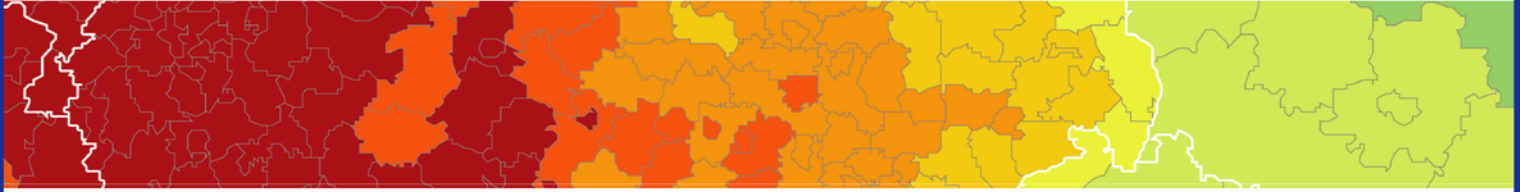


Inspire policy making by territorial evidence



# Impacts of refugee flows to territorial development in Europe

Applied Research

**Case study – Milan**

Version 18/07/2019

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## Abbreviations

ANCI	National Association of Municipalities
CARA	Governmental reception centres
CAS	Temporary reception centres
CIE	Identification and expulsion centres
CPR	Pre-removal detention centres
CPSA	First aid and accommodation centres
CTRPI	Territorial Commissions for International Protection
EC	European Commission
ESPON	European Territorial Observatory Network
EU	European Union
GDP	Gross domestic product
NEET	Not in education, employment or training
NUTS	Nomenclature of territorial units for statistics
PPS	Purchasing power standards
R&D	Research & development
SME	Small and medium enterprises
SPRAR	System for the Protection of Asylum Seekers and Refugees

## Executive summary

This report analyses the main features of the flows and stocks of asylum seekers and refugees, as well as their impact within the Lombardy region and in particular the metropolitan city of Milan (Italy).

To this end, Section A provides a general description of the background and context of immigration and refugee flows and stocks in Lombardy and Milan. This includes a description of the socio-economic context of the region; the features of the current flows and stocks of asylum seekers, refugees and immigrants in Lombardy and in Milan; the challenges, opportunities and impacts that they imply; and the institutional framework dealing with asylum seekers and refugees in Italy.

On the other hand, Section B provides an analysis of all the activities carried out by the Municipality of Milan to cope with the CAS and SPRAR system as agreed at national level and implemented at the local level. The analysis explains the topic and motivation of the practice; its objectives and the logic of intervention; the actors taking part; the process of implementation as well as its outcomes, impacts and results.

Finally, Section C summarises the main findings, conclusions and lessons learnt.

Lombardy, and particularly Milan, is the richest and strongest economy in Italy and among the richest in the EU28.

With ten million inhabitants at 1 January 2019<sup>1</sup>, Lombardy is the second most populated region among the EU28, and the most populated region in Italy.

The labour market has recovered from the 2008 crisis and is stronger and more dynamic than the Italian average. Before the 2008 crisis, the labour market in Lombardy was close to full employment. The crisis hardly hit the Lombardy labour market; however, by 2017 it went back to pre-crisis levels.

The net migration rate in 2018 in Lombardy was at 4.3 (compared to 3.3 in 2014), meaning that Lombardy is a 'very attractive region' for immigrant people (in particular coming from abroad), especially when compared to the average net migration in Italy (1.6). Even more attractive for immigrant people (mostly foreigners) is Milan with a net migration rate equal to 6.7 in 2017.

According to the System for the Protection of Asylum Seekers and Refugees<sup>2</sup>, in 2017 in Italy around 205,000 asylum seekers were hosted in different types of accommodation all over the country, an increasing number with respect to 2016, when the hosted people were about 188,000. Lombardy was one of the most involved regions with 13.2 % of the total.

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<sup>1</sup> ISTAT (2018), 'Indicatori demografici – Stime per l'anno 2018', Comunicato Stampa, 7.2.2019, ISTAT, Roma. <https://www.istat.it/it/files//2019/02/Report-Stime-indicatori-demografici.pdf>.

<sup>2</sup> SPRAR (2017), Rapporto sulla protezione internazionale in Italia 2017, Roma [https://www.sprar.it/wp-content/uploads/2017/11/Rapporto\\_protezione\\_internazionale\\_2017\\_extralight.pdf](https://www.sprar.it/wp-content/uploads/2017/11/Rapporto_protezione_internazionale_2017_extralight.pdf).



Most of the asylum seekers in Lombardy who were interviewed in the survey carried out by the Regional Observatory for Integration and Multi-Ethnicity<sup>3</sup> lived in reception facilities in 2018. SPRAR centres accounted for 21.5 %, and 59 % were in temporary reception centres (Centri di Accoglienza Straordinaria – CAS), 16 % lived in private homes or were guests, while a further 3.3 %, entirely men, were homeless.

In November 2018, the Italian Parliament passed new legislation on immigration and asylum seekers, known as *Decreto Sicurezza* (Law Decree 840/2018). The major development brought up by the decree is the abolition of one of the ways asylum seekers could obtain a protection status (and a stay permit) in Italy. Before November 2018, the Italian reception system used to offer three levels of protection: 'refugee status' (five years), 'humanitarian protection' (two years), and 'subsidiary protection' (five years). Since the implementation of the decree, the stay permit granted for humanitarian reasons is no longer an option; it has instead been replaced with temporary special permits granted for up to one year and according to the following reasons: serious health issues, calamities in countries of origin, acts of civic valour, trafficking victims, domestic violence and severe exploitation.

Furthermore, the Decree revises part of the Italian reception system, which was in place since 2015. More specifically, the law affects the criteria required for migrants in order to access the second-line reception centres.

The above institutional and legal changes affected/are going to affect the whole system of reception and integration carried out by the Municipality of Milan.

At the moment, the Municipality of Milan is directly involved in both the CAS and SPRAR system for the reception and integration of migrants, asylum seekers and refugees. However, the Municipality of Milan had already decided to exit from the CAS system, only carrying out the implementation of the SPRAR system according the new rules or finding alternative options to SPRAR.

During the period of implementation of the CAS and SPRAR systems, the Municipality of Milan achieved great results. This was not only in terms of specific positive outputs and outcomes from the actions and interventions that were implemented, but also in terms of governance. This has created a very effective system, which involves public and private entities in an integrated and articulated way.

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<sup>3</sup> SPRAR (2017), Rapporto sulla protezione internazionale in Italia 2017, Roma [https://www.sprar.it/wp-content/uploads/2017/11/Rapporto\\_protezione\\_internazionale\\_2017\\_extralight.pdf](https://www.sprar.it/wp-content/uploads/2017/11/Rapporto_protezione_internazionale_2017_extralight.pdf).

# 1 Profile of the area

Lombardy, and particularly Milan, is the richest and strongest economy in Italy and among the richest in the EU28. The regional economy is based on a strong manufacturing sector and knowledge-intensive services. The Milan creative industry (fashion and design) is one of the largest in Europe.



Figure 1: Lombardy region and its provinces  
Source: Wikipedia

In a recent study<sup>4</sup>, Lombardy has been clustered among the competitive and knowledge-oriented economies (**Error! Reference source not found.**). The cluster includes 54 EU regions characterised by a higher relevance of the knowledge economy than the EU average, as well as good labour market conditions. However, there are also weaknesses as regards the youth employment rate, and a higher old-age dependency ratio than the better-performing regions.

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<sup>4</sup> Istituto per la Ricerca Sociale, ESPON, *Geographies on New Employment Dynamics in Europe*, 2017.

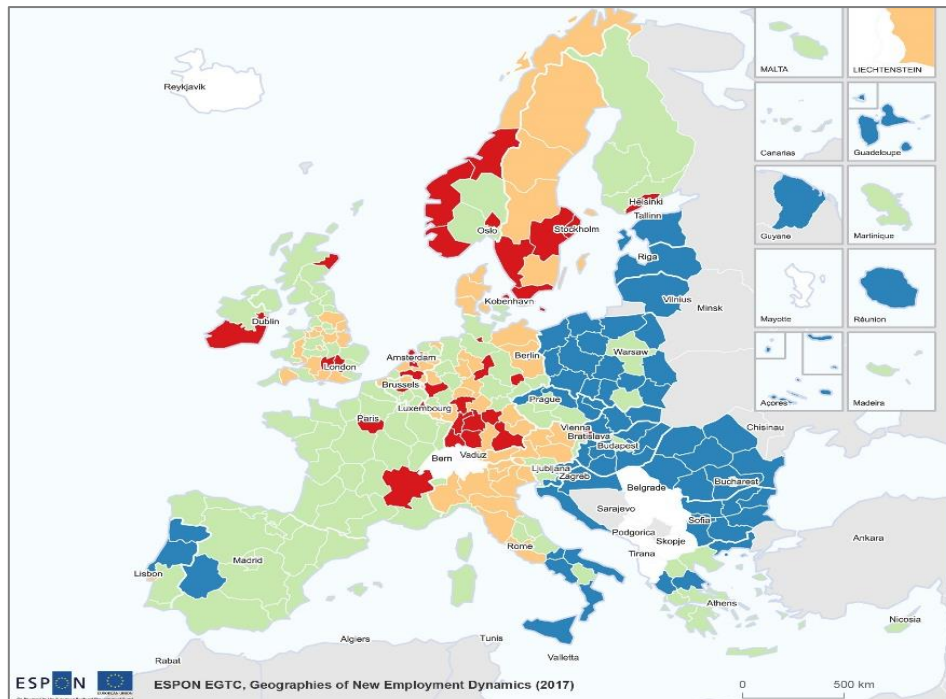


Figure 2: Four clusters of EU regions in terms of knowledge-related economy

Source: IRS estimates in ESPON, *Geographies of New Employment Dynamics in Europe, 2017*

## 1.1 Socio-economic context

With ten million inhabitants at 1 January 2019<sup>5</sup>, Lombardy is the second most populated region among the EU28, and the most populated region in Italy. Population has grown by 12.5 % in the last 20 years, and is expected to continue growing until 2050. More than 16 % of the Italian population lives in Lombardy. The region's capital, Milan, hosts 1.3 million residents, while the population of the metropolitan area of Milan is 3.2 million, one-third of the overall regional population.

The life expectancy (at birth) in Lombardy and in Milan (respectively, 83.3 years and 83.7 years at 1 January 2017) are among the highest in Italy and in Europe, while the birth rate is lower than the EU average (1.39 both in Lombardy and in Milan at 1 January 2017 compared to 1.59 in the EU28).

A consequence is that the population has progressively aged in both the Lombardy region and in Milan. The old-age index in Lombardy has grown from 138.2 in 2002 to 162.5 % in 2019 (Figure 2). The old-age index in Milan is even higher, and has reached 164.7 % in 2018. This means that for every 100 people aged between 15 and 64, 62.5 in Lombardy and 64.7 in Milan

<sup>5</sup> ISTAT (2018), 'Indicatori demografici – Stime per l'anno 2018', Comunicato Stampa, 7.2.2019, ISTAT, Roma. <https://www.istat.it/it/files//2019/02/Report-Stime-indicatori-demografici.pdf>.

are older than 64 years. Even though the rate is lower than the Italian average (in Italy the old-age index was 172.9 % in 2019), it is the highest among the 'four motors for Europe'<sup>6</sup>.

The old age dependency ratio is similar in Lombardy and Milan: respectively, 35.4 % and 35.3 % at 1 January 2019. It means that currently 100 people of working age are to provide for around 35 retired individuals. The old dependency ratio has increased since 2002 when it was 26.6 % in Lombardy and 27.3 % in Milan. In addition, it will increase progressively to 57 % by 2065, in the case of median prediction interval<sup>7</sup>. The old age dependency ratio is almost in line with the national average (35.6 %) but above the EU-28 average (29.9 %)<sup>8</sup>.

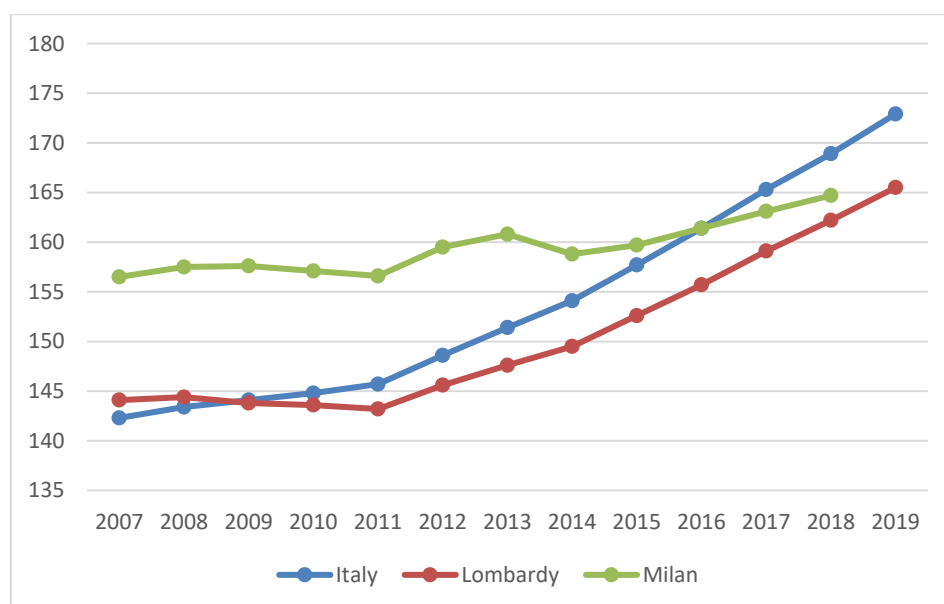


Figure 3: Population ageing index in Italy, Lombardy and Milan (2007-2019)

Source: ISTAT database, Demographic indicators, <http://dati.istat.it/>

GDP per capita is EUR 38,000 in Lombardy (in 2017) and EUR 54,200 in Milan (in 2016), placing the region and the capital among the richest areas of the EU (the EU28 average was EUR 30,000 in 2017). Lombardy's GDP per capita in purchasing power standards (PPS) is 28 % higher than the EU28 average and compared to the so-called four motors of Europe. Lombardy is the second highest region in terms of productivity, after German Baden-Württemberg (+41 % compared to the EU28 average) (

).

<sup>6</sup> The 'four motors for Europe' (Lombardy, Auvergne-Rhône-Alpes in France, Baden-Württemberg in Germany and Catalonia in Spain) agreement has been in place since 1988 to bring these regions on to the international stage, and to encourage them to take on a more substantial role both in Europe and within the European institutions. Now, the four motors have designed a strategy focused on strengthening the four regions' economic, scientific and technological competitiveness, in an increasingly interdependent world and a society marked by digitisation.

<sup>7</sup> Istat (2018). Demographic projections – years 2017–2065: Demographic indicators. Available at: <http://dati.istat.it/Index.aspx?lang=en&SubSessionId=#>.

<sup>8</sup> <https://ec.europa.eu/eurostat/web/products-eurostat-news/-/DDN-20180508-1?inheritRedirect=true>.

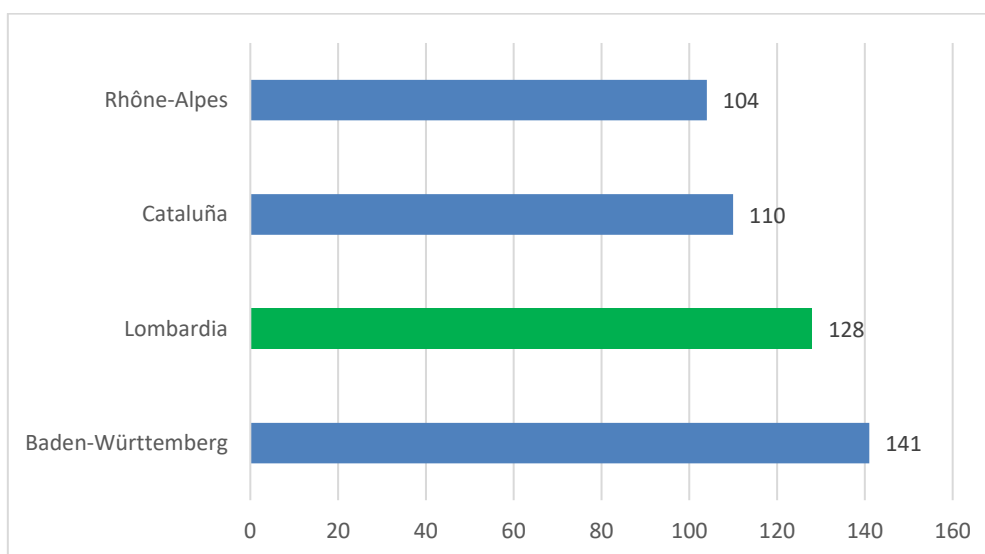


Figure 4: GDP per capita in purchasing power standards – PPS, 2017 (% EU28 average)

Source: Eurostat Database, Regional Statistics

[https://ec.europa.eu/eurostat/web/regions/data/database?p\\_p\\_id=NavTreeportletprod\\_WAR\\_NavTreeportletprod\\_INSTANCE\\_BQqmHeCfV1BE&p\\_p\\_lifecycle=0&p\\_p\\_state=normal&p\\_p\\_mode=view&p\\_p\\_col\\_id=column-2&p\\_p\\_col\\_count=1](https://ec.europa.eu/eurostat/web/regions/data/database?p_p_id=NavTreeportletprod_WAR_NavTreeportletprod_INSTANCE_BQqmHeCfV1BE&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&p_p_col_id=column-2&p_p_col_count=1)

After recovering from the 2008 economic crisis, Lombardy has shown the highest rate of GDP growth among the Italian regions in 2017 (+2.7 %). The overall regional (nominal) GDP was EUR 383,175 million in 2017, representing 22.2 % of the Italian GDP. According to the Prometeia forecasts on the scenarios of local economies<sup>9</sup>, the Lombardy economy should continue to grow at a rate (+1.1 % in 2019) higher than the national one and that of the other regions of the north-west, even if the pace of growth is less sustained.

The region is mostly specialised in the services sector (71.6 %, equal to EUR 244,795 million of added value), followed by industry (27.2 %) and agriculture (1.1 %). In 2017, the employees in the service sector total 2.3 million in Lombardy (65.4 %), of which 0.9 million are in Milan.

Although increasing in recent years, Lombardy investment in R&D is still much lower than the EU average. The total R&D expenditure in Lombardy has grown from 1.09 % of GDP in 2000, to 1.27 % in 2017. Despite the growth, this level is still well below the EU average (2.04 %).

In 2018, there were 816,088 enterprises in Lombardy (about 16 % of the total number of enterprises in Italy), of which 303,393 were located in Milan. The birth rate is higher in Milan (6.3 %) than in Lombardy (5.8 %), and higher than in Italy overall (5.7 %). There are 4.1 million employees in Lombardy.

Like in the rest of Italy (where in 2017, 93.7 % had fewer than ten employees and 5.5 % fewer than 50 employees), SMEs prevail in Lombardy: only 1.3 % of the enterprises have more than

<sup>9</sup> Prometeia, Scenari delle economie locali, ottobre 2018.

50 employees. Milan has the highest percentage of medium–large enterprises compared to Lombardy and the Italian average (2.1 % of enterprises with more than 50 employees, compared to an IT average of 0.8 %); notwithstanding this, enterprises with fewer than ten employees comprise 90 % of the total<sup>10</sup> (**Error! Reference source not found.**).

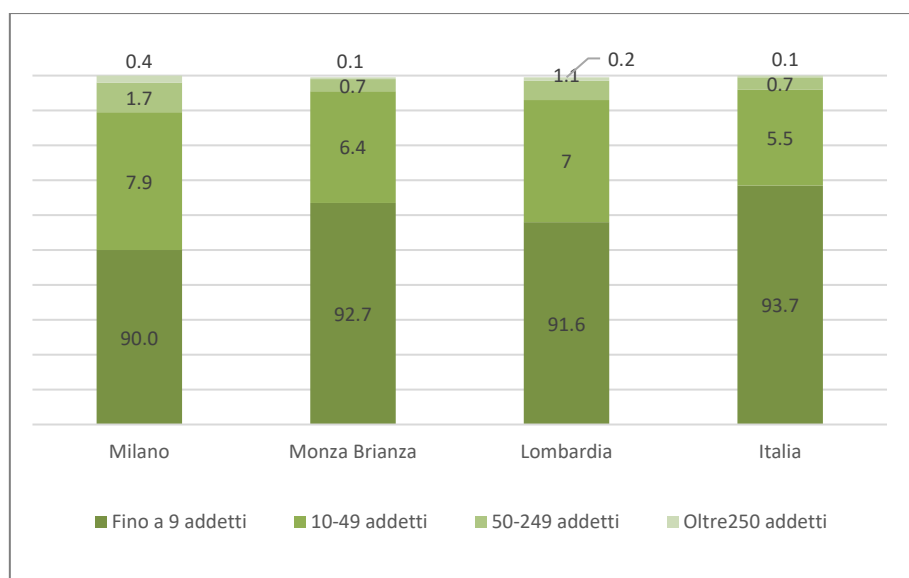


Figure 5: Companies by class size and geographical area, 2017 (%)

Source: Study office of the Chamber of Commerce of Milan-Monza-Lodi on the Enterprise Register data.  
<http://www.milomb.camcom.it/documents/10157/37966070/milano-produttiva-2018-parte-1-capitolo-2.pdf/7de3243e-22bc-4bd9-9ea1-01e9bed1baf7>

The labour market has recovered from the 2008 crisis and is stronger and more dynamic than the Italian average. Before the 2008 crisis, the labour market in Lombardy was close to full employment. The crisis hardly hit the Lombardy labour market; however, by 2017 it went back to pre-crisis levels.

*Employed people (15 years and over) in Lombardy totalled 4.4 million in 2017, 19 % of the Italian workforce. One-third of them work in Milan. The employment rate (67.3 % in 2017) in Lombardy is ten points higher than the Italian rate and similar to the EU average (67.7 %) (*

). The activity rate (72.0 %) in Lombardy and in Milan (74.5 %) is higher than the Italian average, however inferior than the EU28 average and the other regional benchmarks (such as Catalunya, Bavaria, and Baden-Wurttemberg). The unemployment rate in Lombardy (6.4 %) has decreased since 2015 and is currently lower than the EU28 average (7.6 %). Lecco, Milan and Varese report the highest employment rates (in the metropolitan area of Milan the

<sup>10</sup> <http://www.milomb.camcom.it/documents/10157/37966070/milano-produttiva-2018-parte-1-capitolo-2.pdf/7de3243e-22bc-4bd9-9ea1-01e9bed1baf7>.

employment rate is even higher than the regional average (69.5 %), while Mantua, Como and Monza Brianza have the highest unemployment rate.

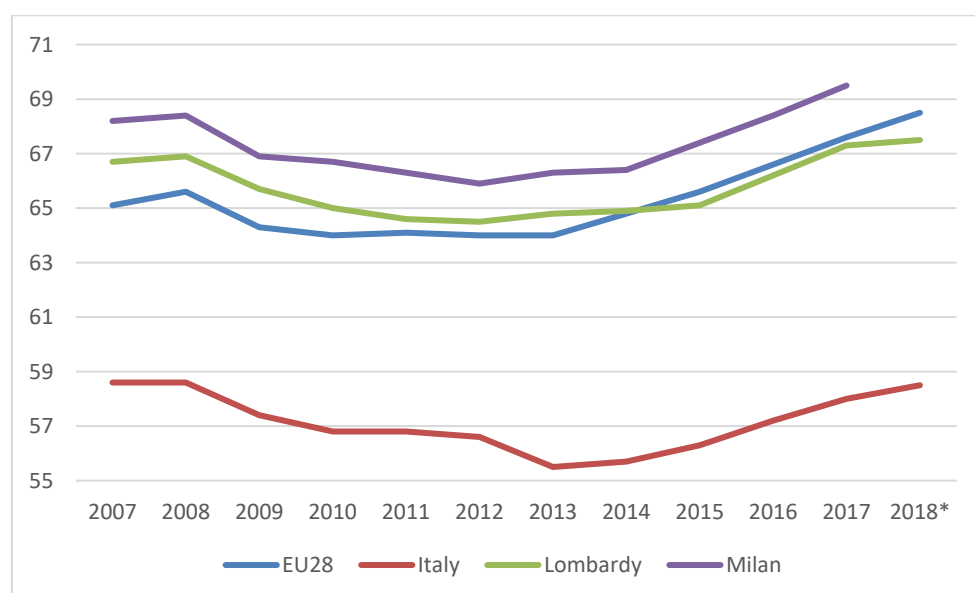


Figure 6: Employment rate in Milan, Lombardy, Italy and EU-28 (2007-2017)

Note: \* Employment rate in EU28, Italy and Lombardy in 2018, average of 1st, 2nd and 3rd quarters.

Quarterly data not available for Milan

Source: Eurostat Database and ISTAT database.

[https://ec.europa.eu/eurostat/data/database?p\\_p\\_id=NavTreeportletprod\\_WAR\\_NavTreeportletprod\\_INSTANCE\\_nPqeVbPXRmWQ&p\\_p\\_lifecycle=0&p\\_p\\_state=normal&p\\_p\\_mode=view&p\\_p\\_col\\_id=column-2&p\\_p\\_col\\_pos=1&p\\_p\\_col\\_count=2](https://ec.europa.eu/eurostat/data/database?p_p_id=NavTreeportletprod_WAR_NavTreeportletprod_INSTANCE_nPqeVbPXRmWQ&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&p_p_col_id=column-2&p_p_col_pos=1&p_p_col_count=2)

<http://dati.istat.it/>

The female employment rate (59.3 %) in Lombardy is ten points higher than the Italian average, but lower than the average in the EU28 (62.4 %) with the exception of (the province of) Milan. Here, the female employment rate grew in the last years reaching 63.8 % in 2017. Moreover, Lombardy shows the highest gender differential in the employment rate even compared to the EU28 (

) and the other motors of Europe, with a gap that is more than twice that of Rhône-Alpes (the region with the lowest differential). The women situation in Lombardy is however better than in the Italian average.

The NEET rate (15-29 years) in 2017 is 15.9 % in Lombardy, lower than for Italy (24.1 %), but still distant from the EU28 median (13 %). 226,000 young people are not in employment or education or training. The number has been increasing since 2008, with a peak between 2013 and 2015. The percentage rises to 21 % for girls, unchanged from 2015.

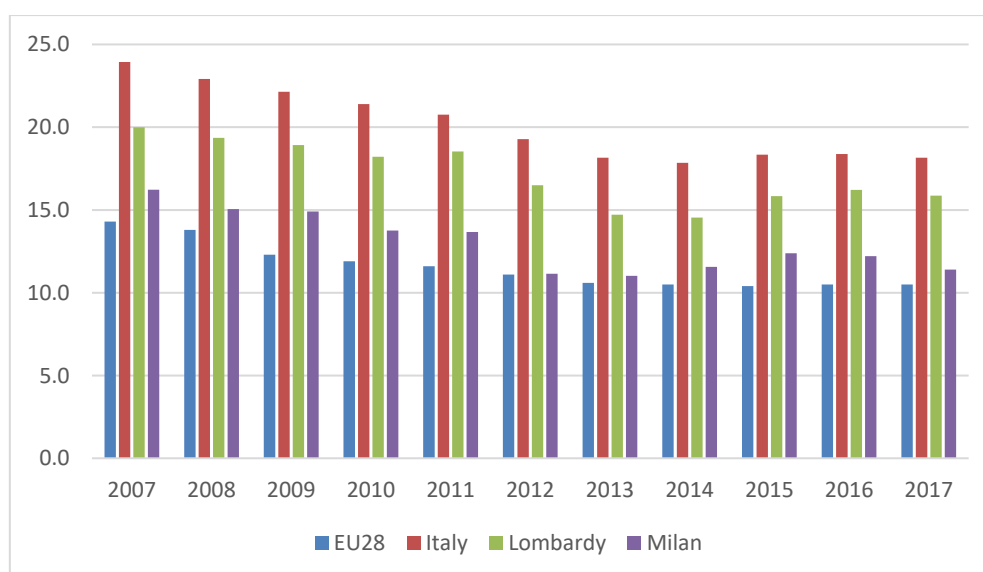


Figure 7: Gender employment gap in Milan, Lombardy, Italy and EU28 (2007-2017)

Source: Eurostat Database and ISTAT database.

[https://ec.europa.eu/eurostat/data/database?p\\_p\\_id=NavTreeportletprod\\_WAR\\_NavTreeportletprod\\_INSTANCE\\_nPqeVbPXRmWQ&p\\_p\\_lifecycle=0&p\\_p\\_state=normal&p\\_p\\_mode=view&p\\_p\\_col\\_id=column-2&p\\_p\\_col\\_pos=1&p\\_p\\_col\\_count=2](https://ec.europa.eu/eurostat/data/database?p_p_id=NavTreeportletprod_WAR_NavTreeportletprod_INSTANCE_nPqeVbPXRmWQ&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&p_p_col_id=column-2&p_p_col_pos=1&p_p_col_count=2)  
<http://dati.istat.it/>

## 1.2 Current stock and flows of asylum seekers, refugees, and migrants in the area of analysis

### Migration stocks and flows



The net migration rate in 2018 in Lombardy was at 4.3 (compared to 3.3 in 2014), meaning that Lombardy is a 'very attractive region' for immigrant people (in particular coming from abroad), especially when compared to the average net migration in Italy (1.6). Even more attractive for immigrant people (mostly foreigners) is Milan with a net migration rate equals to 6.7 in 2017 (**Error! Reference source not found.**).

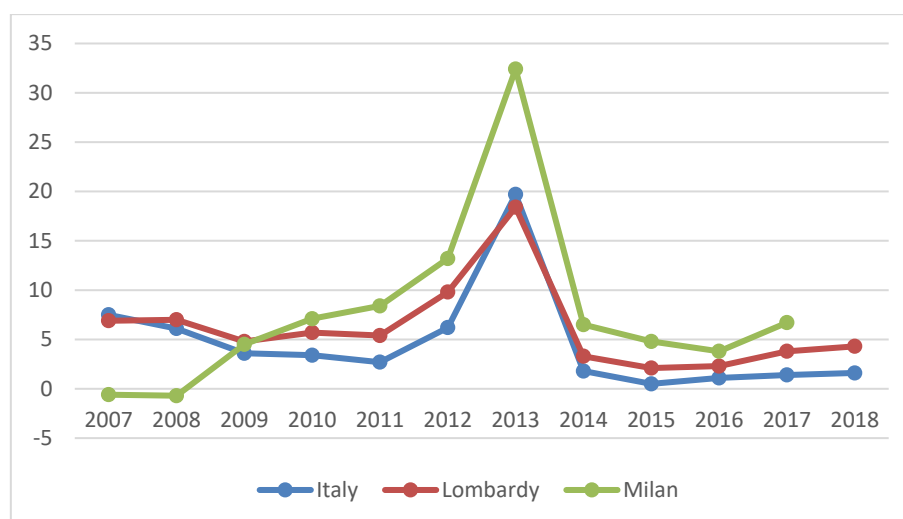


Figure 8: Net migration rate in Milan, Lombardy and Italy (2007-2017)

Source: ISTAT database, Demographic indicators, <http://dati.istat.it/>

In the period 2007-2017, the number of immigrants has exceeded constantly the number of emigrants both in Lombardy and in Milan (**Error! Reference source not found.**) confirming the attractiveness of the region and of the metropolitan area for people coming from other countries, other Italian regions or cities of the same region as well. In fact, migrants – after arriving to Italian shores – often prefer to reunite with their families in other EU countries, to move towards more economically dynamic regions (such as Lombardy) and large urban areas (such the metropolitan area of Milan), or to reach a country where at least they are familiar with the language spoken.

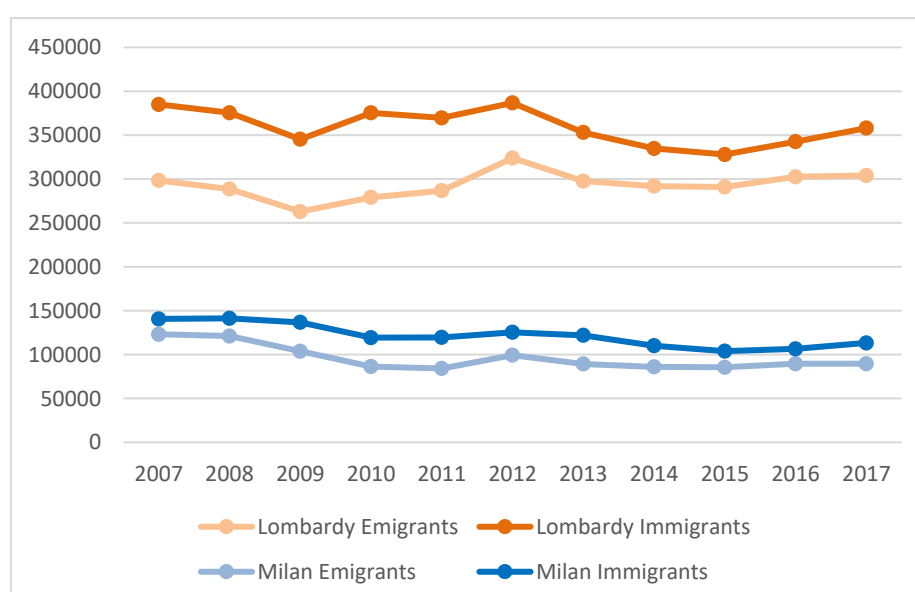


Figure 9: Number of emigrants and immigrants in Milan and in Lombardy (2007-2017)

Source: ISTAT database, Demographic indicators, <http://dati.istat.it/>

The foreign population residing in Lombardy at January 1st 2018 was about 1,154,000 (**Error! Reference source not found.**) representing the 11.5 % of the total residing population and the 22.4 % of the total foreign population resident in Italy. The majority of the foreign population residing in Lombardy live in Milan (39.8 %). The largest foreign community in Lombardy is the one coming from Africa (25.1 %), while in Milan it is Asia (30.7 %). The most widespread nationalities in Lombardy are Romanian (14.9 %), Moroccan (8.1 %) and Albanian (8 %), while in Milan they are Egyptian (12.2 %), Romanian (10.9 %) and Filipino (10.6 %).

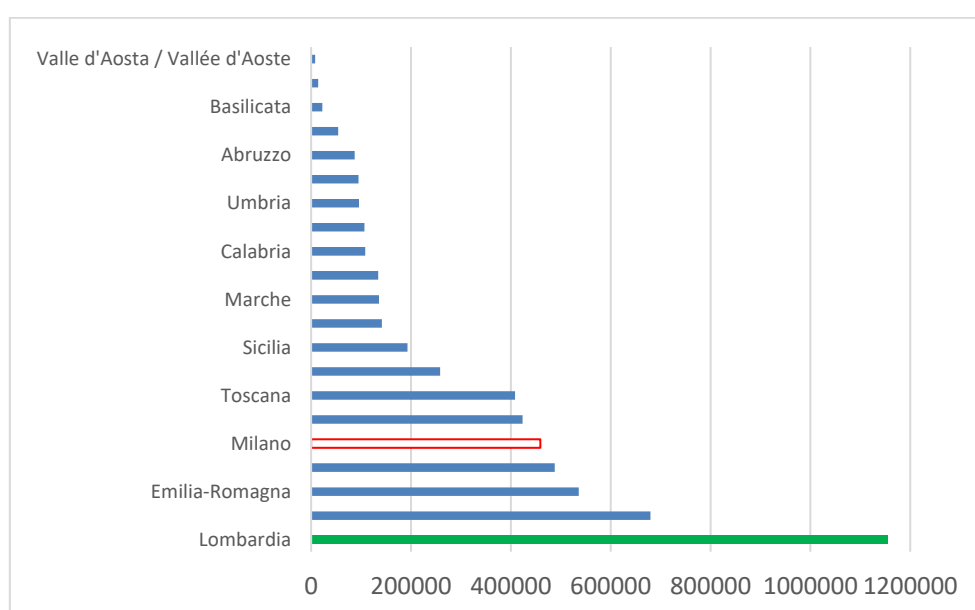


Figure 10: Resident foreigners on 1 January 2018 in Milan, Lombardy and other Italian regions

Source: ISTAT database, Demographic indicators, <http://dati.istat.it/>

According to a recent study<sup>11</sup>, there are about 640,000 foreigners from high-pressure migratory countries working in Lombardy, with another 110,000 working in the shadow economy. There are around 120,000 unemployed and about 95,000 housewives. Among the employed, about half are employed with a full-time permanent contract. Around 85,000 are regular self-employed workers, with an additional 10,000 as irregular self-employed and about entrepreneurs 15,000.

The same study (Polis Lombardia, 2018)<sup>12</sup> shows that the median income of immigrant families in Lombardy increased from the minimum of EUR 1,300 for the two-year period 2013-2014 to EUR 1,700 in 2018. However, this increase is determined by

- an ever-increasing size of immigrant families, with family reunions and more children over the period;

<sup>11</sup> Polis Lombardia (2018), L'immigrazione in Lombardia - Rapporto 2018, Osservatorio regionale per l'integrazione e la multietnicità (Orim), novembre 2018. [http://www.polis.lombardia.it/wps/wcm/connect/05bae102-40f8-41f2-a0c7-b4c066d4ed8a/SOC17001\\_RapportoORIM2018.pdf?MOD=AJPERES&CACHEID=05bae102-40f8-41f2-a0c7-b4c066d4ed8a](http://www.polis.lombardia.it/wps/wcm/connect/05bae102-40f8-41f2-a0c7-b4c066d4ed8a/SOC17001_RapportoORIM2018.pdf?MOD=AJPERES&CACHEID=05bae102-40f8-41f2-a0c7-b4c066d4ed8a).

<sup>12</sup> Ibid.

- a persistent presence in Lombardy of the most integrated immigrant families, at the expense of those who suffered because of the economic crisis of past years and returned home, or migrated to other countries with better job opportunities;
- a recent overall improvement in salaries and in the employment context.

However, a median monthly income value of EUR 1,700 per month is only EUR 200 higher than that of seven years before, while in the meantime the cost of living in Lombardy has increased, as well as the average size of the families living with that income.

### **Asylum seekers stocks and flows**

Significant numbers of migrants and asylum seekers reached Italian shores through the so-called central Mediterranean route. During the three-year period 2014-2016, over 500,000 people arrived at the Italian coasts, more than the overall number of those who arrived in the previous 17 years. However, the number of persons disembarked in Italy decreased from 181,436 in 2016 to 119,369 in 2017 and then sharply declined in 2018 when the number of people disembarked was 23,370<sup>13</sup>.

The number of asylum seekers in Italy grew significantly until 2017: over 390,000 in the period 2014-2017. According to the Ministry of Interior<sup>14</sup>, in 2017 the number of asylum seekers had reached the highest figure ever recorded over a period of twenty years at more than 130,000 (more than 10,000 each month – 5.2 % more than the previous year). However, in 2018, in contrast with the previous period, there was a sharp decline to 53,596 asylum seekers (–58.8 % with respect to the previous year)<sup>15</sup>.

*Residence permits granted to non-EU citizens (i.e. annual inflows of non-EU citizens) in Lombardy amounted to 53,186 in 2017 (*

*), an increase compared to 2016 (+18.9 %) and representing about one-fifth of the annual inflow of non-EU citizens in Italy (262,770). More than half (51.7 %) of the residence permits granted in Lombardy in 2017 were granted in Milan.*

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<sup>13</sup>[http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/cruscotto\\_statistico\\_gio\\_maliero\\_del\\_31\\_luglio\\_2017.pdf](http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/cruscotto_statistico_gio_maliero_del_31_luglio_2017.pdf).

<sup>14</sup>The Department of Civil Liberties and Immigration of the Ministry of Interior publishes monthly statistical reports on asylum applications and first instance decisions.

<sup>15</sup>IRS elaborations on Ministry of Interior data. Data – disaggregated by month – are available at the following link: <http://www.libertaciviliimmigrazione.dlci.interno.gov.it/it/documentazione/statistica/numeri-dellasililo>.

In more than one quarter of the cases (28.6 %), in 2017 residence permits to non-EU citizens in Lombardy were granted because 'there was an asylum application and for humanitarian reasons' (**Error! Reference source not found.**). About two-fifths (39.7 %) of the residence permits granted for this reason in Lombardy were granted in Milan. Applications for this type of residence permit, after reducing to some extent between 2011 and 2013, started to grow again from 2013 both in Lombardy and in Milan (**Error! Reference source not found.**). The request for asylum is one of the main means of entry into Italy (and into Lombardy and Milan as well), preceded only by that for family reunification.

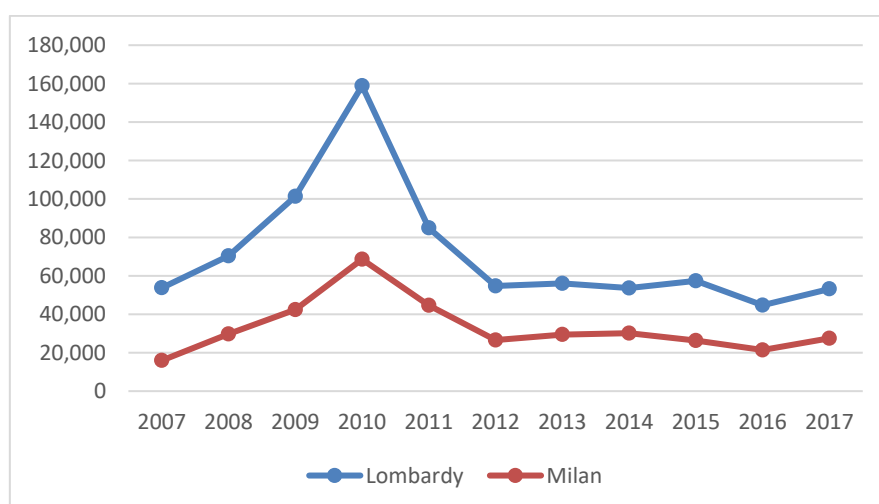


Figure 11: Residence permits of non-EU citizens (Annual inflows of non-EU citizens) (2007-2017)

Source: Istat database, Residence permits of non-EU citizens – Annual inflows, <http://dati.istat.it>

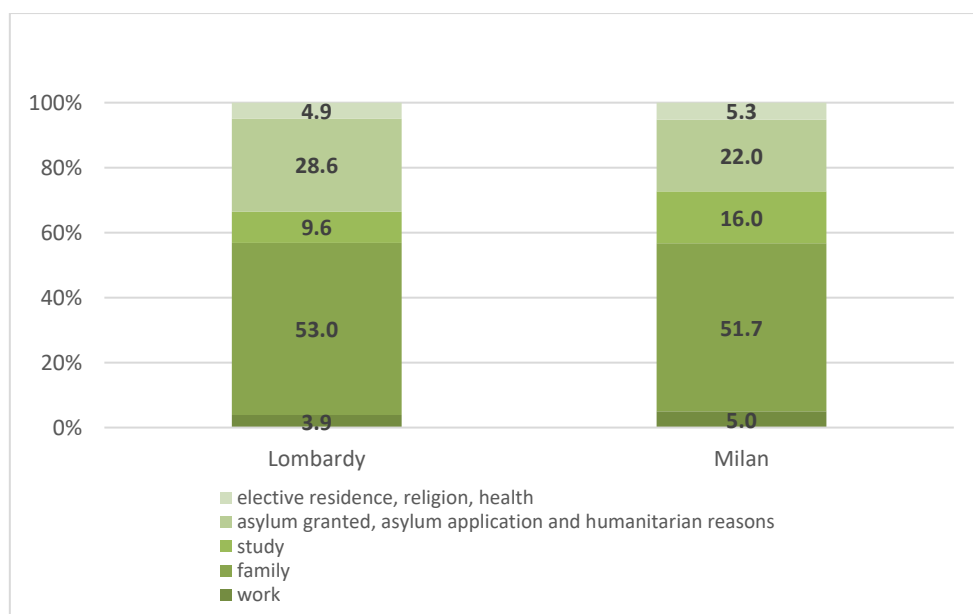


Figure 12: Residence permits of non-EU citizens (Annual inflows of non-EU citizens), by reasons (2017)  
Source: Istat database, Residence permits of non-EU citizens – annual inflows, <http://dati.istat.it>

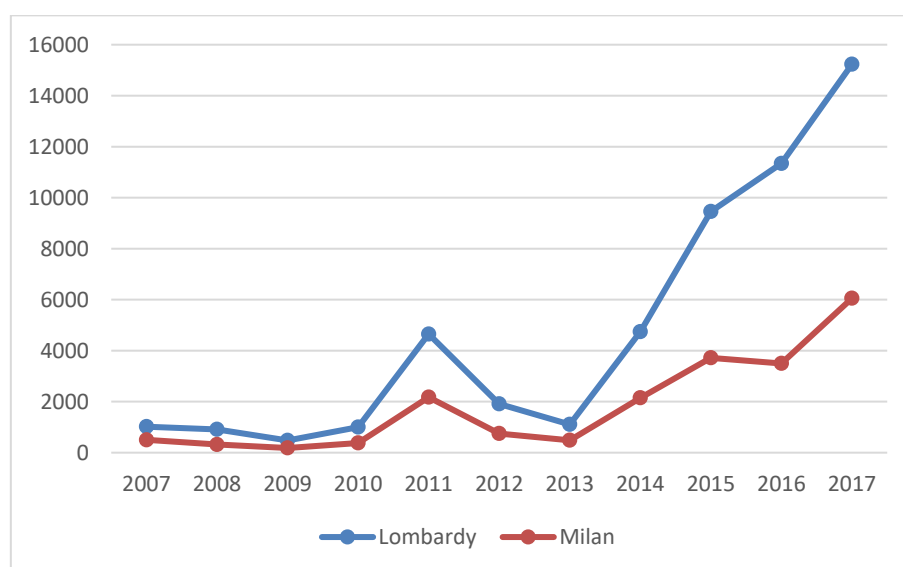


Figure 13: Residence permits of non-EU citizens (Annual inflows of non-EU citizens) for 'asylum granted, asylum application and humanitarian reasons' (2007-2017)  
Source: Istat database, Residence permits of non-EU citizens – Annual inflows, <http://dati.istat.it>

According to the countries of origin, asylum seekers are widely heterogeneous.

In Lombardy, in 2017, the majority of asylum seekers were from Nigeria (23.6 %) and Bangladesh (7.8 %). Nigeria and Bangladesh were the prevalent countries of the asylum seekers in Milan (respectively, 12.5 % and 10.1 % of the total asylum seekers in Milan in 2017)<sup>16</sup>.

A recent survey (Polis Lombardia, 2018)<sup>17</sup>, focused on asylum seekers in Lombardy shows that nearly half of the migrants for humanitarian reasons interviewed (42 %) were waiting for the application outcome. Moreover, one quarter (25.5 %) received a refusal and were awaiting the appeal outcome and 4 % received a definitive refusal, while the remainder (28.6 %) had a valid permit and a recognised status. Among the latter were those who had one of the three statuses provided for by Italian law (political asylum, subsidiary protection and humanitarian protection). Refugees with a residence permit for political asylum and beneficiaries of humanitarian protection prevailed, while the beneficiaries of subsidiary protection were fewer. Compared to the previous year, in 2018 there was a decrease of the percentage waiting for the first outcome that in 2017 was over 60 %. This data confirms that the lower number of arrivals contributed to diminish the length of the procedures related to the asylum request.

The working condition of migrants for humanitarian reasons is characterised by widespread precariousness: only 21.8 % of men and 8.1 % of women have a (regular or irregular) paid job. However, over 75 % of the people interviewed were actively seeking a job, with marginal differences between men and women.

According to the System for the Protection of Asylum Seekers and Refugees<sup>18</sup>, in 2017 in Italy around 205,000 asylum seekers were hosted in different accommodation types all over the country. This is an increase from 2016, when there were about 188,000 hosted people. Lombardy was one of the most involved regions with 13.2 % of the total. The reception system involved around 40.5 % of all Italian municipalities (3,231), with about one-third of all placed in Lombardy (20.3 %, equal to 657 municipalities) and Piedmont (10.8 %, equal to 348 municipalities) together.

When looking at the distribution of foreign residents across the country this is uneven, as it is the distribution of newly arrived people by sea. The regular resident population tends to concentrate in some regions (such as Lombardy), while newly arrived people who participate in the SPRAR reception system tend to be more dispersed across the national territory with

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<sup>16</sup>ISTAT data on 'Annual inflows of non-EU citizens by asylum granted, asylum application and humanitarian reasons', <http://dati.istat.it>

<sup>17</sup> IRS elaborations on Ministry of Interior data. Data – disaggregated by month – are available at the following link: <http://www.libertacivilimmigrazione.dlci.interno.gov.it/it/documentazione/statistica/numeri-dellasil>.

<sup>18</sup> SPRAR (2017), Rapporto sulla protezione internazionale in Italia 2017, Roma [https://www.sprar.it/wp-content/uploads/2017/11/Rapporto\\_protezione\\_internazionale\\_2017\\_extralight.pdf](https://www.sprar.it/wp-content/uploads/2017/11/Rapporto_protezione_internazionale_2017_extralight.pdf).

eight regions hosting at least 7 % of the total migrants in reception centres (Lombardy, Campania, Latium, Emilia-Romagna, Piedmont, Veneto, Sicily and Apulia)<sup>19</sup>.

Most of the asylum seekers in Lombardy -- who were interviewed in the survey carried out by the Regional Observatory for Integration and Multi-Ethnicity<sup>20</sup> -- lived in reception facilities in 2018. A further 21.5 % were in SPRAR centres and 59 % in temporary reception centres (Centri di Accoglienza Straordinaria – CAS), 16 % lived in private homes or were guests, while a further 3.3 %, entirely men, were homeless.

Lombardy is the second Italian region – after Sicily – that received the largest number of unaccompanied minors seeking asylum (UASC) in 2018: 875 minors out of a total of 10,787 unaccompanied minors seeking asylum (UASC) received in Italy (8.1 %)<sup>21</sup>. Although there was a general decrease in the number of minors in absolute terms with respect to 2016 and 2017, in Sicily, Calabria, Puglia and Sardinia the share of unaccompanied foreign minors over the total number of unaccompanied foreign minors decreased, while it increased in Lombardy, Emilia Romagna, Friuli-Venezia Giulia, Lazio and Tuscany.

### 1.3 Challenges, opportunities and impacts

As seen above, most migration to Italy occurs regularly, for instance through family reunification. Naturalisations have also increased in recent years and since 2007 the number of naturalised migrants has been significantly higher than that of migrants arriving by sea<sup>22</sup>. However, this fact is overshadowed by the high level of political and media focusing only on the arrivals by sea. This has influenced public opinion. Indeed, according to a 2016 Eurobarometer survey<sup>23</sup>, 49 % of Italians believe that immigration is the main political issue facing the EU well before terrorism (which concerns 23 % of Italians) and the economic situation (also indicated by 23 %).

In terms of opportunities, it is worth stressing that migrants are generally quite young and represent an increasing share of the working-age population.

Indeed, the migrant workforce is currently a fundamental component of the Italian labour market; the share of foreign workers in total employment was more than 10 % in 2016. Out of the total working age population (15-64 years), the share of those 'active' compared to those

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<sup>19</sup> Anci, Caritas Italiana, Fondazione Migrantes, Sprar, (2017) Rapporto sulla protezione internazionale in Italia 2017, with UNHCR.

<sup>20</sup> Anci, Caritas Italiana, Fondazione Migrantes, Sprar, (2017) Rapporto sulla protezione internazionale in Italia 2017, with UNHCR.

<sup>21</sup> Ministero del Lavoro e delle Politiche Sociali (2018), I minori stranieri non accompagnati (MSNA) in Italia – Report di monitoraggio al 31.12.2018, Direzione Generale dell'Immigrazione e delle Politiche di Integrazione, Roma. <http://www.lavoro.gov.it/temi-e-priorita/immigrazione/focus-on/minori-stranieri/Documents/Report-Monitor-MSNA-DEF-aggiornato-al-31122018-completo-12022019.PDF>.

<sup>22</sup> Fondazione Ismu, (2017), 'Il numero delle acquisizioni di cittadinanza supera quello degli sbarcati', 23 October.

<sup>23</sup> Standard Eurobarometer 86, Autumn 2016.

'inactive' (not employed and not searching for employment) is higher for migrants than for Italians.

As pointed out by an IOM study<sup>24</sup>, overall, migrants' labour market participation reflects the segmented structure of the Italian labour market along the lines of class, gender, skill level, migratory status, etc. Most foreign workers are employed in the service sector. However, the incidence of migrant workers in the agricultural sector has tripled over the last ten years. This incidence has also increased in construction, wholesale and retail trade, and services. Female migrant workers are overrepresented in the cleaning and catering industries, and in the care sector especially for the elderly and children, thus contributing to enabling female Italian workers to participate in the labour market outside the private sphere of the home<sup>25</sup>.

Participating in the labour market means that migrants are also consumers, entrepreneurs, taxpayers, etc., and as such, they participate in Italy's wealth and welfare both as users and contributors. According to a recent study<sup>26</sup>, migrants also contribute to Italy's entrepreneurship as the number of firms run by a foreign-born individuals has grown over the last five years; most of them are run by and composed of immigrants.

One of the most controversial debates concerning migration is the extent to which this contributes to the welfare of the host societies, and how much it 'costs' in terms of migrants' access to social services<sup>27</sup>.

However, recent analyses<sup>28</sup> have shown that regularised migrants tend to keep their status in the formal labour market for many years. In addition, their high geographical mobility across Italy allows the match between labour demand and offer. This suggests that the Italian economy would benefit from the availability of more predictable and efficient legal channels for labour migration.

As shown by Table 1, Table 2, and Table 3 in Annex 1, there is little evidence available on the migrants' financial, economic and social impact including the overall net fiscal consequences of immigration. Calculations are affected by the low level of data integration among different public institutions, as well as by assumptions on the amount of social contributions and welfare (e.g. pensions, schools, health system and public social security provisions at large) per capita.

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<sup>24</sup> IOM Italy Briefing Issue No 2, October 2017 'Migrants' contributions to Italy's welfare' [https://italy.iom.int/sites/default/files/documents/IOM\\_Italy\\_Briefing\\_02\\_Oct2017\\_Migrants%20contributions.pdf](https://italy.iom.int/sites/default/files/documents/IOM_Italy_Briefing_02_Oct2017_Migrants%20contributions.pdf).

<sup>25</sup> Marchetti, S. and Salih, R. (2017), 'Policing gender mobilities: interrogating the 'feminisation of migration' to Europe', *International Review of Sociology*, p. 6-24 doi.

<sup>26</sup> Fondazione Moressa (2017), *Rapporto annuale sull'economia dell'immigrazione – Edizione 2017, La dimensione internazionale delle migrazioni*, Bologna: Il Mulino.

<sup>27</sup> Dustmann, C., Frattini, T. (2014), 'The fiscal and welfare effects of immigration: introduction', *The Economic Journal*, 124 (November), F565–F568.

<sup>28</sup> INPS (2017), *XVI Rapporto Annuale*, Istituto Nazionale Previdenza Sociale, July.



The presence of regularised migrants also has an impact on the Italian negative population balance<sup>29</sup>.

#### **1.4 Institutional and policy framework dealing with asylum seekers and refugees**

The Italian system establishes that the regions can intervene in the field of social integration with their own laws, favouring the social integration of migrants residing on their territory. Housing interventions, access to social and health services, education and training are planned and implemented in close coordination between the national, regional and local levels or autonomously from sub-state levels of government. Following the reform of Title V of the Constitution, which has redesigned the division of powers between the state and the regions, there has been an expansion of regional competences in many subjects, including social assistance, health protection and labour. Therefore, many regions have adopted their own laws on immigration and social 'citizenship', helping to autonomously outline a complete and specific picture of interventions in favour of foreigners on the regional territory. To date, most of the regions have their own law.

Nevertheless, main reception and/or integration policies/programmes are currently implemented in all national territories with no differences among regions.

After disembarkation, foreign nationals who have entered Italy irregularly receive assistance, are identified and detained for expulsion or, in the case of international protection applicants, for the procedures for assessing the relevant requirements. Most disembarkations do not take place in a hotspot. Migrants who arrive in a different harbour might have to be taken from there to the nearest hotspot.

Migrants who are not requesting asylum are directed to CIE (identification and expulsion centres) now CPR (return detention centres). Instead, migrants requesting asylum, according to LD142/2015 – which regulates the whole Italian reception system – the first reception and assistance operations take place in the first reception centres (CPSA) present near the main places of disembarkation as well as in other regions. LD 142/2015 also clarifies that the current governmental reception centres (former CARA) have the same functions as first reception centres. First reception centres offer basic services such as food, accommodation, clothing, basic information services including legal services, first aid and emergency treatment. When first aid and reception centres are full, temporary reception centres (CAS), distributed in all regions, offer the same services.

In November 2018, the Italian Parliament passed new legislation on immigration and asylum seekers, known as Decreto Sicurezza (Law Decree 840/2018). The major development brought in by the decree is the abolition of one of the ways asylum seekers could obtain a protection

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<sup>29</sup> Boeri, T. (2017), Relazione Annuale del Presidente dell'INPS, Rome, 4 July.

status (and a stay permit) in Italy. Before November 2018, the Italian reception system offered three levels of protection: refugee status (five years), humanitarian protection (two years) and subsidiary protection (five years). After the implementation of the decree, the stay permit granted for humanitarian reasons is no longer an option; it has instead been replaced with temporary special permits granted for up to one year and according to the following reasons: serious health issues, calamities in countries of origin, acts of civic valour, trafficking victims, domestic violence and severe exploitation.

Furthermore, the Decree revises part of the Italian reception system, which has been in place since 2015. More specifically, the law affects the criteria required for migrants in order to access the second-line reception centres.

The System for the Protection of Asylum Seekers and Refugees (SPRAR) was established in 2002 by L. 189/2002 as a publicly funded network of local authorities and NGOs, which accommodate asylum seekers and beneficiaries of international protection. It is formed by small reception structures where assistance and integration services are provided through specific integration projects. According to guidelines published in August 2016 by Decree of the Minister for Home Affairs, each SPRAR project must offer a number of services. These include cultural and linguistic mediation, accommodation, access to local services, language education and access to schools for minors, vocational training and traineeships, legal advice and health care. A SPRAR project should also provide assistance in accessing the labour market, housing and social integration. SPRAR is the only integrated system that provides these kinds of services to the beneficiaries.

Vocational training or other integration programmes can be also provided by other national public funds (eight per thousand law) or by the Asylum, Migration and Integration Fund (AMIF). In this case, the Ministry of Home Affairs can finance specific projects by NGOs at national level concerning integration and social inclusion. Municipalities can also finance vocational training, traineeships and specific employment bursaries (*borse lavoro*) through EaSi funds and, in particular, ESF that is available to both Italians and foreigners, including asylum seekers and beneficiaries of international protection.

Nowadays, asylum seekers are no longer allowed to enter the SPRAR system until they are officially granted a protection status. In other words, the decree aims at promoting the integration of only those individuals in possession of a refugee status, thus obliged to remain in the country. The Decree also extends the maximum amount of time that foreigners can be held in repatriation centres (CPR), from 90 to 180 days. If the asylum application is rejected, the asylum seeker will be obliged to leave the country even if the appeal against the decision is pending.

Applicants for international protection are divided in two categories of asylum seekers under Italian law:

- those requesting refugee status (i.e. third-country nationals or stateless persons persecuted for reasons of race, religion, nationality, political opinion or membership of particular social groups);
- those asking for subsidiary protection status (i.e. third-country nationals or stateless persons who do not qualify as refugees but who would face a real risk of suffering serious harm if they returned to their country of origin or of former habitual residence).

However, the Italian asylum system foresees a single regular procedure – the same for the determination of both refugee status and subsidiary protection status.

Asylum seekers should present their application to police authorities (Questura). The police authorities send the registration form and the documents concerning the asylum application to the Territorial Commissions or Sub-commissions for International Protection (Commissioni territoriali per il riconoscimento della protezione internazionale, CTRPI) located throughout the national territory. The National Commission for the Right of Asylum (Commissione nazionale per il diritto di asilo, CNDA) coordinates and gives guidance to the Territorial Commissions in carrying out their tasks, but is also responsible for the revocation and cessation of international protection.

The overall activities concerning the first and second reception and the definition of the legal condition of the asylum applicant are conducted under the programming and criteria established by both national and regional working groups (Tavolo di coordinamento nazionale e tavoli regionali) in which all regions and the National Association of Municipalities (ANCI) are represented. Without prejudice to the activities conducted by the central service of the SPRAR, the Civil Liberties Department of the Ministry of Home Affairs conducts, also through the prefectures, control and monitoring activity in the first and second reception facilities. To this end, the prefectures may make use of the municipality's social services. CAS (temporary reception centres) instead are directly managed by the Ministry of Home Affairs and the prefectures and, in many cases, regions and municipalities are not involved in the decision.

## **2 Analysis of selected policies/challenges**

### **2.1 Topic and motivation**

The case study selected is related to the whole package of activities that the Municipality of Milan is putting in place in order to provide reception and assistance to asylum seekers and refugees. This is part of the first reception line constituted by the temporary centres for emergency reception (CAS) and by the System for the Protection of Asylum Seekers and Refugees (SPRAR). It is set in Italy at national level and implemented at local level.

The Milan system for the reception and integration of asylum seekers and refugees is based on a holistic approach. It is focused on integrating the linkages among the different activities put in place for the reception of asylum seekers, both from the quantitative point of view (increase in resources), and qualitatively (better resources).

In order to do so, the programme introduces a new model of governance consisting of a bottom-up approach to respond to the challenge imposed by the increase in the flows of asylum seekers. It has a close involvement with the civil society and third-sector organisations. At the same time, it also has a strong role of coordination and implementation within the municipality in the framework of the activation of a public-private partnership.

### **2.2 Objectives and logic of intervention**

The strong involvement of the Municipality of Milan in the emergency reception system (CAS) officially began on 18 October 2013. The Municipality started to provide assistance at the Central Station in Milan to address the phenomenon of Syrian refugees arriving, which was assuming significant dimensions. To this end, the Municipality of Milan signed an agreement with the Prefecture of Milan, pursuant to Law No. 563/1995 and the related Implementing Regulation on 18 October 2013. This determined the reception of a maximum of 240 beds in two common places for families, and single rooms in the area.

Since 2013, the trend of emergency reception has undergone profound changes with the identification of different phases, as follows.

The first phase of the emergency (2013-2014), was characterised by an intense flow of mainly Syrian people who stayed in Milan for an average of about four days before continuing to northern Europe (Sweden and Germany). In this phase, Milan was considered just as a stop in the journey, as can be perceived by observing the trend of the resident population, which remained substantially stable at around 260,000 inhabitants, despite such intense flows.

The second phase (2015-2016) saw a progressive increase of permanence in Milan as flows were no longer represented by Syrians, but mainly by Eritreans and other nationalities from sub-Saharan Africa. The longer permanence can be linked to the reduced economic position of the migrants (necessary to facilitate passage at the border), the closure of the borders and the increasingly complex identification procedures after the landings.

The third phase (2016-2017) was characterised by even longer periods of permanence in Milan, the identification of almost all asylum seekers, a greater differences in nationalities of origins, and by a much more stable attendance trend. This fell to 811 at 31 December 2017 with the last departures of the relocation plan and then rose slightly in the following months.

The reception of the Protection System for Asylum Seekers and Refugees (SPRAR) was foreseen with the aim of guaranteeing 'integrated reception' interventions. The services offered can be divided into

- 'reception and assistance' that guarantees food, lodging, public transport in the city, health care, psychological and psychiatric counselling, guidance and support for local services and legal advice;
- 'protection and support for integration', which consists of offering attendance on Italian courses and professional training courses, in the activation of work placements or traineeships, in counselling for job orientation and in the provision of economic subsidies.

## **2.3 The actors**

The main actors taking part in the reception system (CAS and SPRAR) implementation in Milan are the following (see Table 4, Table 5, Table 6, Table 7, Table 8 and Table 9 in Annex II).

- The Central Government of Italy (actor 1): In Italy, the Ministry of Interior is responsible for developing the Government's policy on foreigners, immigration and emigration. Within this context, the Civil Liberties and Immigration Department is the directly responsible office.
- The Municipality of Milan (actor 2): Ufficio Rifugiati Unità Politiche Per L'immigrazione and Servizio Politiche Dell'immigrazione – Area Emergenze Sociali, Diritti Ed Inclusione are the main offices involved.
- Prefecture of Milan (actor 3): An agreement was signed with the Municipality of Milan, pursuant to Law No. 563/1995 and the related Implementing Regulation, on October 18, 2013. It aimed at the reception of a maximum of 240 beds in two municipal facilities for families and individuals temporarily present in the territory.
- Police Headquarters (Questura) of Milan – Immigration Office (actor 4): This is in charge of defining procedures for the identification of new arrivals at Milan Central Station.
- Local NGOs and social cooperatives, and third sector organisations (actor 5): The Consortium and the Cooperative Farsi prossimo, Fondazione Progetto Arca, la Grangia di Monluè, Cooperativa Comunità Progetto and Cooperative Casa della Carità are in charge of the SPRAR implementation in Milan; Fondazione Progetto Arca e Cooperativa Farsi Prossimo Onlus are in charge of the implementation of the CAS services; Asnada, Fondazione Monserrate Onlus, Associazione Mamme a Scuola Onlus, Fondazione Franco Verga C.O.I, Associazione Arcobaleno Onlus, Farsi Prossimo Onlus S.c.s., Diapason Cooperativa Sociale a r.l. Onlus, Coop. Soc. Tempo per l'Infanzia, Progetto Integrazione Cooperativa Sociale a r.l. Onlus, Cooperativa Sociale A.ME.LIN.C., Fondazione L'Albero della Vita are in charge of the implementation of the project Parlami (Talk to me) coordinated by the Municipality of Milan and funded by the AMIF fund.












- Rete Milanese Vulnerabili (actor 6): Network established by a Memorandum of Understanding between the Municipality of Milan, the Niguarda Hospital, the University of Milan and local NGOs and social cooperative and third-sector organisations (Ca' Granda, Terrenuove Onlus, Associazione Sviluppo e Promozione Onlus, Consorzio Farsi Prossimo Onlus, Casa della Carità Angelo Ambriani Onlus). The network implements projects dedicated to the most vulnerable people, such as victims of violence, torture, or those suffering from post-traumatic stress disorder, whose fragilities are closely linked to the migration experience.
- Training Centres (actor 7): The accredited Fleming training centre as well as other accredited training centres offers targeted courses aimed at learning the skills needed to enter the labour market. It also provides agreements with companies for traineeships.
- CELAV (actor 8): This is a service run by the Municipality of Milan managed by A&I Onlus. The Centre for Mediation at Work represents the meeting point between businesses and people, and aims to facilitate the employment of adults in difficulty, including asylum seekers and refugees.

The following infographic summarises the actors and their roles in the project/policy. The bigger groups represent central actors while the smaller ones have a secondary role in that role/function. Graphs representing relations among actors in the programming and the implementation phases are also shown.

The main actor is the Municipality of Milan who is leading both programming and implementation phases. While the central government is only involved for financing purposes, the Prefecture of Milan and the Police Headquarters (Questura) of Milan– Immigration Office are also involved in the implementation phase. The Consortium Farsi Prossimo plays a central role in the implementation phase with a direct relationship with the local NGOs involved both in SPRAR and in the CAS service.






The policy network amounts to 30 actors, 9 involved in the programming phase and 28 in the implementation. Programming actors are mainly public institutions even if Farsi Prossimo and the hospitals are also involved. On the contrary, the implementation phase is more complex, also involving a number of local NGOS, coordinated by Farsi Prossimo, and other local experts like the University of Milan, CELAV and the Fleming Training Centre.

Table 1: Graph labels

Type of actor (colour)	Central or secondary actor based on relationship (dimension)	Territorial (shape)
 Bureaucrats  Politicians  Experts  Special Interest  Diffused interest	 Central actor  Secondary actor In each graph all the actors involved in the programming or implementation phase of the project/policy are	 International  National  Regional  Local


	represented, even if isolated (usually top left) in one of the phases	
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## Actors and Roles

Roles	Actors
Setting Legal Framework 	<b>Ministry of Interior</b> , Policy Headquarters - Immigration Office, Prefecture of Milan, ANCI
Political Responsibility 	<b>Municipality of Milan</b>
Technical Responsibility 	<b>Municipality of Milan</b>
Financing 	<b>AMIF Fund</b> , Ministry of Interior, <b>Municipality of Milan</b>
Programming the intervention 	<b>Municipality of Milan</b> , Consortium <b>Farsiprossimo</b> , Fondazione Progetto Arca, Grangia di Monluè, Cooperativa Comunità Progetto, Cooperative Casa della Carità, Asnada, Fondazione Monserrate Onlus, Associazione Mamme a Scuola Onlus, Fondazione Franco Verga C.O.I, Associazione Arcobaleno Onlus, Diapason Cooperativa Sociale a r.l. Onlus, Coop. Soc. Tempo per l'Infanzia, Progetto Integrazione Cooperativa Sociale a r.l. Onlus, Cooperativa Sociale A.ME.LIN.C., Fondazione L'Albero della Vita

<p>Coordinator in the implementation</p> 	<p><b>Municipality of Milan, Consortium</b></p> <p><b>Farsiprossimo</b>, Fondazione Progetto Arca, Grangia di Monluè, Cooperativa Comunità Progetto and Cooperative Casa della Carità, Asnada, Fondazione Monserrate Onlus, Associazione Mamme a Scuola Onlus, Fondazione Franco Verga C.O.I., Associazione Arcobaleno Onlus, Diapason Cooperativa Sociale a r.l. Onlus, Coop. Soc. Tempo per l'Infanzia, Progetto Integrazione Cooperativa Sociale a r.l. Onlus, Cooperativa Sociale A.ME.LIN.C., Fondazione L'Albero della Vita</p>
<p>Policy implementer</p> 	<p><b>Municipality of Milan, Consortium</b></p> <p><b>Farsiprossimo</b>, Fondazione Progetto Arca, Grangia di Monluè, Cooperativa Comunità Progetto, Cooperative Casa della Carità, Asnada, Fondazione Monserrate Onlus, Associazione Mamme a Scuola Onlus, Fondazione Franco Verga C.O.I., Associazione Arcobaleno Onlus, Diapason Cooperativa Sociale a r.l. Onlus, Coop. Soc. Tempo per l'Infanzia, Progetto Integrazione Cooperativa Sociale a r.l. Onlus, Cooperativa Sociale A.ME.LIN.C., Fondazione L'Albero della Vita</p>

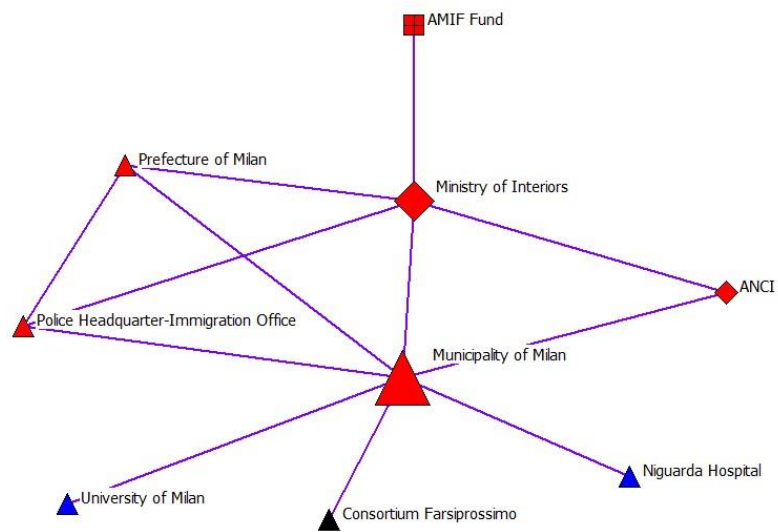


<p>Monitoring and data</p> 	<p><b>Municipality of Milan</b>, University of Milan,  <b>Consortium Farsiprossimo</b>, Fondazione          Progetto Arca, Grangia di Monluè, Cooperativa Comunità          Progetto and Cooperative Casa della Carità, Asnada,          Fondazione Monserrate Onlus, Associazione Mamme a          Scuola Onlus, Fondazione Franco Verga C.O.I., Associazione          Arcobaleno Onlus, Diapason Cooperativa Sociale a r.l. Onlus,          Coop. Soc. Tempo per l'Infanzia, Progetto Integrazione          Cooperativa Sociale a r.l. Onlus, Cooperativa Sociale          A.ME.LIN.C., Fondazione L'Albero della Vita</p>
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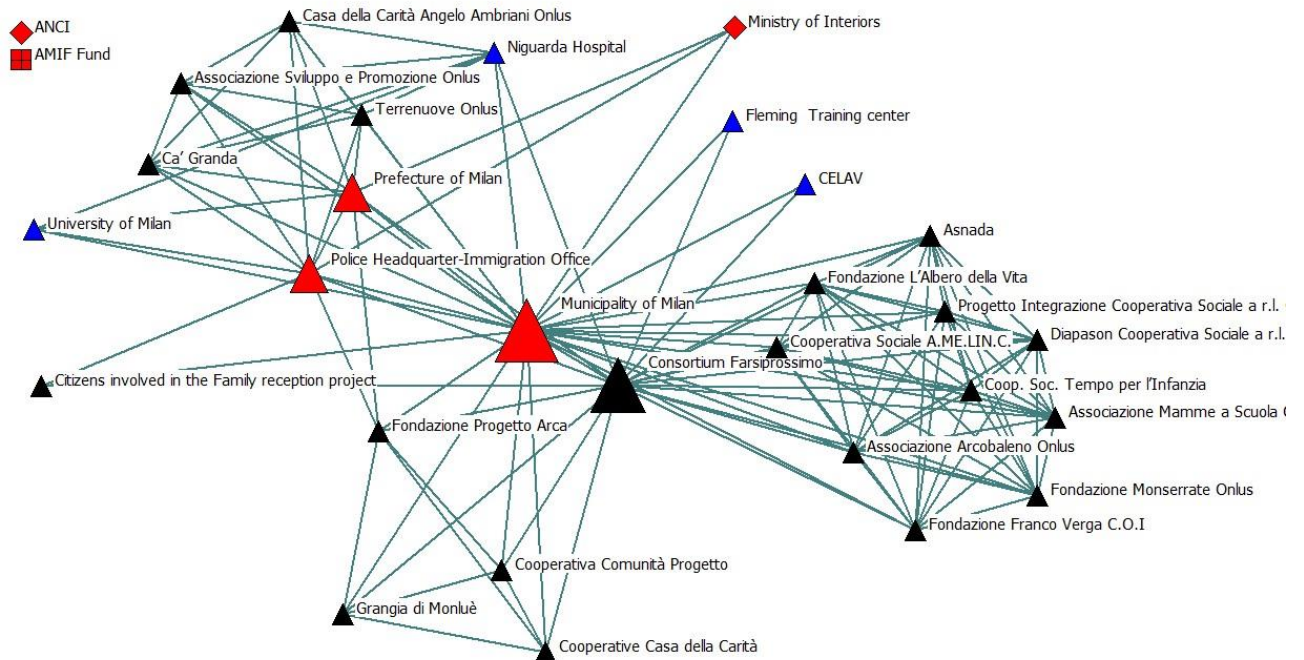


**Municipality of Milan**, Flaming Training Centre, CELAV, Consortium Farsiprossimo, Fondazione Progetto Arca, Grangia di Monluè, Cooperativa Comunità Progetto and Cooperative Casa della Carità, Asnada, Fondazione Monserrate Onlus, Associazione Mamme a Scuola Onlus, Fondazione Franco Verga C.O.I., Associazione Arcobaleno Onlus, Diapason Cooperativa Sociale a r.l. Onlus, Coop. Soc. Tempo per l'Infanzia, Progetto Integrazione Cooperativa Sociale a r.l. Onlus, Cooperativa Sociale A.ME.LIN.C., Fondazione L'Albero della Vita, ca' Granda, Terrenuove Onlus, Associazione Sviluppo e Promozione Onlus, Casa della Carità Angelo Ambriani Onlus, Citizens involved in the family reception project, Niguarda Hospital

## Programming phase



## Implementation phase



## 2.4 Implementation

As mentioned above, the implementation started in 2013 and changed through the years. In order to better implement the whole reception system, in 2017 the Municipality of Milan issued a biennial integrated call for proposals for the implementation of the CAS and SPRAR system for an overall 900 places. In July 2018, the Municipality of Milan requested the Ministry of Interior to increase the number of places in the SPRAR system from 422 to 1,000 places, but has not received an answer yet.

Following the new legislative framework in place (see Paragraph 1.4) the Municipality of Milan decided to exit from the CAS system, only carrying out the implementation of the SPRAR system. This means that in April 2019, when the integrated implementation ended, two different scenarios were possible:

- the Municipality could continue to carry out the implementation of the SPRAR system according to the new rules;
- the Municipality could decide to find alternative options to the SPRAR system, designing and financing the interventions for the integration of asylum seekers and refugees independently.

A decision has not yet been taken. In the meanwhile, in March 2019 (deadline 12 March 2019), the Prefecture of Milan issued a call for proposals for the managing of the CAS system. The issue of this tender was quite controversial as the resources were significantly diminished as well as the possible services to be provided. Five NGOs requested the Regional Administrative Court (TAR) to suspend the call for proposals as they strongly believe that the new legislative framework (on which the call for proposals was set) doesn't allow a guarantee of quality standards for reception interventions.

The following paragraphs present the implementation for CAS and SPRAR system according to the latest available data (December 2017). Data on 2018 are not public yet.

### 2.4.1 Emergency reception system (CAS)

The Municipality of Milan – in order to cope with the irregular and unpredictable flows of asylum seekers arriving in Italy – progressively increased the reception facilities involving a greater number of third-sector organisations<sup>30</sup>. Currently there are eight extraordinary reception centres (CAS), plus a network of apartments that provide the so-called widespread reception for small groups of migrants; there are six third-sector involved organisations (including a consortium managing the apartment network).

Looking at the whole 2013-2017 period, the number of entries/admissions in CASs sharply declined between 2014 and 2015 and then between 2016 and 2017. The drop recorded in 2017 was partially due to the reduction in landings. However, the decrease in the number of

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<sup>30</sup> Comune di Milano (2018), Rapporto statistico sui Rifugiati e i Richiedenti Asilo a Milano: analisi delle fonti e dei dati – VIII Rapporto (dati 2017), Direzione Politiche Sociali, Area Emergenze Sociali, Diritti ed Inclusione, Unità Politiche per l'Immigrazione, Milano.

entries/admissions in CASs had begun before the decrease in landings. Indeed, the first reduction was registered around May 2017, while the second took place between July and August, following the Italian government's agreements with Libya (see **Error! Reference source not found.**).

While in 2013 the arrivals were a mix of Syrian and Eritrean nationality, between 2015 and 2016 the prevailing nationality became Eritrean. In 2017 there was a reshuffling of the main nationalities (e.g. those from Somalia, Pakistan, Nigeria, Eritrea, Iraq, Gambia, Bangladesh, Libya, Afghanistan and Ghana being the first ten) not reflecting (or only partially reflecting) the main nationality of the foreign resident population in Milan.

As for the length of the permanence in CASs, until 2015 it was an average of four days per person, while in 2017 it reached an average of 250 days per guest. Almost a quarter remained in the CASs for over a year (**Error! Reference source not found.**).

The reasons for leaving the CAS are the following. More than 76.5 % of the 1,328 people who exit the CAS in the last four months of 2017 voluntarily abandoned the CAS. The second most recurrent reason is relocation (10.5 % between September and December 2017), with around two-thirds of the relocations to Germany. The third most important reason is the transfer to a SPRAR centre, which implies remaining in the facilities of the Municipality of Milan for a minimum duration of another six months.

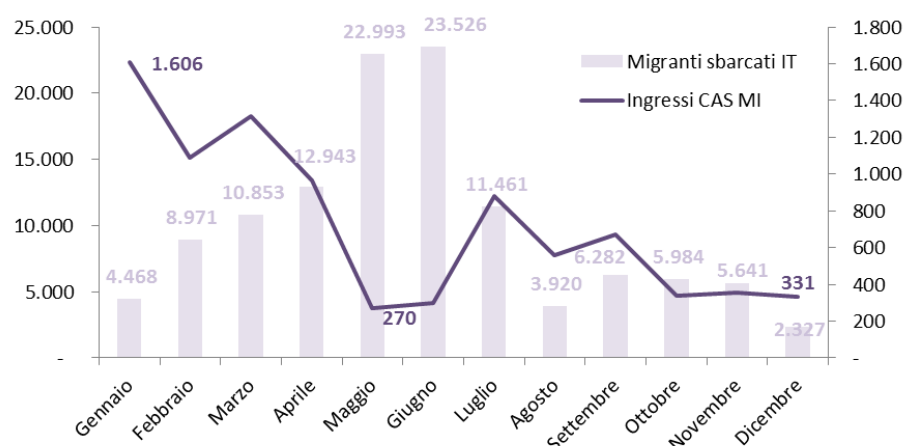


Figure 14: Monthly trend of migrants disembarked in Italy and entries in the CASs of the Municipality of Milan (2017)

Source: Municipality of Milan

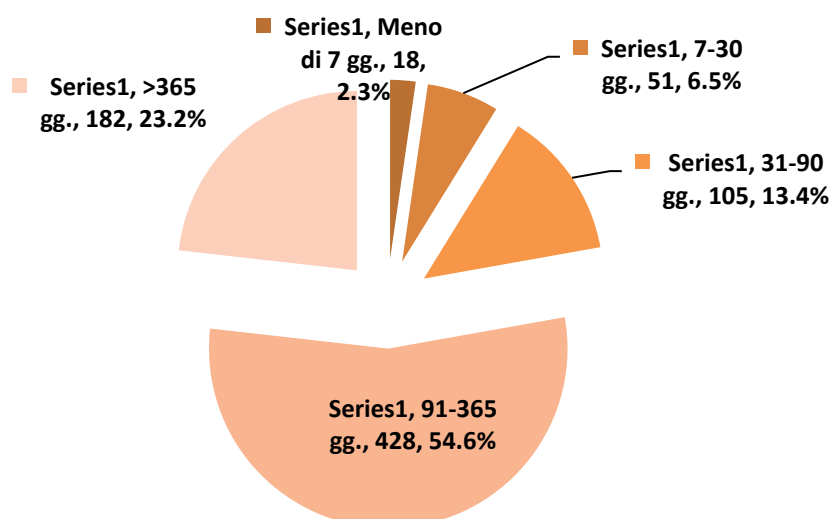


Figure 15: Percentage distribution of people hosted in CASs at 31.12.2017 by length of permanence  
Source: Municipality of Milan

## 2.4.2 The System for the Protection of Asylum Seekers and Refugees (SPRAR)

The annual number of entries/admissions in the SPRAR centres in Milan has increased progressively from 2011 to 2017, from 89 to 415 people (+ 366 %) (**Error! Reference source not found.**). This change is due to the closure process of multifunctional centres and the gradual expansion of the places available in the SPRAR. Compared to 2016, with the same number of available places, the number of entries/admissions increased by 15 %.

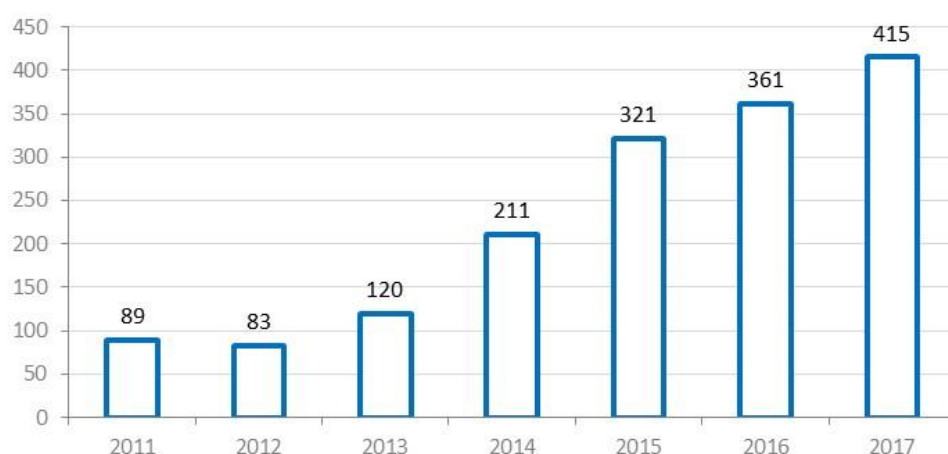


Figure 16: Number of new entries in SPRAR Centres (2001-2017)  
Source: SPRAR data (extracted on March 2018)

The beneficiaries included in the reception pathways in 2017 came from 30 different countries: about 80 % came from African countries, while the rest were mainly from Asia. There has been

a sharp increase in the African component, which in previous years remained stable on 60 % of the total, while the Asian component was halved.

The composition of the population of new arrivals in the SPRAR centres – with regard to the legal status at the time of their entry/admission – does not show any particular changes compared to the previous year (**Error! Reference source not found.**).

The group of those already in possession of a protection status decreased slightly from 78 % to 70 % (25 % obtained political asylum, 28 % subsidiary protection and 18 % asylum for humanitarian reasons). At the time of their entry/admission in the SPRAR centres, fewer than 10 % were awaiting a response after applying for asylum.

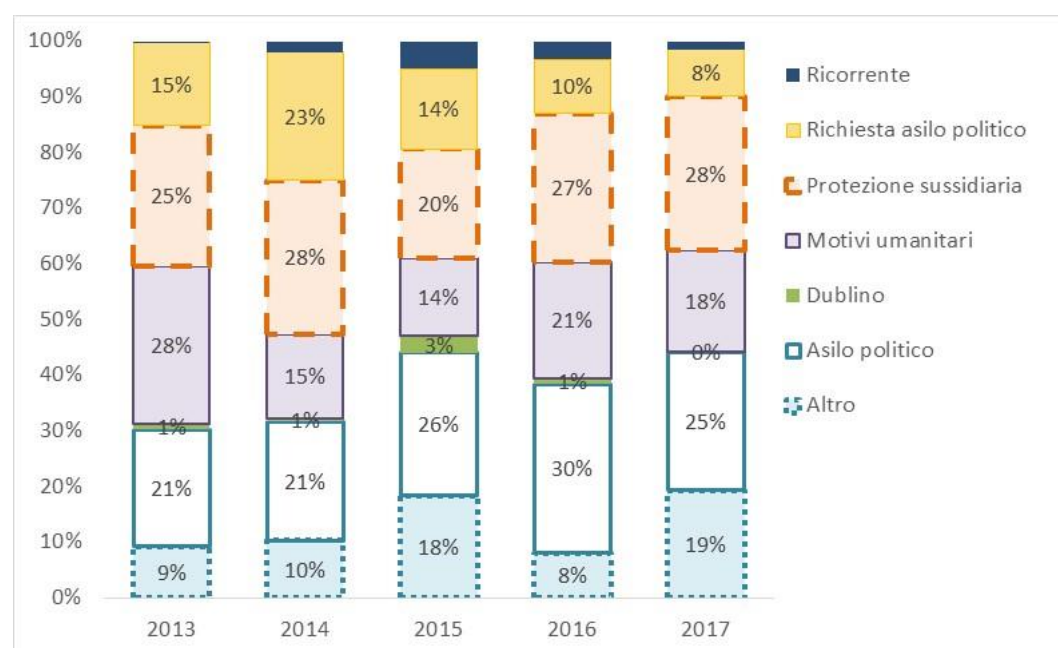


Figure 17: Percentage distribution of people received by SPRAR Centres by type of residence permits at the entrance into the SPRAR (2013-2017)

Source: Municipality of Milan

The length of permanence in the SPRAR centres (turnover) remained largely stable during the course of 2017 (**Error! Reference source not found.**). The analysis of the presence month by month shows a population of beneficiaries made up of more than half by those who take advantage of reception for a period of less than six months, and for about a quarter for periods of six to twelve months). Although the standard period for the operation of the service is six months, there is the possibility of multiple extensions: in fact, prolonged permanencies between one and two years represented 15 % of the population, while those over 30 months remained at 5 %.

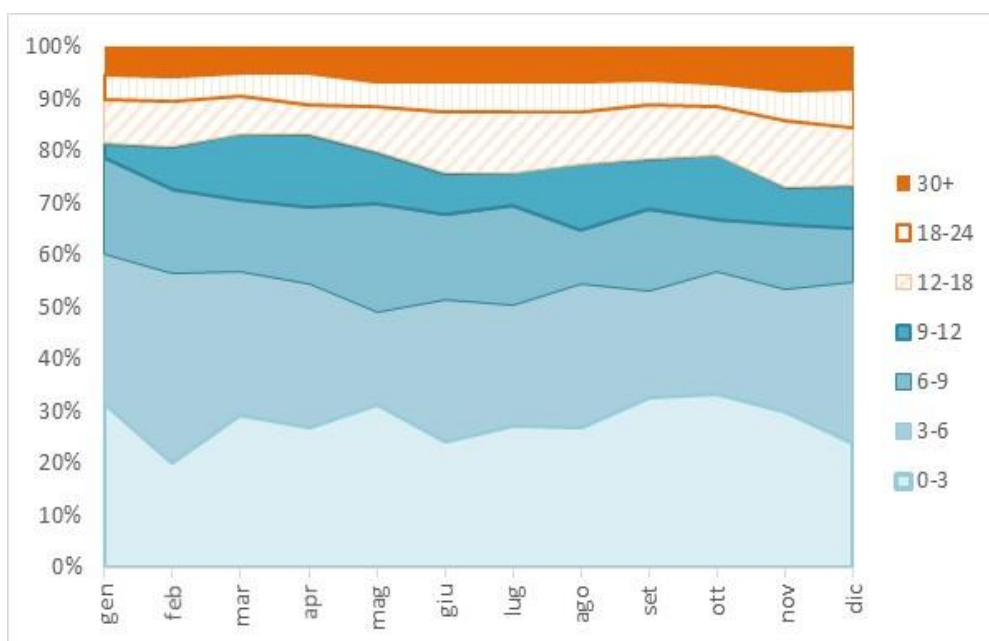


Figure 18: Percentage distribution of people received by SPRAR centres by length of permanence and month of entrance into the centres (2017)

Source: Municipality of Milan

The joint analysis of the length of permanence in the SPRAR centres and the legal status at the entry/admittance shows how people still awaiting recognition of some form of protection are more likely to remain in the service for a longer time (**Error! Reference source not found.**). Among the beneficiaries with a stay of 18 months, people who were asylum seekers entering the centres represent approximately 38 %.

The exit from the SPRAR centres takes place at the expiry date for almost half of the users, while for 40 % of those who completed their pathway in 2017, the expiration is anticipated, with a slight increase from the previous year (+4 pp).

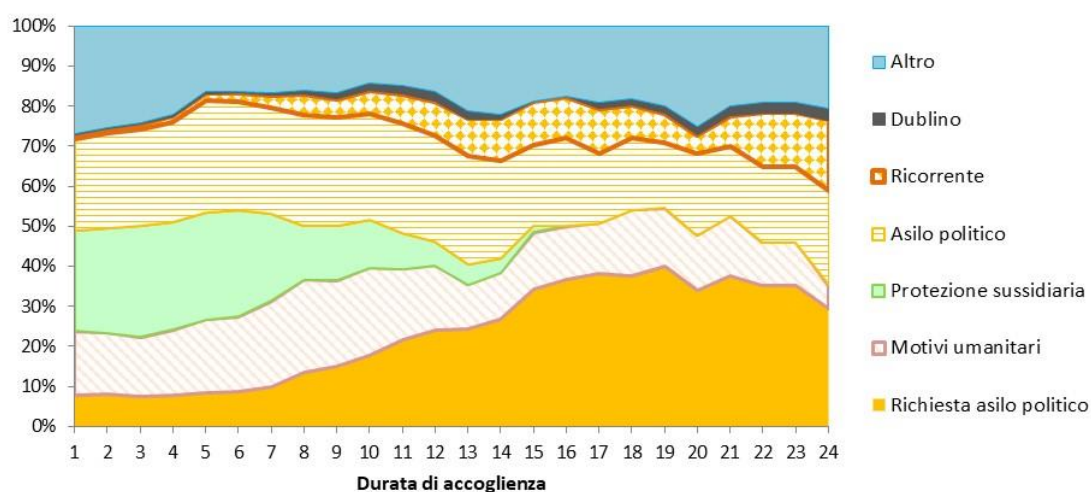


Figure 19: Percentage distribution of people received by SPRAR centres by type of residence permits at the entrance into the centres and length of the permanence (2017)



## **2.5 Outcomes, impacts and results of the specific policy**

The aim of the case study is to present the whole package of activities that the Municipality of Milan is putting in place in order to provide reception and assistance to asylum seekers and refugees. This is part of the first reception line constituted by the temporary centres for emergency reception (CAS) and by the System for the Protection of Asylum Seekers and Refugees (SPRAR). This section is divided between two sub-sections presenting the main outcomes, impacts and results obtained so far within the emergency receptions system (CAS) and the System for the Protection of Asylum Seekers and Refugees (SPRAR).

### **2.5.1 Emergency reception system (CAS)**

Starting on 2 October 2017, the CAS system also started to provide Italian courses by a new linguistic integration service for those immigrants arriving in Italy after serious traumatic experiences.

Between October and December 2017, sixty-four 40-hour training modules were held by a total of nineteen teachers. The linguistic integration activities were coordinated by experts from the NGO Farsi Prossimo, involving operators from the Diapason cooperative and other NGOs, identified on the basis of their experience in teaching L2 (Italian second language). The modules were attended by 416 people staying in the CASs. On average, each module was attended by eight people and a significant proportion of the participants attended more than one module (42.1 %).

Almost three-quarters were men and very young: more than half were people who were not yet 25 years old and only 12.9 % were under 35 years old. The most common nationality was Somali (29 % of participants), followed by Nigerian (12.6 %) and Pakistani (7.6 %). Overall, the most prevalent area of origin is Africa, which accounts for 77.7 % of participants.

Of those who started the training, 85.3 % ended the whole 40-hour module. A very close percentage (84.8 %) was evaluated by teachers as being very or reasonably motivated to attend the course. The withdrawal and the motivation to attend the course are two highly correlated phenomena. Between those who had been evaluated as 'little' or 'not at all' motivated, the withdrawals were 58.1 %.

Before the modules started, a test was prepared to define the level of knowledge of the Italian language. The results of the tests were classified into three levels: level 0 (39.6 %), level A1 (54.3 %) and level A2 (6.1 %), based on the Common European Framework for Languages.

By stratifying the three levels by the personal characteristics of the participants, it can be noted that level 0 is slightly more frequent among women (41.7 % vs. 38.9 % of men) and among Asians (46.1 % vs. 38 % of Africans).

Women were also 'little or not at all' motivated (18.1 % vs. 4.1 % of men) but also 'very' motivated (59.4 % vs. 55.6 % of men).

In order to assess the effectiveness of the modules in learning the Italian language, five categories were identified for which the teacher was required to indicate for each student if an improvement had been achieved. The categories were

- vocabulary width
- oral comprehension
- oral production
- written comprehension
- written production.

The verification of the learning took place through a daily oral/teacher/student check, oral questions and elaboration of dialogues in pairs or groups, exercises in class with graduated exercises, tests and practical exercises.

Over 95 % of participants who completed the module achieved an improvement in at least one of the above five competences. Specifically, the area in which the improvement was more frequent was oral comprehension (improved in 93 % of cases), while the area in where achieving an improvement was less frequent was written production (improved in 71.7 % of cases). Among the participants who are most familiar with the Italian language (A2 level in the test) the differences between the five categories disappeared (with the partial exception of written production which improved in 89 % of cases, against 92.6 % of the improvements registered in the remaining categories).

### **2.5.2 The System for the Protection of Asylum Seekers and Refugees (SPRAR)**

The services provided by the SPRAR system include a wide range of activities, grouped in ten macro-categories: healthcare, social assistance, multicultural activities, education for minors, linguistic-cultural mediation, legal guidance and information, housing services, services for job placement and training services.

The types of service most often provided were assistance for administrative procedures (1,777 interventions), social assistance (1,148), linguistic-cultural mediation in the social sphere (772), active citizenship pathways (769) and first literacy interventions (494) (

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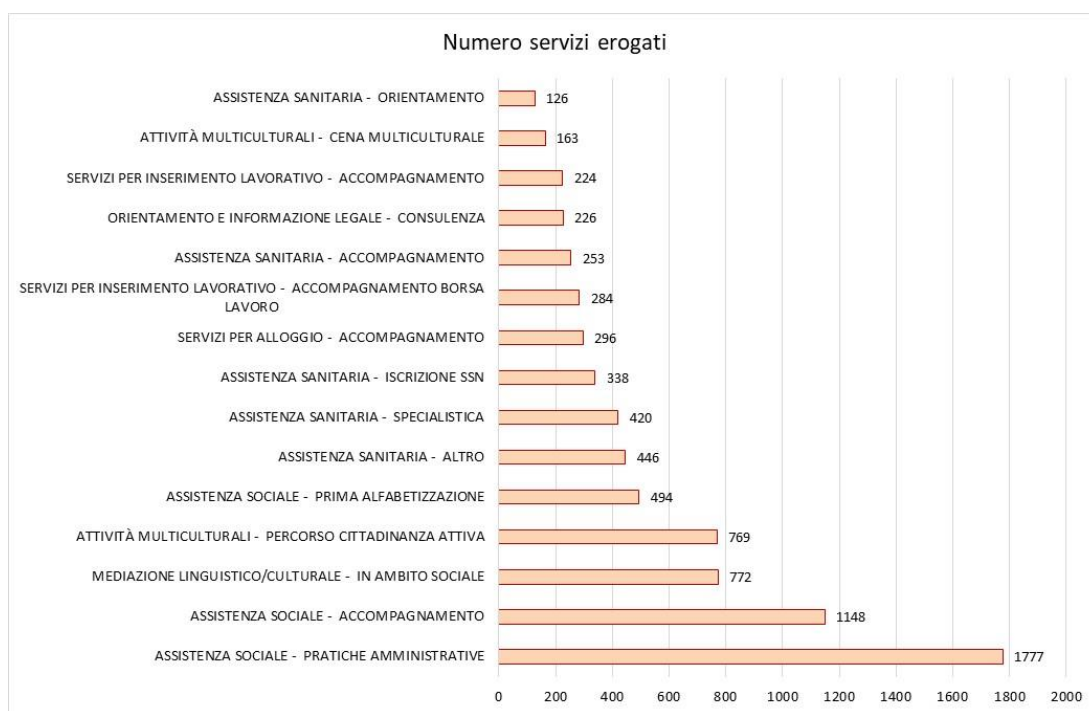
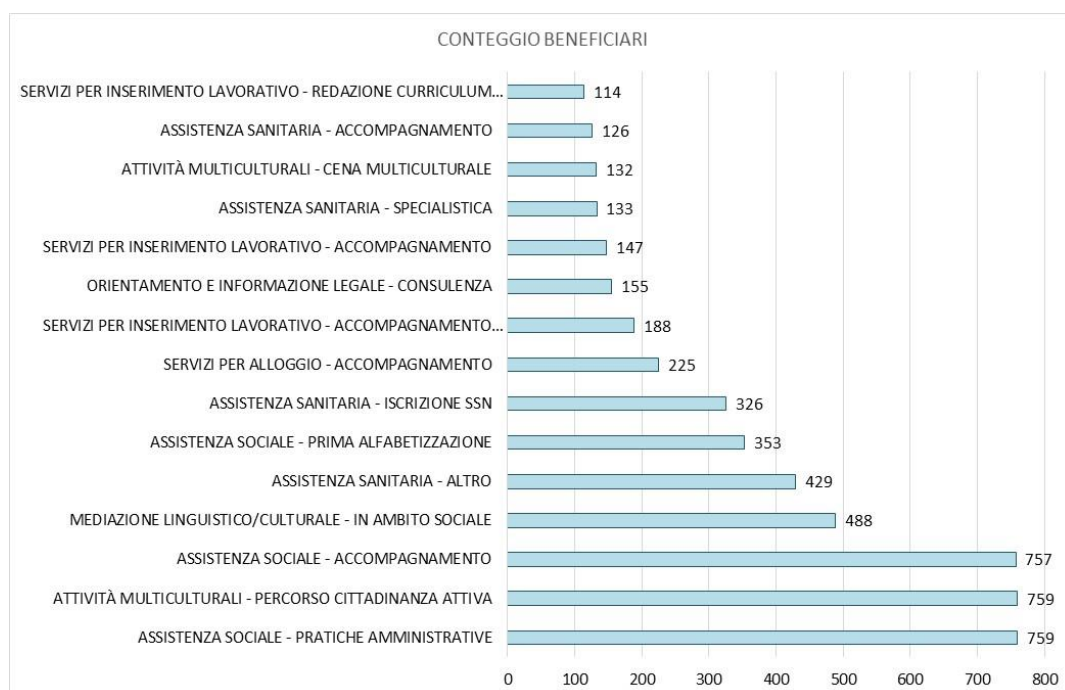


Figure 20: Number of provided services according to the 15 most requested typologies of services (2017)

Source: SPRAR data

The types of service that involved the largest number of users were assistance for administrative procedures (759), active citizenship pathways (759), social assistance (757), linguistic mediation/cultural in the social field (488) and assistance interventions in the health area (429) (Figure 21).

Figure 21: Number of beneficiaries who have used the 15 most requested typologies of services (2017)



Source: SPRAR data

On average, each beneficiary received about 12 interventions; 25 % receive fewer than 7 interventions, while 75 % of users received up to 15 interventions.

The largest number of multiple interventions of the same service to a single user is recorded for specialist healthcare, which is repeated on average more than three times for each user. Assistance for administrative procedures (2.3 times per user) and health assistance (2.0 times per user) were also particularly requested.

### 2.5.2.1 The entrance into the labour market

The inclusion of SPRAR users in the labour market is a significant dimension in the overall reception process. It represents an experience of integration and growth of personal autonomy.

To this end, the SPRAR system is strictly connected to the Municipality Centre for the inclusion in the labour market (CELAV), which is a service provided by the Department of Social Policies of the Municipality of Milan. It was founded in 2000 as a job mediation centre, following a European project to establish a service for disadvantaged and jobless people such as long-term unemployed, ex-prisoners and prisoners, separated women with children and in difficulty, some ethnic groups, and disadvantaged people certified by public services such as local health authorities. In the above groups asylum seekers and refugees are also included. The goal is to provide them with a job grant, which is a work experience aimed at establishing a stable position in the company. This is not a 'real' employment relationship as the worker is paid by the Municipality of Milan, which grants the company a contribution to the training commitment. To carry out these activities, the Municipality of Milan is assisted by the A&I Cooperative.

During 2017, there were 179 users of the SPRAR centres for whom CELAV services were requested. In the same year, there were 120 beneficiaries of job grants (+17 compared to 2016), for a total of 170 grants made (+27 compared to 2016).

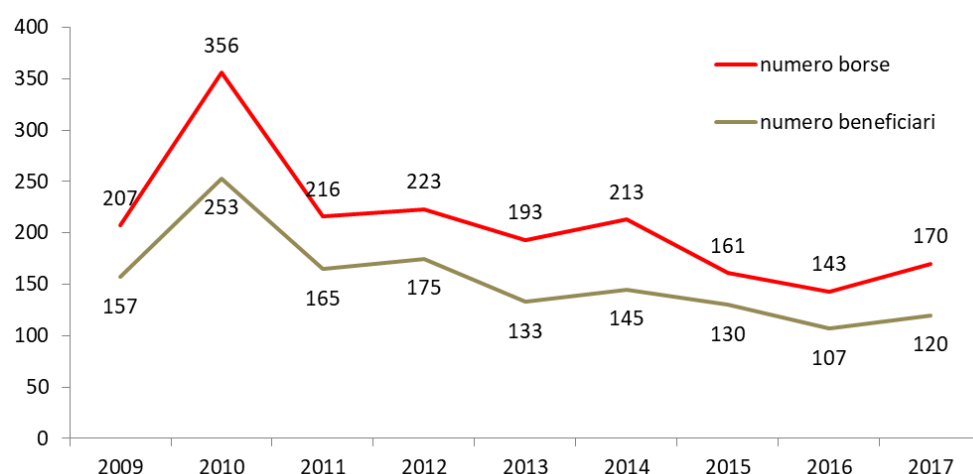


Figure 22: Number of job grant and number of job grant beneficiaries in charge of CELAV (years 2009-2017)

Source: CELAV Dataset years 2009-2017

Among the beneficiaries, the proportion of women remained at 7.5 %. From an age point of view, the numbers of the youngest beneficiaries are increasing: 58.3 % among 18-24 year olds in 2017 compared to 35.5 % in the previous year. The prevailing countries of origin are Mali (15.8 %), followed by Gambia, Somalia, Eritrea and Senegal.

Beneficiaries may be assigned more work grants. In 2017, 33.4 % of the beneficiaries whose course was completed were assigned at least two work grants: in 2016 this was 28.1 %. At least three grants were assigned to 6.7 % of the beneficiaries in 2017.

The distribution of grants by type of job shows an increase in the number of employees in the food, cleaning and green sectors compared to 2016. Thirty-three contracts resulted from job

grants that ended in 2017: two more than in 2016. Out of these 33 contracts, 26 are temporary contracts while only five are permanent contracts; the remainder were other types of contracts.

Job contract	Part/full time	2016	2017
Fixed-term contract	Full time	10	17
	Part time	15	9
Permanent contract	Full time	2	2
	Part time	3	3
Other type of contract	Full time	-	1
	Part time	1	1
<b>Total</b>		<b>31</b>	<b>33</b>

Figure 23: Characteristics of the job contracts in 2016 and 2017

Source: CELAV Dataset years 2016 and 2017

In addition to data from CELAV, it is also possible to trace the working history of SPRAR users in possession of a tax code through mandatory communications. Employers are required to communicate these to the Ministry of Labour and Social Policies, containing detailed information regarding individual work episodes.

Entry into the labour market is difficult and has worsened in recent years. The percentage of beneficiaries who have registered at least one work experience after entering the SPRAR has halved from 2011 to 2017, going from 63 % to 31 % (**Error! Reference source not found.**).



Figure 24: Percentage of beneficiaries with at least an experience in the labour market after entering in the SPRAR system by year and sex

Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

The female component has experienced a growing and stronger deterioration in the overall average, reaching 20 % in the last year. The different age groups are characterised by the same negative trend, slightly more marked for the more mature component of the over 35 age group (**Error! Reference source not found.**).

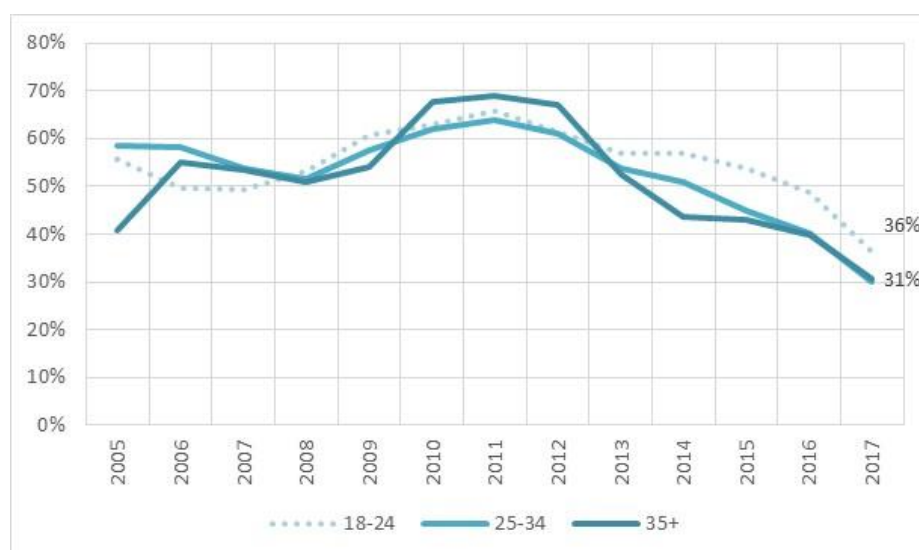


Figure 25: Percentage of beneficiaries with at least an experience in the labour market after the entering in the SPRAR system by year of entrance and sex

Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

Similarly, there was a decline among the beneficiaries from the three most often represented countries of origin: Afghanistan, Eritrea and Somalia (**Error! Reference source not found.**).

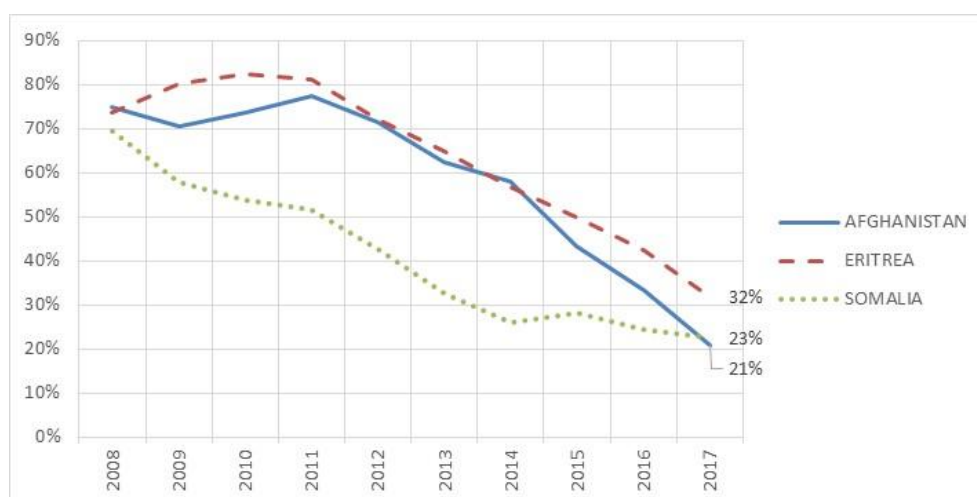


Figure 26: Percentage of beneficiaries with at least an experience in the labour market after the entering in the SPRAR system by year of entrance and more often represented nationalities

Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

Also, the permanence in the labour market has worsened in the last three years. From 2014 to 2017, the overall share of beneficiaries who are still employed has been halved, going from 33

% to 17 %, although the female component has instead remained stable at around 33 %. In the same period, the more mature workers (over 35) on the other hand, recorded a more marked decline than the average, falling to 5 %.

The presence of beneficiaries who had already registered work experience before entering the SPRAR decreased further after a slight recovery in 2014. In 2017, only 7 % of beneficiaries already had work experience prior to reception (**Error! Reference source not found.**).

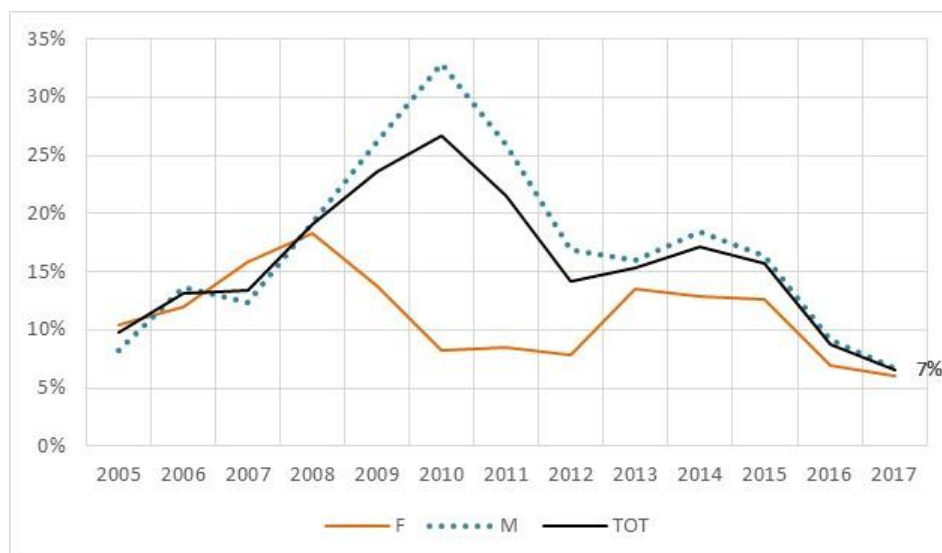


Figure 27: Percentage of beneficiaries with at least an experience in the labour market before entering in the SPRAR system by year of entrance and sex

Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

The significant gender gap that had occurred in 2010 was gradually eliminated, due to the sharp contraction recorded by the male component. The share of over 35s with previous experience is highly unstable over time, although the figure for the last year is in line with the overall average and does not differ by age group (**Error! Reference source not found.**).

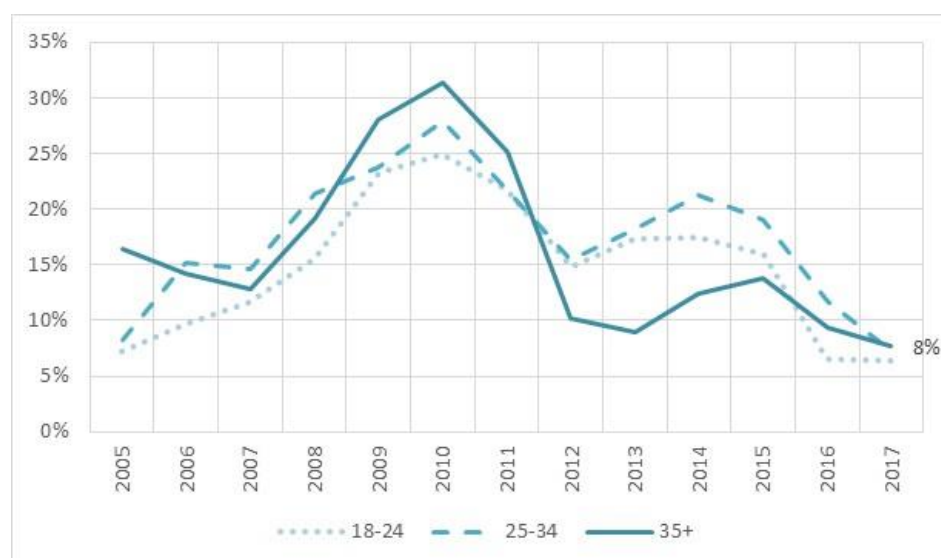




Figure 28: Percentage of beneficiaries with at least an experience in the labour market before entering in the SPRAR system by year of entrance and age

Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

Despite the increasing difficulty in entering the labour market, users have been finding employment more quickly in recent years. In 2017 users found a job after about 200 days from entry into in the SPRAR system: the shortest time recorded so far. Young people between the ages of 25 and 34 are the quickest, with an average of 187 days (**Error! Reference source not found.**).

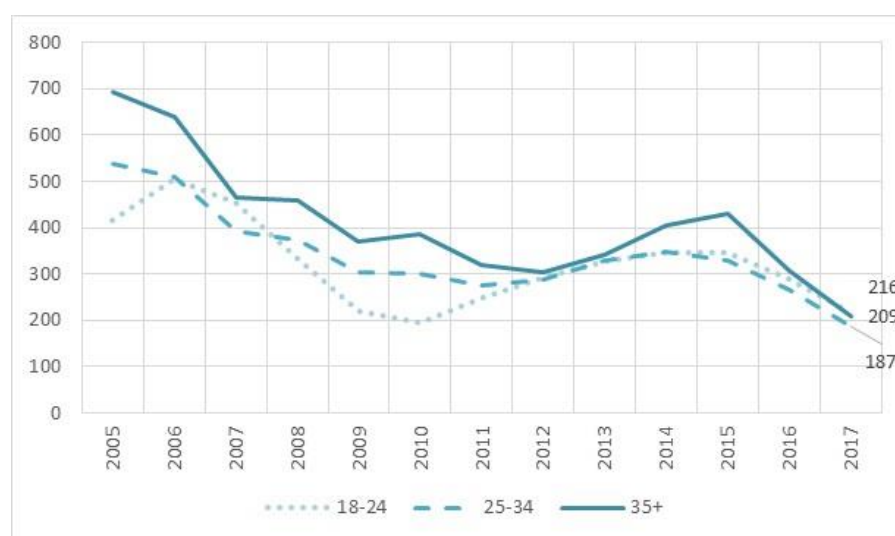


Figure 29: Average time lapse between entry into the SPRAR system and the start of an experience in the labour market by year of entry and age

Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

The overall probability of finding work continued to decrease after the crisis, but the analysis of this data in relation to the time elapsed since entry into SPRAR shows that in a very short period (in the first month after entry) this trend was reversed, albeit slightly, thanks to the greater participation of the female component. In the last year, the probability of being employed three months after entry for the female component passed from 1.2 % to 2.4 %, while at three months it was substantially stable, passing from 6.0 % to 6.1 % (**Error! Reference source not found.**).

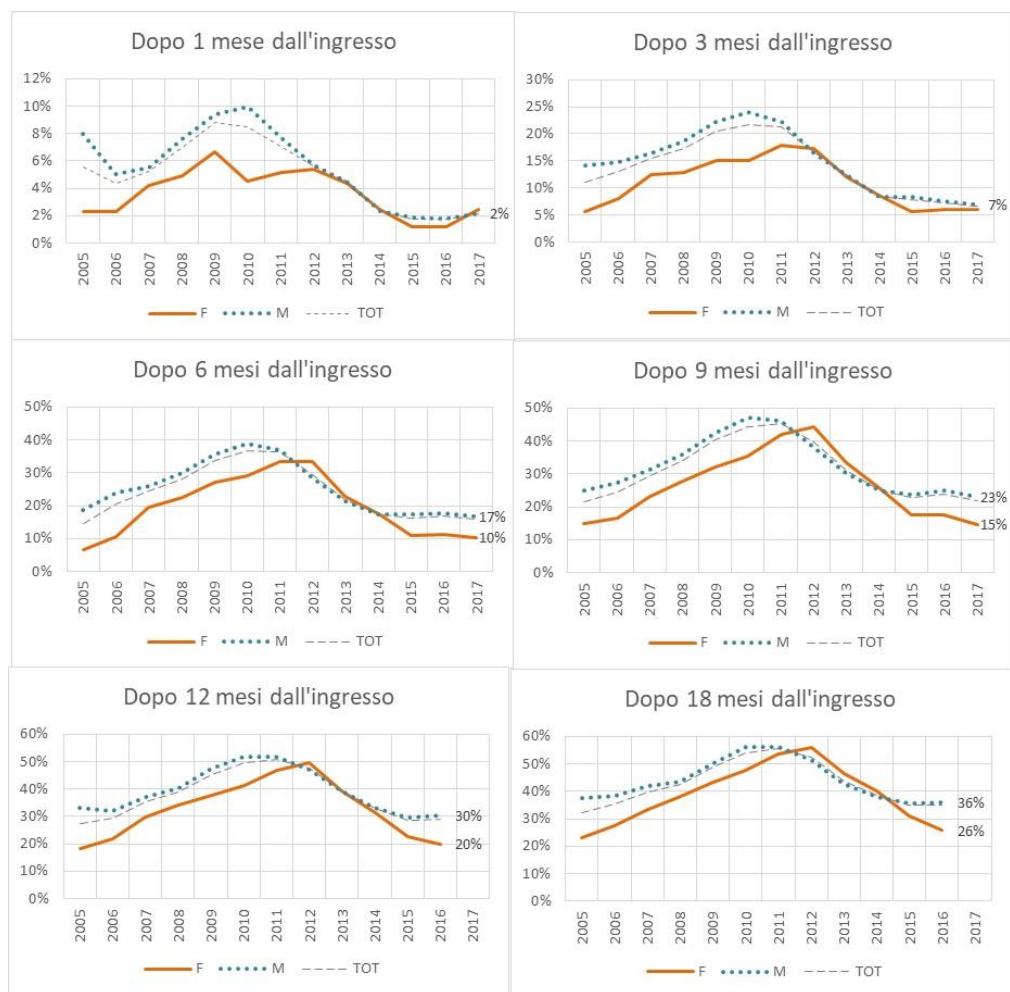


Figure 30: Percentage of beneficiaries with an experience in the labour market started after their entry into the SPRAR system by month of entry and sex

Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

At longer times from entry into the SPRAR system, the likelihood of being employed also continued to fall in 2017: one year after entry, the probability fell from 28 % to 20 %. As the period spent in SPRAR grows, the probability of finding a job grows more for the male component: after six months the differential is 7 p.p. and grows to 10 p.p. one year from entry. Younger users, aged 18-24, are characterised by a more stable performance over time and show better insertion rates as the length of service continues compared to the more mature component of over 35 years: one year from the date of entry the probability of finding a job for the youngest is 34 %, +7 pp compared to older people (**Error! Reference source not found.**).

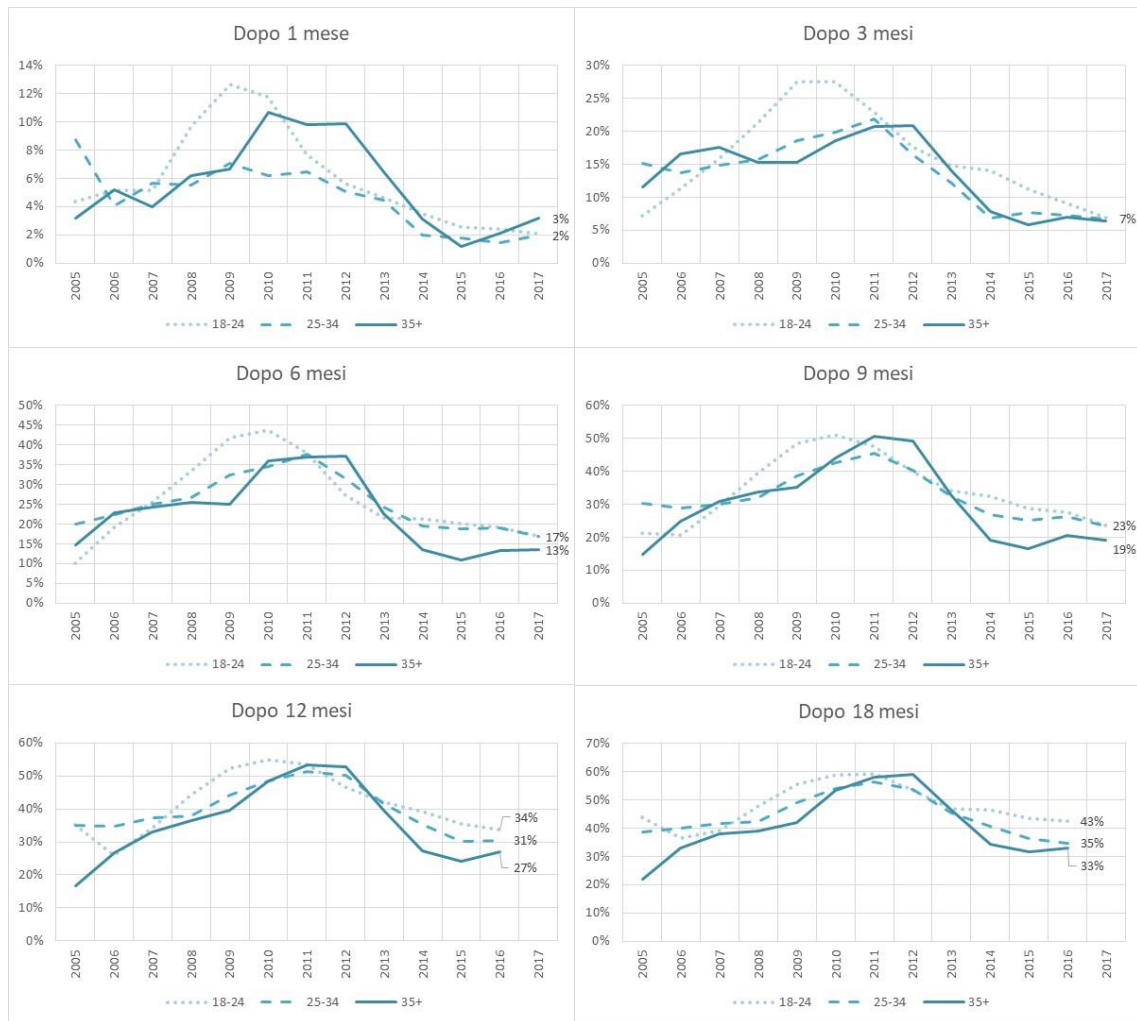


Figure 31: Percentage of beneficiaries with an experience in the labour market started after their entrance in the SPRAR system by months from entrance and age  
Source: Osservatorio Mercato del Lavoro (MI), SPRAR (valori a media mobile a tre periodi).

In recent years there has been an increase in the use of apprenticeships and traineeships as the most widespread contractual forms to enter in the labour market: in 2017 over 65 % of the beneficiaries who find a job after entering the SPRAR system had a contract of this type at least once. The incidence has increased by 25 p.p. since 2011, compared to a remarkable symmetrical reduction in permanent employment contracts, reduced in 2017 to only 9 % (–30 p.p. from 2011). Also, the recourse to a contractual form with a fixed time was halved from 82 % to 44 %.

### 2.5.2.2 ‘A refugee in your family’ project

‘A refugee in your family’ (in Italian, Progetto Rifugiato in famiglia) is a project of the Municipality of Milan. In partnership with the Farsi Prossimo Onlus Cooperative and within the framework of the SPRAR system it offers citizens the opportunity to contribute to the development of a new integration model by accepting refugees in their homes.

The project envisages that a person with a valid residence permit, accepted in the SPRAR system, could spend a period of six months in a family residing in Milan.

Within the project the following services are provided:

- A dedicated multidisciplinary team supports the family for the duration of the entire period and the host in their individual integration pathway.
- A contribution of EUR 350 per month is made to the family towards expenses.
- Periodic monitoring meetings are held between project teams, family and hosts.
- Insurance coverage is provided.

The multidisciplinary team is composed of:

- The project referent educator, who maintains a close contact with the family and ensures a weekly presence for accompaniment in the personal integration project;
- The psychologist, who performs periodic verification sessions through interviews and is available to support guests and families in the event of critical issues;
- The social worker of the Municipality of Milan and the coordinator, who are in charge of institutional supervision and project management.

There have been 24 beneficiaries accepted and 21 families involved since 2016 (2 of the 21 families are taking part in their second refugee reception experience).

### **2.5.2.3 Specific actions towards the more vulnerable people**

The need to cope with the constant increase in the territory of applicants and holders of international protection belonging to vulnerable categories, has led to the creation of a **Milan network for vulnerable people**. Among the objectives set there is one of promoting and guaranteeing services with adequate levels of protection and assistance, and to integrate the reception activity with increasingly specialised and widespread services. This includes strengthening the network and the synergy between all the subjects involved in the assistance to vulnerable citizens (institutional subjects and third sector).

The formalisation of the Milan Vulnerable Network took place in 2017 through the signing of a memorandum of understanding between the Municipality of Milan, Niguarda Ca 'Granda Hospital, the University of Milan, Terrenuove Onlus, Onlus Development and Promotion Association, Farsi Prossimo Onlus Consortium and Casa della Carità Angelo Ambriani Onlus. It was approved by resolution of the Town Council, no1674.

The purposes of this memorandum of understanding concern:

- The development and consolidation of an integrated system of specific actions aimed at ensuring greater coordination of interventions in support of applicants/holders of international protection;

- The improvement in the early identification of the predictive factors of vulnerability and in the management processes of the overall and multidisciplinary management of vulnerable applicants to help them overcome psychological distress;
- The sharing of operational practices among those actors who work on vulnerability issues in the Municipality of Milan (protocol subscribers).

In 2017 the vulnerable network took in 477 users mainly from Africa (72 %) and Asia (20 %). The three most represented nations were Nigeria (11 %), Gambia (8 %) and Pakistan (7 %). The male component of the users is predominant (77 %), while the most represented age class was made up of young people between 18 and 24 years (33 %). Minors accounted for about 12 % of the total number of beneficiaries.

The most used services were provided by ethnopsychiatry (64 %), TerreNuove (13 %) and Medicina Legale (8 %), which together cover 85 % of the interventions provided. Some services are characterised by the establishment of relationships with the beneficiary that last a particularly long time: the number of patients in ethnopsychiatry is still a large part of the service, while for some subjects of the vulnerable network, as happens for legal medicine, the percentages of beneficiaries with a 'still open' status is 11 %.

About half of the users of the ethnopsychiatry service receive both psychiatric and psychotherapy care, while 41 % receive only the psychiatric service. Most of the users of the forensic medicine service were subjected to a check for identification of the presence of torture (68 %), while the age of majority was ascertained in 24 % of cases.

### **3 Conclusions and lessons learnt**

The system that has been put in place in Milan was started by the Municipality, which chose to be directly involved in the first line of reception by managing the CAS structure present on its territory. This choice has been followed by the involvement in the SPRAR system with the idea of constituting an integrated system that, from the first-line reception, could bring the opportunity to activate second-line reception and integration interventions easily and effectively.

In this way, in 2017 the number of new entries in the SPRAR reception centres increased to 415, with the total number of people transiting at least one day in the centres at 693, showing a significant increase in the use of the reception centre. The following request of the Municipality of Milan to increase the number of places in the SPRAR system (bringing it to 1,000 places) can be read as an attempt to pass from an emergency system (characterised by a high use of the CAS) to a more rational and structured system. Personalised integration pathways provided by the SPRAR can be the basis for the effective integration of asylum seekers and refugees within Italian society.

Thus in the last few years, a system for the coordination and the management of both systems (CAS and SPRAR) was activated. In this system the main driver, as appears clear from the analysis of the actors and their networks, is the Municipality of Milan. Over the years, this was able to build up a strong and effective public–private partnership with the many third-sector NGOs and organisations present in the territory.

The involvement of the same (or almost the same) NGOs and third-sector organisations (in many cases also grouped in consortia) both in the CAS and in the SPRAR systems contributed to increasing the effectiveness of the public–private partnership. This established protocols of interventions and a well-established system of coordinating among different actors and interventions.

The strong collaboration activated by both the Municipality and the NGOs involved in the implementation and management of the CAS and SPRAR activities and centres was also crucial. It allowed the smooth passage from CAS to SPRAR, guaranteeing a continuum from first to second-line reception.

Connections have also been created with other realities present in the Milan metropolitan area with the aim of exchanging practices and experiences, and pooling existing resources. This activity has been very fruitful but at the same time it has required a lot of energy from the operators. Close relationships were also activated with other local territories that deal with SPRAR interventions.

The approach of widespread hospitality (which the municipality would like to further increase) was characterised by the use of apartments (in contrast to a large CAS structure) and by the new project ‘A refugee in your family’. It is worth underlining that during 2018, much effort was made to promote this and raise awareness among citizens.

This had the aim of both recruiting new candidates (for the project 'A refugee in your family') and spreading knowledge about the issue of refugees and asylum seekers, and its related interventions. In this sense, project operators have participated in numerous events open to citizenship, also involving welcoming families to share their experience. A portal has also been created, [www.rifugiatoinfamiglia.it](http://www.rifugiatoinfamiglia.it), which presents the project, describes the experiences of reception that have already taken place, and offers the opportunity to apply to learn more about the project and eventually become welcoming families.

With specific regard to the entrance to the labour market, the number of job grants/traineeships offered by CELAV is increasing (120) as well as the number of beneficiaries (170). However, the number of positive results is contracting considerably, reducing in the last year from 83 % to 61 %. However, this reduction is not attributable to the reduction in the number of inclusion pathways that, at their conclusion, produce the hiring in a company (which actually go up over 40 %), but to the reduction of people who are considered able to activate themselves independently in the future job search. Indeed, the presence of vulnerable people among the asylum seekers and refugees has increased over the years and this has had negative effects on their future employment. In this way the creation of the Vulnerable Network is of particular importance for the future integration pathways that should be activated.

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## List of interviewees

Type of organisation	Organisation
Local authority	Municipality of Milan
Local authority	Centro mediazione al lavoro (Celav)
NGO	Coop. Farsi Prossimo
NGO	Casa della Carità

## Annex I Impacts

Table 2: Financial impacts and their indicators - regional/local level

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Source	Regional / local***
Public revenues	Average social security contributions and taxes (payroll/business ) per employed refugee <sup>31</sup>	The cost for the reception management is largely poured into the territory in the form of salaries to operators, rents and consumption and, in any case, represents a very small percentage, quantifiable in 0.14 %, of the total national public expenditure.			"Report on the economy of reception", signed by a study group at the Department for Civil Liberties and Immigration of the Ministry of Home Affairs (suggested in an interview but hyperlink could not be found)	National
Public revenues	Consumption tax on spending of refugees per refugee <sup>32</sup>	The cost for the reception management is largely poured into the territory in the form of salaries to operators, rents and consumption and, in any case, represents a very small percentage, quantifiable in 0.14 %, of the total national public expenditure.			"Report on the economy of reception", signed by a study group at the Department for Civil Liberties and Immigration of the Ministry of Home Affairs (suggested in an interview but hyperlink could not be found)	National
Public spending	Spending on integration and initial reception measures <sup>33</sup> per refugee	An attempt to assess the total costs and benefits of foreign immigration was carried out by the Leone Moressa Foundation. From the analysis of relative expenditure to the fiscal year 2012, which estimated the income and expenses for the above 4 million foreigners regularly enrolled in the registry office, it is clear that the relationship between costs and benefits of immigration in Italy is worth around EUR 4 billion. In this budget - exclusively financial - of the foreign presence, expenses for the reception of			Fondazione Leone Moressa, "L'impatto fiscale dell'immigrazione in Italia", in Dossier Statistico Immigrazione, 2014. <a href="http://www.fondazioneleone-moressa.org/newsite/wp-content/uploads/2014/10/presentazione-29-ottobre-FLM-per-sito1.pdf">http://www.fondazioneleone-moressa.org/newsite/wp-content/uploads/2014/10/presentazione-29-ottobre-FLM-per-sito1.pdf</a>	National

<sup>31</sup> Here it is mainly asked whether data exist and if interviewees have views on the matter. Please leave the space blank if there is no evidence available.

<sup>32</sup> Calculated by average values for the active population with a discount for immigrants from literature.

<sup>33</sup> Here it is mainly asked whether data exist and if interviewees have views on the matter. Please leave the space blank if there is no evidence available.

<sup>34</sup> Housing, sustenance, language course, employment integration courses other integration courses.

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Source	Regional / local***
		irregular migrants and integration policies for asylum seekers and refugees are also included				
Public spending	Extra spending on integration into education system (per refugee pupil)					
Public spending	Education spending per pupil per year in country (total population <sup>35</sup> )					
Public spending	Health care spending per person and year in the country (total population <sup>36</sup> )					
Public spending	Housing subsidies per person and year in the country (total population <sup>37</sup> )					

Table 3: Economic impacts and their indicators

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Data source	Regional / local***
Employment (rate)	Number and proportion (%) of refugees finding a job (at arrival)					
	Proportion (%) of refugees who have started a job (at least once (within 5 years)	2017 59.2 %			Rapporto statistico sui Rifugiati e i Richiedenti Asilo a Milano: analisi delle fonti e dei dati VIII Rapporto (dati 2017)	Local

<sup>35</sup> The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

<sup>36</sup> The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

<sup>37</sup> The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Data source	Regional / local***
	Proportion (%) of employed (including precariously or underemployed) refugees (when exiting the SPRAR System)	2017 60%			Rapporto statistico sui Rifugiati e i Richiedenti Asilo a Milano: analisi delle fonti e dei dati VIII Rapporto (dati 2017)	Local
Entrepreneurship	Number and proportion (% of self-employed amongst those finding a job) of new enterprises founded by refugees <sup>38</sup>					
Underemployed or not employed low skill workers	Number and proportion of long-term unemployed refugees <sup>39</sup>					
	Number and proportion of underemployed refugees <sup>40</sup>					
	Number and proportion of precariously employed refugees <sup>41</sup>					

Table 4: Social and political impacts and their indicators

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Data sources	Regional / local***
Demography	Impact on dependency ratio					
Cultural diversity	No quantitative indicator					
Security	Impact on crime rate (of refugee/total population)					
Perception	Perception rates for immigration as a problem	2016 49%			Eurobarometer survey	National
Political tensions caused by migration	Relevance of immigration in political debates and elections					

<sup>38</sup> Calculated on the basis of historic precedence of past immigrant flows.

<sup>39</sup> Calculated on the basis of historic precedence of past immigrant flows.

<sup>40</sup> Calculated on the basis of historic precedence of past immigrant flows.

<sup>41</sup> Calculated on the basis of historic precedence of past immigrant flows.

## Annex II Policy and actors classification

Table 5: Policy classification: different types of policies for different targets at Country and local level

Category	Types	Country-level policies targeting:		Regional or local-level policies targeting:		Assessment*
		Asylum seekers	Refugee status holders	Asylum seekers	Refugee status holders	
Initial reception, emergency measures, and referrals	In Italy First reception centres offer basic services such as food, accommodation, clothing, basic information services including legal services, first aid and emergency treatment.	Ordinary reception procedures CPSA – Centri di prima accoglienza e soccorso (Centers for first assistance and first aid) Governmental reception centres (former CARA). Exceptional procedures When first aid and reception centres are full, temporary reception centres (CAS), distributed in all Regions, offer also the same services.	After disembarking, all migrants are provided with first assistance in the centres mentioned in the left side column (CPSA, ex CARA, CAS). If they have already the status of refugee, they are moved into the SPAR system which is only available for refugee since November 2018.	First reception is established by the Italian Ministry of Interior and distributed in all Regions. Municipalities participate in some cases (for example Milan).	The national System of Protection for Asylum Seekers and Refugees (SPRAR) is established by the Italian Ministry of Interior, but managed by the National Association of Italian Municipalities (ANCI) and implemented by municipalities. Third sector organisations also play a prominent role in project delivery.	2 for asylum seekers 4 for refugees
Housing / accommodation	Housing/accommodation Housing support ...		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Healthcare	Emergency/urgent healthcare Full health care ...	Emergency room at hospitals	System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Social assistance and income support	Social assistance services Income support, eligibility for welfare benefits ...		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Education and training	School enrolment and attendance Adult education Vocational education and training ...		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Labour market access/ integration	Skills assessment/validation Active labour market policy (counselling,		System of Protection for Asylum Seekers and			0 for asylum seekers 4 for refugees

Category	Types	Country-level policies targeting:		Regional or local-level policies targeting:		Assessment*
		Asylum seekers	Refugee status holders	Asylum seekers	Refugee status holders	
	mentoring, job search assistance, entrepreneurship promotion, and social networks) Grants and preparatory courses Employment subsidies, apprenticeships, traineeships, on-the-job trainings, temporary/voluntary work Unemployment benefits ...		Refugees (SPRAR)			
Social and political integration	Early orientation programmes (language, practical orientation, civic education etc.) Integration programmes such as sport, culture, diversity promotion Political participation (local level) Residence and religion rights ...		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees

*Table 6: Actors classification: A picture of the actors involved in the asylum seekers and refugees' system at Country level*

Levels	Bureaucrats*	Politicians*	Experts*	Special interest*	Diffused interest*
International	UNHCR Other international institutions				NGOs involved in humanitarian aid/reception/integration
National	Ministry of Interiors Police Headquarters (Questure) National Association of Italian Municipalities (ANCI)				NGOs involved in humanitarian aid/reception/integration
Regional	Police Headquarters (Questure)				
Local	Municipalities Police Headquarters (Questure)	Mayors			NGOs involved in humanitarian aid/reception/integration Local committees (citizens' or other types of committees) Social cooperatives

Table 7: Actors classification: The actors involved in the specific intervention under analysis

Levels	Bureaucrats* <sup>42</sup>	Politicians*	Experts*	Special interest*	Diffused interest*
International					
National	Ministry of Interiors National Association of Municipalities (ANCI)				
Regional					
Local	Municipalities (Ufficio Rifugiati Unità Politiche Per L'immigrazione Servizio Politiche Dell'immigrazione - Area Emergenze Sociali, Diritti Ed Inclusione). Police Headquarters (Questura di Milano – Ufficio Immigrazione) Prefecture		Centre for entering in the labour market (Centro di mediazione al lavoro - CELAV): coordinated by the Municipality of Milan supported by a cooperative Fleming accredited center Ospedale Niguarda		NGOs involved in humanitarian aid/reception/integration (Consortium Farsiprossimo) who is charge of the SPRAR implementation system involve 16 NGOS; other NGOs are involved in specific projects/activities) Citizens involved in the Family reception project

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<sup>42</sup> \* Bureaucratic actors are those actors that base the legitimacy of their intervention in the policy process on the claim that formal rules and procedures confer them a specific responsibility in the process; Political actors are those actors that base the legitimacy of their intervention on the fact of representing citizens as they enjoy citizens' consensus; experts are those actors that base the legitimacy of their intervention in the policy process on the claim of having the knowledge needed in order to solve the problem; special interest actors (grey nodes) are those actors that base the legitimacy of their intervention on the fact that they are directly affected by the policy decision, meaning that they will try to maximize the benefit/cost ratio from their specific point of view; general interests actors (pink nodes) are those actors that base the legitimacy of their intervention in the policy process on the fact that the interests they represent are general (e.g. NGOs, etc) and on the fact that they represent groups that cannot defend their interests by themselves.

Table 8: Mapping the actors and the roles

Actors (please specify the name of the actor as in the previous table)	Role in the network								
	Setting the legal framework	Political responsible	Technical responsible	Financing	Programming the intervention	Coordinator in the implementation phase	Policy implementer	Monitoring and data collection	Actors mobilizing relevant resources (legal, political, knowledge, human resources)
European Institutions (AMIF Fund)	0	0	0	1	0	0	0	0	0
International organisations (specify)	0	0	0	0	0	0	0	0	0
National public institutions (Ministry of Interior)	1	0	0	1	0	0	0	0	0
Regional institutions ()	0	0	0	0	0	0	0	0	0
Regional Agencies	0	0	0	0	0	0	0	0	0
Other regional public institutions	0	0	0	0	0	0	0	0	0
Municipalities (specify)		1	1	1	1	1	1	1	1
Provinces (specify)	0	0	0	0	0	0	0	0	0
Local agencies (specify)	0	0	0	0	0	0	0	0	0
Other peripheral public institutions (specify)	0	0	0	0	0	0	0	0	0
Universities (specify)	0	0	0	0	0	0	0	2	0
Research centres (specify)	0	0	0	0	0	0	0	0	0
Technical agencies (specify)	0	0	0	0	0	0	0	0	0
Consultants/professionals (specify)	0	0	0	0	0	0	0	0	0
European MPs(specify)	0	0	0	0	0	0	0	0	0
National MPS (specify)	0	0	0	0	0	0	0	0	0
Regional politicians (specify)	0	0	0	0	0	0	0	0	0
Mayors	0	0	0	0	0	0	0	0	0



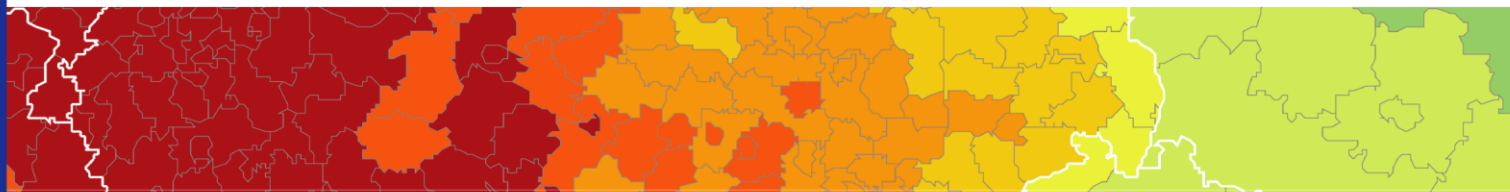
Actors (please specify the name of the actor as in the previous table)	Role in the network								
	Setting the legal framework	Political responsible	Technical responsible	Financing	Programming the intervention	Coordinator in the implementation phase	Policy implementer	Monitoring and data collection	Actors mobilizing relevant resources (legal, political, knowledge, human resources)
Police or other law enforcement (Prefettura/Questura)	2	0	0	0	0	0	0	0	0
Other local politicians/political parties (specify)	0	0	0	0	0	0	0	0	0
International/national/regional/local Trade Unions (specify)	0	0	0	0	0	0	0	0	0
International/National/regional/local employers' organizations (specify)	0	0	0	0	0	0	0	0	0
International/National/regional/local NGOs / Associations(in various fields)	0	0	0	0	2	2	1	2	1
Local committees (citizens' or other types of committees) (specify)	0	0	0	0	0	0	0	0	2
International/national/Local migrants' associations(specify)	0	0	0	0	0	0	0	0	2
Other actors									

Table 9: Relationship matrix - PROGRAMMING PHASE (please specify actors previously listed)

	Actor 1	Actor 2	Actor 3	Actor 4	Actor 5	Actor 6	Actor 7	Actor 8	...	Actor N
Actor 1		x	x	x						
Actor 2	x		x	x	x	x				
Actor 3	x	x								
Actor 4	x	x	x							
Actor 5		x								
Actor 6		x								
Actor 7		x								
Actor 8		x								

Table 10: Relationship matrix - IMPLEMENTATION PHASE (Please specify actors previously listed)

	Actor 1	Actor 2	Actor 3	Actor 4	Actor 5	Actor 6	Actor 7	Actor 8	...	Actor N
Actor 1										
Actor 2			x	x	x	x	x	x		
Actor 3		x								
Actor 4		x	x							
Actor 5		x	x	x						
Actor 6		x	x	x	x					
Actor 7		x			x					
Actor 8		x			x					
...)										
Actor N										



### **ESPON 2020 – More information**

ESPON EGTC

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