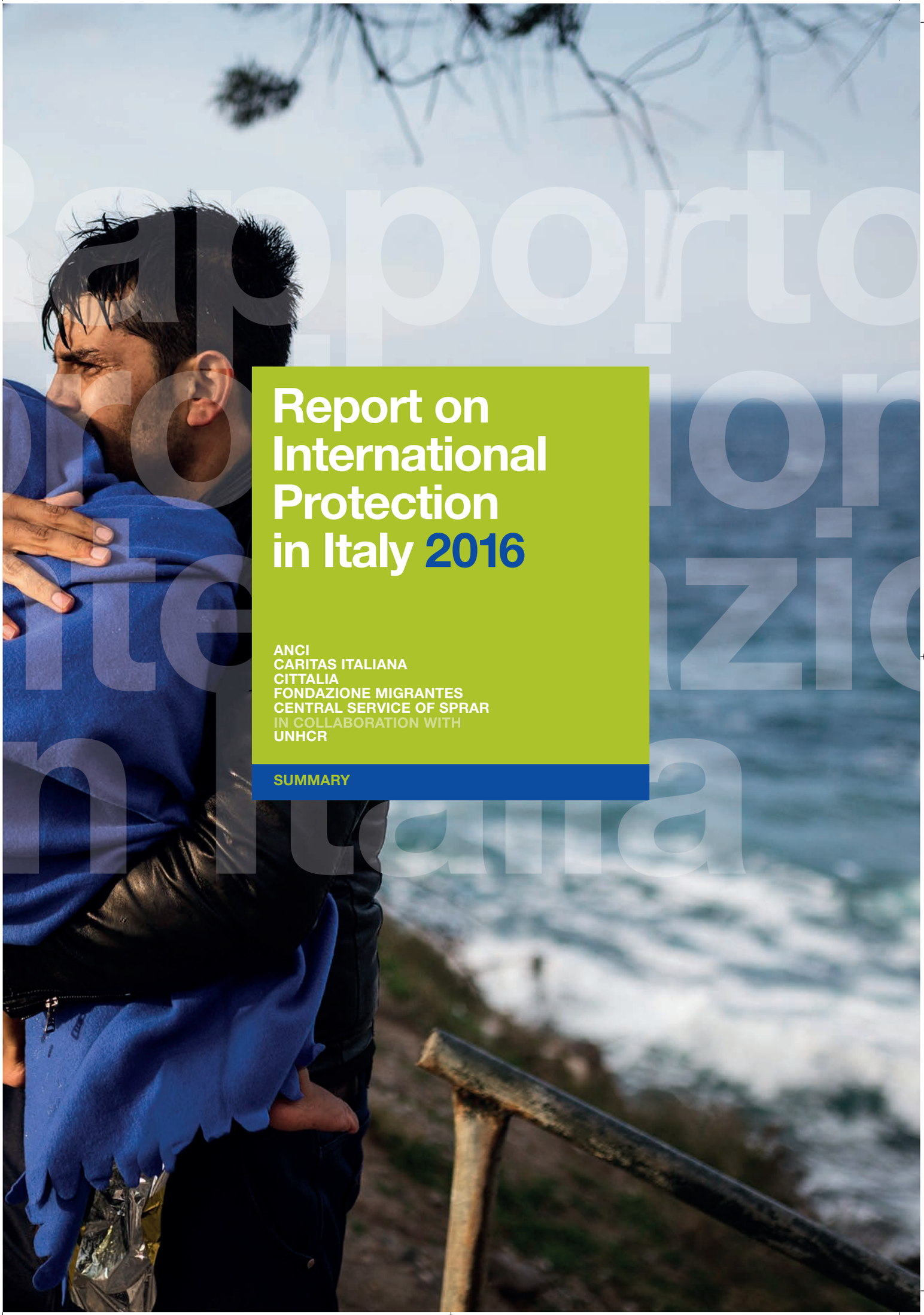

Report on International Protection in Italy 2016

ANCI
CARITAS ITALIANA
CITTALIA
FONDAZIONE MIGRANTES
CENTRAL SERVICE OF SPRAR
IN COLLABORATION WITH
UNHCR

SUMMARY

Report on International Protection in Italy, 2016

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We would like to kindly thank for use of the photos

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UNHCR
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Graphics and layout

HaunagDesign
Roma

Printing

Digitalia Lab
Roma

This Report was closed with information available in the month of October 2016

ISBN:
978-88-6306-050-8

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Preface

This volume tells a lovely story of hospitality and integration that does not just concern our Country's central government, or a few large hospitality structures. It involved the entire country: municipalities, communities, families who agreed to share part of their lives with those fleeing war and persecution.

A precious example of responsibility for the whole of Europe, to be narrated and sustained. We concentrate solely on difficult situations far too often; and forget about all those hundreds of situations where reception is a positive experience. It happens in Italy and it happens in Europe: our Country is full of municipalities doing their bit; and our continent has umpteen positive examples of integration – just think of Portugal, another vanguard for capacity to welcome refugees and those seeking asylum. Integration is the result of direct relations between people. And that is where Italy can teach the rest of Europe an awful lot. Narrating and sustaining our continent's best aspect, as this volume does, is important.

But, above all, we have a duty to accompany these reception stories with concrete, fast actions that are sustainable over time. That is what the European Union is beginning to do. It is an action accompanying what we do in the Mediterranean, where our ships have saved more than 400thousand lives in less than two years. And it is an imposing, capillary commitment. The European Fund for asylum seekers and migrations has invested 83 million euro in 2016 alone to sustain the commitment of the Italian government and the widespread reception system set up by local authorities. Investments that have been turned into new beds, hot meals, training and new job opportunities for all those Italians dedicated to welcoming and integrating.

Special attention – with a 12 million euro project – is being reserved for unaccompanied minors, who more than anyone need to find somewhere they can call "home".

It is the better Europe that we need to develop.

A Union as big as an entire continent, starting from the great small stories "of its suburbs". Because in our times, right at the door to Europe – in Lampedusa as in each Italian municipality making its contribution – is where Europe's true heart lies.

The number of refugees fleeing Syria or African wars can seem enormous. But they are numbers we can manage; if an entire, supportive continent mobilises - one town at a time, one life at a time. It was what Pope Francis reminded us of: welcoming means integrating. It means recognising that it is people we are talking about not numbers; each one with a face, a name, a story, a future to be built.

We have the economic and human resources to be able to do that; if we do so together.

It was the meeting of cultures that made our Country and our continent great, and still does so. Wealth to be sustained. Wealth still to be narrated.

UNHCR/ALESSANDRO PENSO

Introduction

The arrival of over a million refugees in Europe during 2015 definitely undermined those certainties that the old continent had been trying to build a common identity on for the last 50 years. The urgent need to solve a problem whose complexity had been underestimated for too long induced the 28 Union member states (now 27) to take very different stands, sometimes opposite to each other, so we were faced with completely divergent choices.

On the one side, Germany opening its doors to the Syrian refugees. On the other Hungary, Serbia, Slovenia, Macedonia and France building walls inside and outside Europe to keep the migrants out.

In these months, the various democratic countries belonging to the European Union have taken up positions and attitudes that are, to say the least, absurd and that have saved no-one. Including Great Britain which, the day after the European agenda on immigration was presented, in May 2015, announced that its Country would have provided all the logistic support needed to contrast those traffiking human beings, but Great Britain would not have given protection to any asylum seekers. A position that then turned into a referendum placing the Country outside the European Union.

On the other hand, Italy, in this difficult European context, "re-found" its welcoming self, able to redesign a new role as a country of immigration compared to the recent past where a rejection policy had prevailed. Over a 36 month period, it had gone from Europe's "taillight" to almost virtuous, contributing in a decisive way to the challenge posed by modern migrations.

After reception guaranteed for about 170 thousand people landing in Italy in 2014, we are about to close 2016 with numbers that are decidedly higher than those of the previous years. So we can say that reception, with a thousand difficulties, is now guaranteed for everyone. And that, from an immigration point of view, we are working to take steps forward despite being well aware that the road is still very, very long.

The Commission tried to handle how the migratory phenomenon was evolving through a shared approach. In an agenda where the inspiring principle is what the constitution treaties are based on: solidarity. This was supposed to become an equal redistribution of migrants reaching Europe (in particular from Greece and Italy) amongst EU countries. In this way, the Dublin Treaty would, de facto, have been overcome, enabling better management of flows arriving. This has still not happened if we consider the really low numbers of replacements in Europe, one year after they came into force. The only tool foreseen by the European Agenda to have been effectively implemented are the centres in which the Hotspot approach has been used. These are part of a rejection system which often denies access to the international protection procedure and resulted in the EU agreement with Turkey.

In so much confusion and uncertainty, the price is being paid by migrants. As we are recurrently reminded of by protection associations, they are not guaranteed the possibility to access application for asylum, creating what someone called the "State illegality" factory producing hundreds of new ghosts; people risking repatriation or being detained in the CIE (Centres of Identification and Expulsion) or, in the best of cases, a stay in a hellish limbo where they are exploited and blackmailable. We meet lots of them all over the country. They are disoriented and turn to the humanitarian organisations to ask for support or just orientation.

This situation risks returning our country to becoming the sentinel of Europe; called on to control borders of a continent reluctant at the idea of what is now inevitable mobility. A dangerous idea. Especially for countries like Italy and Greece which are, unwillingly, the more or less aware protagonists of that outsourcing process that Europe has been enacting for about two decades now, starting from the Dublin treaty.

Something else that has worried us, especially in recent months, is the exponential increase in refusals (about 60%) pronounced by territorial Commissions competent for applications to be acknowledged international or humanitarian protection (asylum or subsidiary protection), and the resulting rise in the tension levels in reception centres with sundry names (CARA, Hub, SPRAR Centres, First or Extraordinary Reception Centres) where immigrants are waiting for a decision on their status.

In such a complex, unstable migratory framework, you have the so-called reception machine that requires a growing effort from Italian and private social institutions to adapt the existing system; completely undersized compared to a reality that has seen an exponential increase, in recent years, in the number of people applying for international protection who have landed on our coasts or have reached us overland mainly from the Country's north-eastern borders.

The increase in capacity to respond of a system which, given the figures, has led our country to more than double its reception capacity in just two years, still raises a number of questions that we are called on to handle. Starting from the need to guarantee the quality of service, to train operators and give people being hosted credible answers as to whether they can be integrated in our country. These, in truth, are not separate list points. They fit into each other in a circular way.

The question of reception quality is strictly linked to how we have managed to respond to the huge need for reception places: that is by opening extraordinary structures (CAS) which alone absorb more than 70% of total reception numbers. Figures show a highly composite reality where, at the start of October 2016, there were more than 165 thousand people in the reception centres, having mainly reached us by sea. In that same period, in the initial reception network (CDA, CARA, CPSA, Hub, Hotspot) there were over 14 thousand applying for international protection; whereas there were almost 128 thousand in the temporary reception structures, more than double last year's number. There were just under 23 thousand people in the SPRAR centres (secondary reception structures for applicants and holders of international protection).

We are well aware that, though it provided an immediate answer to a need, the quality of that answer was not always satisfactory. The use of hotels and other hospitality structures, for tourist purposes therefore different to those foreseen to host international protection applicants, has gone from being extraordinary to being ordinary. So much so that the extraordinary structures cover about about 80% of the reception places available in Italy today.

This situation is also caused by irregular distribution in the country: out of 8000 Italian Municipalities, only 2600 have welcomed migrants, one out of four. And those who accept them often do so exceeding a number that is proportionate and sustainable for the reception territory

The Ministry of Interior decree of 10 August aims to expand the network of local authorities holding reception projects as part of the SPRAR network and is undoubtedly, in primis, positive for applicants. It is obvious that adhering to the SPRAR system, for a municipality or a local authority, would require a better quality of services offered to applicants: there are guidelines, specific, detailed reporting methods, specific professional skills are required, operator updating and training, direction and coordination for the system (guaranteed by the Central Service of SPRAR). This is evidently not found in the CAS system, where things often happen in a random fashion, with no standards (common and the same all over the country) to be met and intervention methods to be adopted.

Finally, you have the ownership of projects for local Authorities, an element guaranteeing the ownership of actions by local authorities, hence connection with the territorial services system.

But the provisions in the decree of 10 August 2016 are also positive as they effectively want to give continuity to projects in progress and make reception activities "stable"; while foreseeing not only the specific request that, from a financial point of view, resources covering at least 7% of the overall cost in the item "Integration expenses" be allocated.

There is a specific, significant acknowledgement of how important it is to invest in the integration of beneficiaries.

If the above decree has considerably simplified the administrative procedures for possible adhesion to SPRAR, thanks to introduction of a permanent access mechanism and elimination of periodical terms and expiry dates, the recent Ministry of Interior directive of 11 October "Rules for starting a system for the gradual, sustainable redistribution of asylum seekers and refugees in the country through SPRAR system" further strengthened the efforts made to achieve a single reception system all over the country. The directive announces that a new redistribution system for asylum seekers and refugees all over the country through the SPRAR will soon be adopted. Prefects are being called on to apply a "protection clause" exempting Municipalities belonging to the SPRAR network, or that have formally displayed the will to adhere, from activating other forms of reception. Moreover, it is specified that that protection clause must be applied to the extent that the capacity for accommodation of SPRAR satisfies the quota assigned to each Municipality by the new Redistribution Plan. And Prefects must do all they can to make sure any temporary reception centres possibly present in the territories of municipalities adhering to the SPRAR network are gradually reduced, or connected, where possible, to SPRAR network structures. In brief, adopting this directive tries to give body and substance to that fundamental choice, already expressed in the memorandum of July 2014, to favour stabilising SPRAR as the only reception system.

In this framework, where we can ascertain a commitment to change, above all culturally, over the reception and protection of those applying for international protection, we must not forget the importance of the work done by a part of those who materially support the reception system in Italy. The Third Sector which, collaborating with SPRAR, institutions and local authorities, has been guaranteeing system sustainability for years now. However, it is also true that this sustainability will only be possible if regulations are applied correctly, starting from art.8 clause of Decree 142 which states that "the reception system for international protection applicants is based on loyal collaboration between the government levels involved".

This is an issue where growth is needed; to avoid finding ourselves in difficulty periodically, in emergency situations.

It is enough to mention the critical issues related to the transfer of reception funds which are months late; thus endangering not only reception itself, but also the quality of the work done by operators who have families.

And the extremely precarious situation affecting unaccompanied foreign minors, for whom we do not seem able to set up a system providing instant response, causes considerable worry. Even though the reception system has been outlined in theory

(in both the 2014 memorandum and in Legislative Decree 142/ 2015), in its current state, with a serious, almost two year delay, the reception path for many foreign minors is still defective, not structured and defined. Accepting unaccompanied minors today in Italy, due to the heterogeneousness of social and socio-educational policies, stands out as having no single social reference model and different effects at local level for the phenomenon itself.

To effectively achieve a structured reception and integration system, the most important aspects requiring public corrective actions are : equal distribution of unaccompanied foreign minors all over the country; an increase capacity to accommodate in first and second reception structured networks; adoption of clear identification and age assessment procedures; a reduction in time needed to appoint a tutor and issue a stay permit; not having created special reception circuits dedicated solely to unaccompanied foreign minors; differentiation of services offered after a careful case by case assessment considering the situation and needs of the single individual; recognition, where necessary considering specific vulnerability (smaller, more fragile minors, victims of trafficking, youngsters with serious illnesses requiring specialistic, prolonged operations, etc.) of a state contribution higher that the quota set.

Investing in reception and integration means not only giving a person back dignity and future but, at the same time, producing legality and contrasting all the multiple forms of exploitation we come up against. Then again, that we should be aiming for a structured, coordinated reception system is clear from the fact that a person left to his/her own devices is easy prey for criminals which often use asylum channels to propagate their business.

This happened and still happens for the victims of sex trafficking and is also happening with job exploitation, where at least half the workers exploited have a humanitarian or even subsidiary protection permit. This is a dramatic fact that must make us reflect and take action.

If this distortion is the result of bad reception and then integration, in terms of quality of service and orientation offered, from now onwards we need to monitor these phenomena very carefully and activate negotiations involving municipalities affected, but also the other players assigned to intervene on the subject. The law, for example, just approved against the gangmaster system which considerably amends article 603 bis of the Italian penal code (illegal brokerage and work exploitation) reformulating the crime of gang-master brokerage by widening the areas of responsibility to include the employer who “exploits the workers and takes advantage of their state of need” seems essential for weakening exploitation in agriculture, though not sufficient for eliminating it altogether.

To eradicate it altogether, we need a political and cultural action to relaunch the farming sector (and not only that) and promote systematic, organic work to eliminate the conditions of fragility and vulnerability lived by asylum seekers and refugees.

Lastly, we must not forget that the more integration is implemented involving everyone, the more positive an effect it can have on reducing widespread xenophobic deviations.

In our opinion, the positive provision, through a Ministry of Interior circular, of voluntary work that can be proposed to those benefiting from reception also goes in this direction. It is a way to accelerate integration. The person can be involved in the dynamics of the society he/she lives in, interacting, learning and also positively contributing to the well-being of the community of reference where he/she will be accepted and appreciated more easily and serenely.

SARA PRESTIANNI

Who flees, why and to where

In 2015 and the first six months of 2016 we watched many war situations get worse and become chronic. So much so that there are 35 wars and 17 crisis situations currently in progress. Those war scenarios, besides death and destruction, cause a much greater number of people to flee the longer and fiercer the conflict becomes; or the longer situations of insecurity, violence and violation of human rights last. Other reasons for fleeing are economic inequality, inequality over access to food (for lack of a fair distribution in global production) and water, the so-called land grabbing phenomenon, which takes productive land away from poorer countries, and instability created by terrorist attacks.

Forced migrants the world over

65.3 million

3.2	asylum seekers
21.3	refugees
40.8	displaced persons

People forced to flee from their homes on average globally

In 2015	34,000 a day **24 people a minute**
In 2014	30 a day
In 2005	6 a day

Minors

In 2015

51% of refugees are minors

98.400 applications for asylum from unaccompanied or separated minors

Afghanistan, Eritrea, Syria and Somalia Main countries of origin

Global data

Because of all these factors, in 2015 there were 65.3 million forced migrants globally; of these 21.3 million refugees (16.1 million under the mandate of the UNHCR), 40.8 million people displaced in the country and 3.2 million asylum seekers, the highest number recorded since World War II. In 2015 alone, more than 12.4 million people were forced to leave their homes in search of protection. Of these, about 8.6 million remained inside national borders, while about 1.8 million found protection in other countries. The remaining 2 million are the new asylum seekers.

That means that, on average about every minute, about 24 people are displaced all over the world (against 30 in 2014), about 34 thousand a day. The total number of refugees under UNHCR mandate (16.1 million) has increased for the fifth consecutive year, especially due to the war in Syria. However, the overall number of refugees has been reduced thanks to the **voluntary return** home of about 201 thousand refugees, the resettlement of about 107 thousand people and the naturalisation of at least another 32 thousand.

At the end of 2015, more than half the refugees globally – 55% that is about 8.8 million people – lived in Europe or in a Sub-Saharan African country. In particular:

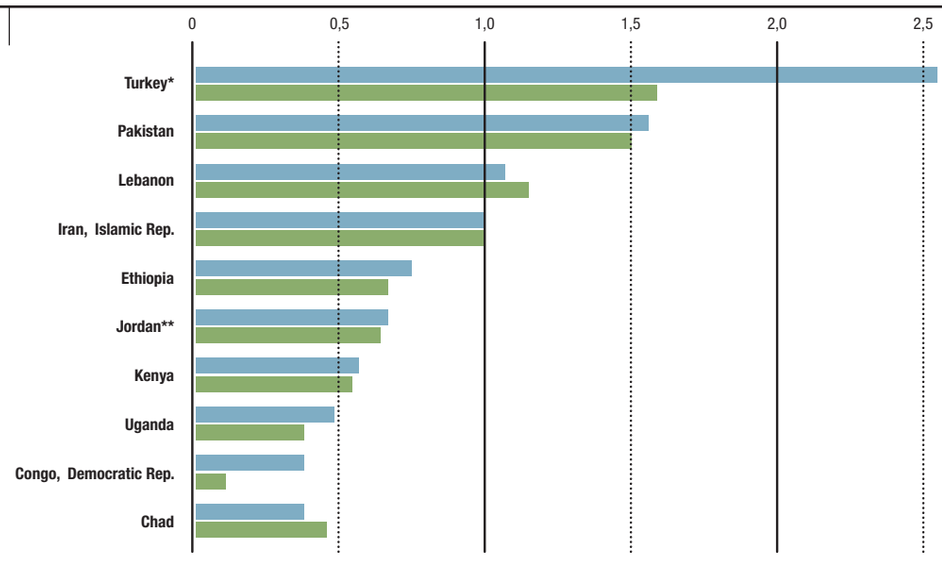
- the Sub-Saharan region hosted 4.4 million refugees;
- Europe hosted a slightly lower number of refugees than the Sub-Saharan region (4.4 million, a 1.3 million increase on the previous year);
- the Asian and Pacific region hosted 3.8 million refugees;
- the Middle East and North Africa took in 2.7 million refugees;
- lastly, the Americas hosted the lowest number, 746 thousand refugees.

Main asylum Countries

In 2015 the first ten countries taking in refugees were developing countries (an overall 58%, 9.3 million people). Turkey is the country hosting the world's highest number of refugees in its territory (2.5 million against 1.6 million the previous year). It is followed by Pakistan with 1.6 million refugees (slightly more than in 2014), most of which coming from Afghanistan, and Lebanon with 1.1 million. In the fourth place we have Iran, with 979 thousand people, followed closely by Ethiopia (736 thousand), Jordan and Kenya (respectively 664 thousand and 553 thousand).

Figure 1

Main asylum Countries. 2014-2015.
Absolute values (in millions)



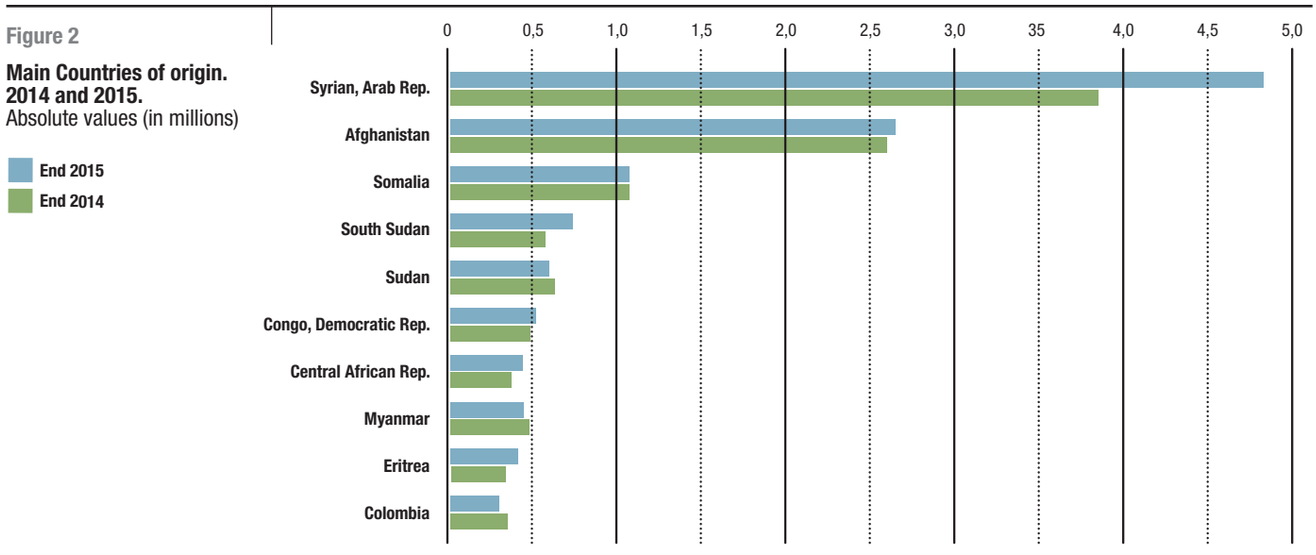
* The figure related to Syrian refugees in Turkey is a government estimate.
** Also includes 33,300 Iraqi refugees registered with UNHCR in Jordan. At end March 2015, the Government estimated a presence of 400,000 Iraqis, figure including refugees and other categories.

Main countries of origin

Related to the countries of origin of refugees, at the end of 2015 Syria was the first in the world with 4.9 million refugees, mainly distributed in bordering countries, in particular Turkey, Lebanon, Jordan, Iraq and Egypt, as well as Germany and Sweden. Afghanistan is in second place with 2.7 million refugees, most of whom resident in Pakistan and Iran, as well as Germany and Austria; followed by Somalia (1.1 million mainly in Kenya and Ethiopia), South Sudan (778 thousand estimated), Sudan (628 thousand), the Democratic Republic of Congo (541 thousand), the Central African Republic (471 thousand), Myanmar (451 thousand), Eritrea (411 thousand) and Colombia (340 thousand).
If counted together, these first ten countries of origin host 76% of the global refugee population under the mandate of the UNHCR.

Figure 2

Main Countries of origin. 2014 and 2015.
Absolute values (in millions)



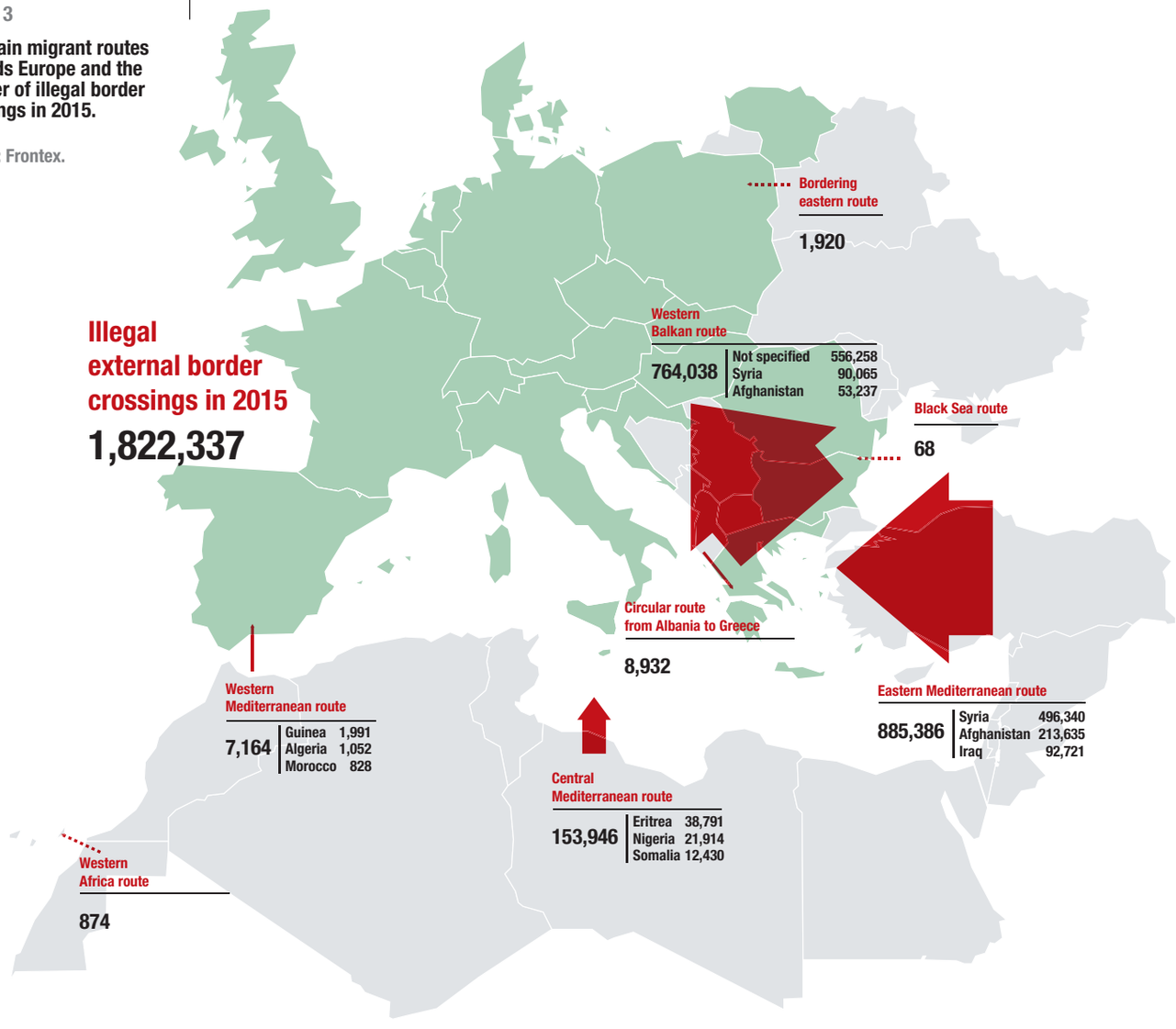
Routes to Europe

In 2015 the eastern Mediterranean route was the main entry to Europe, with numbers 16 times higher than those recorded the previous year. According to Frontex, over 885 thousand people (especially Syrians, Afghans and Iraqis) transited from Turkey and bordering areas towards Greece by sea, but also by land (through Bulgaria and Cyprus). This is followed by the so-called Balkan route; that is, across land towards North Europe through Greece, Macedonia, Bulgaria, Serbia, Croatia and Slovenia, formally interrupted with the agreements between the European Union and Turkey in March 2016 but which involved 764 thousand migrants in 2015.
The central Mediterranean route, historical one which in the past years had multiple departure points in North Africa now mainly concentrated in Libya, dropped considerably going from over 170,000 migrants landing in 2014 to 153 thousand in 2015, mostly from Eritrea, Nigeria and Somalia.
The remaining entry routes to Europe (circular from Albania and from Greece, western route, Black Sea and Arctic routes) were used much less.
Based on IOM data, unfortunately the number of people who died trying to get to Europe had already reached 4,899 at the end of October 2016 (of which 3,654 in the Mediterranean alone), compared to 4,423 total on all the world routes in the same period 2015.

Figure 3

The main migrant routes towards Europe and the number of illegal border crossings in 2015.

Source: Frontex.



The European context

Applications for protection presented

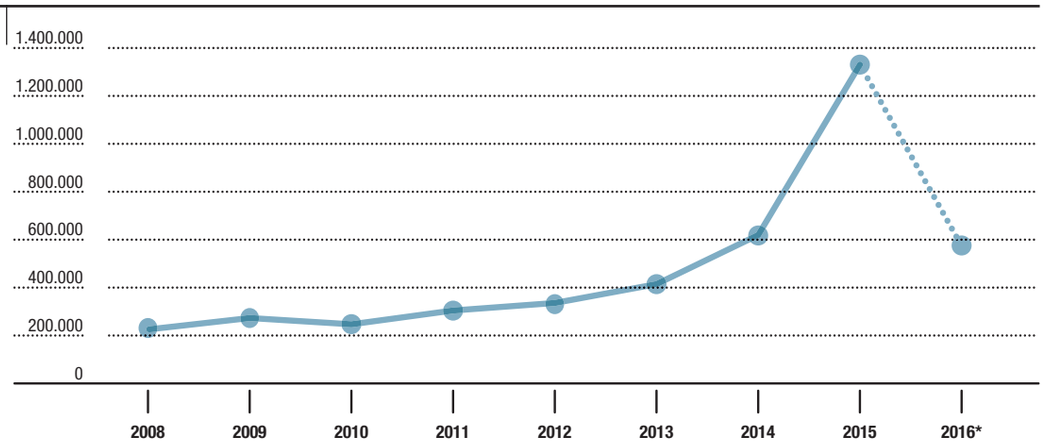
During 2015, 1,393,350 applications for international protection were presented in Europe; of these 94.9% in the 28 European Union member states: more than double the previous year.

Figure 4

Applications for international protection in the European Union (28 States). 2008-2016.
Absolute values

Source: processed by Cittalia with Eurostat figures

* First 6 months of 2016

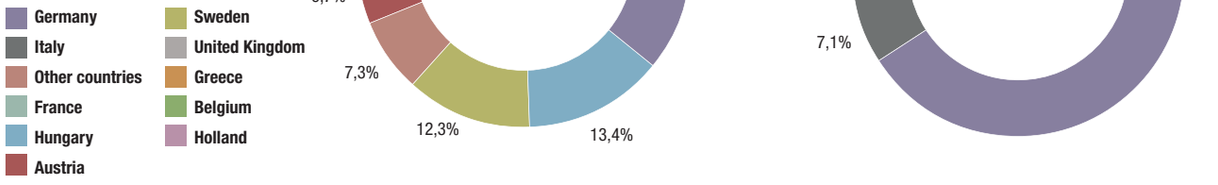


Germany, with 476,620 applications presented (36% of the EU applications) is the first country for international protection applications, up 135% against the previous year.
Followed at a certain distance by Hungary and Sweden, with respectively 177,135 (13.4%) and 162,550 (12.3%) applications and then Austria (88,180) and Italy (84,085).
These first five country group together 74.8% of the applications presented in the European Union. In percentage growth terms, Finland is the country which, compared to 2014, records the highest increase going from 3,630 to 32,345 applications (+791%), followed by Hungary (+314%) and Austria (+214%). Italy recorded a much lower increase (30%).
Of the 88,255 applications for international protection from unaccompanied foreign minors, 40% were presented in Sweden (35,250), 16.4% in Germany (14,400,), 10.0% in Hungary (8,805), 9.4% in Austria (8,275) and 4.6% in Italy (4,070). Hungary, with Finland and Belgium, are the countries recording the highest percentage growth compared to the number of

Figure 5

Application for international protection per State receiving the presentation, European Union (28 States). 2015 and 2016.
Percentages

Source: processed by Cittalia with Eurostat figures



MSNA applications of last year: respectively +1,355.4%, +1,200.0% and +457.9%.
Referred to the nationality of those applying for international protection, the situation of conflict and political instability in the Middle East is still having significant consequences on the EU.
In fact, the applications for asylum from Syrian citizens, growing continuously since 2012, reached 368,400 in 2015 (+202% against the previous year) and represent 27.9% of the total number of applications presented.
Followed by those presented by Afghan citizens (181,360, +338%), Iraqis (124,905, +484.6%) and, at a greater distance, Kosovans (72,465), Albanians (67,740) and Pakistani (47,840).
In the first six months of 2016, 578,445 applications were presented, 562,190 in the EU. Germany is still the Union State receiving the highest number of applications (370,490), covering two-thirds of the over 560 thousand applications presented.
Followed, though at a greater distance, by Italy (7.1%, 39,971 applications), France (4.8%, 26,710), Hungary (4%, 22,490) and Austria (3.3 %, 18,565), which together with those presented to Germany cover 85% of the total.

Decisions adopted

Of the 776,160 decisions made by the European Union in 2015, 43% (333,205) led to acknowledgement of some sort of international protection. Of these, 44.5% were issued in Germany, 10.3% in Sweden, 8.9% in Italy, 7.8% in France and 5.4% in the United Kingdom.
Related to the type of decision, in 9 cases out of 10 a type of acknowledgement was granted in Bulgaria, in 79% of the cases in Holland and in 75% in Denmark. The States less inclined to acknowledge a form of protection are Latvia (12.5% of the decisions made), Poland (12.9%) and Hungary (14%). Germany, first country for number of applications and number of decisions made, acknowledged some form of international protection in 43.2% of the cases (percentage just slightly higher than the Union average), while in Italy the figure was 41.5%.
In the first six months of 2016, 235,495 applications were successful, that is 61.2% of the total of decisions made.
In that period, Slovakia is the Union State with the highest number of positive decisions (94%), followed by Malta (86.3%) and Holland (84.9%). At the other end we have Hungary (12.6%), Poland (9.2%) and Croatia, which did not acknowledge any status during the period in question. However, in absolute terms, Germany is the State with the highest number of positive decisions in the first months of 2016, 74% (amounting to 174,230) of all the positive decisions made in the EU.

Table 1

Comparison between applications for international protection and results. First 10 EU States for number of applications. 2015.
Absolute values and percentages

Source: processed by Cittalia with Eurostat figures

States	Applications abs. value	Decisions abs. value	Positive results val. %	Refusals val. %
Germany	476,620	343,260	43,2	56,8
Hungary	177,135	3,900	14,0	85,9
Sweden	162,550	57,500	60,0	40,0
Austria	88,180	26,195	67,8	32,2
Italy	84,085	71,365	41,5	58,5
France	75,750	112,490	23,1	76,9
Holland	44,970	21,550	79,1	20,9
Belgium	44,760	27,155	40,1	59,9
United Kingdom	38,995	51,195	35,0	65,0
Finland	32,345	3,135	57,3	42,7
European Union (28 States)	**1,322,170**	**776,160**	**42,9**	**57,1**
EU average	47,220	27,712		

Replacements and resettlements

As part of the implementation packages of the European Agenda on migration, two EU Council decisions of September 2015 established, as a temporary measure in favour of Italy and Greece, a re-placement mechanism for a total of160,000 asylum seekers in the member States within a period of two years. On 20 July 2015 the member States also agreed to re-settle 22,504 people in evident need of international protection.
Based on the sixth re-placement and re-settlement report of the Commission (COM(2016) 636), mid way along the path to implement the Council resolution, 5,651 people have been replaced (of which 4,455 from Greece and 1,196 from Italy), just 3.5% of the total established; while, concerning resettlement, 10,695 people have been resettled of the 22,504 people foreseen (that is 47.5% of the total), of which 1,614 from Turkey in the EU based on the 1:1 mechanism.
It is evident that the instruments designed have worked much less than what was expected by the EU Council.

And Italy?

SARA PRESTIANNI

Numbers, gender, nationality, age of those arriving

In Italy, in 2015, the number of migrants landing on the coast - almost all of them from Libya - reached 153,842 (of which three-quarters male and 10.7% minors). That figure, though less than the one recorded in 2014 (with over 170 thousand arrivals), is a considerable one considering entries through the Balkan route and the eastern Mediterranean one. As a whole, 16,468 minors landed on the coast of our country in 2015 (10.7% of the total of migrants arriving, down against 2014 when the figure was 15.4%), of which most (12,360, 75% of the total) arrived alone and the rest accompanied by at least one adult (4,118).

For countries of origin, in 2015 most migrants were from Eritrea (39,162, 25.4% of the total) and Nigeria (22,237); followed by Somalia (12,433), Sudan (8,932) and Gambia (8,454). Syrians were only the sixth nationality (7,448) whereas they were in first place in 2014 (42,323).

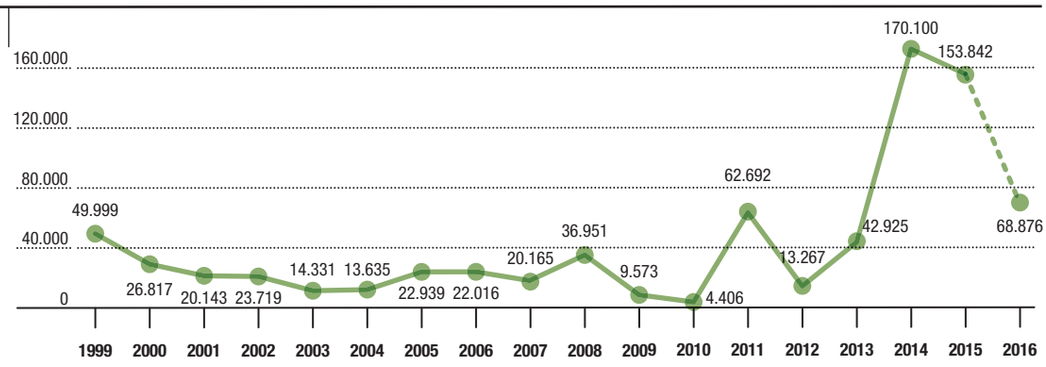
In the first six months of 2016 too, the first two nationalities landing were from Nigeria and Eritrea, but with the positions inverted (respectively 10,515 and 9,035).

In the first semester 2016, 68,876 migrants landed, more or less the same number as those arriving in the previous year in the same period. Whereas at the end of October 2016 the figure reached 159,432 (+13% against the previous year) of which 19,429 unaccompanied minors (12.1%).

Figure 6

Migrants landed on the Italian coasts. 1999- 2015 and 2016 (up to 30 June).
Absolute values

Source: processed by Cittalia with Ministry of Interior figures.



Applications presented

With these arrivals, 83,970 applications for international protection were presented in Italy in 2015 (+32% against 2014), of which 88.5% by men and 4.7% by unaccompanied foreign minors (3,959 cases). The first five asylum seeker nationalities are Nigeria, Pakistan, Gambia, Senegal and Bangladesh and are about 60% of the total. In the first six months of 2016, 53,729 applications were presented, 64% more than the same period 2015. The four main nationalities are the same as in 2015 while the Ivory Coast climbs to fifth place.

Figure 7

The first ten countries of origin of international protection applicants. 2015.
Absolute values.

Source: processed by Cittalia with National Commission figures.

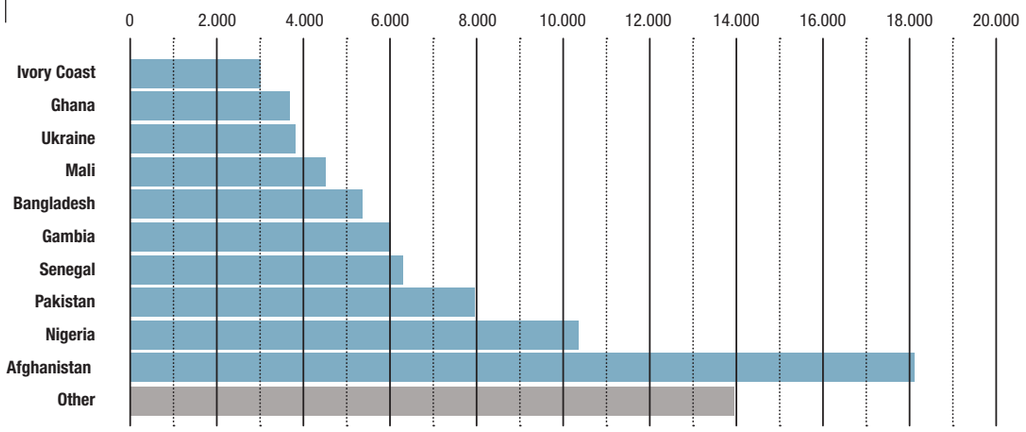
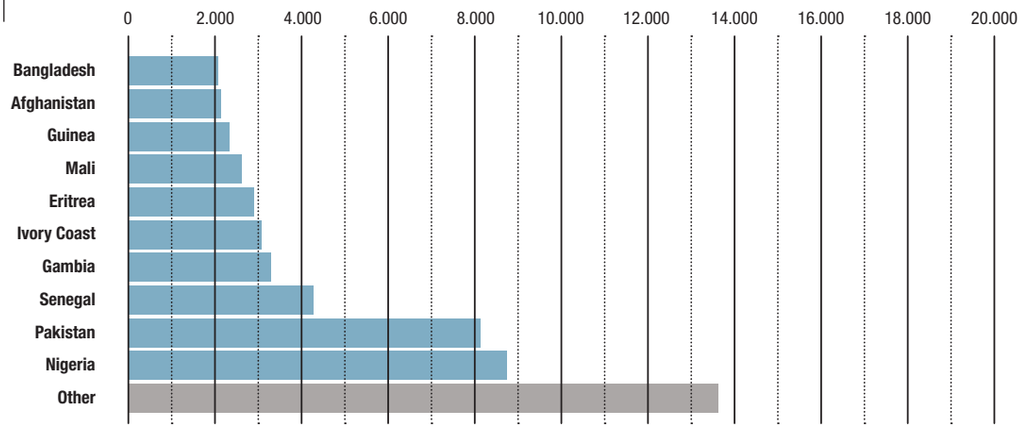


Figure 8

The first ten countries of origin of international protection applicants. First six-months 2016.
Absolute values.

Source: processed by Cittalia with National Commission figures.



Decisions adopted

With reference to the territorial Commission decisions made during 2015, of over 71thousand applications examined, in 13,780 cases a form of international protection was granted (19.4% against 32% in 2014). In particular, refugee status was granted to 3,555 applicants (5% against 10% the previous year) while subsidiary protection was granted in 10,225 cases (14.4% against 22%).

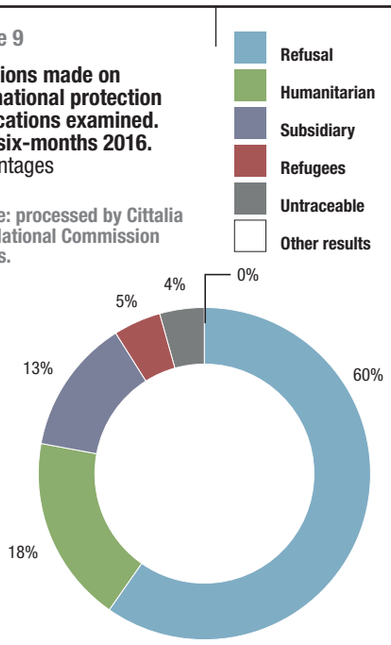
Moreover, summing the 15,768 people who were granted a stay permit for humanitarian reasons (22.2% against 28% in 2014), positive applications amount to 41.5%, decidedly less than the 60% of 2014. Examining the first ten nationalities of applicants, you note that highest percentage of positive results is for Afghans (95.2%) and Ukrainians (65.5%), followed by Pakistani (44.3%) and Ivoirians (41.7%).

On the other side, citizens from Bangladesh are those with the highest non-acknowledgement percentage (72.7%), followed closely by Senegalese (66.4%), Ghanaians (65.8%) and Nigerians (65.6%). In the first six months of 2016, a total of 49,479 applications were examined, of which 59.6% ending with no acknowledgement of any kind of protection (against 49% for the same period in the previous year).

Figure 9

Decisions made on international protection applications examined. First six-months 2016.
Percentages

Source: processed by Cittalia with National Commission figures.



Reception for those arriving

In order to handle the growing request to host migrants, dedicated structures have been set up in recent years. These, after an initial emergency stage, have been included more and more in the system through an incremental process; complying, in parallel, with provisions established at European level.

At 31 December 2015, migrants present in the various reception structures totalled over 114,400 (+64% compared to the same period in 2014). In detail, immigrants welcomed in the CARA/CDA/CPSA temporary structures amounted to 7,394, in extraordinary ones (CAS) 76,683 and in SPRAR centres over 30,300.

Of the 76,683 migrants hosted in the CAS, most are hosted in Lombardy (16.3%), Veneto (9.9%), Piedmont (9.1%) and Campania (9%) whereas most of the migrants resident in the CARA/CDA/CPSA are in Sicily (45.8%); followed by, with smaller numbers, Apulia (23.5%), Calabria (13.6%) and Lazio (10.5%). Related to asylum seekers present in SPRAR centres, Lazio and Sicily are hosting the highest number (22.4% and 20.1%).

If at 30 June 2016 there were 135,045 migrants present in the various structures (90,701 in temporary structures, 14,848 in first reception centres and hotspots and 23,496 in SPRAR centres) at end of October 2016, those received in the various structures were 171,938 migrants, of which 133,727 in the temporary structures (77.7% of the total), 14,015 (8.1%) in the first reception centres, 1,225 (0.7%) in hotspots and 22,971 (13.3%) in SPRAR centres.

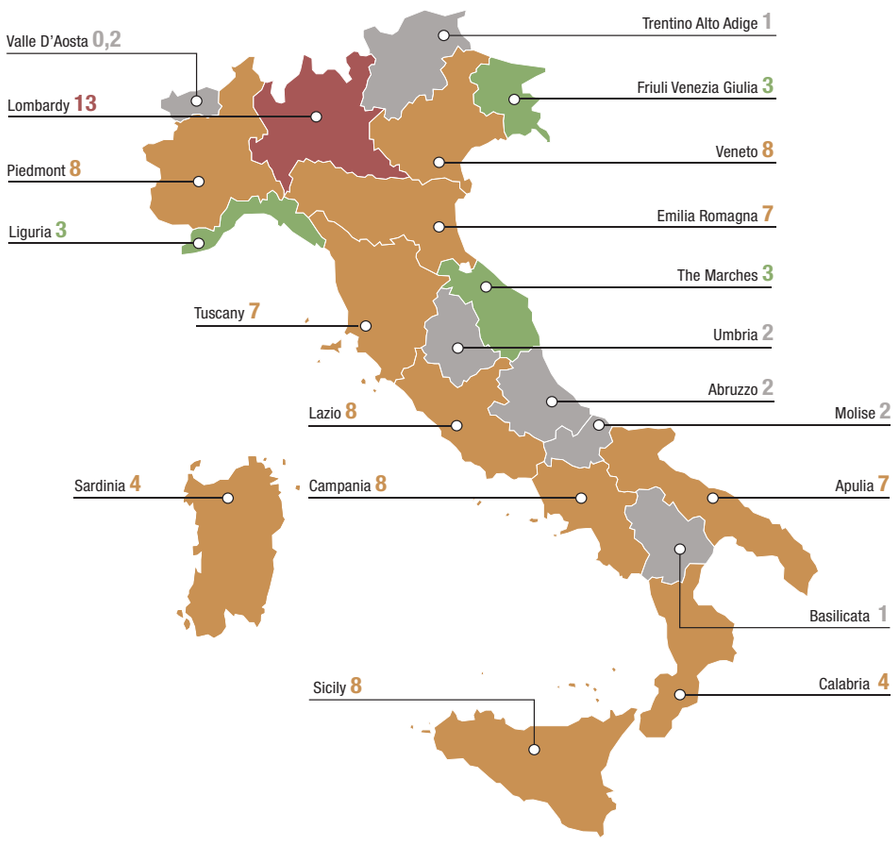
Table 2

Housed in the various structures. Figures updated to October 2016.
Absolute values.

	A		B	C	D
					A+B+C
Territory	**Immigrants present in temporary structures**	**Immigrants present in hotspots**	**Immigrants present in first reception centres**	**SPRAR places occupied (at 12 October 2016)**	**Total immigrants present in the Region**
Lombardy	20,850			1,483	22,333
Veneto	11,426		2.828	500	14,754
Lazio	9,100		918	4,213	14,231
Sicily	4,826	985	3.996	4,360	14,167
Campania	11,912			1,286	13,198
Piedmont	11,862			1,206	13,068
Tuscany	11,328			842	12,170
Emilia-Romagna	10,103		567	1,172	11,842
Apulia	5,777	240	3.328	2,220	11,565
Calabria	3,091		1.231	2,238	6,560
Sardinia	5,715			193	5,908
Liguria	5,405			453	5,858
Friuli-Venezia Giulia	4,064		1.147	357	5,568
The Marches	4,263			694	4,957
Molise	2,932			475	3,407
Umbria	2,974			411	3,385
Abruzzo	3,067			262	3,329
Basilicata	1,964			459	2,423
Autonomous Province of Bolzano	1,494			0	1,494
Autonomous Province of Trento	1,284			147	1,431
Valle d'Aosta	290			0	290
Total	**133,727**	**1,225**	**14,015**	**22,971**	**171,938**

Figure 10

Distribution of migrants housed at regional level. Figures updated to October 2016.
Percentages.



The SPRAR network

The SPRAR network between 2015 and 2016

In 2015 the projects financed by the National Fund for the policies and services of asylum (FNPSA) for the *Protection System for Asylum Seekers and Refugees* (SPRAR) were 430 (for a total of 21,613 reception places), of which 348 for the seekers and holders of international protection belonging to the ordinary categories (20,356 places), 52 for unaccompanied minors (977 places) and 30 for those with mental problems and physical disabilities (280 places).
Local authority project holders were a total of 376, of which 339 municipalities, 29 provinces and 8 unions of municipalities.
Of the almost 30 thousand welcomed in 2015, 58% are applying, 19% hold humanitarian status, 13% subsidiary protection and 10% have obtained refugee status. Related to the first five countries of origin, 15.2% of beneficiaries came from Nigeria, 12.5% from Pakistan, 12.2% from Gambia, 10.6% from Mali and 10.1% from Afghanistan. As confirmation that the population is a young one, the main age group is from 18 to 25 (47.2%) while the one straight after from 26 to 30 is 23.1%.
Minors are 8.1%, that is 2,384 beneficiaries, if which 1,640 unaccompanied foreign minors (68.8%). During 2015,11,093 people left reception: 34.5% saw the reception terms indicated by the SPRAR Guidelines expire, 31.6% abandoned reception voluntarily, 29.5% continued their socio-economic inclusion process, intended as acquiring the tools to support social inclusion; 4.2% were sent away; 0.2% chose to accept voluntary assisted repatriation.
During the first semester 2016, the projects financed by the FNPSA were 674, 244 more than in 2015 (for a total of 27,089 reception places), of which 520 for the seekers and holders of international protection belonging to the ordinary categories (24,593 places), 109 for unaccompanied minors (1,916 places) and 45 for those with mental problems and physical disabilities (580 places).
With the ongoing extraordinary expansion processes promoted by the Ministry of Interior, capacity has risen to 27,089 places (of which 12,485 financed by announcements and 14,604 additional places). Local authority project holders were a total of 574, of which 533 municipalities, 29 provinces and 12 unions of municipalities.

Figure 11

Received in the SPRAR network by region. 2016 (at 30 June).
Percentages

Source: processed by Cittalia with data provided by the Central Service Database

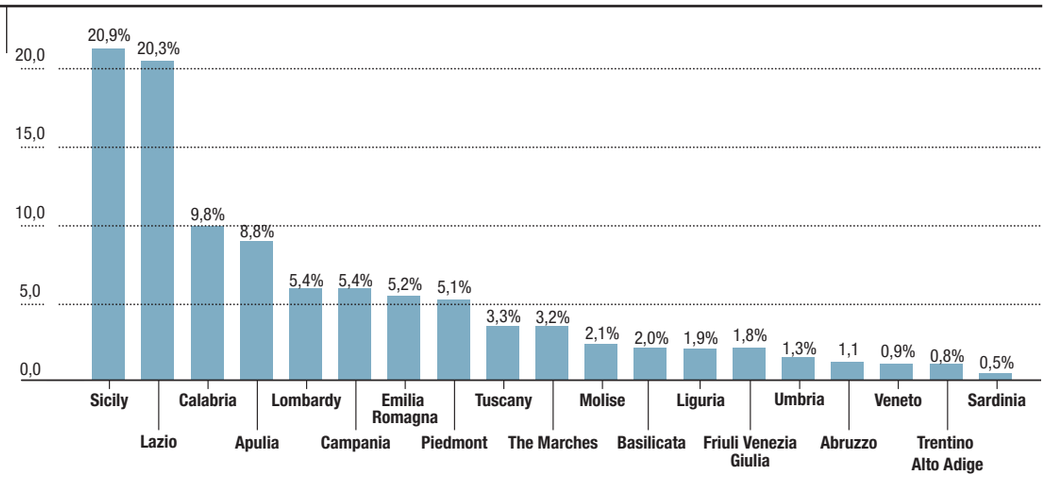
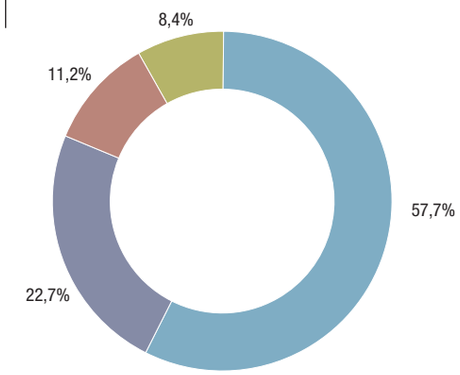


Figure 12

Total beneficiaries per type of stay permit. 2016 (at 30 June).
Percentages

Source: processed by Cittalia with data provided by the Central Service Database.



Beneficiaries welcomed totalled 22,983, of which 57.7% applying, 22.7% hold humanitarian status, 11.2% subsidiary protection and 8.4% have obtained refugee status.
The first five beneficiary nationalities substantially reflect those of 2015: 16.4% from Nigeria, 13.6% from Gambia,12.2% from Pakistan, 10.2% from Mali and 8.5% from Afghanistan.
As a result of the increase in the number of reception places for minors, minors are 11.8% of the total, against 8.1% in the previous year.

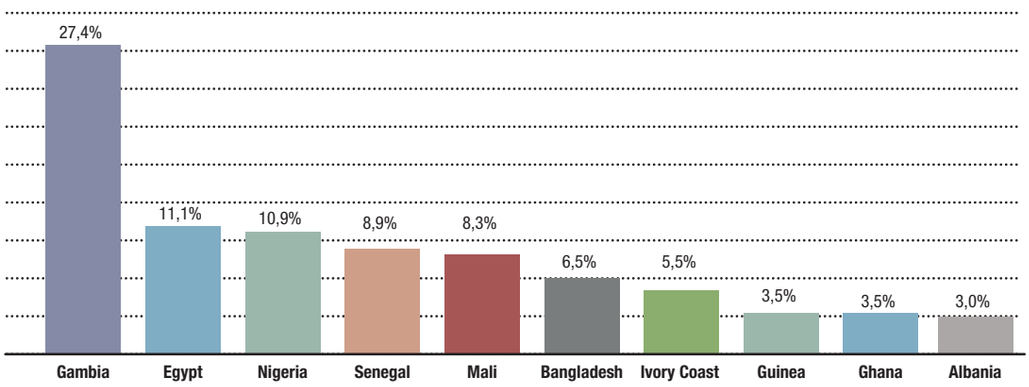
The condition of unaccompanied foreign minors seeking asylum (MSNARA) in the SPRAR network and reception places

With reception in the SPRAR network having been extended to include unaccompanied foreign minors not presenting asylum applications and the establishment, as of 1 January 2015, of the Fund for the reception of unaccompanied foreign minors in the provision status of the Ministry of Interior set forth in law 190/2015 (art. 1),the number of MSNA welcomed in the SPRAR projects has increased considerably.
Besides dedicated structural places, local authorities have made an additional 214 places available and a further 75 in the first semester 2016 with a per capita/pro die state contribution of 45 euro in response to the request made in the Minister for Interior Circular of 23 July 2014; plus another 1000 places for minors in the 2015-2016 announcement and a further 78 places activated since July 2016.
In the light of the above, **the capacity for accommodation has almost doubled, going from 977 to 1,916** and, consequently, the number of minors welcomed has gone from **1,640 in 2015 to 1,994 in the first semester 2016.**

Figure 13

First ten MSNA nationalities hosted in the SPRAR network. 2016 (at 30 June).
Percentages.

Source: processed by Cittalia with data provided by the Central Service Database.



The migratory flow of unaccompanied minors accessing the SPRAR system is mainly composed of boys close to coming of age.
In fact, we can confirm an almost absolute majority of male minors (which, however, decrease from 99.8% in 2015 to 97.1% in the first semester 2016) and the incidence of those who have just come of age (40.6%, losing 12.1% compared to 2015). Finally, for stay permits, in the first semester 2016 those applying for asylum represent 62.7% (+10.7% against 2015), humanitarian protection permits drop to 18.1% (-15.9%) whereas those for subsidiary protection drop to1.2% (-2.8 %).
Refugees decrease too, from 3% in 2015 to1.1%. However, those decreases are compensated by permits for minors, not present in previous years, which were 17% in the first six months of 2016.

Focus /

Immigration and mental health in Italy in 2016

Scientific literature has only focussed on the factors that can influence the mental health of migrants in recent years.
For health in general, clinical-epidemiological observations have permitted identification of the so-called "health migrant effect", by which the individual leaves and arrives in good condition and what has the main effect is the person's inclusion conditions in the host country. The same considerations can be made for psychiatric aspects compared to the role played by the Post-Migration Living Difficulties (PMLD: difficulties in the land of migration), especially related to the refugee population, often characterised by especially traumatic journeys.
However, even though there is still no empiric research and reliable data on the subject, sector operators have identified an increase in requests for hospitalisation and psychiatric care from migrants who have lived psycho-traumatic situations and at times social marginalisation before migration. Personal characteristics that are less solid than in the past which make applicants more exposed to stress from transculturation; non-existent migratory project or made difficult by the economic conditions of the host country in recession; defective social support and, finally, mourning and traumatic experiences (in particular torture). In those conditions, the PMLD involve a high risk of developing Post Traumatic Stress Disorder (PTSD), with an increase in symptom gravity, resistance to the therapeutic process and greater difficulty in the social integration process.
Notwithstanding the presence of top level dedicated structures (please note the SPRAR network itself includes specific projects dedicated to applicants and refugees with mental problems and physical disabilities) faced with the growing demand for psychiatric assistance, the response of Italian services is in difficulty for both the strong pressure they have been subjected to relatively unexpectedly, and for the need to develop clinical competences and provide new organisation solutions, for example introducing translators for local languages that are not used in a widespread manner.
However, even though the situation could seem complex, those difficulties can prove to be a precious opportunity for promoting the growth and overall maturation of all the health and assistance services involved, with potential positive effects on the entire system.

Recommendations

AT BORDERS

An approach oriented to protecting human rights

The difficult objective to harmonise border control activities with guarantees of protection must always however be inspired by protecting human rights.
No emergency situation can possibly justify a different approach to that of protecting people's rights.

More specifically, we recommend:

- that the European Union fulfil its international obligations to protect human rights at its outer borders, supporting and strengthening search and rescue operations;
- that restricting liberty of movement be blocked and the right to leave any country be respected, including one's own, also through fast access to identity and travel documents;
- that the humanitarian channels of entry to Europe be expanded, also by issuing visas to be applied for from the embassies of Countries of transit and origin;
- that all member States implement as soon as possible the provision to distribute applicants for international protection who have reached Europe, through quotas that can respond to the effective need;
- that work be done to review the Dublin Treaty to, above all, eliminate reference to the country of first entry;
- that all border posts and entry or transit areas activate assistance and orientation services for foreign citizens intending to apply for international protection;
- that the EU monitor bilateral agreements between member States and countries of origin of applicants for international protection;

IN ITALY

Definitive implementation of a single reception system

We need to implement a single reception system as soon as possible through the effective collaboration of local authorities and the precious collaboration of the third sector.
When recomposing a single system, we need the same guidelines and identical standards – as well as specific, stringent controls of the use of funds – to commonly regulate all reception measures and actions adopted.

More specifically, we recommend:

- full implementation of the so-called reception chain as defined in legislative decree 142/2015 (this first part in bold) with special reference to activating first reception hubs for both adults and unaccompanied foreign minors;
- full application of the Ministry of Interior directive of 11 October 2016, "Rules for starting a gradual, sustainable redistribution system for asylum seekers and refugees nationally through the SPRAR system";
- adoption of predefined standards in each reception context, structural or extraordinary;
- preparation of training and updating programs for both police forces and reception operators;
- the bill on the "measures to protect unaccompanied foreign minors" is progressing through the Senate, after being approved by the Chamber on 26 October 2016;
- common methods to monitor and assess actions in all reception contexts, enabling control of the efficiency and effectiveness of actions adopted.

POLICIES AND STRATEGIES

Socio-economic inclusion

The idea that reception can be as such the sole response to all needs of people risks being a limit. Therefore, during the reception period guests must be enabled to acquire those instruments that can allow them to feel they own their lives and to act autonomously, once they have left the assistance programs.

More specifically, we recommend:

- specific policies and programs, at national and regional level, to facilitate socio-economic-housing inclusion of the holders of international and humanitarian protection permits, aligning them with the most disadvantaged categories in Italy;
- strengthening actions accompanying social inclusion during the reception period;
- launch of volunteer projects, as per circular sent by the Ministry of Interior to prefectures in 2014, to draw up agreements with local authorities to favour volunteer work, by applicants for international protection housed in reception centres;
- getting people to work legally and professionally, to avoid them having to face exploitation and aberrant living and working conditions.

Care of information on forced migration

We need, also collaborating with the Associazione Carta in Roma, to favour training operators to provide correct, widespread, punctual communication and information on new forced migration phenomena; so as not to create presuppositions for ideological reading of circumstances by public opinion causing, at times, social contrasts and conflicts.

PROFILE OF REPORT PROMOTERS

ANCI (National Association of Italian Municipalities) represents Municipalities with Parliament, Government, the Regions, Public Administrations, Community bodies, the Committee of Regions and any other institutions exercising public functions of local interest.
7318 municipalities belong to ANCI, representing 90% of the Italian population.
On immigration and asylum, ANCI, within the framework of positions defined in the Immigration Commission, encourages implementing innovation, develops networks and collaboration, takes part in the national debate on matters of territorial interest, such as exercising citizenship, integration, access to services, collecting the instances of Municipalities and reporting them to the right offices.
It is on the idea of virtuous collaboration between central State and territories that ANCI has promoted immigration initiatives such as the Protection System for Asylum Seekers and Refugees (SPRAR) experience.

Caritas Italiana is the pastoral body of the CEI (Italian Episcopal Conference) promoting charity.
Its purpose is to promote, «evidence of charity in the Italian ecclesiastical community, in forms that comply with times and needs related to the integral human development, ,to social justice and peace giving special attention to the most needy through a predominantly pedagogical function" (art. 1 of the By-Laws).
Amongst its multiple activities, Caritas Italiana operates nationally and internationally on matters related to human mobility in emergency humanitarian, reception and protection situations.
It is a member of Caritas Internationalis, the global network present in over 160 countries, and of Caritas Europa, which includes the Caritas of 46 European countries.
In Italy, through the network of the 220 diocesan Caritas, it performs a capillary action supporting foreign citizens; creating activities not only for reception but to integrate individuals and families present in the territory.

Cittalia - Fondazione ANCI Ricerche, is the ANCI structure dedicated to studies and research on matters that are of main interest for Italian municipalities.
Established in 2008, the Foundation has worked on topics concerning environment, public and private institutions and innovation and has subsequently focused on welfare and social inclusion. Study and research activities concerning the development of new projects include the theme of asylum, human rights, immigration, citizenship, social inclusion, social and socio-health policies.
Cittalia includes the Central Service, structure coordinating the Protection System for Asylum Seekers and Refugees (SPRAR). This structure provides information, promotion, consultancy, monitoring and technical assistance to Local Authorities which implement "integrated reception" programs in Italy and form the SPRAR network.
Cittalia, active at European level, provides municipalities with information and services on the main European financing programs and support for Euro-planning activities related to the Foundation's emergent topics: #citizenship #reception #integration

Fondazione Migrantes is a pastoral organisation of the Italian Episcopal Conference set up in 1987 to promote knowledge of human mobility; with attention for protecting the rights of the migrating individual and families and promoting the responsible citizenship of migrants. Migrantes has inherited the pastoral and social work of UCEI, the Central Office of Italian Emigration, which in convention with UNHCR, from the 1960s to the 1980s, together with other Christian churches and religious experiences, dealt with the arrival of refugees in Italy following humanitarian crises.
Nowadays, by supporting the permanent Observatory on refugees, *Vie di Fuga*, with the diocesan and regional Migrantes and the world of co-operatives and religious institutes – represented in a national Council of Migrations –, collaboration with the Papal council of migrants and itinerants, the Council of the European Episcopal Conferences (CCEE), the I CMC, Migrantes contributes to informing and narrating the international protection situation in Italy and Europe.

CENTRAL SERVICE OF SPRAR
Established by Law 189/2002, the Central Service coordinates and monitors SPRAR, the Protection System for Asylum Seekers and Refugees, a network of local authorities which - accessing the National Fund for the policies and services of asylum and with the support of Third Sector - implement projects and "integrated reception" actions for asylum seekers and refugees. Assigned by a convention to ANCI - which avails itself of the operating support of Fondazione Cittalia to implement activities – the Central Service is also assigned tasks involving information, promotion, consultancy and technical assistance for local authorities; and to monitor the presence of applicants and holders of international protection in Italy. The goal is to go beyond the mere provision of food and accommodation, through training courses and mentoring, assistance and orientation, in order to provide individual paths for socio-economic inclusion.

UNHCR is the world's main organisation on the front line to save human lives, protect the rights of millions of refugees, displaced and stateless people and build a better future for them.
It operates in 123 countries and with more than 40 million people.
Set up by the General Assembly of the United Nations on 14 December 1950, since then the Agency has helped more than 60 million people rebuild their lives.
For this reason it was awarded two Nobel Peace Prizes, the first in 1954, the second in 1981.
The UNHCR mandate is to guide and coordinate, globally, the protection of refugees and actions needed to guarantee their well-being.
The Agency works to ensure that everyone can exercise the right to asylum and be welcomed safely in another State.
Together with governments, UNHCR helps refugees return home, be welcomed in a country where they found refuge or in a third country.

Report on International Protection in Italy 2016

SUMMARY

HaunagDesign

UNHCR/ACHILLEAS ZAVALLIS

In collaboration with