Governing protracted displacement in Italy

An analysis of legal and policy structures shaping protracted displacement situations

Emanuela Roman

Forum of International and European Research on Immigration (FIERI)

February 2020

This internal background document contributed to the formulation of TRAFIG Working Paper no. 3 "Governing Protracted Displacement: An analysis across global, regional and domestic contexts" within TRAFIG Work Package 3: "Governing Displacement".

This project has received funding from the European Union's Horizon 2020 research and innovation programme under grant No. 822453.
The contents of the document are the sole responsibility of the authors and do not necessarily reflect the views of the European Union.
The European Commission is not responsible for any use that may be made of the information it contains.

Summary

Within the European Union (EU), Italy is one of the main countries of transit and destination for migrants coming from Africa and Asia, including a significant component of forced migrants and protection seekers. In particular, Italy is the first European country of arrival for many migrants and asylum seekers crossing the Mediterranean from North Africa (mainly but not exclusively from Libya and Tunisia). Along with maritime migration flows, Italy has been receiving growing numbers of (forced) migrants entering the country through its Eastern land borders, mainly coming from Pakistan and Afghanistan, and transiting through Greece and the Balkans. These persons often find themselves in situations of protracted precariousness, vulnerability and marginalisation, both in terms of their legal status, attached rights and socio-economic conditions. Such situations of protracted displacement are largely (although not exclusively) determined by the legal and policy structures governing migration, asylum and mobility. This internal report analyses the regulatory framework which applies in Italy, and which impacts on the daily lives and future aspirations of protractedly displaced people. This report contributed to the formulation of TRAFIG Working Paper no. 3 “Governing Protracted Displacement: An analysis across global, regional and domestic contexts”.

Keywords: Protracted displacement, forced migrants, asylum seekers, refugees, international protection, governance, socio-economic integration, mobility

Table of Contents

Introduction

Within the European Union (EU), Italy is one of the main countries of transit and destination for migrants coming from Africa and Asia, including a significant component of forced migrants and protection seekers. Due to its position along the Central Mediterranean route, Italy is the first European country of arrival for many migrants and asylum seekers crossing the Mediterranean from North Africa – mainly but not exclusively from Libya and Tunisia. Along with maritime migration flows, Italy has been receiving growing numbers of (forced) migrants entering the country through its Eastern land borders – mainly coming from Pakistan and Afghanistan (and transiting through Greece and the Balkans).

While in 2017 Italy received the second highest number of asylum applications in the EU (preceded only by Germany), in 2018 applications fell considerably, likely because of the decline in arrivals along the Central Mediterranean route. Such a decrease in arrivals is due to multiple factors, but the controversial cooperation established with Libyan authorities has played a crucial role in this. With asylum applications decreasing by 53%, Italy followed Germany, France and Greece in the number of applications filed in 2018. Parallel to this decline in asylum applications, in 2018 Italy recorded an increase in both first instance decisions (+ 22%) and higher instance decisions (+ 10%) (EASO, 2019).

The year 2018 marked a crucial turn also in the Italian legal and policy framework on asylum. Law Decree 113/2018 (the so-called *Decreto Salvini*, named after the former Italian Minister of Interior Matteo Salvini, leader of the far-right League party), implemented by Law 132/2018, has reformed in a significant way the Italian asylum system, with a potential impact on protracted displacement in Italy. The changes introduced by the Salvini Decree, which are analysed in details in the report, had a direct impact on the daily lives of asylum seekers in Italy, increasing the risk for the most vulnerable among them to fall into marginality, precariousness and irregularity. However, the reform impacted also on the already highly politicised public debate on migration and asylum, feeding a widespread anti-migrant sentiment.

1 Legal structures shaping and contributing to solving protracted displacement situations

1.1 Legal status

1.1.1 Residence permits

International protection permit (refugee status and subsidiary protection)

International protection permits for both refugee status and subsidiary protection are granted for a period of 5 years. The application is submitted to the territorially competent *Questura* (Police Office) of the place where the person has a domicile (i.e., registered address). The main problem for the issuance of these permits may be the lack of a domicile, as some beneficiaries of international protection do not have a fixed address to provide. Even if it is possible to have a registered address, for instance, at an organisation's office – a legal, not an actual domicile – not all *Questure* accept the address of a non-governmental organisation (NGO) as domicile.

Humanitarian protection permit

Law Decree 113/2018 (the so-called *Decreto Salvini*, named after the former Italian Minister of Interior Matteo Salvini, leader of the far-right League party), implemented by Law 132/2018, has reformed in a significant way the Italian legal framework on migration and asylum, with a potential impact on protracted displacement in Italy. One of the most relevant changes introduced is the abolishment of the residence permit issued for humanitarian reasons (Ponzo, 2019b).

The so-called "humanitarian protection" was a residual form of protection that could be granted to applicants who did not qualify for refugee status or subsidiary protection, based on "serious grounds, in particular of a humanitarian nature or resulting from constitutional or international obligations for the Italian state" (former wording of Article 5(6) of the Unified Text on Immigration, Legislative Decree 286/1998) and in the presence of "objective and serious personal situations that do not allow the applicant's removal from the Italian territory" (former wording of Article 11.1(c) of the Decree of the President of the Republic 394/1999). The humanitarian protection permit had a duration of two years, allowed its holder to access the labour market, and could be converted into a work permit.

Since the entry into force of Law Decree 113/2018 on 5 October 2018, the humanitarian protection permit can no longer be issued and can no longer be renewed to those who had previously obtained it. The government justified the abolition of humanitarian protection with the need to limit the issuance of this residence permit (the majority of positive decisions in the asylum procedure used to grant humanitarian protection[1]), claiming also that criteria for the recognition of this form of protection were too vague and the margin of discretion was too broad in decisions taken both at the first instance administrative level (by the Territorial Commission and the *Questura*) and at the second instance judicial level (see paragraph "Claims process" for the list of authorities involved in the asylum procedure).

Special protection permits

Claiming to circumscribe the humanitarian reasons to certain hypotheses only, the government introduced four new types of residence permits. These are the permit for special protection, the permit for medical treatment, the permit for environmental disasters in the country of origin, and the permit for acts of particular civic value.

The *permit for special protection* is granted to persons who cannot be expelled based on the principle of non-refoulement. This covers cases where a person risks being persecuted for reasons of race, sex, language, citizenship, religion, political opinions, personal or social conditions, or may risk being sent back to a country where he or she is not protected from persecution, or to a country where there are reasonable grounds to believe that he or she risks being subjected to torture. However, it is unclear why, under these circumstances, these persons would not qualify, respectively, for refugee status (risk of persecution) and subsidiary protection (risk of torture). The special protection permit has a one-year duration and allows access to the labour market but, contrary to the humanitarian protection permit, it cannot be converted into a work permit. It can be renewed, subject to a favourable opinion by the Territorial Commission.

[1] In the period 2013-2018, every year between 28% and 21% of all asylum claims examined at first instance resulted in humanitarian protection (Ministry of Interior, 2019).

The *permit for medical treatment* is granted to persons suffering from extremely serious health conditions not allowing for the applicant's return to his or her country of origin. Its duration may vary, but it cannot exceed one year; it may be renewed until the applicant can certify that his/her health conditions continue to be extremely serious. Therefore, this residence permit is thought to last as long as the applicant is seriously ill.

The *permit for environmental disasters* in the country of origin has a six-month duration and may be renewed for six more months, as long as the conditions of the environmental disaster are there. It allows access to the labour market, but it cannot be converted into a work permit.

The *permit for acts of particular civic value* seems to be the most favourable among the four. It has a two-year duration, it is renewable, it allows access to work and study, and it may be converted into a work permit.

Permit for special cases

Law Decree 113/2018 provided for a transitional regime only for those persons who, at the entry into force of the reform, were waiting for the issuance of the first residence permit for humanitarian protection or to whom the Territorial Commission had already granted, but not yet communicated, humanitarian protection. Instead of a humanitarian protection permit, these persons receive a residence permit for "special cases", which has similar characteristics: it has a two-year duration, allows access to the labour market and is convertible into a work permit. However, upon expiry, if not converted into a work permit, the permit for "special cases" cannot be renewed. The only option for the holders is then to obtain one of the four above-mentioned special protection permits, if conditions are met. However, as mentioned above, these new permits have a limited duration and, with the exception of the permit for acts of civic value, they cannot be converted into a work permit.

Law Decree 113/2018 does not regulate the situation of asylum seekers who applied for international protection before its entry into force on 5 October 2018 and were (or are) still waiting for a first instance decision. Pursuant to instructions from the Ministry of Interior, Territorial Commissions have stopped examining the possibility to grant them humanitarian protection, thus applying the Salvini Decree retroactively (Ministry of Interior, 2018). However, the Civil Courts and Courts of Appeal have so far agreed on the non-retroactivity of the reform and have continued to grant humanitarian protection to asylum seekers after 5 October 2018, at least for appeals that were submitted prior to the entry into force of the law. In February 2019, the Court of Cassation (highest court) held that Law Decree 113/2018 should be considered non-retroactive for all asylum procedures already initiated at the time of its entry into force. Despite that, at the present moment, Territorial Commissions continue to unequivocally apply the new regime to all ongoing procedures, and therefore they do not grant humanitarian protection to anyone. Allegedly, the National Commission for the Right to Asylum (CNDA) has received instructions from the Ministry of Interior pushing for this restrictive interpretation. This interpretation conflict between the administrative first instance authority under the Ministry of Interior and the judicial second instance authority has not been definitively solved yet (Ponzo, 2019a).

1.1.2 Civil registration

Beneficiaries of international protection or special protection can apply for civil registration in the city where they reside (*iscrizione anagrafica*). However, Law Decree 113/2018 has repealed the rules governing civil registration for asylum seekers and established that the residence permit issued to asylum seekers (permit for asylum request) does not constitute a valid title for registration at the registry office.

Many civil society organisations (CSOs) and lawyers have raised the discriminatory aspect of this rule and some Municipalities have openly declared that they will refuse to apply the new rules. On 18 March 2019, the Civil Court of Florence upheld the appeal brought by an asylum seeker confirming his right to be registered at the registry office. According to the Court, even after the changes introduced by Law Decree 113/2018, the law cannot be interpreted in such a way as to exclude asylum seekers from the right to residence. Such an interpretation would violate the constitutional principle of equality (Article 3 of the Italian Constitution) and the prohibition of discrimination (Article 14 ECHR).

The main problem related to the prohibition of civil registration for asylum seekers is that this may limit their access to welfare services and may cause bureaucratic hurdles, because some welfare services may be accessed only upon registration at the registry office. More generally, in daily life civil registration and the identity card (issued by the Municipality where a person is registered) are required by many public administrations and private actors for a variety of practical purposes.

However, as recalled in a note issued by the United Nations High Commissioner for Refugees (UNHCR) in April 2019, the amended Article 5(3) of the Legislative Decree 142/2015 states that asylum seekers have access to reception conditions and to all services provided by law in the place of domicile declared to the *Questura* upon the lodging of the application. Thus, asylum seekers shall be allowed to access all welfare services based on their domicile only, by considering their domicile equivalent to registration at the registry office. In addition, the UNHCR note recalls that based on the amended Article 4(1) of the Legislative Decree 142/2015 the residence permit shall be considered equivalent to the identity card as a valid identification document (UNHCR, 2019a). The UNHCR note invites all public administrations and private actors to rapidly adapt procedures, so that asylum seekers may access services based on their domicile and residence permit only; however this adaptation of administrative practices risks to be a lengthy and patchy process (Ponzo, 2019a).

1.1.3 Citizenship

Italian citizenship may be granted to refugees who have legally resided in Italy for at least 5 years. Conversely, beneficiaries of subsidiary protection are subject to the general rule that applies to third country nationals: they may apply for naturalisation after 10 years of legal residence in the country. In both cases, the beneficiary's registration at the registry office must be uninterrupted. This is particularly challenging for beneficiaries of international protection, as the law does not ensure to them an accommodation after getting a protection status and, due to the precarious situation they come to face, they are hardly able to maintain a residence. Moreover, as explained above, following the entry into force of Law Decree 113/2018, civil registration can only be obtained after a protection status has been granted; therefore, the years spent legally in Italy as asylum seekers do not count as "legal residence" for the purposes of naturalisation.

The 2018 reform introduced also an additional requirement: good knowledge of the Italian language (B1 level) proved by specific certifications. The amended Citizenship Act establishes also that citizenship obtained by way of naturalisation after ten years of residence can be revoked in the event of a final conviction for crimes committed for terrorist purposes. According to many CSOs, this provision violates the constitutional principle of equality (Article 3 of the Italian Constitution) as it applies in a discriminatory way only to third country nationals who acquired citizenship by naturalisation and not to those who, for instance, acquired it by *ius sanguinis*. In addition, the law does not include any guarantee to prevent statelessness.

1.2 Claims process and institutions involved

1.2.1 Institutions involved in the asylum procedure

Table 1: Authorities involved in the asylum procedure in Italy

Stage of the procedure	**Competent authority (EN)**	**Competent authority (IT)**
Application – at the border	Border Police	*Polizia di Frontiera*
Application – on the territory	Immigration Office, Police	*Questura*
Dublin	Dublin Unit, Ministry of Interior	*Unità Dublino, Ministero dell'Interno*
Refugee status determination (1st instance - administrative)	Territorial Commissions for the Recognition of International Protection	*Commissioni Territoriali per il Riconoscimento della Protezione Internazionale*
Appeal (2nd instance – judicial)	Civil Court	*Tribunale Civile*
Onward appeal	Court of Cassation	*Corte di Cassazione*
Subsequent application	Territorial Commissions for the Recognition of International Protection	*Commissioni Territoriali per il Riconoscimento della Protezione Internazionale*

Source: AIDA Country Report Italy 2018 update

1.2.2 First instance authority: Territorial Commissions

The authorities competent to examine asylum applications and to take first instance decisions are the Territorial Commissions for the Recognition of International Protection (*Commissioni Territoriali per il Riconoscimento della Protezione Internazionale*), which are administrative bodies specialised in the field of asylum, under the Department of Civil Liberties and Immigration of the Ministry of Interior. The Territorial Commissions are established under the responsibility of Prefectures. As of December 2018, there were 20 Territorial Commissions and 28 Sub-Commissions across the country.

Following the amendments introduced by Legislative Decree 220/2017 (the so-called *Decreto Minniti-Orlando*, named after the then Minister of Interior and Minister of Justice) implemented by Law 46/2017,

which entered into force on 31 January 2018, each Territorial Commission is composed by at least six members. These include:

- one Prefecture's official appointed by the Ministry of Interior, who is the President of the Commission;
- one expert in international protection and human rights designated by the UNHCR;
- four or more highly-qualified administrative officials of the Ministry of Interior, appointed by public tender.

Following the 2017 reform, interviews are no longer conducted by the UNHCR-appointed members, but by the newly appointed ministerial officials. The decision-making sessions consist of panel discussions among the President, the UNHCR-appointed expert and two of the ministerial officers, including the one who conducted the interview. The decision on the merits of the asylum claim must be taken by at least a simple majority of the Territorial Commission, which should consist of at least three members.

The National Commission for the Right to Asylum (CNDA) is responsible for coordinating and giving guidance to the Territorial Commissions; it is also responsible for decisions on the revocation and cessation of international protection.

1.2.3 Asylum procedure

Application

In Italy there is no formal timeframe for making an asylum application. The intention to request asylum may be expressed also orally by the applicant in his or her language. The asylum application can be made either at the border police office or within the territory of the country at the Police Immigration Office (*Questura*). At this stage the applicant's fingerprinting and photographing (*fotosegnalamento*) are carried out. In case the asylum application is made at the border, the Border Police invites asylum seekers to present themselves at the *Questura* for formal registration of the asylum application. Police authorities cannot examine the merits of the asylum application.

After the lodging (*verbalizzazione*) of the application, the *Questura* sends the formal registration form (C3 form) and the documents concerning the asylum application to the Territorial Commission or Sub-Commission competent for conducting the asylum interview. The asylum seeker is then notified by the *Questura* of the date of the interview.

Interview

Based on Legislative Decree 25/2008, a member of the Territorial Commission should interview the applicant within 30 days after having received his/her application, and the Commission should take a decision on the application in the three following working days. Actually, the 30-day time limit is rarely respected in practice. The Territorial Commission may extend the time limit for its decision for a number of reasons, up to a maximum period of 18 months.

Appeal

Asylum seekers can appeal a negative decision issued by the Territorial Commission within 30 days before the competent Civil Court. Law Decree 13/2017 (*Decreto Minniti-Orlando*), introduced specialised court sections competent for examining asylum appeals only. Moreover, Law Decree 13/2017 abolished the

possibility to appeal a negative Civil Court decision before the Court of Appeal (*Corte d'Appello*) within 30 days of the notification of the decision. This 2017 reform of the judicial part of the asylum procedure applies to appeals lodged after 17 August 2017. Starting from that date, in case of a negative decision from the Civil Court, the applicant can only lodge an appeal before the Court of Cassation within 30 days (compared to 60 days before the reform). The onward appeal does not have automatic suspensive effect; therefore, the applicant may be repatriated while his/her case is still pending.

1.3 Reception services

1.3.1 Access to reception

Even though, as established by Legislative Decree 142/2015, asylum seekers are entitled to material reception conditions immediately after claiming asylum and undergoing the initial fingerprinting and photographing (*fotosegnalamento*), in practice they may be able to access reception centres only after their claim has been formally lodged (*verbalizzazione*). Since the formal registration of the application can take place even months after the first presentation of the asylum claim, asylum seekers may face obstacles in finding alternative temporary accommodation solutions. Asylum seekers lacking economic resources are forced to either resort to friends or to emergency facilities, or to sleeping rough (MSF, 2016, 2018). As reported by *Médecins Sans Frontières* (MSF) in February 2018 at least 10,000 persons were excluded from the reception system, including both asylum seekers and beneficiaries of international protection. Informal settlements with limited or no access to essential services (water, electricity) are spread across the country – namely in Ventimiglia, Torino, Como, Bolzano, Udine, Gorizia, Pordenone, Rome, Bari and in Sicily (MSF, 2018). However, the full extent of this phenomenon is not known, since no statistics are available on the number of asylum seekers who do not have access to reception immediately after the fingerprinting. Moreover, the waiting times between the initial fingerprinting and the formal registration of the application vary between different *Questure*.

Reception services are ensured until a decision is taken by the Territorial Commission and, in case of rejection of the asylum application, until the expiration of the timeframe to lodge an appeal before the Civil Court. When appeals have no automatic suspensive effect, the applicant remains in the same reception centre until a decision on the suspensive request is taken by the competent judge. If the decision is positive, the applicant remains in the reception centre.

1.3.2 Forms and conditions of reception

Law Decree 113/2018 has deeply reformed the national reception system, by drastically separating the reception of asylum seekers from the reception of international protection beneficiaries. Asylum seekers are now prevented from accessing the former SPRAR system (*Sistema di protezione per richiedenti asilo e rifugiati* – Protection system for asylum seekers and refugees), now renamed SIPROIMI (*Sistema di protezione per titolari di protezione internazionale e per minori stranieri non accompagnati* – Protection System for beneficiaries of international protection and unaccompanied minors). Asylum seekers can be now accommodated only in First Reception Centres and in Extraordinary Reception Centres (*Centri di accoglienza straordinaria* – CAS), where they stay until a decision on their application is taken.

The services provided in first reception centres and CAS, already "essential" or "basic" according to previous legislation, have been further reduced by the latest tender specifications scheme (*Capitolato*)

adopted by the Ministry of Interior in November 2018. The *2018 Capitolato* has considerably lowered the fee paid to managing entities (daily amount per person reduced from 35€ to 21€) *de facto* forcing contractors to opt for large facilities and reduce the staff and the activities offered. The new tender specifications scheme only guarantees basic needs (board and lodging, personal hygiene, pocket money and phone cards) while integration services are no longer offered. Compared to the *2017 Capitolato*, the following expenses are no longer covered: Italian language courses, orientation to local services, professional training, and leisure activities. The new scheme also omits psychological support, which remains only in hotspots and CPR (*Centri di Permanenza per il Rimpatrio* – Pre-removal Detention Centres); it replaces legal support with a "legal information service" reduced to 3 hours a week for 50 people; and it significantly reduces cultural mediation to an overall 12 hours a week for 50 people. In practice, however, first reception centres and CAS are extremely heterogeneous both in terms of their size and in terms of quality of services provided across the country.

Based on Law 132/2018, persons who are recognised international protection or a special protection permit should be transferred to SPRAR facilities, now relabelled SIPROIMI. Protection beneficiaries can stay in SIPROIMI centres for six months, which may be extended for six additional months under certain circumstances, to be assessed on a case-by-case basis (Ministry of Interior, 2013). The SPRAR/SIPROIMI system is generally articulated in small facilities or apartments in order to foster the beneficiaries' self-reliance and integration in local communities. The services provided are intercultural mediation, socio-psychological assistance, legal support, support for access to public services including healthcare and vocational training, and support for job seeking and housing seeking.

However, Law 132/2018 is still far from being fully implemented: at the present moment asylum seekers, holders of a humanitarian protection permit, and beneficiaries of international protection are still mixed in both CAS and SPRAR/SIPROIMI centres.

1.4 Legal safeguards for the detention of migrants

Article 6(1) of Legislative Decree 142/2015 prohibits the detention of asylum seekers for the sole purpose of examining their asylum application. However, changes introduced by the *Decreto Salvini* entail the risk of an automatic violation of this fundamental provision. Indeed, Law Decree 113/2018 has introduced a new ground for the detention of persons held in hotspots and first reception centres for the purpose of establishing or verifying their identity or nationality. Since asylum seekers typically do not have identity documents with them, this provision is potentially applicable to most, if not all, of them. The maximum period of detention in hotspots is of 30 days, but if identification does not occur, it might actually be extended up to 180 days.

Persons applying for asylum in Pre-removal Detention Centres (CPR) are subject to the accelerated procedure. In practice, however, the possibility of accessing the asylum procedure inside the CPR appears to be difficult due to the lack or appropriate legal information and assistance, and to administrative obstacles (National Ombudsman for Prisoners' Rights, 2018).

1.5 Legislation on unaccompanied minors and other vulnerable groups

1.5.1 Identification

Legislative Decree 25/2008 describes the following groups as vulnerable: minors, unaccompanied minors, pregnant women, single parents with minor children, victims of trafficking, disabled and elderly people, persons affected by serious illness or mental disorders; persons for whom it has been proved they have experienced torture, rape or other serious forms of psychological, physical or sexual violence; victims of genital mutilation.

There is no procedure defined by law for the identification of vulnerable persons. However, the Ministry of Health published guidelines for assistance, rehabilitation and treatment of psychological disorders of beneficiaries of international protection who have been victims of torture, rape or other serious forms of psychological, physical or sexual violence (Ministry of Health, 2017). The guidelines highlight the importance of multidisciplinary teams and synergies between local health services and all actors encountering asylum seekers. The identification of vulnerable persons may occur at any stage of the asylum procedure by lawyers, competent authorities, and professional staff working in reception centres and specialised NGOs.

1.5.2 Procedural guarantees

Legislative Decree 25/2008 foresees the possibility for asylum seekers in a vulnerable condition to be assisted by supporting personnel during the interview with the Territorial Commission (e.g., social workers, doctors, psychologists). Vulnerable persons are admitted to a prioritised procedure. When the *Questura* has elements to believe that they are dealing with vulnerable persons, they inform the Territorial Commission, which will schedule the personal interview as soon as possible, prioritising those cases over the others. This procedure is applied also when the Territorial Commission receives medical-legal reports from specialised NGOs, reception centres and healthcare centres.

1.5.3 Reception

Article 17(1) of Legislative Decree 142/2015 states that reception is provided taking into account the special needs of asylum seekers, in particular those of vulnerable persons. Asylum seekers undergo a health check when they enter first reception centres and CAS to assess their health condition and special reception needs. In theory, Legislative Decree 142/2015 establishes that special services and support addressed to vulnerable people with special needs shall be ensured in these governmental centres. However, the above-mentioned reduction of funding and services provided under the *2018 Capitolato* and the exclusion of psychological support services from eligible costs is going to hamper the effective identification and protection of vulnerable people.

Among vulnerable people, unaccompanied minors benefit from a separate treatment. All unaccompanied minors (even if they are not asylum seekers) go through a single specialised reception path articulated in two levels – i.e., governmental reception centres for minors (maximum stay of 60 days) and SPRAR/SIPROIMI centres for minors. In case of unavailability of places in SPRAR/SIPROIMI centres, Municipalities are responsible for the reception of minors. At the end of 2018, the large majority of minors fell under the latter case, as SPRAR/SIPROIMI centres for minors were insufficient. When neither SPRAR/SIPROIMI nor the Municipalities can provide the reception needed, minors can be temporarily

hosted in facilities set up by the local Prefectures (i.e., CAS for minors) but should be transferred as soon as possible to SPRAR/SIPROIMI or municipal centres.

Article 19(4) of Legislative Decree 142/2015 states that unaccompanied minors cannot be held in governmental reception centres for adults or detained in CPR. However, in 2017 and 2018, due to problems related to age assessment and to the unavailability of places in dedicated shelters, there have been reports of minors accommodated in adults' reception centres, or not accommodated at all (Children's Ombudsman & UNHCR, 2018; ASGI, 2017).

1.6 Anti-trafficking legislation

Where during the examination procedure, well-founded reasons arise to believe the applicant has been victim of trafficking, the Territorial Commission may suspend the procedure and inform the *Questura*, the Prosecutor's office and specialised NGOs assisting victims of human trafficking. Legislative Decree 24/2014 (implementing the Anti-Trafficking Directive 2011/36/EU) foresees the creation of a referral mechanism in order to coordinate the two protection mechanisms established for victims of trafficking – namely, the protection system for asylum seekers and international protection beneficiaries coordinated at a central level, and the protection system for victims of trafficking established at a territorial level. In 2017, the National Commission for the Right to Asylum (CNDA) and UNHCR published detailed guidelines for the Territorial Commissions on the identification of victims of trafficking among protection seekers and the referral mechanism (CNDA and UNHCR, 2017). Legislative Decree 142/2015 clarifies that trafficked asylum seekers shall be channelled into a special programme of social assistance and integration. Recognised victims of trafficking can also be accommodated in second-line SPRAR/SIPROIMI reception centres.

1.7 Legal rights to participation of migrants in civil and political life

In Italy, only citizens have the right to vote and to stand for election, both at the national and local level. This rule combined with the restrictive legislation on the acquisition of Italian citizenship through naturalisation (5 years of legal residence for refugees; 10 years for all other third country nationals including beneficiaries of subsidiary protection) represent a significant restriction to foreigners' participation to the political life. On the other hand, all migrants (including beneficiaries of international protection and asylum seekers) may freely become members of political parties, trade unions, and any kind of association or civil society organisation, be it of a political, cultural or religious kind, including also migrant associations and sport clubs. However, in some cases membership is subject to residence requirements or to civil registration, and this may represent an obstacle for asylum seekers, in particular after the entry into force of Law Decree 113/2018. Besides participating in associations as regular members, asylum seekers may also be appointed as president (IPRS, 2016).

1.8 Employment

According to Legislative Decree 142/2015, asylum seekers can start working 60 days after they have formally lodged their asylum application. Even if they start working, however, the residence permit for asylum request cannot be converted into a residence permit for work.

Even though the law makes a generic reference to their right to access employment without indicating any limitations, and even though they are entitled to register with Public Employment Services, in practice asylum seekers may face difficulties in obtaining a residence permit for asylum request, which allows them

to work. This is due to the frequent delays in the formal registration of asylum applications at the *Questure*, based on which the residence permit will be consequently issued (or to delays in the renewal of the permit). In addition, many Public Employment Centres do not allow asylum seekers under the Dublin procedure to enrol in the lists of unemployed persons and some *Questure* have expressed a negative opinion about the possibility for these asylum seekers to be employed before it is confirmed that Italy is responsible for their asylum application. Furthermore, there are objective factors affecting the possibility for asylum seekers to find a job in Italy – e.g., the ongoing economic crisis, language barriers, remote location of their accommodation, and lack of specific support based on their needs.

The (former) SPRAR system was the only integrated system that provided this kind of services. Both asylum seekers and beneficiaries of international protection hosted in SPRAR centres were generally supported in their integration process by means of individual projects, which included vocational training and internships. Following Law Decree 113/2018, asylum seekers have no longer access to (now re-named) SIPROIMI centres, therefore their integration process will hardly start in the reception centre where they are hosted as asylum seekers (first reception centres and CAS). Indeed, the call for tenders for first reception centres and CAS, modelled on the 2018 tender specifications scheme (*2018 Capitolato*), no longer includes integration services such as professional orientation services. Integration services aimed at facilitating access to the labour market and socio-economic inclusion is now offered only to those among them who are granted international protection, and only after they enter SIPROIMI centres.

Law Decree 113/2018 abolished also the possibility for asylum seekers to be involved in activities of social utility in favour of local communities. It also abolished the provision allowing asylum seekers in (former) SPRAR centres to attend vocational training when envisaged in programmes adopted by local authorities. Vocational training or other integration programmes could be funded also through the EU Asylum, Migration and Integration Fund (AMIF); in this case, the Ministry of Interior finances specific projects concerning integration and social inclusion, which are implemented by NGOs at the national level, and can involve also asylum seekers. However, the projects financed under the AMIF are usually very limited in terms of their duration and number of beneficiaries.

As concerns refugees and beneficiaries of subsidiary protection, their residence permit allows access to work and even to public employment, with the only limit of positions involving the exercise of public authority or responsibility for safeguarding the general interests of the State. Protection beneficiaries are entitled to the same treatment as Italian citizens in matters of employment, self-employment, subscription to professional bodies, vocational training.

1.9 Entitlement to income support

The provision of welfare services to third country nationals is in some cases subject to a minimum residence requirement on the national territory. This is the case of the new universal basic income (the so-called *reddito di cittadinanza*) introduced by the current Italian government in February 2019 (Law Decree 4/2019), which started to be paid on 1st April 2019.

Originally thought of as "a measure for Italian citizens only" (in the words of the former Minister of Labour Luigi di Maio), the income support is subject to a requirement of ten-year legal residence on the Italian territory, out of which the last two years should be of uninterrupted residence (Testore, 2019). Even

though the residence requirement applies to third country nationals, EU citizens and Italian citizens, in practice its restrictive effects have so far had a greater impact on foreigners. In addition, third country nationals are required to hold a long-term residence permit.

Law Decree 4/2019, implemented by Law 26/2019, does not explicitly include holders of residence permits for international protection (refugees and subsidiary protection beneficiaries) among the possible beneficiaries of income support. However, since this would represent a violation of the principle of equal treatment and non-discrimination under international and EU law and the Italian Constitution, the National Institute of Social Security (*Istituto Nazionale di Previdenza Sociale* – INPS), which is responsible for the actual implementation of this measure, included beneficiaries of international protection among the categories of third country nationals who may be entitled to income support in the application form. This apparent contradiction between the letter of the law and the way it is implemented generates confusion (ASGI, 2019).

Moreover, the ten-year legal residence requirement (which equals the requirement for naturalisation!) entails in itself serious obstacles for beneficiaries of international protection, in particular after the entry into force of Law Decree 113/2018, according to which civil registration at the registry office can only be obtained after the recognition of a protection status.

1.10 Property ownership

No restrictions to third country nationals’ property ownership linked to legal status/citizenship.

2 Policy shaping and contributing to solving protracted displacement situations

2.1 Housing

In Italy, beneficiaries of international protection face a severe lack of protection concerning accommodation, as there are no housing public policies addressing international protection beneficiaries leaving reception centres. In addition, by introducing a clear distinction between asylum seekers accommodated in first reception centres and CAS, and beneficiaries of international protection accommodated in SPRAR/SIPROIMI centres, Law Decree 113/2018 has even worsened an already problematic situation.

Indeed, asylum seekers who are granted international protection can access second-line reception, i.e., SIPROIMI (former SPRAR) centres and stay for a period of 6 months after a protection status has been recognised. However, there are no longer provisions dealing with the transition from first reception for asylum seekers to second-line reception for beneficiaries. As a consequence, since the coming into force of Law Decree 113/2018, it has become even more difficult to obtain the Prefecture's authorisation to stay in CAS or first reception centres after a protection status has been granted. A protection status does not allow the holder to remain in first reception facilities or CAS. This creates a protection gap in practice, given the scarcity of places in the SIPROIMI.

Already before the reform, some public administrations considered that reception may immediately cease after the protection status recognition. Depending on the discretionary decisions of the responsible Prefectures and on bureaucratic delays, beneficiaries of international protection, after obtaining a protection status, could be allowed to stay in the reception centre a few months, a few days, or even just one day after the notification. Examples of this divergent practice are reported across different Italian regions (ASGI & ECRE, 2019: 144). The situation worsened with Law Decree 113/2018, as even those Prefectures that allowed accommodation for a longer period after the status notification informed CAS managing entities that beneficiaries will now be allowed to stay in reception centres only until obtaining the residence permit. This may lead protection beneficiaries to face serious risks of destitution and homelessness. Actually, even for those who manage to access SIPROIMI centres, these risks are there, and may be simply postponed of a six-month period.

In theory, refugees and beneficiaries of subsidiary protection have a right to access public housing under the same conditions as Italian nationals. However, without specific measures aimed at the accompaniment towards housing solutions for both those who leave CAS and those who leave SIPROIMI centres, there are little chances they succeed in accessing public housing. Furthermore, in some Italian regions access to public housing for third country nationals is subject to a minimum residence requirement (e.g., 5 years of uninterrupted residence in the region in Friuli-Venezia Giulia). This can represent a further obstacle for international protection beneficiaries as following Law Decree 113/2018 civil registration at the registry office can only be obtained after the recognition of a protection status.

Some NGOs and religious charities have tried to fill the gap left by public policies, by helping protection beneficiaries accessing sustainable housing solutions after leaving reception centres. This is for instance

the case of the Caritas project *Refugee at my home – Rifugiato a casa mia*, which promotes the social inclusion of protection beneficiaries in the local community by hosting them in families and parishes[2].

2.2 Access to Healthcare

Based on Article 34 of the Unified Text on Immigration (Legislative Decree 286/1998), asylum seekers and beneficiaries of international protection are required to register with the National Health Service. They enjoy equal treatment and full equality of rights and obligations with Italian citizens with regard to the mandatory contributory assistance provided by the National Health Service. The same principle is reaffirmed by Article 27 of Legislative Decree 251/2007, which applies to beneficiaries of international protection.

The right to medical assistance is acquired at the moment of lodging the asylum application, but very often the exercise of this fundamental right is delayed, because it depends on the attribution of a tax code, which is assigned by *Questura* when lodging the asylum application. Thus, delays in the formal lodging of the asylum claim (which may amount to several months) are reflected in a delayed access to healthcare. Pending registration into the National Health System, asylum seekers only have access to the medical treatment ensured to irregular migrants under Article 35 of the Unified Text on Immigration: i.e., access to emergency healthcare, essential treatments, and preventive medical treatment programmes aimed at safeguarding individual and public health.

Asylum seekers and beneficiaries of international protection have to register at the Local Offices of the National Health Service (*Azienda sanitaria locale*, ASL) in the place where they declare to have a domicile. Once registered, they receive the European Health Insurance Card. Its validity is linked to the duration of the residence permit and it does not expire in the renewal phase of the residence permit.

Registration entitles asylum seekers and protection beneficiaries to access the following healthcare services:

- Free choice of a general doctor from the ASL list and/or a paediatrician for children (free medical visits, home visits, prescriptions, etc.)
- Special medical assistance within the National Health System, upon a general doctor or paediatrician's request and upon presentation of the health insurance card;
- Free and direct access to the "family counselling" (*consultorio familiare*) for midwifery and gynaecological visits;
- Free hospitalisation in public hospitals.

In theory, there is no distinction between asylum seekers hosted in reception centres and those who are out of the reception system in terms of their right to access healthcare. However, the effective enjoyment of healthcare services by asylum seekers and protection beneficiaries in Italy may be hampered by a number of factors.

Firstly, problems related to the lack of accommodation and to the lack of a domicile may affect the exercise of their right to medical assistance. In addition, the renewal of the health insurance card depends on the renewal of the residence permit, and many health services are connected to the place of domicile (e.g.,

[2] For more information, see: http://www.caritastarvisina.it/progetti/rifugiato-a-casa-mia/.

general doctor), making the enjoyment of this fundamental right precarious (MSF, 2016, 2018). Secondly, the general misinformation and lack of specific training among medical staff, as healthcare workers may not be specifically trained on the diseases typically affecting asylum seekers and refugees, which may be very different from the diseases affecting the Italian population. Thirdly, the language barrier, as generally there are no cultural mediators or interpreters to facilitate the mutual understanding between doctors and patient. Therefore, asylum seekers and protection beneficiaries often do not address their general doctor and go directly to the hospital, but only when their disease gets worse. These problems are worsening due to the adverse conditions of informal accommodation in different metropolitan areas, as highlighted by the NGO *Médecins Sans Frontières* (MSF) in its 2016 and 2018 "*Fuori Campo*" reports.

Asylum seekers benefit from free of charge healthcare services based on a self-declaration of destitution submitted to the competent ASL. Based on this declaration, the National Health System treats asylum seekers under the same rules as unemployed Italian citizens. In all regions, the exemption from the contribution to health spending – a fee called *ticket sanitario* – is valid for the period of time in which asylum seekers are unable to work (i.e., 2 months from the lodging of the asylum application). For the following period, in some regions (Veneto) asylum seekers are no longer exempted from the fee, whereas in other regions (Piedmont) the exemption is extended until asylum seekers do not actually find a job. The same is true for beneficiaries of international protection.

2.3 Access to Education

Italian legislation provides that all children until the age of 16, both nationals and foreigners, have the right and the obligation to take part in the national education system. According to Article 38 of the Unified Text on Immigration (Legislative Decree 286/1998), foreign minors present in Italy have the right to education regardless of their legal status. They are subject to compulsory education and they are enrolled in Italian schools under the same conditions provided for Italian minors. This principle has been further clarified by Article 45 of Presidential Decree 394/1999, which gives foreign children equal rights to education as Italian children, even if they are in an irregular situation.

The law distinguishes between minors under the age of 16 and over the age of 16. The former are subject to compulsory education and are enrolled in a grade corresponding to their actual age. Taking into account the curriculum followed by the pupil in the country of origin and his/her skills, the Teachers' Board can decide otherwise and assign him/her to the class immediately below or above the one corresponding to the minor's age. The latter are no longer subject to compulsory education but can enrol in school if they prove proper self-preparation on the entire programme for the class they wish to follow.

Asylum seeking children have access to the same public schools as Italian children and are entitled to the same assistance and arrangements in case they have special needs. The enrolment can be requested at any time of the school year and they are automatically integrated in the National Educational System. Italian legislation does not allow the establishment of special classes for foreign students and the Ministry of Education has established that the percentage of non-nationals in school classes should be limited to 30% (Ministry of Education, 2010). Schools are not obliged to provide specific language support for non-Italian students but the Teachers' Board may adapt curricula in relation to the level of competence of foreign students and may adopt specific individualised or group interventions to facilitate learning of the Italian language (Rozzi & Console, 2014).

Article 26 of Legislative Decree 251/2007 specifies that minors holding refugee or subsidiary protection status have access to education at all levels under the same procedures provided for Italian children, while adult beneficiaries have the right to access education under the conditions provided for other third country nationals. International protection beneficiaries can require the recognition of their education qualifications.

In practice, the main issues concerning school enrolment lie in: the reluctance of some schools to enrol a high number of foreign students; the refusal from the family members and/or the minor to attend classes; the insufficient places available in schools located close to large reception centres; and the difficulty to reach schools if reception centres are placed in remote areas.

2.4 Participation in informal economy and informal labour markets

Participation to informal labour markets and informal economy is very common for asylum seekers as well as protection beneficiaries in Italy. This is particularly true for seasonal work in the agricultural sector, where serious episodes of labour exploitation have been reported all over Italy (MEDU, 2015, 2018; Caritas Italiana, 2015, 2018). This phenomenon is particularly worrying because it is intertwined with the criminal activities of organised crime groups both in the North and in the South of Italy (so-called *caporalato*), and it is usually associated with situations of violence, inadequate working and living conditions, and sometimes even deprivation of liberty. Informal work in the agricultural sector is often associated to informal accommodation in remote areas and makeshift camps with no electricity, heating and water. In such contexts of extremely risky and precarious hygienic and living conditions, it is frequent for migrants to suffer from serious health problems and injuries, or even die (e.g., due to accidental fires, car accidents, etc.).

In July 2019, the Ministry of Labour and Social Policies agreed with the Ministry of Agricultural Policies, the Ministry of Justice and the Ministry of Interior on the establishment of an Inter-ministerial Operative Roundtable with the task of defining a new strategy to contrast *caporalato* and labour exploitation in the agricultural sector (Ministry of Labour and Social Policies, 2019b). This might prove to be a positive institutional development in the fight against labour exploitation.

2.5 Integration programmes

Both SPRAR/SIPROIMI and CAS integration services have always been conceived as a sort of parallel welfare for asylum seekers and refugees, since they are not integrated within the general welfare and integration policies. Possible synergies with general welfare/integration policies depend on the willingness and ability of local actors.

In September 2017, the Italian government launched the National Integration Plan for Beneficiaries of International Protection, as foreseen by Legislative Decree 18/2014 that transposed Directive 2011/95/UE (Ministry of Interior, 2017). The plan, which was drafted in cooperation with the UNHCR, sets the main lines of action and priorities for 2017-2018. These are inter-religious dialogue, language learning, access to education and recognition of educational qualifications, access to healthcare services, employment, vocational training, and housing integration. Its implementation is to be funded by EU and national financial resources and should involve institutional actors at all levels (national, regional, local). However, in practice the implementation process is not clearly defined. So far, its implementation has been limited

to pilot actions carried out in collaboration with the UNHCR in three Italian regions (Piedmont, Emilia-Romagna and Calabria). The lack of integration measures specifically addressing beneficiaries of international protection, combined with the weakness of Italian general welfare provisions, make the risk of social marginalisation particularly high.

As concerns more specifically the socio-economic integration of protection beneficiaries, in 2016 the Ministry of Labour and Social Policies launched, for instance, two projects aimed at facilitating their access to work and vocational training. The INSIDE project has offered 672 six-month paid internships to adult beneficiaries of international protection hosted in SPRAR centres (Ministry of Labour and Social Policies, 2017)[3]. The PERCORSI project offers opportunities of vocational training, skills development and internship aimed to labour inclusion to unaccompanied minors and young migrants (under the age of 23) who entered Italy as unaccompanied minors (Ministry of Labour and Social Policies, 2019a)[4].

In 2016 an additional project was launched by the UNHCR in collaboration with an employers' association and the Ministry of Labour. The project called *Welcome. Working for refugee integration* is aimed at "rewarding" companies that hire international protection beneficiaries and are engaged in promoting their socio-economic integration. The reward consists of the campaign logo, which can be used for communication and marketing purposes (Scutella, 2016).

Finally, with an amendment introduced to the budget law in December 2017, the government has provided for tax incentives to cooperatives that recruit beneficiaries of international protection with a permanent contract in 2018 (Redattore Sociale, 2018).

2.6 Policies that target particular groups

Italy has put in place a number of policies targeting unaccompanied minors as a particular group.

First, in Italy the Asylum, Migration and Integration Fund (AMIF) has mainly been used for integration measures, but in the field of reception it has been used to expand the reception capacity for unaccompanied minors and vulnerable asylum seekers and refugees. Thus, EU funding devoted to improving reception has been entirely channelled into new reception places specifically for unaccompanied minors and vulnerable people.

Second, in order to overcome existing deficiencies and lack of professionalism among guardians for unaccompanied minors, Law 47/2017 (so-called *Legge Zampa*) has established the concept of "voluntary guardians". These are private citizens over the age of 25 who declare their availability to act as legal representative of unaccompanied minors. The Regional Children's Ombudsman is responsible for selecting and training voluntary guardians. The National Children's Ombudsman has established specific guidelines based on which calls for selection of guardians have already been issued in each region (Children's Ombudsman, 2017). Training courses have also started in most cities. This initiative has proved rather

[3] For additional information, see: http://www.integrazionemigranti.gov.it/Progetti-e-azioni/Pagine/INSIDE---INSerimento-Integrazione-NordSud-inclusionE.aspx.

[4] For additional information, see: http://www.integrazionemigranti.gov.it/Progetti-e-azioni/Pagine/Percorsi-di-integrazione-socio-lavorativa-per-minori-non-accompagnati-e-giovani-migranti-.aspx.

successful, with numerous citizens volunteering as guardians. A register of voluntary guardians is kept in every Juvenile Court; it is the judge who nominate guardians selecting them from the register.

Third, as described in the previous paragraph, the Ministry of Labour has launched the project PERCORSI targeting specifically unaccompanied minors and young beneficiaries of international protection (under the age of 23) who entered Italy as unaccompanied minors.

2.7 Supporting role of civil society

In the last years, and in particular since 2015, in Italy like in many other European countries, civil society organisations (CSOs), non-governmental organisations (NGOs), volunteers and activists have mobilised in support to migrants and asylum seekers arriving in or transiting through Italy. This has resulted in the civil society’s engagement in search and rescue operations in the Mediterranean and in the provision of material assistance (as well as legal and psychological support) especially in large cities (Roma, Milano, Palermo) and in border areas – e.g., at the Italian-French, Italian-Switzerland and Italian-Slovenian borders (Ventimiglia, Bardonecchia, Claviere, Como, Gorizia). However, CSOs’ actions have often been the object of strong criticism and political and administrative pressures, which in some cases have culminated into judicial proceedings. Typically, activists have been accused for facilitating migrants’ border-crossing and/or for providing assistance to irregular migrants blocked at the borders, under the Directive 2002/90/EC on the facilitation of unauthorised entry, transit and residence (transposed into Article 12 of the Unified Text on Immigration). In most cases judicial proceedings ended without negative consequences for activists, but in some cases they were condemned to pay a fine (MSF, 2018: 32-33). In addition, in some border cities (Ventimiglia, Como and smaller municipalities) local authorities issued “leaving orders” to No Border activists, an administrative measure preventing their stay in the territory of the municipality. Even though this measure can be appealed in Court, the order must be respected until the end of the judicial proceedings. The effect is that activists are kept away from border areas.

3 Family reunification, resettlement, return and other policies that allow for mobility or set territorial restrictions on displaced persons mobility

3.1 Rights and restrictions to family reunification

3.1.1 Conditions for family reunification

Since the entry into force of Legislative Decree 18/2014, the family reunification procedure governed by Article 29bis of the Unified Text on Immigration, which previously applied only to refugees, is applied to both refugees and beneficiaries of subsidiary protection. International protection beneficiaries can apply as soon as they obtain the electronic residence permit (which may take several months in some regions) and there is no maximum time limit for applying for family reunification.

Contrary to what is provided for under Article 29(3) of the Unified Text on Immigration for other categories of third country nationals applying for family reunification, beneficiaries of international protection do not need to demonstrate the availability of adequate accommodation and a minimum income. They are also exempted from subscribing a health insurance for parents aged 65 and over.

Beneficiaries may apply for reunification with:

a) Spouses aged 18 or over, that are not legally separated;
b) Minor children, including unmarried children of the spouse or born out of wedlock, provided that the other parent has given his or her consent;
c) Adult dependent children, if based on objective reasons, they are not able to provide for their essential needs due to serious health conditions or complete disability;
d) Dependent parents, if they have no other children in the country of origin, or parents over the age of 65 if other children are unable to support them for serious health reasons.

Where a beneficiary cannot provide official documentary evidence relating to the family relationship, health conditions, etc. the necessary documents are issued by the Italian diplomatic or consular authorities in the country of origin, which will make the necessary controls at the expense of the person concerned. The family relationship can also be proved by other means, including the DNA test, and through the UNHCR involvement. The application cannot be rejected solely for a lack of documentation.

As concerns beneficiaries of humanitarian protection, their situation with regard to family reunification is unclear. Based on the letter of the law, they do not seem to be covered by Article 29bis (which explicitly applies to refugees and beneficiaries of subsidiary protection only) but they are not mentioned neither among the categories of third country nationals who have a right to family reunification, listed under Article 28(1) of the Unified Text on Immigration. However, even though the law does not explicitly provide for the recognition of this right to holders of a humanitarian protection permit, the courts did so, through a systemic interpretation of the Italian legislation on immigration and asylum. Starting from a 2005 judgement of the Court of Florence, a consistent case law has affirmed that it would be discriminatory, and thus unconstitutional, to recognise the right to family reunification to holders of a work permit while denying it to holders of a humanitarian protection permit. Public administrations have started to adapt

their procedures accordingly, but the situation is not homogeneous across the country. In addition, it is still debated whether the exemption from accommodation and income requirements provided for by Article 29bis for beneficiaries of international protection shall apply also to beneficiaries of humanitarian protection (Cecchini, Leo & Gennari, 2018).

3.1.2 Status and rights of family members

According to the law, family members who do not have an individual right to international protection, have the same rights recognised to the sponsor. Once in Italy, they get a residence permit for family reasons, notwithstanding whether they were previously irregularly present. Minor children, present with the parent at the moment of the asylum application, also obtain the same status recognised to the parent.

3.1.3 Marriage with Italian citizens

Marriage with an Italian citizen may affect the legal status of an asylum seeker and a beneficiary of international protection. The first effect is the prohibition of expulsion: based on Article 19, paragraph 2, letter c) of the Unified Text on Immigration, a foreign citizen cannot be expelled if he/she is married with an Italian citizen and lives together with him/her. Therefore, an asylum seeker whose application is pending has a right to stay in Italy, which derives from his marriage. The prohibition of expulsion is directly linked to the right to preserve family unity (Article 28, Unified Text on Immigration) and to the right to respect for private and family life (Article 8, European Convention on Human Rights). From the prohibition of expulsion follows the issuing of a residence permit by the competent *Questura* (which could be a permit for family reasons or, more correctly, a long-term residence permit). However, since a foreign citizen cannot hold two types of residence permits simultaneously, an asylum seeker who gets married with an Italian citizen has to make a choice between continuing his/her asylum procedure (holding a permit for asylum request) or withdrawing the asylum application and linking his/her residence in Italy to his family situation.

Secondly, marriage with an Italian citizen allows a foreigner to acquire the Italian nationality more rapidly – namely after 2 years of legal residence in Italy, or 3 years living abroad (this time is reduced by half if the couple has children), compared to the ordinary requirement for naturalisation of 10 years legal residence for third country nationals (reduced to 5 years for recognised refugees) (see paragraph on Citizenship in section 1.1). The acquisition of Italian nationality (or other nationality) by a refugee represents a ground for cessation of international protection, as far as the person concerned can avail himself/herself of the protection of the country of his/her new nationality (Article 8, Legislative Decree 251/2007).

3.2 Rights and restrictions to mobility

3.2.1 Internal mobility and freedom of movement

Italian legislation does not foresee a general limitation on the freedom of movement of asylum seekers. Actually, the law specifies that the competent Prefect may limit the freedom of movement of asylum seekers, delimiting a specific place of residence or a geographic area where asylum seekers may circulate freely; but this provision has never been applied so far.

After their initial allocation, asylum seekers may be moved from one reception facility to another one. In particular, they are often moved from one CAS to another CAS, in order to try to balance the presence of

asylum seekers across regions and provinces. These transfers are decided by Prefectures and cannot be appealed. In the last year, transfers took place also due to the closure of some large governmental reception centres.

Restrictions to mobility may be imposed to asylum seekers accommodated in reception facilities. Legislative Decree 142/2015 clarifies that asylum seekers are free to exit first reception centres during the daytime but they have the duty to re-enter during the night time. The applicant can ask the Prefecture for a temporary permit to leave the centre at different hours for relevant personal reasons or for those related to the asylum procedure. The law does not provide such a limitation for people accommodated in CAS centres, but rules concerning entry/exit to/from the centre are usually agreed upon by the managing entity and the competent Prefecture.

Asylum seekers' freedom of movement may be affected by the fact that it is not possible to leave the reception centre temporarily, e.g. to visit relatives, without prior authorisation from the competent Prefecture. In case a person leaves the centre without authorisation and does not return within a short period of time (usually agreed with the management body), that person cannot be readmitted to the centre and material reception conditions may be withdrawn.

Refugees and beneficiaries of subsidiary protection, like asylum seekers, can freely circulate within the Italian territory and settle in any city, if they can provide for themselves. If accommodated in governmental reception centres, in order not to lose their place, they can be asked to return to the facility by a certain time in the evening and they are not allowed to spend days out without prior authorisation.

3.2.2 International mobility and travel documents

In order to travel abroad, beneficiaries of international protection need travel documents. Article 24 of Legislative Decree 251/2007 establishes different rules for refugees and beneficiaries of subsidiary protection. Refugees may get from the competent *Questura* a travel document (*documento di viaggio*), valid for 5 years and renewable. Travel documents could be refused for serious reasons related to public order and national security, but usually they are automatically issued to refugees.

Beneficiaries of subsidiary protection can get a travel permit (*titolo di viaggio*), as opposed to a travel document (*documento di viaggio*), by explaining in a note to the *Questura* the reasons why they cannot ask or obtain a passport from their country's embassy. The same applies to beneficiaries of humanitarian protection.

In 2016 the Council of State has clarified in a case on travel permits for beneficiaries of humanitarian protection that the reasons to be adduced are not implicit in the reasons why the protection has been recognised and that it is not enough to generally declare that, because of the problems faced in the country of origin, it is impossible to contact the diplomatic authorities of that country in Italy.

Beneficiaries can also invoke reasons linked to the procedures applied by their embassies or to the lack of documentation requested, such as original identity cards or birth certificates. The *Questura* verifies whether the person in fact is not in possession of these documents, looking at the documents he or she provided during the asylum procedure. In some cases, immigration offices contact the embassies asking confirmation of the reported procedure. The *Questura* can reject the application if the reasons adduced

are deemed unfounded or not confirmed by embassies. In case of rejection, the person concerned can appeal to the Administrative Court. Italian law does not prohibit beneficiaries of subsidiary protection and humanitarian protection from using the Italian travel permit to go back to their country of origin.

3.2.3 Intra-EU mobility

Based on EU law, beneficiaries of international protection are free to travel to other EU countries but can stay for no more than three months. The residence permit issued by Italy for asylum, subsidiary protection or humanitarian reasons does not allow its holder to access the labour market of another EU country, and move and reside there. Only after a five-year wait, beneficiaries of international and humanitarian protection (like any other third country nationals) can apply for a long-term residence permit and acquire intra-EU mobility rights, which include moving to another EU country and applying for a job there (Della Torre & De Lange, 2018).

However, based on empirical evidence, it is not uncommon for Italy that beneficiaries of international and humanitarian protection do not wait for this five-year period to pass, and find an informal job in another EU country (e.g., Germany, Norway, Sweden, Finland, etc.) and settle there. However, since their residence permit is issued by Italian authorities, they have to periodically return to Italy in order to renew it. This is especially true for the humanitarian protection permit, which is valid for two years (Borri, 2016). These persons become stuck in a situation of "protracted forced mobility", where mobility across EU countries is a constraint and a necessity. This scenario is worsened by the need to comply with the administrative requirements for the renewal of their residence permit, namely the need to have a registered residence address in Italy. Besides resorting to the help of friends/family members, they may seek accommodation in a SPRAR/SIPROIMI centre, or they may resort to corruption and other criminal conducts in order to get a fake residence address[5].

3.3 Remittances

Asylum seekers and beneficiaries of international protection, like any foreign national, may send remittances to their home country. In order to do so, they can use formal or informal channels. The most common formal channels for international money transfer operations are Money Transfer Operators (MTOs), banks and post offices. However, in some cases asylum seekers may face obstacles in accessing these formal channels (especially bank services) because they are requested to provide an identification document, typically the identity card (which, as mentioned above, they may not have) and to sign a contract. Therefore, they may rather resort to cheaper, but more risky, informal channels.

3.4 Provision of legal advice for family reunification

Family reunification is a complex process, which often requires legal advice. Beneficiaries of international protection may resort to the legal advice services provided (for free) in the reception centre where they are hosted (if they are still in the national reception system) or to a lawyer of their choice. In the latter case, they need to cover the expenses for legal advice. However, if their case goes to court they can get access to free legal aid, so that expenses are covered by the Italian State.

[5] Interview with the manager of a SPRAR/SIPROIMI centre, Rome, 4 July 2019.

3.5 Existence of quota systems

No quota system concerning asylum seekers/refugees specifically.

As concerns third country nationals in general, their admission from abroad for working purposes is regulated by an annual quota system. As establishes by Article 3(4) of the Unified Text on Immigration, every year Italian immigration and labour authorities establish the number and specific type of work permits available, through a decree known as *Decreto Flussi*. This decree defines in details: the numerical limits for each category of workers/foreigners permitted to enter Italy with a working visa and for the conversion of certain types of residence permits (e.g., for study and vocational training, for seasonal work, long-term residence permit issued by another EU country) into work permits; the timing for the submission of the working visa request; and the terms and conditions for applying.

As an example, the *Decreto Flussi* for the current year was published in the Italian Official Journal on 9 April 2019[6]. The total quota of work permits for 2019 is set at 30,850 (the same as in 2018) divided as follows: 18,000 for seasonal workers and 12,850 for non-seasonal employees and self-employed individuals. The latter are further divided in more specific sub-categories and a majority of them are in fact reserved for conversions from other types of residence permits (including for humanitarian reasons) into residence permits for working purposes[7].

3.6 Role of private sponsors and private carriers

No private sponsorship system in Italy.

Carrier sanctions are regulated by EU law – i.e., Council Directive 2001/51 EC transposed into Italian law by Legislative Decree 87/2003. The relevant provisions are Article 10(3) and Article 12(6) of the Unified Text on Immigration. In case of non-compliant carriers, administrative sanctions amount to 3,500 to 5,500 euro for each third country national carried to Italy. In the most serious cases, Italian authorities may order the suspension for 1 to 12 months or the withdrawal of the carrier's licence.

3.7 Access to resettlement schemes

Italy has relatively recently become a country of resettlement: it takes part in the UNHCR global resettlement programme since 2015. Since the launch of the National Resettlement Programme (NRP), approximately 2,200 refugees were resettled from Lebanon, Jordan, Turkey, Sudan and Libya to Italy (as of November 2019). The large majority of resettled persons are Syrians, followed by Eritrean and Sudanese nationals, and a few Iraqis and Iranians[8]. The NRP is implemented by the Italian Ministry of Interior in cooperation with the UNHCR, the International Organisation for Migration (IOM) and other institutional actors, which support the Italian government in the reception, provision of specific assistance, and integration of resettled persons. The programme is co-funded by the EU Asylum Migration Integration Fund (AMIF) 2014-2020 and the Italian Ministry of Interior[9]. When resettled persons enter the Italian

[6] See: https://www.gazzettaufficiale.it/eli/id/2019/04/09/19A02411/sg.
[7] For additional information, see: https://home.kpmg/xx/en/home/insights/2019/04/flash-alert-2019-078.html.
[8] For disaggregated data, see: https://rsq.unhcr.org/en/#pP6a (accessed on 6 November 2019).
[9] For additional information, see: https://www.unhcr.it/cosa-facciamo/soluzioni-durevoli/reinsediamento; https://www.unhcr.it/news/88-rifugiati-reinsediati-italia-dal-libano-unhcr-oim-chiedono-piu-posti-far-fronte-al-crescente-bisogno.html.

territory (usually at the Fiumicino airport in Rome) they are immediately recognised as refugees (i.e., they do not undergo the regular asylum procedure) and are accommodated in SPRAR/SIPROIMI centres, where they start an integration programme[10].

Along with the institutional National Resettlement Programme, a group of religious (both catholic and protestant) charities (*Comunità di Sant'Egidio*, *Federazione delle Chiese Evangeliche in Italia* (FCEI) and *Tavola Valdese*) has launched a parallel initiative of "humanitarian corridors" to safely transfer vulnerable Syrian and Eritrean nationals from Lebanon and Ethiopia respectively to Italy, following the issuing of humanitarian visas by the Italian authorities. This programme is based on an agreement between the above-mentioned non-profit organisations and the Italian Ministry of Interior and Ministry of Foreign Affairs and is implemented in partnership with the UNHCR. It was launched as a two-year pilot-project in December 2015 and in less than two years it managed to safely bring to Italy around 1,000 persons. As it proved to be a successful experiment of cooperation between public institutions and civil society, the agreement was renewed in November 2017 for two more years with the same numerical target[11].

The humanitarian corridors initiative works in the following way. The staff of the three NGOs select in partnership with the UNHCR potential beneficiaries in Lebanon and Ethiopia; the list is sent to the Italian consular authorities which, following security checks by the Ministry of Interior, issue humanitarian visas valid only for the Italian territory (as foreseen by Article 25 of the Visa Code – Regulation 810/2009); after entering Italy in a safe and legal way, these persons apply for asylum following the regular asylum procedure. This initiative is completely funded by the three faith-based NGOs that launched it; the Italian State and the EU do not contribute to financing it. The three NGOs are also fully responsible for providing reception and integration services to the beneficiaries: once they arrive in Italy, they are accommodated in reception facilities managed but the three charities and their partners (FCEI, Sant'Egidio & Chiesa Valdese, 2019). Following the intensification of the conflict in Libya, Comunità di Sant'Egidio and FCEI have been advocating for the establishment of a European humanitarian corridor from Libya, to transfer 50,000 vulnerable migrants in two years (Naso, 2019).

Meanwhile, since November 2017 the UNHCR has launched an emergency evacuation programme from Libya, which targets vulnerable migrants from Somalia, Eritrea, Sudan, South Sudan, Ethiopia, Yemen, Syria, Iraq and Palestine, identified by the UNHCR in Libyan migrant detention centres. Most of them are first transferred to Niger through the UNHCR Emergency Transit Mechanism (ETM) and then resettled to European and Western countries. This programme includes a specific agreement with the Italian government for the direct evacuation from Libya to Italy of vulnerable migrants identified by the UNHCR staff in Libya and double-checked by Italian authorities (UNHCR, 2017, 2019b). As of July 2019, a total of 761 persons were transferred from Libya to Italy in six evacuation operations[12]. Persons evacuated through this programme, as in the case of humanitarian corridors, apply for asylum when they arrive in Italy and undergo the regular asylum procedure. So far, all of them were granted international protection in Italy[13].

[10] Interview with representatives of UNHCR Italy, Rome, 31 July 2019.
[11] The project was also expanded beyond Italy, and it currently involves France, Belgium and Andorra.
[12] Interview with representatives of UNHCR Italy, Rome, 31 July 2019.
[13] Ibid.

3.8 Access to voluntary (assisted) return programmes

National programmes of Assisted Voluntary Return and Reintegration (AVRR) allow third country nationals to return, voluntarily and consciously, from Italy to their country of origin in conditions of security and with an appropriate assistance. In the framework of AVRR programmes, third country nationals receive support in the organisation and payment of the return journey and in socio-economic re-integration in the country of origin. AVRR is carried out on an individual basis and in response to a spontaneous request by the person concerned. The implementation of AVRR programmes consists of various phases: information and case evaluation; preparation of an individual project that takes into account the migrant's skills and expectations; support to implement the project in the country of origin.

Italian AVRR programmes are co-funded by the EU AMIF 2014-2020 and the Italian Ministry of Interior. They are implemented by the IOM and a number of non-profit organisations, which are organised in a network called *Rete Ritorno Volontario Italia* (REVITA) – Network Voluntary Return Italy. The network has a number of focal points across the Italian territory and a toll-free number to provide information[14]. The REVITA project offers different AVRR programmes coordinated by different NGOs and the IOM (IOM, 2019a: 17-19). Between January 2018 and March 2019, 1,080 persons returned to their country of origin benefitting from AVRR (IOM, 2019b).

AVRR programmes are not only addressed to third country nationals who do not have (or do not have anymore) the right to stay in Italy. Based on data for the period January 2018-March 2019, even though irregular migrants are the majority of beneficiaries (48%), asylum seekers also represent a significant share of the total (34%); these include mainly asylum seekers who renounce to pursue their asylum claim while their application is still pending (83%). In addition, also third country nationals who are regularly present in the Italian territory may request to benefit from AVRR (15%); among them, 27% hold a permit for humanitarian reasons and 13% a permit for international protection ((IOM, 2019b: 5-6).

[14] For additional information, see: https://italy.iom.int/it/aree-di-attivit%C3%A0/ritorni-volontari-e-assistiti/progetto-revita-rete-ritorno-volontario-italia.

References

Associazione Studi Giuridici Immigrazione (ASGI). (2017). "Ventimiglia, le organizzazioni: forte preoccupazione per mancata accoglienza minori stranieri". 15 December. Retrieved from: https://www.asgi.it/famiglia-minori/ventimiglia-minori-stranieri-accoglienza-appello/.

Associazione Studi Giuridici Immigrazione (ASGI). (2019). "Reddito di cittadinanza: massima confusione sui rifugiati". 4 April. Retrieved from: https://www.asgi.it/asilo-e-protezione-internazionale/reddito-di-cittadinanza-massima-confusione-sui-rifugiati/.

Associazione Studi Giuridici Immigrazione (ASGI) and European Council for Refugees and Exiles (ECRE). (2019). *AIDA Country Report: Italy – 2018 Update*. April. Retrieved from: http://www.asylumineurope.org/reports/country/italy.

Borri, G. (2016). "'Mobilità' intra-europea: il caso dei movimenti di ritorno a Torino di migranti titolari di protezione umanitaria". *Mondi Migranti* 10(1), pp. 61-82.

Caritas Italiana. (2015). *Nella terra di nessuno. Lo sfruttamento lavorativo in agricoltura. Rapporto Progetto Presidio*. Retrieved from: http://inmigration.caritas.it/sites/default/files/2018-10/Nella%20terra%20di%20nessuno.%20Rapporto%20Progetto%20Presidio%202015.pdf.

Caritas Italiana. (2018). *Vite Sottocosto. Secondo Rapporto Presidio.* Aracne Editrice. October. Retrieved from: http://inmigration.caritas.it/sites/default/files/2018-10/Sintesi%20Vite%20Sottocosto%202%C2%B0%20Rapporto%20Presidio_0.pdf.

Cecchini, C.L., L. Leo and L. Gennari. (2018). *Il permesso di soggiorno per motivi umanitari ai sensi dell'art. 5, comma 6, D. Lgs. N. 286/98. Scheda Pratica*. ASGI. June. Retrieved from: https://www.asgi.it/wp-content/uploads/2018/07/2018_6_permesso_soggiorno_motivi_umanitari.pdf.

Children's Ombudsman. (2017). *Guidelines for the selection, training and registration in the lists of voluntary guardians pursuant to Article 11 L. 47/2017*. Retrieved from: https://www.garanteinfanzia.org/sites/default/files/Linee%20guida%20tutori%20volontari.pdf.

Children's Ombudsman and United Nations High Commissioner for Refugees (UNHCR). (2018). *Minori stranieri non accompagnati: una valutazione partecipata dei bisogni – Relazione sulle visite nei centri.* May. Retrieved from: https://www.garanteinfanzia.org/sites/default/files/report-agia-unhcr-6-18.pdf.

Commissione Nazionale per il Diritto d'Asilo (CNDA) and United Nations High Commissioner for Refugees (UNHCR). (2017). *L'identificazione delle vittime di tratta tra i richiedenti protezione internazionale e procedure di referral. Linee guida per le Commissioni Territoriali per il riconoscimento della protezione internazionale*. September. Retrieved from: https://www.unhcr.it/wp-content/uploads/2018/02/Linee-Guida-identificazione-vittime-di-tratta.pdf.

Della Torre, L. and T. de Lange. (2018). "The 'importance of staying put': third country nationals' limited intra-EU mobility rights". *Journal of Ethnic and Migration Studies* 44(9), pp. 1409-1424.

European Asylum Support Office (EASO). (2019). *Annual Report on the Situation of Asylum in the European Union 2018*. June. Retrieved from: https://easo.europa.eu/easo-annual-report-2018.

Federazione delle Chiese Evangeliche in Italia (FCEI), Sant'Egidio and Chiesa Valdese. (2019). "Corridoi umanitari – modello per l'Europa". 27 June. Retrieved from: https://www.nev.it/nev/wp-content/uploads/2019/06/Scheda-Corridoi-Umanitari-27giugno-2019.pdf.

International Organisation for Migration (IOM). (2019a). *Rapporto sull'analisi dei piani individuali di reintegrazione.* March. Retrieved from: https://italy.iom.int/sites/default/files/news-documents/RAPPORTO%20SULL%27ANALISI%20DEI%20PIANI%20INDIVIDUALI%20DI%20REINTEGRAZIONE_0.pdf.

International Organisation for Migration (IOM). (2019b). *Ritorno Volontario Assistito e Reintegrazione (AVRR) dall'Italia (AVRIT) 01.01.2018-31.03.2019. Infografiche*. March. Retrieved from: https://italy.iom.int/sites/default/files/Gallery/materiali%20AVRR/INFOGRAFICHE%20CONCLUSIVE%20AVRIT.pdf.

Istituto Psicoanalitico per le Ricerche Sociali (IPRS). (2016). *Line Guida per Favorire la Partecipazione Politica dei Cittadini di Paesi Terzi*. February. Retrieved from: https://www.iprs.it/wp-content/uploads/2016/02/linee-guida-per-favorire-partecipazione-politica-migranti-1.pdf.

Médecins Sans Frontières (MSF). (2016). *Fuori Campo: Richiedenti asilo e rifugiati in Italia: insediamenti informali e marginalità sociale*. March. Retrieved from: https://fuoricampo.medicisenzafrontiere.it/Fuoricampo2016.pdf.

Médecins Sans Frontières (MSF). (2018). *Fuori Campo: Insediamenti informali: Marginalità sociale, ostacoli all'accesso alle cure e ai beni essenziali per migranti e rifugiati,* February. Retrieved from: https://fuoricampo.medicisenzafrontiere.it/Fuoricampo2018.pdf.

Medici per i Diritti Umani (MEDU). (2015). *Terra Ingiusta. Rapporto sulle condizioni di vita e di lavoro dei braccianti stranieri in agricoltura*. April. Retrieved from: http://www.mediciperidirittiumani.org/pdf/Terraingiusta.pdf.

Medici per i Diritti Umani (MEDU). (2018). *I dannati della terra. Rapporto sulle condizioni di vita e di lavoro dei braccianti stranieri nella Piana di Gioia Tauro*. May. Retrieved from: http://www.mediciperidirittiumani.org/wp-content/uploads/2018/05/i_dannati_della_terra_2018_web.pdf.

Ministry of Education. (2010). *Circular of 8 January 2010*.

Ministry of Health. (2017). *Linee guida per la programmazione degli interventi di assistenza e riabilitazione nonché per il trattamento dei disturbi psichici dei titolari dello status di rifugiato e dello status di protezione sussidiaria che hanno subito torture, stupri o altre forme gravi di violenza psicologica, fisica o sessuale*. 22 March. Retrieved from: http://www.salute.gov.it/imgs/C_17_pubblicazioni_2599_allegato.pdf.

Ministry of Interior. (2013). *Ministerial Decree of 30 July 2013*.

Ministry of Interior (2017). *National Integration Plan for Beneficiaries of International Protection*. Retrieved from: http://www.interno.gov.it/sites/default/files/piano-nazionale-integrazione.pdf.

Ministry of Interior. (2018). *Circular No 83774 of 18 December 2018*.

Ministry of Interior. (2019). *I numeri dell'asilo*. Retrieved from: http://www.libertaciviliimmigrazione.dlci.interno.gov.it/it/documentazione/statistica/i-numeri-dellasilo.

Ministry of Labour and Social Policies. (2017). *INSIDE – INSerimento Integrazione nordsuD inclusionE*. 11 April. Retrieved from: https://www.lavoro.gov.it/notizie/Pagine/INSIDE-INSerimento-Integrazione-nordsuD-inclusionE.aspx.

Ministry of Labour and Social Policies. (2019a). *Progetto Percorsi: pubblicato l'Avviso per la Fase III*. 11 March. Retrieved from: https://www.lavoro.gov.it/notizie/Pagine/Progetto-Percorsi-pubblicato-l-Avviso-per-la-Fase-III.aspx.

Ministry of Labour and Social Policies. (2019b). *Decree 4 July 2019. Organisation and functioning of the operative roundtable for the definition of a new strategy to contrast caporalato and labour exploitation in the agricultural sector (19A05490)*, GU n. 206 of 03-09-2019. Retrieved from: https://www.gazzettaufficiale.it/eli/id/2019/09/03/19A05490/sg.

Naso, P. (2019). "Libia. Ora il corridoio umanitario europeo". *Mediterranean Hope*. 9 July. Retrieved from: https://www.mediterraneanhope.com/2019/07/09/libia-ora-il-corridoio-umanitario-europeo-2/.

National Ombudsman for Prisoners' Rights. (2018). *Rapporto sulle visite effettuate nei centri di permanenza per il rimpatrio (Febbraio – Marzo 2018).* 6 September. Retrieved from: http://www.garantenazionaleprivatiliberta.it/gnpl/resources/cms/documents/c30efc290216094f855c99bfb8644ce5.pdf.

Ponzo, I. (2019a). "Decreti Sicurezza, strumenti di ordine o di disordine?" *Neodemos*. 7 June. Retrieved from: http://www.neodemos.info/articoli/decreti-sicurezza-strumenti-di-ordine-o-di-disordine/.

Ponzo, I. (2019b). "I costi sociali nascosti nel pugno duro sull'immigrazione". *Neodemos*. 11 June. Retrieved from: http://www.neodemos.info/articoli/i-costi-sociali-nascosti-nel-pugno-duro-sullimmigrazione/.

Redattore Sociale. (2018). "Rifugiati equiparati a categorie protette: incentivi a cooperative che li assumono". 19 January. Retrieved from: http://www.redattoresociale.it/Notiziario/Articolo/563077/Rifugiati-equiparati-a-categorie-protette-incentivi-a-cooperative-che-li-assumono.

Rozzi, E. and M. Console. (2014). *Minori stranieri e diritto all'istruzione e alla formazione professionale. Sintesi della normativa vigente e delle indicazioni ministeriali*. March. Retrieved from: http://www.piemonteimmigrazione.it/mediato/images/eventi/web_Minori_stranieri_e_diritto.pdf.

Scutella, A. (2016). "Rifugiati, l'Unhcr premia con un logo le aziende che li assumono". *La Repubblica*. 28 September. Retrieved from:

https://www.repubblica.it/solidarieta/profughi/2016/09/28/news/rifugiati_l_unhcr_premia_con_un_logo_le_aziende_che_li_assumono-148717756/?refresh_ce.

Testore, G. (2019), "A new Italian universal basic income, not so universal after all". *European Web Site on Integration*. 13 February. Retrieved from: https://ec.europa.eu/migrant-integration/news/a-new-italian-universal-basic-income-not-so-universal-after-all.

United Nations High Commissioner for Refugees (UNHCR). (2017). "First evacuation of 162 vulnerable refugees from Libya to Italy". 22 December. Retrieved from: https://www.unhcr.org/news/press/2017/12/5a3d3baf4/unhcr-first-evacuation-162-vulnerable-refugees-libya-italy.html.

United Nations High Commissioner for Refugees (UNHCR). (2019a). *Nota dell'Ufficio dell'Alto Commissariato delle Nazioni Unite per i Rifugiati (UNHCR) sull'applicazione della Legge 01 dicembre 2018, n.132, di conversione del Decreto Legge 04 ottobre 2018, n.113, in relazione alla nuova disciplina sulla residenza anagrafica e sull'accesso ai servizi dei richiedenti asilo*. 10 April. Retrieved from: http://www.piemonteimmigrazione.it/images/materiali/nota_residenza_finale.pdf.

United Nations High Commissioner for Refugees (UNHCR). (2019b). "Amid hostilities in Libya, 146 refugees evacuated to Italy". 29 April. Retrieved from: https://www.unhcr.org/news/press/2019/4/5cc701e04/amid-hostilities-libya-146-refugees-evacuated-italy.html.

TRAFIG (Transnational Figurations of Displacement) is an EU-funded Horizon 2020 research and innovation project. From 2019 to 2021, 12 partner organisations investigate long-lasting displacement situations at multiple sites in Asia, Africa and Europe. TRAFIG provides academic evidence on refugee movements and protracted displacement; analyses which conditions could help to improve displaced people’s everyday lives and informs policymakers on how to develop solutions to protracted displacement.

Partners

BICC (Bonn International Center for Conversion), Germany, (Coordinator)
Addis Ababa University, Ethiopia
Aristotle University of Thessaloniki, Greece
CMI (Chr. Michelsen Institute), Norway
Danube University Krems, Austria
Dignity Kwanza – Community Solutions, Tanzania
FIERI (Forum of International and European Research on Immigration), Italy
ICMPD (International Centre for Migration
Policy Development), Austria
SHARP (Society for Human Rights & Prisoners’ Aid), Pakistan
Leiden University, The Netherlands
University of Sussex, United Kingdom
Yarmouk University, Jordan

Contact

Emanuela Roman (FIERI)
c/o Collegio Carlo Alberto, Piazza Vincenzo Arbarello 8, Torino, Italy
emanuela.roman@fieri.it | +39 011 5160044 | https://www.fieri.it/

Authors

E. Roman

Publication Date

February 2020

Cite as

Roman, E. (2020). *Governing protracted displacement in Italy: An analysis of legal and policy structures shaping protracted displacement situations* (TRAFIG Internal Report). Bonn: BICC.