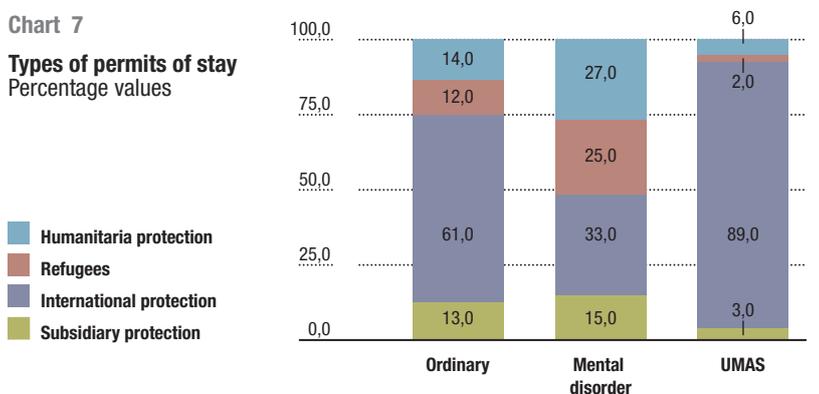
the remaining regions was less than 8%. It must be pointed out that in Valle d'Aosta there are no reception centres belonging to the SPRAR network (Table 5).



Out of all the individuals received, 63% requested international protection, while the remaining individuals are holders of some form of protection (33% humanitarian, 12% subsidiary; the remaining 12% obtained the status of refugee). The high number of applicants reflects the

reorganization of the SPRAR network since the recent expansion has made it possible to welcome additional first-time international-protection-seekers. This category includes almost all unaccompanied foreign minors (89%) and 61% of ordinary beneficiaries.

**Chart 7**  
**Types of permits of stay**  
 Percentage values



Among the leading nationalities of the beneficiaries received in 2014, at the top of the list is Nigeria (14.4%), followed by Pakistan (12%), Somalia (10.6%), Afghanistan (9.1%) and Gambia (9%). The Countries that are below 8% are Eritrea (7.7%), Mali (6.9%), Senegal (4.1%), Egypt (3.1%) and Ghana (2.7%). The incidence of foreign minors in the first ten nationalities of beneficiaries is very high among the Egyptians (42%), followed at great distance by the Nigerians (12.8%), Senegalese (12.5%) and Gambians (11.4%). As regards gender, instead, the study shows that there is a sharp prevalence of males, especially for some nationalities where the migrants are almost entirely all males. This is the case of Gambia (99.8%), Mali (99.6%), Pakistan (97.7%), Senegal (96.1%), Ghana (95.5%) Afghanistan (95.3%). The nationalities that instead have a higher presence of women among the first ten Countries of origin are Egypt (35.6%), Eritrea (26.4%), Somalia (26.3%) and Nigeria (23.9%).

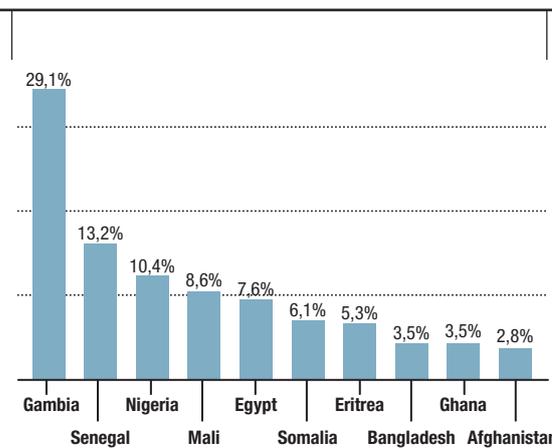
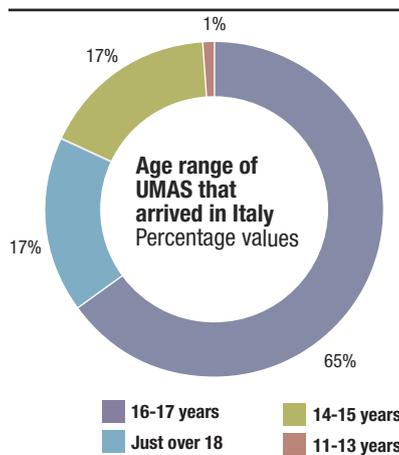
Finally if the age of beneficiaries is taken into account, it is found that the age range mostly represented goes between 18 and 25 with

45%; while the persons aged between 26 and 30 are 22%. The sum of these two age groups accounts for 67% of all persons received. The individuals between 31 and 35 account for 11% and those between 36 and 40 account for 5%. Globally the persons aged between 18 and 40 account for 90% of all the persons received. The data regarding the first six months of 2014 confirm the increase in the number of persons aged between 18 and 25.

Regarding the services delivered within the framework of the territorial projects in the SPRAR network, the total number of beneficiaries was 48,231. The services were above all healthcare (21.2%, language-cultural mediation 16.5%), social services (15.5%), multicultural activities (12.1%), job adjustment (11%) and legal counseling (8.7%). As regards the profile of beneficiaries, the Report focuses on the presence of unaccompanied foreign minors who, with regard to nationality, come mainly from Gambia that ranks first with 29.1%, followed by Senegal (13.2%), Nigeria (10.4%), Mali (8.6%), Egypt (7.6%), Eritrea (5.3%), Bangladesh (3.5%), Ghana (3.5%) and Afghanistan (2.8%) (Chart 8).

These partial data relative to the first six months of 2014 show that there is a sharp difference compared to previous years where the main Countries of origin were Afghanistan together with Bengal and Pakistan. The minors received are almost all males and mostly aged

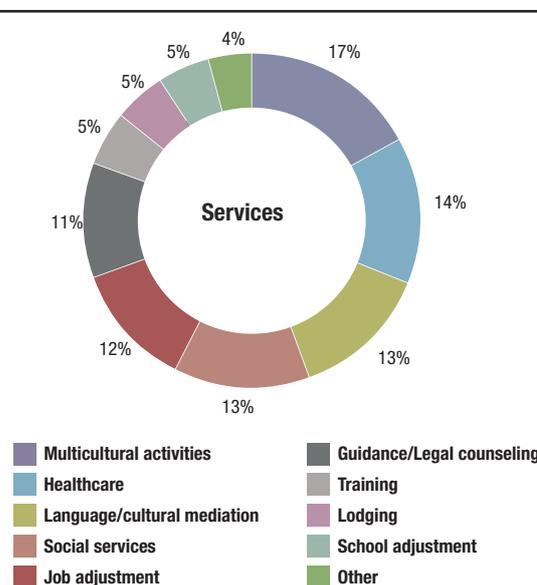
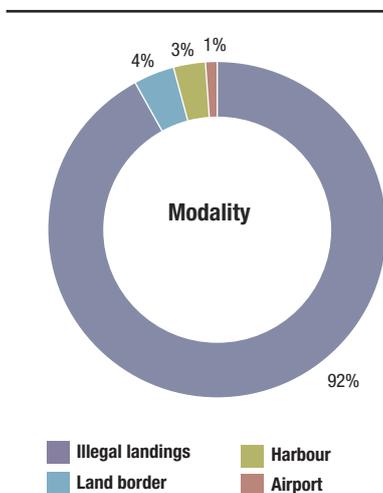
between 16 and 17 (65%). Compared to 2013, therefore, there seems to be a lowering of mean age since there are minors aged between 11 and 13 (1%) and there is an increase in the number of minors aged between 14 and 15 (17%).



**Chart 8**  
 Top ten nationalities of UMAS received in the SPRAR network  
 Percentage values

As regards the modality of entry into the Country of unaccompanied foreign minor asylum seekers (UMAS), in almost all cases they arrived by boat (91%), a figure that has been increasing in recent years. Very few enter the Country by crossing land borders (4%), or arriving at har-

bours (3%) and airports (1%). Regarding the main services delivered to the UMAS received, 17% are multicultural activities, 14% healthcare, 13% language-cultural mediation, 13% social services, 12% jobs and 11% guidance and legal counseling (Chart 9).



**Chart 9**  
 Modality of entry into the Country and services provided to the UMAS received  
 Percentage values



# Vulnerable individuals: stateless individuals, victims of trafficking and minors requesting asylum

## The meaning of being stateless and this phenomenon in Italy

**The third chapter** is dedicated to the category of vulnerable individuals, namely stateless people, victims of trafficking, and foreign minors seeking asylum whose conditions are more and more frequently becoming intertwined with those of refugees and asylum seekers. This section of the Report begins with an examination of the meaning of “stateless” person, and it gives an overview of the regulatory instruments and means of protection for stateless people with reference to the Italian case and to the mission of the High Commissioner of the United Nations for Refugees. According to the definition given in the Convention Relating to the Status of Stateless Persons adopted in New York on 28 September 1954, a “stateless person means a person who is not considered as a national by any State under the operation of its law. Hence being sta-

teless is a condition of juridical anomaly for circumstances almost always not dependent on the person’s will where the person is denied the rights and duties associated with citizenship”.

In practice a distinction needs to be made between original statelessness and a new condition of statelessness: in the former case the person has never held citizenship rights from birth, while the new condition of statelessness intervenes at some point in a person’s life where he/she loses his/her citizenship without acquiring a new one. An additional cause of statelessness is the interaction with the rules on citizenship that are markedly discriminating towards women: indeed, in as many as 27 Countries in the world there is inequality between men and women in the transmission of citizenship to offspring.

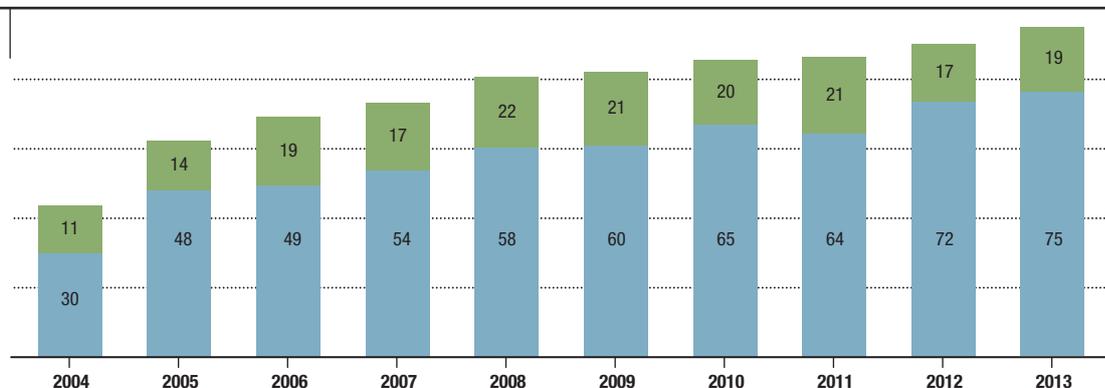
One of the biggest problems linked to the description of statelessness with reference to its diffusion worldwide is related to the lack of reliable data on the number of stateless persons and of persons exposed to the risk of becoming stateless. This shortcoming is due mainly to the living conditions of stateless persons often linked to precarious and marginal contexts, besi-

des a lack of interest in the phenomenon; only in recent years has this phenomenon been brought to the attention of the international community. Even though during the last ten years there has been considerable progress, to date 75 Countries have established procedures for gathering reliable statistica data on stateless persons (Chart 10)

Chart 10

Countries that have provided statistics on stateless persons, 2004-2013  
 Absolute values

■ Countries with known population but without reliable data  
 ■ Countries with reliable data



It was after the Second World War that the international community became aware of this phenomenon and in particular it was realized that there was a relationship between statelessness and the status of refugee. “In dealing with the relationship between statelessness and the status of refugee, the General Assembly of the United Nations has pointed out that statelessness (including in this definition the impossibility of establishing the nationality of a person) can give rise to the displacement of people; in this sense, the Assembly pointed out that prevention and the reduction of statelessness and the protection of stateless persons play an important role in the prevention of refugee conditions”. Statelessness in the world is a complex issue and very often there is a mismatch in figures and statistics. For instance, with reference to the Italian case, in 2011 UNHCR drew up a map of the phenomenon of statelessness in Ita-

ly: the study, entitled “Mapping Statelessness in Italy”, tried to delineate the phenomenon in all of its complexity, by identifying the directions of research and highlighting the fragmentation of information about the numbers and make-up of stateless persons in our Country. Suffice it to point out that from the last census carried out by ISTAT in 2014, there emerges that the presence of stateless persons registered in the Municipal offices where they reside indicates the presence of 583 persons, while, the estimates drawn up by the Comunità di Sant’Egidio indicate that there are 15,000 persons in this condition all of whom come from former Yugoslavia. Similarly, the school is a place for identifying cases of statelessness amongst the new generations. The data of the Ministry of Education, referring to the 2012/2013 academic year, show that there are 246 stateless students in the various Regions of Italy.

Type of school	Stateless students	Students of unknown or non-declared nationality	Table 5 Stateless students in Italian schools. 2009-2010
Kindergarten (3-6 years)	59		
Elementary school (6-11 years)	181		
Junior secondary school (11-14)	48	2.236	
Secondary school (14-19)	3		
<b>Total</b>	<b>291</b>		

Italian Regions	Stateless students	Total students with non-Italian citizenship (absolute values)	2012-2013
Piemonte	9	73.914	
Valle D'Aosta	0	1.632	
Lombardia	9	191.526	
Trentino A.A.	5	17.299	
Veneto	7	91.867	
Friuli V.G.	1	18.563	
Liguria	2	22.742	
Emilia Romagna	9	90.286	
Toscana	43	62.449	
Umbria	0	17.390	
Marche	1	27.118	
Lazio	20	75.338	
Campania	118	21.095	
Puglia	0	16.329	
Basilicata	0	2.326	
Calabria	0	13.447	
Sicilia	1	23.492	
Sardegna	21	5.010	
Nord-Ovest	20	289.814	
Nord-Est	22	218.015	
Centro	64	182.295	
Sud	118	68.004	
Isole	22	28.502	
<b>Italia</b>	<b>246</b>	<b>786.630</b>	

There are two international instruments for the protection of stateless persons: the first, as seen earlier, is the Convention Relating to the Status of Stateless Persons adopted in New York on 28 September 1954 while the other one is the UN Convention on the Reduction of Statelessness adopted on 30 August 1961. The Convention of 1954, that in recent years has gone from 65 signatory States to 82, provides a definition of stateless person without defining a procedure for recognizing such status. Only 12 Countries in the world have adopted a procedure for recognizing this status, one of which is Italy.

### **Procedure for the recognition of the status of statelessness in Italy and citizenship**

**The procedure** for being recognized the status of statelessness in Italy is an administrative procedure which requires a judicial action before an ordinary judge. The administrative procedure for certifying the condition of statelessness is a prerogative of the Ministry of the Interior and is regulated by Art. 17 of D.P.R. 576/93. Based on this regulation, the Ministry “may” certify the condition of statelessness upon request by the person involved and accompanied by relevant documents”.

Once the documentation submitted by the applicant has been examined, the Ministry of the Interior may ask the opinion of the Ministry for Foreign Affairs in order to make sure that there are no citizenship constraints between the applicant requesting the status of statelessness and the State(s) with which the applicant may have had significant relationships such as birth, residence or prior citizenship. In this case the procedure may take up to 895 days. A second modality through which the status of statelessness may be recognized is ascertaining such status through a judicial action filed with the Ordinary Court (this procedure was available up until the ratification of the 1954 Convention). One of the distinctions between procedure for certifying the status of statelessness through the administrative or judicial channels consists in the requirements for having access to such

procedures. Indeed, while the former may be undertaken only by the foreigner who is in Italy with legal papers, the Judicial procedure makes it possible to examine the application even if the applicant does not have regular papers for being in the Country. Instead, as regards the recognition of citizenship, Art. 32 of the 1954 Convention sets forth that signatory States shall adopt mechanisms that facilitate the assimilation and naturalization of stateless persons. In the Italian legal order there are two provisions that concern stateless persons: the first envisages the granting of nationality to children born in Italy who would otherwise be stateless: Art. 1 of Act 91 of 5 February 1992 envisages that “a person born on the territory of the Republic is an Italian citizen if born from unknown or stateless parents, or if the offspring do not follow the parents’s citizenship according to the law of the State to which they belong”. The second provision, instead, envisages the possibility for the stateless person to file an application for being granted citizenship after five years of legal stay in the Country.

### **People trafficking and asylum**

**Special attention** is dedicated also to the issue of human trafficking and to the relationship with the rules on asylum. In Italy the correlation and interdependence between international protection and human trafficking within illegal migration flows appears to be increasingly closer even though the literature on the issue is scanty and there are no data. The trafficking of human beings is constantly evolving and currently includes increasingly diversified and complex actions, types of victims and forms of exploitation. Alongside the so-called “traditional” forms of exploitation, there are new forms that consist of a wide range of coercive illegal activities (thefts, pick-pocketing, begging, sale of fake products, growing and peddling drugs, and albeit less frequently, removal of organs, forced marriages).

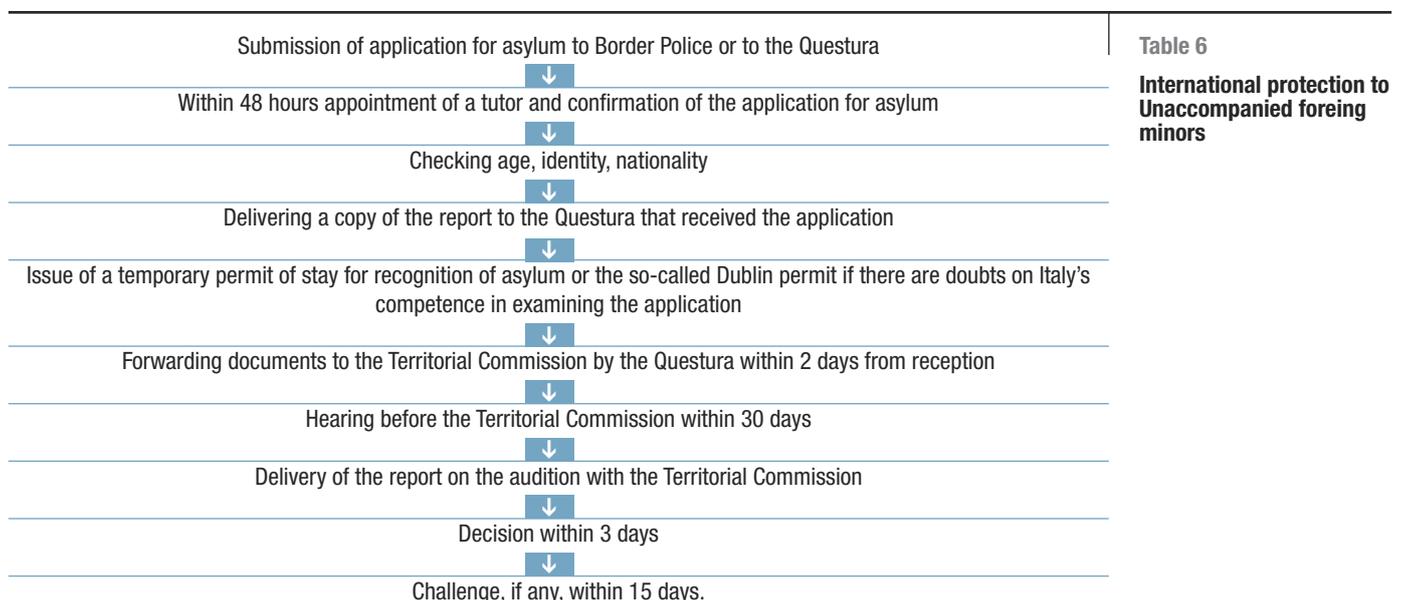
Italy has regulatory instruments for the protection of persons and for combating organized crime that still is a point of reference for the

whole European landscape. In particular, Art. 18 of the Consolidated Text on Immigration (Legislative Decree 286/98) envisages that permits of stay be issued in order to enable the foreigner to escape from violence and from being subjected to organized crime and participate in an assistance and integration program irrespective of there being a formal report of his/her exploiters and of bearing witness in a criminal proceeding. The permits issued so far range between 800 and 1000 per year, with only about 520 being issued in 2012. This poor results raises serious doubts as to the use of this instrument especially given the massive recourse to applications for international protection filed by potential trafficking victims. At the same time, in the asylum procedure there is the need to succeed in bringing to light these situations of great vulnerability and envisaging more adequate forms of intervention.

### Foreign minor asylum seekers: the procedure for granting international protection

As pointed out, during the last decade, the presence of unaccompanied foreign minors is a common element in all international migration

flows. They are a particularly vulnerable category and the protection envisaged by asylum regulations come to add to the general protection envisaged for minors who in no case are to be held in the identification or temporary reception centres, as provided for in Art. 2 (5) of D.P.R. 303/2004. Unaccompanied foreign minors who could be subjected to persecution in their Countries for reasons of race, religion, nationality, belonging to a given social group, or for political opinions, have the right to submit an application for international protection with the help of their tutors. Under Art. 2 (5) of D.P.R. 303/2004, the ordinary procedure shall apply on the basis of which, within two days from the application being filed, the Questore (Police Commissioner) forwards the application to the Territorial Commission that within a maximum of thirty days shall hold a hearing. At the same time, reception is provided by the local body within the framework of its SPRAR services (Network for the protection of asylum seekers and refugees) (Table 6)





# International and European forced migrations

**The report ends** with a chapter on the issue of forced migrations at global level which shows that in 2013 more than 2.5 million persons were compelled to abandon their homes and seek protection outside the boundaries of their Country, mostly in neighbouring countries.

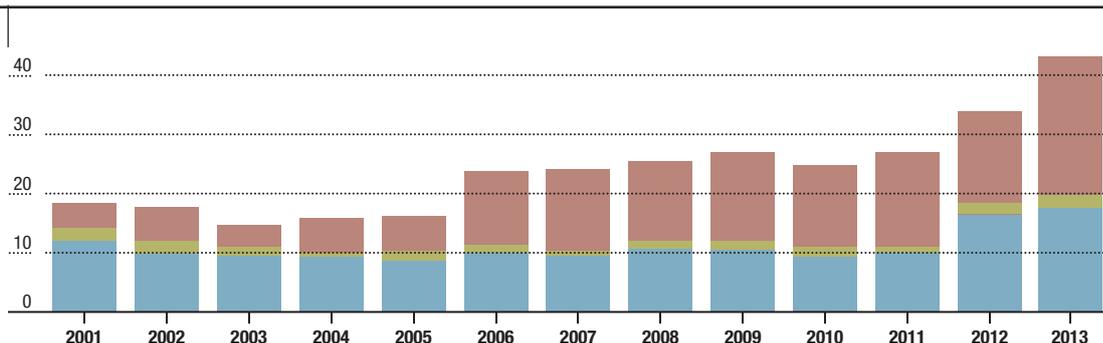
These new refugees have come to add to the 2 million persons who had become refugees in 2011 and 2012. The war in Syria, in its third year in 2013, was the main cause for these displacements as evidenced by two dramatic events.

In 2013 more than 51 million persons were compelled to migrate (displaced persons, fleeing wars, conflicts and violations of human rights) of which 42.9 million of competence of the UNHCR.

**Chart 11**  
**Forced migrations, 2001-2013**  
 Values in millions

Source: UNHCR data processed by Cittalia (various years)

- Refugees
- Asylum seekers
- Displaced persons

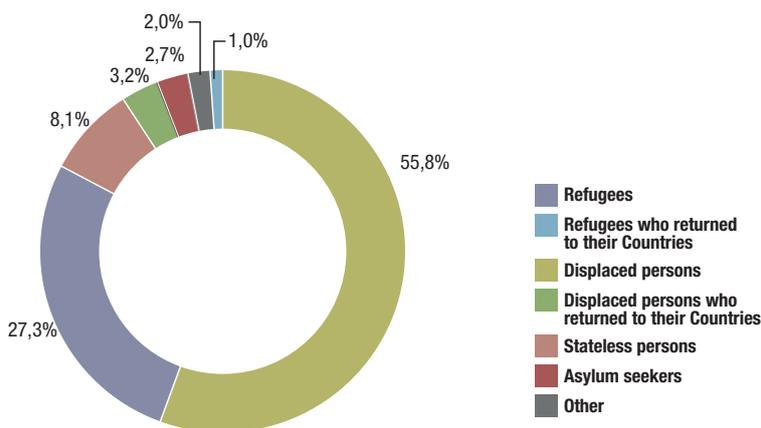


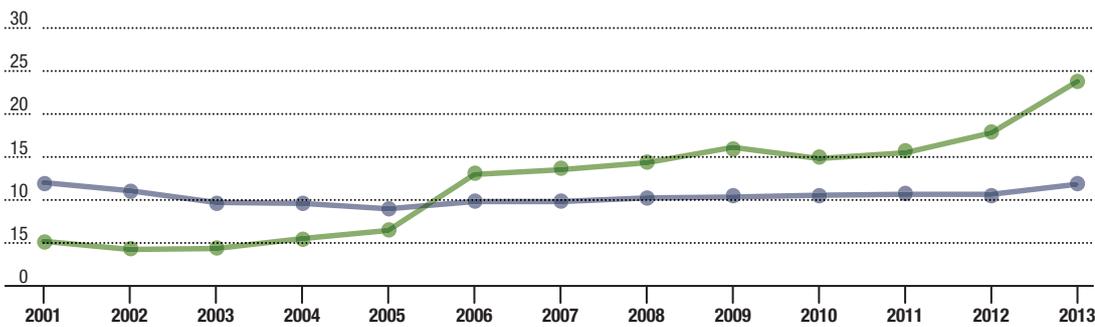
Among these, 16.7 million were refugees, 33.3 million were internally displaced persons (IDPs) and about 1.2 million persons were asylum seekers whose application for asylum had not yet been processed by the end of the year of reference. The highest levels of forced migrations since 1989 were recorded in 2013. 1989 is the first year for which full statistical data are available on forced migrations in the world. If these people constituted a nation they would be the

twenty-sixth largest country in the world in terms of population. About 414,600 refugees returned to their Country of origin during the year, a figure that unfortunately is only one-fifth of the figure reported in 2012 (526,000). On the contrary, in 2013, UNHCR advocated, with the States involved, the cases of more than 93,200 refugees for resettlement, and some 71,600 were able to leave with the help of the UN Agency.

**Chart 12**  
**Persons under the UNHCR per status, 2013**  
 Percentage values

Source: UNHCR data processed by Cittalia





**Chart 13**  
**Refugees and displaced persons under the UNHCR, 2001-2013**  
 Value in millions

Fonte: elaborazioni Cittalia su dati UNHCR (anni vari).

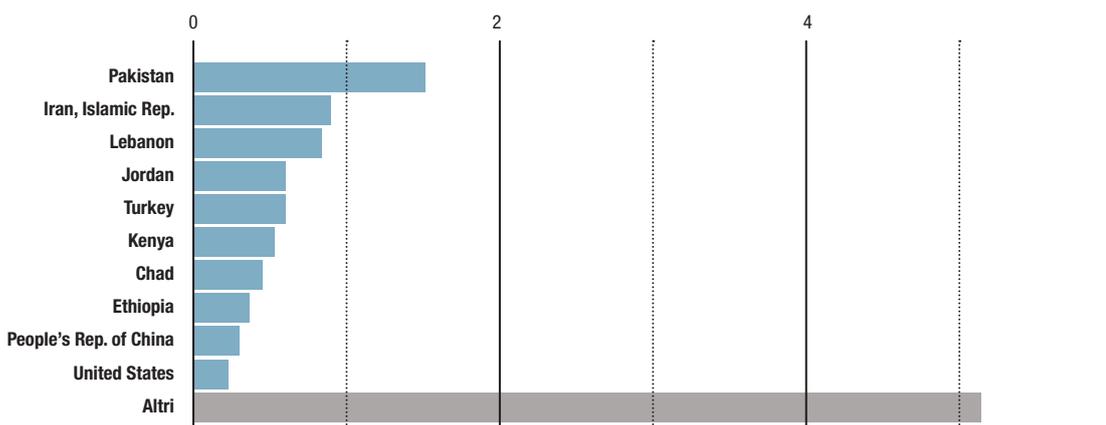
■ Refugees  
 ■ Displaced persons

At the end of last year the total number of refugees under UNHCR mandate was estimated to be 11.7 million, some 1.2 million more than the previous year (+ 11%). This was the highest level since 2001, when the people considered to be refugees at year end were 12.1 million. During 2013, 2.2 million Syrian refugees were registered, especially in the neighboring Countries, while hundreds of thousands of people fled their Country in Africa from the Central African Republic to the Democratic Republic of Congo, from South Sudan to Sudan, and from Mali. There had not been such a large increase in the number of refugees since 1994.

Fifty-three per cent of refugees in the world come from three countries: Afghanistan, Syria and Somalia. Pakistan is the country that has hosted the largest number of refugees in the world (1.6 million), followed by Iran (857,400), Lebanon

(865,500), Jordan (641,900) and Turkey (609,900).

In Europe, instead, even though the global population of refugees has remained relatively stable – namely 1.8 million people, two important events occurred in 2013 that mutually compensated one another. First of all Turkey managed the arrival of about 478,000 Syrian refugees during the year, of which some 140,800 returned spontaneously to their Country during that same year. Another 37,800 Syrian asylum seekers were granted international protection on an individual basis in European Countries. Secondly, the overall refugee data for Europe dropped because of the significant decrease in the number of refugees in Germany. Refugee figures went from 589,700 in early 2013 to 187,600 by year end, because of the alignment of definitions used to count refugees.



**Chart 14**  
**First 10 Countries that receive refugees, 2013**  
 Values in millions

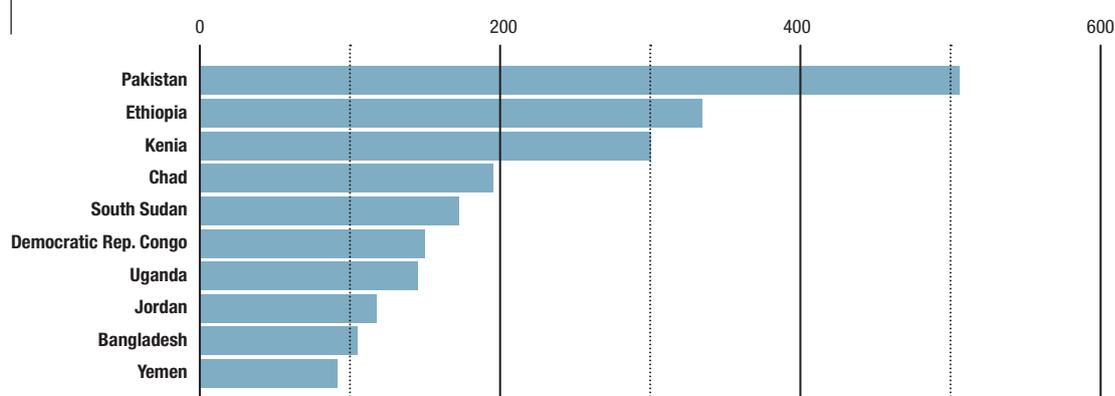
Source: UNHCR data processed by Cittalia

At the end of 2013, the developing regions of the world received 10.1 million people, equivalent to 86% of world refugees, the highest value in the last 22 years. The least developed countries alone gave asylum to 2.8 million refugees, namely 24% of the world total. These figures are further confirmed by the analysis of the number of refugees received versus the per capita Gross Domestic Product (GDP) (under parity of purchasing power- PPP). The ratio between refugees hosted in a Country and its average income level may be an indicator of the burden associated with the reception of refugees. When for each US dollar of GDP (PPP) per capita a high number of refugees is received, it can be stated that the Country in question is greatly committed and is giving a great contribution in relation to its national economy. In

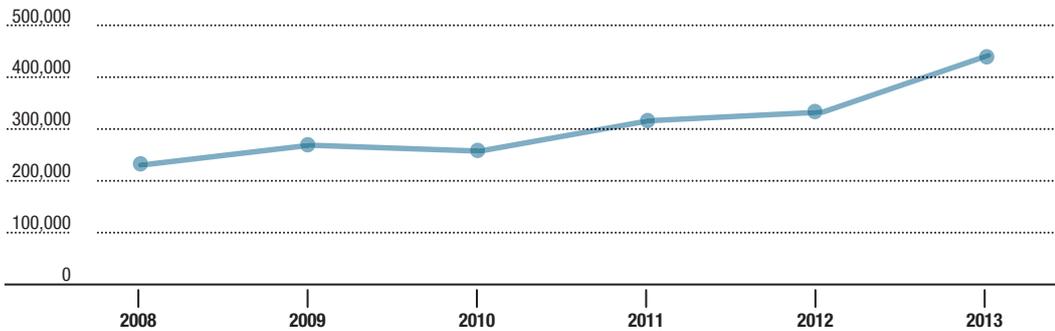
2013, the 40 countries that received the largest numbers of refugees versus per-capita dollar of GDP (PPP) all belonged to developing regions and included also 22 of the least developed countries of the planet. More than 5.4 million refugees, namely 46% of the refugees in the world, lived in countries whose per capita GDP (PPP) was lower than 5 U.S. dollars. Pakistan had the highest number of refugees in relation to its national economy, considering the 512 refugees versus per-capita U.S. dollar (PPP) that it received (Fig. 4). Ethiopia was second with 336 refugees, followed by Kenya (295), Chad 199, South Sudan, (177) and the Democratic Republic of Congo (153). The first developed Country, Serbia, holds 44th place on the list with 7 refugees versus per-capita U.S. dollar (PPP).

**Chart 15**  
**Refugees received in 2013**  
**versus per capita GDP**  
**(purchasing power**  
**parity).**  
**Top ten Countries, 2013**  
 Refugees per US dollar

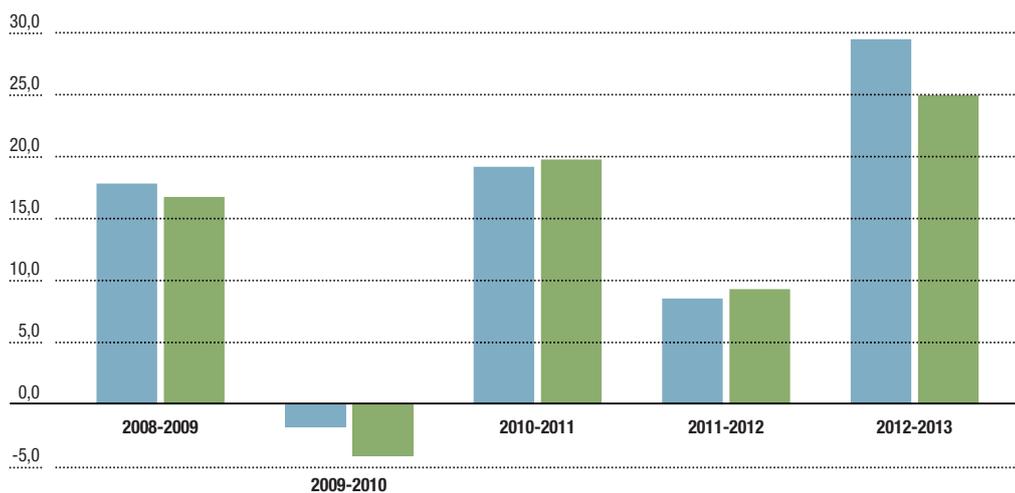
Source: UNHCR data  
 processed by Cittalia



## Applications for international protection in Europe

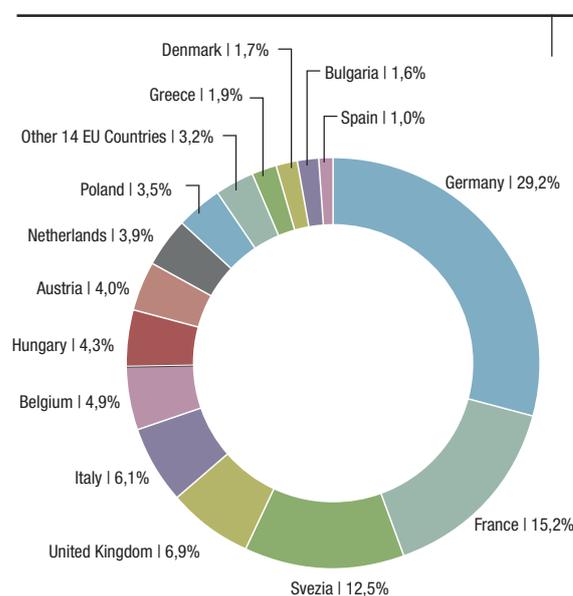


**Chart 16**  
Applications for international protection in the European Union (28 States) and in Europe, 2008-2013. Absolute values



**Chart 17**  
Variation in applications for International Protection in the European Union (28 States) and in Europe, 2008-2013. Percentage values

In 2013, the largest number of applicants were recorded in Germany (126,995 applicants, 29.2% of the total), followed by France (66,265, namely 15.2%), Sweden (54,365, 12.5% of the total), United Kingdom (30,110 - 6.9%), Italy (26,620 - 6.1%), Belgium (21,215 - 4.9%), Hungary (18,900 - 4.3%), Austria (17,520 - 4.0%), Netherlands (17,160 - 3.9%) and Poland (15,245, namely 3.5%). In total, these ten Member States received almost 90.6% of all the applications for protection filed in the European Union.



**Chart 18**  
Applications for international protection in Europe. Breakdown by Country, 2013. Percentage values

Out of the more than 400 hundred thousand applications submitted to the European Union, Syrian and Russian nationals accounted for 21.1% of all asylum seekers. In particular, Syria, with 50,435 applications, namely 11.6%, topped the list of Countries of origin of applicants in 2013, followed by Russia (41,485), Afghanistan (26,200), Serbia (22,375), Pakistan (20,815) and Kosovo (20,220). Compared to the previous year, the biggest increase

was recorded for citizens from Eritrea whose number rose from 6,400 to 14,580, followed by the Syrians who, because of the conflict under way in their Country, more than doubled their request for international protection (from 24,115 to more than 50 thousand). Also the number of applications by nationals of Kosovo increased considerably (from 10,210 to 20,220) and of the Russian Federation (from 24,290 to 41,485).

Chart 19

**Top 10 Countries of origin of applicants for international protection in EU-28, 2013**  
 Value in thousands

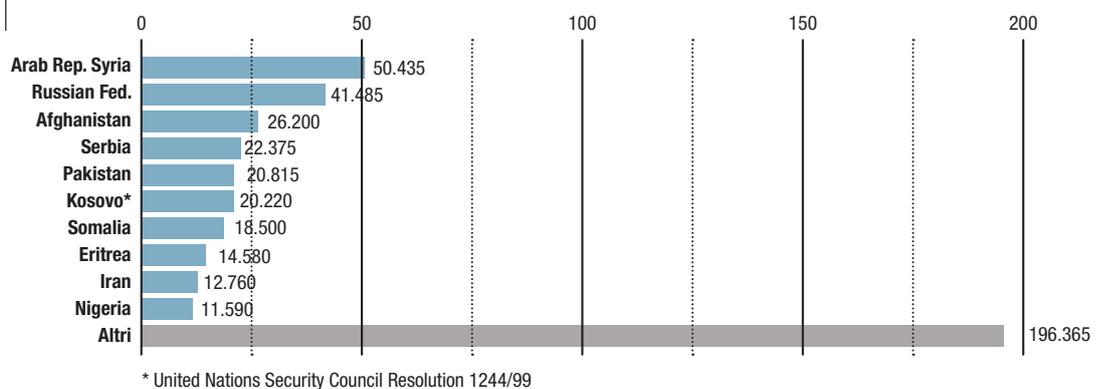
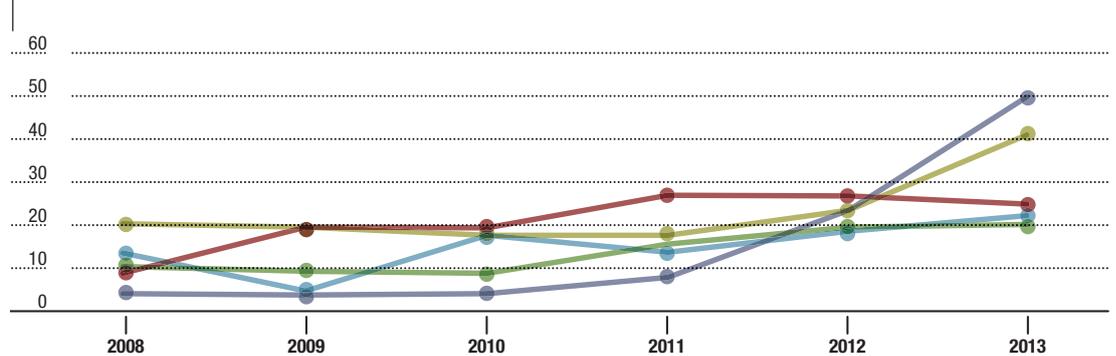


Chart 20

**Applications for international protection. Top five Countries of origin as at 2013, 2008-2013**  
 Values in thousands

- Arab Rep. Syria
- Serbia
- Russian Fed.
- Pakistan
- Afghanistan



During 2013, the 28 EU Countries received 12,635 Applications for international protection by minors seeking asylum, a figure that was virtually the same as the applications submitted in 2012 (12,715). It is worth pointing out that 50.1% of the applications were addressed to the top two Countries – Sweden and Germany – while the remaining 49.9% were heterogeneously addressed to the remaining 26 Countries of the Union. In 2013, the applications that received a positive answer were 135,740, marking an increase over 2012 (102,700) and 2011 (84,300).

Half of the positive responses (50.6%) were recorded by three Countries: Sweden (26,400), Germany (26,080) and France (16,155), while almost 80% of the positive outcomes was reached by including Italy (14,465), United Kingdom (13,400) and the Netherlands (10,620). At the European level, out of the more than 130 thousand people who obtained some form of protection, 47.5% (namely 64,465 persons) were given the status of refugee, 37.5% (50,890) subsidiary protection and 15.0% were granted humanitarian status.

## PROFILES OF THE PROMOTERS THE REPORT

**ANCI** (Associazione Nazionale dei Comuni Italiani, National Association of Italian Municipalities) is the representation system for Municipalities before the Parliament, Government, Regions, Public Administration bodies, EU bodies, the Committee of Regions and any other institution performing governmental functions of local relevance. 7,318 Municipalities are members of ANCI, representing 90% of the Italian population. In the sphere of immigration and asylum ANCI, within the framework of the positions developed by its Immigration Commission, encourages the implementation of innovative policies, promotes networks and cooperation, and contributes to the national debate on matters of local interest, such as the exercise of citizenship, integration, access to services, by listening to the demands and proposals of Municipalities and advocating for them in the appropriate contexts. The efforts of ANCI in the sphere of immigration are based on the promotion of virtuous cooperation between central and local government, drawing on the experience of the System of Protection for Asylum Seekers and Refugees (SPRAR).

**Caritas Italiana** is the pastoral body of CEI (Conferenza Episcopale Italiana, Italian Episcopal Conference) for the promotion of charity. It is aimed at promoting «the witness of charity in the Italian Church community, in forms that are appropriate to the times and needs, in view of human development as a whole, social justice and peace, with particular attention to the least ones and with a prevailing educational function» (art. 1 of the Statutes). Among its many activities, Caritas Italiana works at national and international level on the issue of human mobility in contexts of humanitarian emergency, reception and protection. It is a member of Caritas Internationalis, a worldwide network active in more than 160 country, and of Caritas Europa, the umbrella body for the Caritas organisations of 46 European countries. In Italy, through its network of 220 diocesan Caritas, the organisation provides widespread support to third-country nationals by carrying out activi-

ties focused not only on reception but also on the integration of single individuals and families on our territory.

**Cittalia** - Fondazione ANCI Ricerche is the ANCI body dedicated to research and study activities on issues of major interest for Italian Municipalities. Set up in 2008, the Foundation worked in the areas of environment, institutions and innovations, and later shifted its focus on welfare and society, social inclusion, participation and public spaces management and urban policies. The mission of Cittalia is to support Italian cities and Municipalities in facing the challenges of a changing society and economy, so that they can develop effective public policies and improve their capacity to plan, manage and assess their actions. Cittalia is also the National Dissemination Point in Italy of the Urbact European programme, and comprises the Central Service (Servizio Centrale) – the coordination body of the System of Protection for Asylum Seekers and Refugees (SPRAR).

**Fondazione Migrantes** is a pastoral body of the Italian Episcopal Conference. It was created in 1987 to promote an understanding of the issue of mobility, with a particular focus on safeguarding the rights of migrant individuals and families and promoting a responsible citizenship for migrants. Migrantes inherited the pastoral and social legacy of UCEI (Ufficio centrale dell'emigrazione italiana, Central Office for Italian Emigration). From the 1960s up until the 1980s, UCEI, in cooperation with other Christian Churches and religious organisations and with UNHCR, provided support for refugees arriving in Italy following humanitarian crises. Nowadays, Migrantes contributes to the dissemination of information on the situation of international protection in Italy and Europe, with the support of the Permanent Observatory on Refugees “Vie Di Fuga” (Osservatorio permanente sui rifugiati “Vie di Fuga”), and in cooperation with diocesan and regional Migrantes organisations, religious cooperatives and institutions – represented in the National Council for Migrations (Con-

sulta Nazionale delle Migrazioni) –, the Pontifical Council for Migrants and Itinerant People, the Council of European Bishops' Conferences (CCEE) and ICMC.

**SPRAR**. Set up by Law No. 189/2002, the System of Protection for Asylum Seekers and Refugees (Sistema di protezione per richiedenti asilo e rifugiati, SPRAR) is the network of local administrations accessing, within the limits of available resources, the National Fund for Asylum Policies and Services (Fondo nazionale per le politiche e i servizi dell'asilo) to set up integrated reception projects. At the territorial level, local governments, with the fundamental support of third sector organisations, deliver “integrated reception” services for asylum seekers and refugees. The purpose of such services is to go beyond the mere provision of food and accommodation, integrating the offer through training courses and mentoring, assistance and guidance activities, in order to provide for personalised paths of socio-economic inclusion. SPRAR is coordinated and monitored by the Ministry of Interiors and ANCI through the Central Service.

**UNHCR** is the world's leading organisation at the forefront of efforts to save human lives, protect the rights of millions of refugees, displaced and stateless persons, and build a better future for them. It operates in 123 countries throughout the world and takes care of more than 40 million people. UNHCR was established on December 14, 1950 by the United Nations General Assembly. Since then, it has helped more than 60 million people restart their lives. UNHCR was awarded two Nobel Peace Prizes for such efforts, the first in 1954 and the second in 1981. The agency is mandated to lead and co-ordinate international action to protect refugees and safeguard their wellbeing. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State. In cooperation with governments, UNHCR helps refugees to return home voluntarily, integrate in the country where they fled or resettle in a third country.



In collaboration with



## Report on International Protection In Italy 2014

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