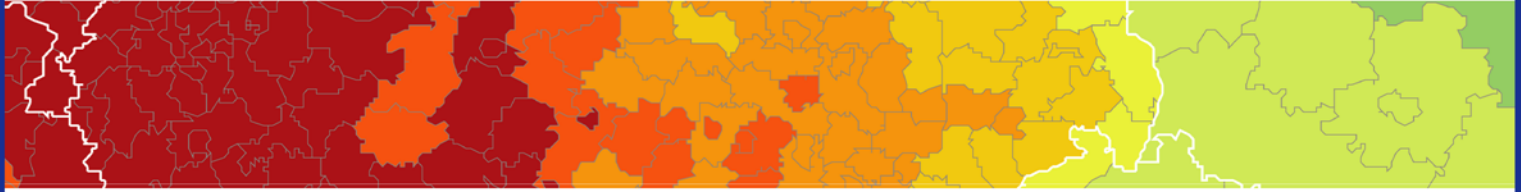


Inspire policy making by territorial evidence



# Impacts of refugee flows to territorial development in Europe

Applied Research

**Case study – Integration of UAMs in  
Sicily, Italy**

Version 30/04/2019

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## Abbreviations

AMIF	Asylum, Migration and Integration Fund
CARA	Reception Centres for Asylum Seekers
CAS	Emergency Reception Centres
CIE	Identification and Expulsion Centres
CPIA Palermo 1	Provincial Centres for Adult Education - Palermo
CPSA	First Aid and Reception Centre
CPR	Return Detention Centres
NGOs	Non-Governmental Organisations
SPRAR	System for the Protection of Asylum Seekers and Refugees
UAMs	Unaccompanied minors

## Executive summary

During the recent surge of migrants crossing the Mediterranean sea in search of protection – started in 2014 and labelled by many a refugee crisis – Sicily became the second main area of arrival in Europe after Greece. The number of migrants seeking asylum and international protection who landed on Sicily's shores amounted to 346,895 between 2014 and 2016, which corresponded to 69% of the total sea arrivals to Italy. Landings, however, greatly decreased as of 2017, and so did asylum seekers. Overall, between January and December 2018, 23,370 migrants arrived in Italy by sea – corresponding to an 88% decrease compared to sea arrivals in the same period the previous year, and a 93% decrease compared to 2016.

The number of asylum seekers has constantly decreased too. In 2016, asylum applicants in Italy were 123,600, whereas in 2018 they amounted to 53,596 (a fall of 57%). The majority of them in the period 2013-2018 were Nigerian, male and aged below 40. An ever-larger share of asylum applicants, however, is represented by UAMs. They were 2,505 in 2014, and almost quadrupled by the end of 2017 (amounting to 9,782). With a share ranging from 35% in 2014 to 44% in 2017, Sicily ranks first among Italian regions in terms of UAMs received within its network of reception centres. The reason behind the uneven distribution of UAMs among Italian regions is due to the fact that, contrarily to adult migrants, young asylum seekers must be matched with a legal guardian upon their arrival. This in turn obliges UAMs to remain in the territory where they are first hosted.

First and foremost, the influx of such asylum seekers entails an advantage from a demographic point of view. As Italy's population is growing older (it is one of the oldest in the world, with a natural decrease since mid-1990s), and as the working-age cohort (15-64) is projected to drop by 19% by 2050, it remains clear that impoverished regions in Italy should take advantage of the potential young workforce sailing across the Mediterranean sea. This is confirmed by the fact that there are currently 2.4 million foreign workers in Italy. They constitute more than 10% of the existing total workforce and account for 9% of the annual GDP. Furthermore, as the greatest share of immigrants living in Italy is of working age, immigration-related costs are largely covered by taxes and social security contributions payed by foreigner taxpayers.

The main challenge is instead represented by the involvement of organised crime in the management of irregular immigrants (amounting to 533,000 in 2018). More specifically, the systematic increase of available illegal workforce – due to migrant inflows irregularly entering Europe via the Mediterranean and to refugees unable to renew their residence permit – has boosted the criminal interests driven by forms of entrepreneurial mafia tied to the agricultural world – i.e. the agromafia. Irregular immigrants in the southern regions of Italy are thus often recruited and exploited as underpaid workers.

Given their vulnerability, UAMs are often an easy prey for organised crime. This is true also in light of the dedicated legislation concerning the reception of unaccompanied children, who are required to remain in the territory of arrival. Therefore, due to the lengthy procedures and the overcrowding of the reception system, some children end up being stuck in reception centres for several weeks. This means that minors are often detained in these centres in critical conditions which push them to eventually running away.

In November 2018, the Italian Parliament passed the new legislation on immigration and asylum seekers (Decree Law 113/2018). The major development brought up by the decree is the abrogation of one of the ways asylum seekers could obtain a protection status in Italy (the humanitarian protection). This in turn is going to have a significant impact on the integration of adult asylum seekers as well as of UAMs. The criticalities are twofold: minors who have been previously granted a stay permit in Italy because they are under age (hence vulnerable individuals) will not be able to obtain a humanitarian protection status once they turn 18, which was widely used for younger migrants. Secondly, those who had already been granted a humanitarian protection status will not be able to renew it.

In light of both the recent trend of UAMs seeking asylum in Italy, as well as of the 2018 legislative change, the present case study analyses two projects targeting young asylum seekers and refugees in the city of Palermo: Giocherenda and Ragazzi Harraga. The former, a pure bottom-up initiative, is first and foremost an example of successful integration. Giocherenda is a social enterprise founded by 10 young African refugees teaching solidarity and resilience to the developed countries. The initiative was born as a response to the scarring effects of poverty and marginalisation on social relationships observed by the refugees as soon as they landed in Sicily. Indeed, the region lags behind the national and European economy in terms of GDP growth and employment rate. Furthermore, Sicily is a region characterised by high rates of emigration: starting from 2013 the number of emigrants has consistently exceeded the number of people received by the region (despite the immigration peak of 2015-2016).

The latter is one of eight projects selected in the framework of the national call for proposals, 'Reception and accompanying of foreign UAMs and young people who arrive in Italy alone', which has been operating in the Italian territory since April 2017. Ragazzi Harraga offers guidance to minors into adulthood and opportunities for a fresh start by strengthening the already existing network of private and public actors involved in the UAMs protection system. Practically, the project deals with some specific challenges affecting the integration of young refugees: lack of pedagogical monitoring, consistence and coherence of their learning paths, the difficulty in accessing reception facilities, the lack of connection among institutional actors, the weak offer of vocational training, and the persistence of negative stereotypes towards UAMs. Although only started in 2017, the project has already achieved some important results: 80 UAMs have had the chance to work with local companies as trainees/interns, 21 have been hired on a full-time contract, and 240 have been involved in intercultural and active citizenship laboratories.





# 1 Profile of the area

Together with the islands of Ustica and Pantelleria, as well as the archipelagos of the Aeolian (Eolie), Aegadian (Egadi) and Pelagian (Pelagie), Sicily forms the biggest region of Italy and the largest island in the Mediterranean sea (25,714 km<sup>2</sup>)<sup>1</sup>. This region was instituted in 1946 and is one of the five Italian autonomous regions that has a special status<sup>2</sup>. The region's capital is Palermo. Situated at the heart of the Mediterranean sea, Sicily occupies a strategic position for those migrants leaving north Africa and trying to reach Europe by sea.

Figure 1: Region of Sicily



This Chapter provides an overview of the socio-economic context, the inflows and distribution of asylum seekers and refugees in Sicily.

## 1.1 Socio-economic context

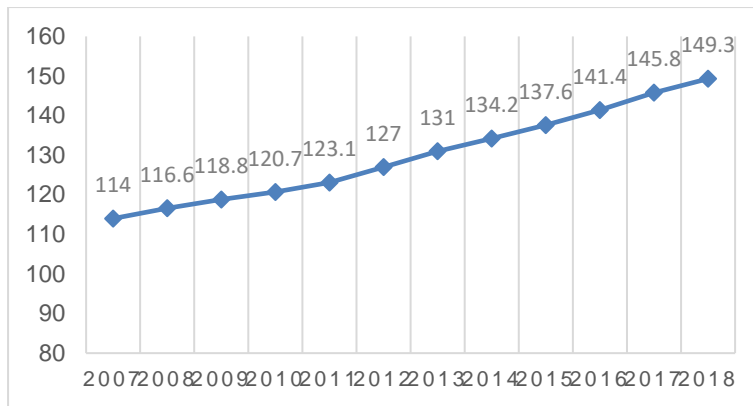
According to Istat's<sup>3</sup> latest figures (2018), Sicily has over five million inhabitants, an average life expectancy at birth of 81.6 years, and an average age of 43.7. The population ageing index (the ratio between the number of individuals aged 65 and over and the number of young persons below 15 years old) in the region has been growing constantly and in 2018 reached 149.3% (see Figure 1: Region of SicilyFigure 2).

Figure 2: Population ageing index in Sicily 2007-2018

<sup>1</sup> Available at: <https://ec.europa.eu/growth/tools-databases/regional-innovation-monitor/base-profile/sicily>

<sup>2</sup> As an autonomous region, it has full legislative competence on key policy areas such as: regional transport and communication; public health and safety; healthcare; secondary and higher education; regulation on financial loans, insurance and savings; social affairs (labour relations, social welfare and care); agricultural taxes, provision of public services; any other policy areas entailing services at prevailing regional interest. The other four regions are:

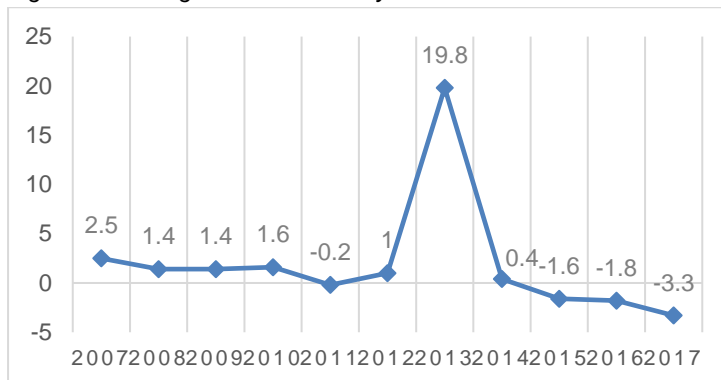
<sup>3</sup> Italian national statistical office.



Source: Istat (2018)

The old age dependency ratio in the southern region equals 32. It means that currently 100 persons of working age are to provide for 32 retired individuals (this figure was 29.8 in 2014 and, under these circumstances, it will be above 50 in 2065)<sup>4</sup>. Both the ageing index and the old age dependency ratio are below the national average but above the EU one<sup>5</sup>. The net migration rate in 2017 was -3.3 (it was 0.4 in 2014), meaning that Sicily has recently had a larger emigrant population<sup>6</sup> (see Figure 3).

Figure 3: Net migration rate in Sicily 2007-2017



Source: Istat (2018)

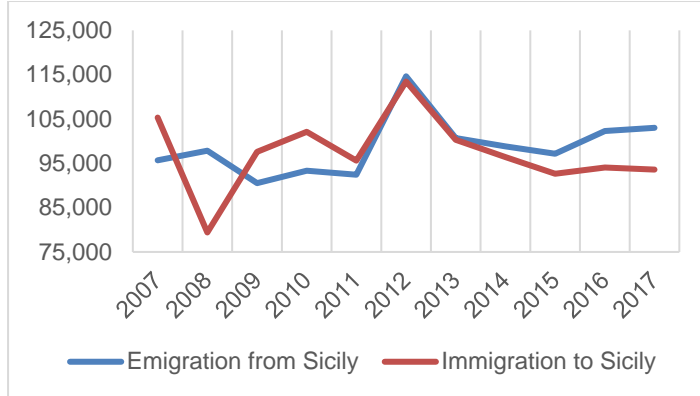
As highlighted in the following figure, starting from 2013 the number of emigrants has consistently exceeded the number of people received by the region (despite the immigration peak of 2015-2016, when Sicily was the second main area of arrival in the Mediterranean after Greece).

<sup>4</sup> Istat (2018). Population and Households. Demographic projections - Years 2017-2065. Available at: <http://dati.istat.it/Index.aspx?lang=en&SubSessionId=>

<sup>5</sup> <https://ec.europa.eu/eurostat/web/products-eurostat-news/-/DDN-20180508-1?inheritRedirect=true>

<sup>6</sup> Istat (2018). Population and Households. Migrations. Available at: <http://dati.istat.it/Index.aspx?lang=en&SubSessionId=>

Figure 4: Number of emigrants and immigrants in Sicily 2007-2017



Source: Istat (2018)

In terms of economic development, Sicily lags behind the national and European economy. Gross Domestic Product (GDP) per capita in Purchasing Power Standards (PPS) was on average just EUR 17,500 in 2017, the second lowest in the country and corresponding to 61% of the national GDP PPS per capita (EUR 28,900) and 59% of the average GDP in the EU (EUR 30,000)<sup>7</sup>. Over the period 2011-2017, the growth rate of the GDP was -1%, decreasing at a faster rate than the national average (-0.1%)<sup>8</sup>. In 2018, the regional economic system performance (gross added value) was essentially based on services provided by the public administration (53.5%), non-market services (30%), followed by manufacturing (8%), construction (4.4%) and agriculture (4.3%)<sup>9</sup>. Sicilian enterprises are also likely to suffer from lack of competitiveness due to the presence of organised crime and poor infrastructure, especially transport.

The latest available data on employment from Eurostat suggest that Sicily has only partially recovered from the 2007 financial crisis. In fact, despite following a virtuous cycle since 2015, the employment rate in 2017 was 40.6%, still far below its pre-crisis level of 44.6%<sup>10</sup> (see Figure 5). Moreover, in 2017 Sicily's unemployment rate was 21.9%, while in 2007 it was down to 13%.

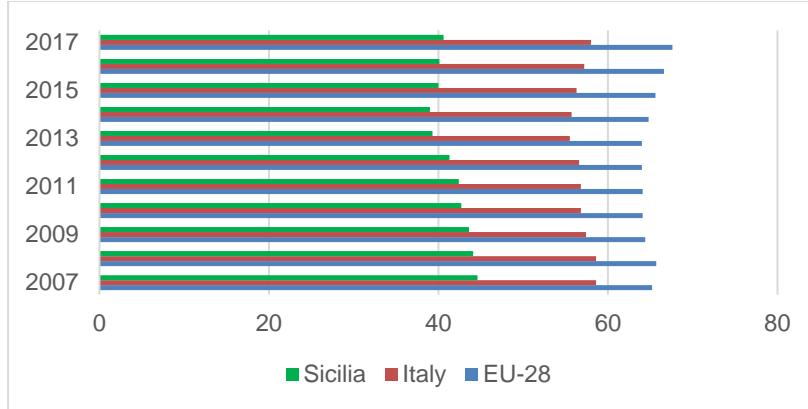
<sup>7</sup> Eurostat (2018). Gross domestic product (GDP) at current market prices by NUTS 2 regions. Available at: <https://ec.europa.eu/eurostat/web/regions/data/database>

<sup>8</sup> Istat (2018). Report Conti Regionali. Available at: [https://www.istat.it/it/files//2018/12/Report\\_Conti-regionali\\_2017.pdf](https://www.istat.it/it/files//2018/12/Report_Conti-regionali_2017.pdf)

<sup>9</sup> Sicindustria (2018). Considerazioni e proposte per lo sviluppo. Available at: [https://www.sicindustria.eu/public/allegati/Sicilia%202018-2022\\_Sicindustria\\_2\\_2.pdf](https://www.sicindustria.eu/public/allegati/Sicilia%202018-2022_Sicindustria_2_2.pdf)

<sup>10</sup> Eurostat (2018). Employment rates by sex, age, educational attainment level, citizenship and NUTS 2 regions. Available at: <https://ec.europa.eu/eurostat/web/regions/data/database>

Figure 5: Employment rate in Sicily, Italy and EU-28 2007-2017



Source: Eurostat (2018)<sup>11</sup>

Accordingly, the gap between men and women widened. In 2017, female unemployment corresponded to around 24%, while the unemployment rate for men was 21%. Even wider is the employment gap: men represent 52.3% of the workforce, but only 2.9 women out of 10 have a job<sup>12</sup> (Figure 6).

Figure 6: Gender employment gap in Sicily 2007-2017



Source: Eurostat (2018)

These data are linked with the clusters' typologies of regions developed in Task 5 of the study. According to indicators such as demographic trends, economic and labour market performance, and government quality, the cluster analysis provides an overview of where better and weaker performing territories are distributed across European countries. Sicily belongs to those regions witnessing depopulation and still suffering from economic depression. In turn, the socio-economic divide is a good predictor of the absorption potential of asylum seekers and refugees among low-, medium- and high-performing receiving communities. The socio-

<sup>11</sup> Eurostat (2018). Employment rates by sex, age, educational attainment level, citizenship and NUTS 2 regions. Available at: <https://ec.europa.eu/eurostat/web/regions/data/database>.

<sup>12</sup> Ibid.

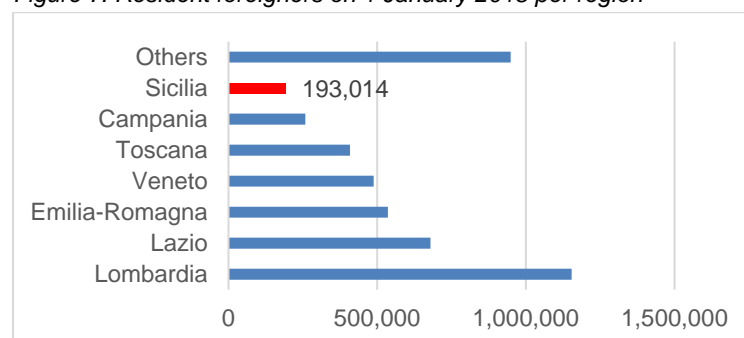
economic performance of receiving communities is closely correlated with the effectiveness of social policies put in place to improve the integration of migrants. It follows that in Sicily the inclusion of asylum seekers and refugees faces several challenges and integration in to the labour market is highly unlikely.

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

The route between North Africa and Sicily has a long history, having started as a channel supplying seasonal workers to Sicilian agriculture in the early 1990s following the introduction of visas for the Maghreb countries<sup>13</sup>. However, the so-called Mediterranean route has become the prevalent migration journey towards Italy only since the mid-2000s. Before that, very few migrants were from Africa: most of them were from other EU countries, Latin America, Asia and Central and Eastern European countries (including a high number of Albanians and Romanians).

Migrants landing on Italian shores rarely decide to settle in Sicily. Usually they prefer to reunite with their families in other EU countries, to move towards more economically dynamic regions (Lombardy, Lazio, Piedmont) and large urban areas, or to reach a country where at least they are familiar with the language spoken. Therefore, for this migration route Sicily is an arrival region<sup>14</sup>.

Figure 7: Resident foreigners on 1 January 2018 per region



Source: Istat

Dispersion of asylum seekers in Italy is policy neutral, meaning that there are no inviolable policies on the matter. As reported by one of the interviewees<sup>15</sup>, dispersion usually happens on a voluntary basis following bilateral agreements between regions.

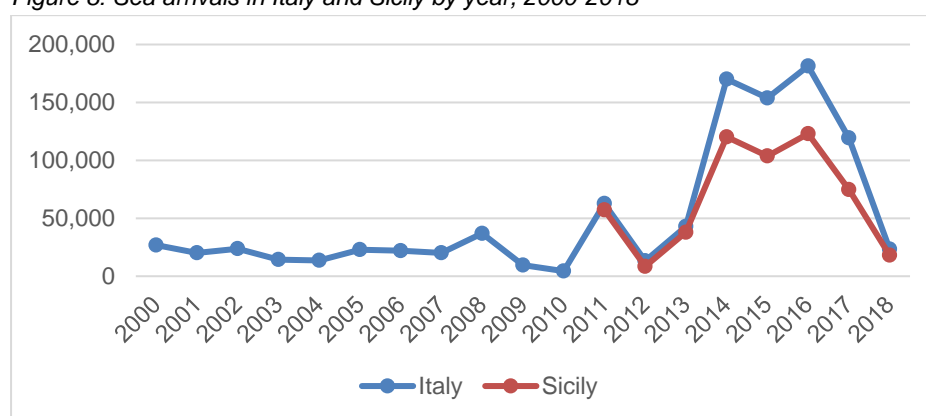
<sup>13</sup> Pastore, Monzini, and Sciortino (2006). *Schengen's Soft Underbelly? Irregular Migration and Human Smuggling Across Land and Sea Borders to Italy*. Available at: <https://onlinelibrary.wiley.com/doi/abs/10.1111/j.1468-2435.2006.00381.x>

<sup>14</sup> Il Post (2018). I dati sui migranti in Italia, una volta per tutte. Available at: <https://www.ilpost.it/2018/06/12/dati-italia-immigrazione/>

<sup>15</sup> Interview with SPRAR "Centro Astalli" 14/03/2019.

The foreign population residing in Sicily since 1 January 2018 was around 193,000 (Figure 7: Resident foreigners on 1 January 2018 per region), representing 3.8% of the total residing population. The largest foreign community is the one coming from other European countries (43.9%), followed by the African community (32.4%). The most common nationalities are Romanian (29.5%), Tunisian (10.5%), and Moroccan (7.8%). During the recent surge of migrants crossing the Mediterranean in search of protection (the so-called refugee crisis), Sicily became the second main area of arrival after Greece. Landings to Italian shores have experienced an unprecedented increase in the period 2014-2016, and then a decrease from 2017 onwards; the number of migrants landing in Sicily reached a peak of 122,963 in 2016, but went down to 18,159 in 2018 (Figure 8).

Figure 8: Sea arrivals in Italy and Sicily by year, 2000-2018



Source: Ministry of the Interiors (2018)

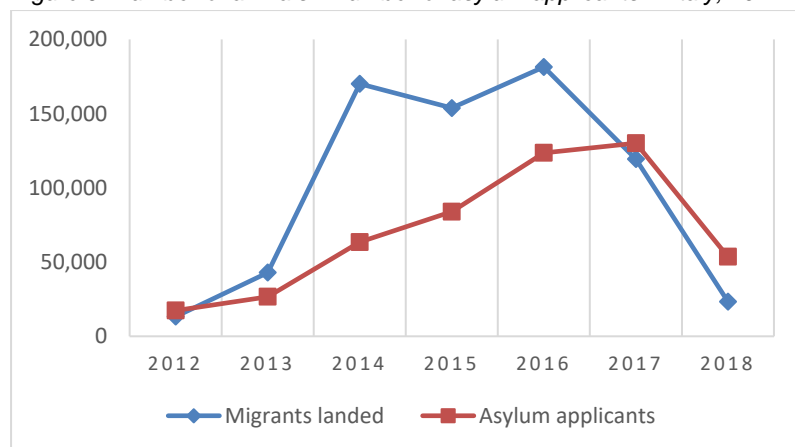
The trend is also confirmed by the UNHCR figures on sea arrivals<sup>16</sup>. Between January and December 2018, around 23,370 migrants arrived in Italy by sea. This is an 88% decrease compared to sea arrivals in the same period the previous year (119,369), and a 93% decrease compared to 2016. Notably, in the second half of 2018 the number of arrivals decreased further, as only 369 persons were recorded at landing points in southern Italy. The primary role of Sicily in the Mediterranean route as an arrival spot for migrants can be detected also from the data published by the Ministry of Interiors on the Italian ports with the greatest share of arrivals in 2018. Out of 12 ports reported in the chart, eight belong to Sicily (Pozzallo, Lampedusa, Catania, Augusta, Messina, Trapani, Palermo, and Porto Empedocle)<sup>17</sup>. Analysing the development of the number of asylum applications and the number of individuals who landed in Italy in the period 2014-2018, it appears that the asylum application has only recently become a mainstream entry procedure for migrants. While in 2016 the number of migrants landing was

<sup>16</sup> UNHCR database (2019). Operational Portal Refugee Situations – Mediterranean situation. Available at: <https://data2.unhcr.org/en/situations/mediterranean/location/5205>

<sup>17</sup> Ministry of Interiors (2018). Cruscotto statistico giornaliero. Version 31/12/2018. Available at: [http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/cruscotto\\_statistico\\_giornaliero\\_31-12-2018\\_0.pdf](http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/cruscotto_statistico_giornaliero_31-12-2018_0.pdf)

181,436 and asylum applicants totalled 123,600, in 2017 the numbers fell to 119,369 and 130,119, respectively. Again, in 2018 the number of asylum applicants (53,596) was more than double the number of arrivals (23,370)<sup>18</sup> (Figure 9: Number of arrivals v number of asylum applicants in Italy, 2012-2018).

Figure 9: Number of arrivals v number of asylum applicants in Italy, 2012-2018



Source: Ministry of the Interiors

The countries of origin of asylum seekers are diverse and vary consistently. According to the Ministry of Interiors, in 2018 the top five countries in Italy were Pakistan (14%), Nigeria (12%), Bangladesh (9%), Senegal (5%) and Ukraine (5%)<sup>19 20</sup>. Furthermore, they are usually male and aged below 40.

Table 1: Top 5 countries of origin of asylum applicants in Italy by year (%), 2013-2018

YEAR	1 <sup>ST</sup> COUNTRY	2 <sup>ND</sup> COUNTRY	3 <sup>RD</sup> COUNTRY	4 <sup>TH</sup> COUNTRY	5 <sup>TH</sup> COUNTRY
2013	Nigeria 13.2	Pakistan 12.1	Somalia 10.4	Eritrea 7.9	Afghanistan 7.7
2014	Nigeria 15.8	Mali 15.3	Gambia 13.4	Pakistan 11.1	Senegal 7.3
2015	Nigeria 21.6	Pakistan 12.4	Gambia 9.6	Senegal 7.6	Bangladesh 7.2
2016	Nigeria 22.1	Pakistan 11.1	Gambia 7.3	Senegal 6.2	Eritrea 6.0
2017	Nigeria 20.0	Bangladesh 9.8	Pakistan 7.5	Gambia 7.0	Senegal 6.7
2018	Pakistan 13.7	Nigeria 11.8	Bangladesh 9.3	Senegal 5.3	Ukraine 4.6

<sup>18</sup> Dipartimento per le libertà civili e l'immigrazione (2019). I numeri dell'asilo. Available at: <http://www.libertaciviliimmigrazione.dlci.interno.gov.it/documentazione/statistica/i-numeri-dellasil>

<sup>19</sup> Ministry of Interiors (2019) Dati asilo 2018. Available at: [http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/riepilogo\\_anno\\_2018.pdf](http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/riepilogo_anno_2018.pdf)

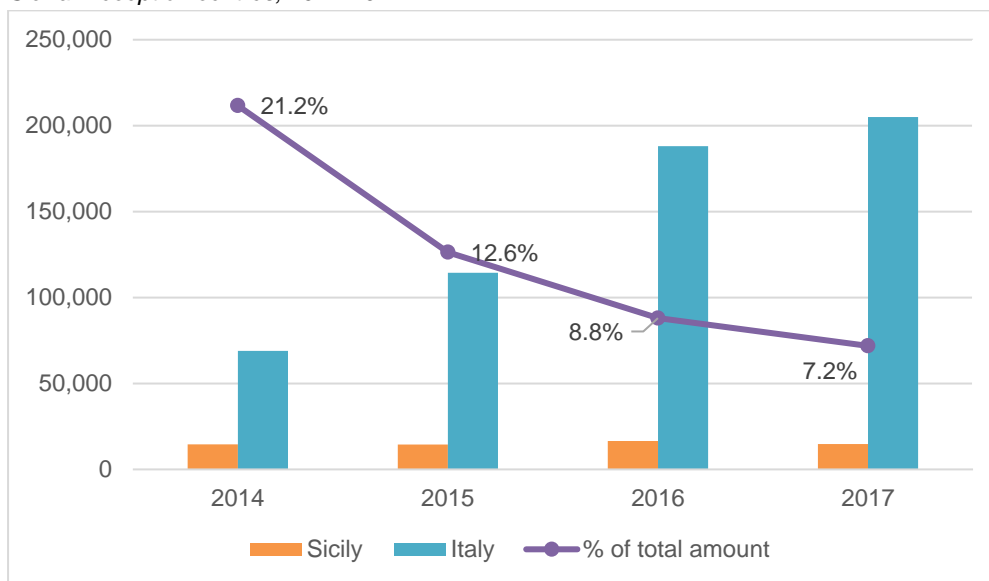
<sup>20</sup> ISMU (2019). Dati sulle migrazioni. Available at: <http://www.ismu.org/ricerca/dati-sulle-migrazioni/>



Source: ISMU, Ministry of Interiors

Overall, in Italy by the end of 2017, there were 205,003 migrants in reception centres. According to the System for the Protection of Asylum Seekers and Refugees (SPRAR), the number steadily increased between 2014 and 2017. However, in Sicily, the number of migrants received in reception centres reached a peak in 2016 but has remained stable over time (though relatively high). Contrarily, compared to the total national amount, the share of migrants in Sicilian reception centres has followed a downward path: 21.2% in 2014, 12.6% in 2015, 8.8% in 2016, and 7.2% in 2017. This suggests that the burden of migrants' reception has become more widely shared among regions (Figure 10).

Figure 10: Number of migrants in reception centres in Sicily and Italy, and percentage of migrants in Sicilian reception centres, 2014-2017



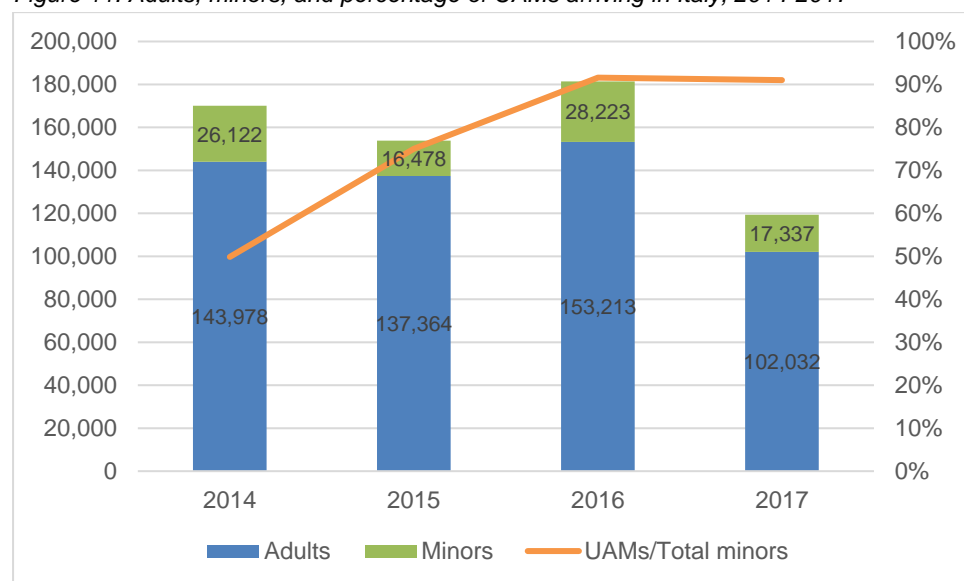
Source: Sprar 2017

Of all the migrants that have crossed the Mediterranean Sea in the past few years, children have been the subject of great attention because a large number of them are unaccompanied minors (UAMs). According to the Ministry of Interiors, UAMs totalled 13,026 in 2014 (7.7% of total arrivals), and reached a peak of 25,846 in 2016 (14.2% of total arrivals) before falling to 15,779 in 2017 (13.2% of total arrivals)<sup>21</sup>. However, while the number of UAMs entering the country has recently decreased, the number of asylum seekers has not. They were 2,505 in 2014; 3,959 in 2015; 5,639 in 2016; and 9,782 in 2017. The greatest majority of UAMs hosted in Italy are male and come from Africa. Accordingly, in 2017, around 55% were originally from Guinea (1,904), Ivory Coast (1,646), Gambia (1,417), Bangladesh (1,312), Nigeria (1,228) and Eritrea (1,219).

<sup>21</sup> ISMU (2019). Dati sulle migrazioni. Available at: <http://www.ismu.org/ricerca/dati-sulle-migrazioni/#1531294679007-d8851a87-c590>

According to the Ministry of Labour and Social Policies, with a share ranging from 35% in 2014 to 44% in 2017, Sicily ranks first among Italian regions in terms of the number of UAMs reported at its network of reception centres. The next region is Lombardy, which hosts around 7% of UAMs<sup>22</sup>. The reason behind the uneven distribution of UAMs among Italian regions is due to the fact that, unlike adult migrants, young asylum seekers must be matched with a legal guardian upon their arrival. UAMs are thus obliged to remain in the territory where they are first hosted.

Figure 11: Adults, minors, and percentage of UAMs arriving in Italy, 2014-2017



Source: Fondazione ISMU

### 1.3 Challenges, opportunities and impacts

As highlighted by one of the organisations interviewed<sup>23</sup>, the influx of asylum seekers and refugees has first and foremost a demographic advantage. Italy's population is one of the oldest in the world with a natural decrease since mid-1990s. According to Istat, by 2050 the number of individuals aged 75 and above will have risen to 12 million, accounting for 21% of the population. As the number of people living in the country will decrease by 4%, the working-age cohort (15-64) will shrink by 19%. Although asylum seeker influxes should not be the only solution to these issues, it remains clear that impoverished regions in Italy should take advantage of the potential workforce sailing across the Mediterranean sea. This is also confirmed by data on the economic contribution brought by immigrants. Nowadays, there are 2.4 million foreign workers in Italy. They constitute more than 10% of the existing total workforce

<sup>22</sup> Ministry of Labour and Social Policies (2018). Report di monitoraggio 2018. Available at: <https://www.lavoro.gov.it/temi-e-priorita/immigrazione/focus-on/minori-stranieri/Documents/Report-Monitor-MSNA-DEF-aggiornato-al-31122018-completo-12022019.PDF>

<sup>23</sup> Interview with SPRAR "Centro Astalli" 14/03/2019.

and account for 9% of the GDP.<sup>24</sup> Although they are mostly in certain sectors, such as agriculture, restoration, care services and construction, their employment rate in 2017 was 3.8% higher than that of the native population (61.5% v 57.7%)<sup>25</sup>. This holds true even when the occupation rate of native Italians is compared to the one of non-EU immigrants: the latter reached 59.1% in 2017<sup>26</sup>. It is, however, only part of the story: territorial difference in employment rates are in fact considerable. Compared to northern regions, immigrants residing in the south of Italy typically face lower employment rates. In Messina (Sicily), for instance, it the rate was 54.5% in 2017. Interestingly, in the metropolitan area of Messina the employment rate of natives was 13.2% lower than that of foreigners.<sup>27</sup> Ever growing is the share of immigrants starting a business in Italy: the number of enterprises of non-EU immigrants in Italy amounted to 374,060 in 2017 (representing an increase of 2,1%), meaning that nowadays roughly one business activity out of 10 is associated with a non-native person.

Therefore, it can be argued that immigration-related costs are largely covered by taxes and social security contributions payed by foreign taxpayers. Overall, in 2017, around 2.4 million of migrants employed in Italy payed an average social security contribution of around EUR 5,000 a year, which amounted to a total net contribution of EUR 11.9 billion.<sup>28</sup> Additionally, as shown by national statistics, the largest share of immigrants living in Italy is of working age (the average age of immigrants is 33.6 years against 45.4 of Italians) and thus have a low impact on major public expenditure categories, such as pensions and healthcare. On this matter, a recent study on the socio-economic effects of immigration<sup>29</sup> analysed the impact of the number of migrants on regional healthcare expenditure in Italy for the period 2003-2015. The research finds that a 1% increase in immigrants over the total population leads to a decrease in public health expenditure per capita by about 3.9% (i.e. around EUR 70 per capita). Again, the relationship between public expenditure and immigration is explained as the result of the age of immigrants in Italy and thus their lower burden on healthcare services.

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<sup>24</sup> Fondazione Leone Moressa (2018). Rapporto 2018 sull'economia dell'immigrazione. Infographic available at: <http://www.fondazioneleonemoressa.org/new/wp-content/uploads/2018/10/infografica-2018.pdf>

<sup>25</sup> Ministry of Labour and Social Policies (2017) La presenza dei migranti nelle città metropolitane. Available at: <http://www.lavoro.gov.it/stampa-e-media/Comunicati/Documents/QuadernoSintesiRAM2017.pdf>

<sup>26</sup> Ministry of Labour and Social Policies (2018). Gli stranieri nel mercato del lavoro in Italia. Available at: <https://www.cliclavoro.gov.it/Barometro-Del-Lavoro/Documents/2018/Ottavo-Rapporto-Annuale-Gli-stranieri-nel-mercato-del-lavoro-in-Italia.pdf>

<sup>27</sup> Ministry of Labour and Social Policies (2017). La presenza dei migranti nelle città metropolitane. Available at: <http://www.lavoro.gov.it/stampa-e-media/Comunicati/Documents/QuadernoSintesiRAM2017.pdf>

<sup>28</sup> Ibid.

<sup>29</sup> Bettin and Sacchi (2019) Health spending in Italy: the impact of immigrants. Available at: <https://ideas.repec.org/p/anc/wpaper/433.html>

One of the main barriers to be overcome, however, is the negative attitude of asylum seekers and refugees towards integration within the hosting society. According to one of the organisations contacted<sup>30</sup>, the housing issue of asylum seekers and refugees in Italy negatively affects their willingness to integrate. In fact, house and flat owners often prefer to rent their properties to native Italians than to foreigners. This makes searching for a house extremely complicated. Another major issue highlighted by the stakeholder relates to labour market discrimination. This again contributes to the scepticism of migrants towards integration. Prejudice, however, runs both ways. According to a recent study by Istituto Cattaneo based on Eurobarometer findings<sup>31</sup>, Italy's perception of the size of its immigrant population (25% of the total population) is furthest away from the actual figure (7%) in Europe. This may indicate strong anti-immigration sentiment among Italians, mostly driven by those on the centre-right or right of the political spectrum.

Another set of challenges is represented by the involvement of organised crime in the management of irregular immigrants (amounting to 533,000 in 2018)<sup>32</sup>. More specifically, the systematic increase of an available illegal workforce – due to migrant inflows irregularly entering Europe via the Mediterranean and to refugees unable to renew their residence permit – has boosted the criminal interests of mafia operating in the agricultural sector, the *agromafia*<sup>33</sup>. Motivated by the promise of obtaining documents and help with their outward journey, irregular immigrants in the southern regions of Italy are often recruited and exploited as underpaid workers<sup>34</sup>. Two main factors for persistent labour exploitation in agriculture have been identified: the characteristics of the agricultural sector in Italy and the *caporalato*, the traditional Italian gang master system<sup>35</sup>. The former entails temporary, precarious and often informal forms of employment due to seasonality. The latter is historically and socially rooted in the southern countryside as a form of irregular and anomalous organisation of the agricultural labour market. In this system, some social brokers act as a link between agricultural entrepreneurs and labourers. Nowadays, in light of the scarring effects of the recent economic crisis, the *caporalato* has become de facto the only intermediation and recruiting system capable of

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<sup>30</sup> Interview with SPRAR “Centro Astalli” 14/03/2019.

<sup>31</sup> Istituto Cattaneo (2018). *Immigrazione in Italia: tra realtà e percezione*. Available at: <http://www.cattaneo.org/wp-content/uploads/2018/08/Analisi-Istituto-Cattaneo-Immigrazione-realt%C3%A0-e-percezione-27-agosto-2018-1.pdf>

<sup>32</sup> ISMU (2017). *XXIV RAPPORTO ISMU SULLE MIGRAZIONI 2018*. Available at: <http://www.ismu.org/wp-content/uploads/2018/10/Comunicato-Stampa-XXIV-Rapporto-Ismu-sulle-Migrazioni.pdf>

<sup>33</sup> Open Society Foundations (2018). *Is Italian Agriculture a “pull factor” for irregular migration – and, if so, why?* Available at: <https://www.opensocietyfoundations.org/sites/default/files/is-italian-agriculture-a-pull-factor-for-irregular-migration-20181205.pdf>

<sup>34</sup> FLAI-CGIL (2014). *Fourth report on agromafias and gangmasters*. Available at: <https://www.flai.it/download/3020/>

<sup>35</sup> Open Society Foundations (2018). *Is Italian Agriculture a “pull factor” for irregular migration – and, if so, why?* Available at: <https://www.opensocietyfoundations.org/sites/default/files/is-italian-agriculture-a-pull-factor-for-irregular-migration-20181205.pdf>

guaranteeing in an efficient way the significant, just in-time availability share of non-qualified manual work, allowing for a significant reduction in labour costs<sup>36</sup>.

In addition to well-established local criminal groups, the past few years have seen the expansion of the Black Axe, a criminal Nigerian network that deals in drug and sex trafficking. The Black Axe established itself in Palermo in the early 2000s, as the first Nigerian migrants reached the shores of Sicily. As commonly occurs when organised crime groups occupy the same territory, Black Axe reached an agreement with Cosa Nostra and partitioned the area of influence to avoid unnecessary and possibly violent competition. However, they are involved in the same business, including prostitution, drug trafficking, extortion and, more recently, migration management. The organisation capitalises on the vulnerability of asylum seekers who reside on the island either awaiting a status determination or because they have received a rejection notification. The vulnerability of migrants and refugees combined with the government's inability to offer sufficient protection makes them easy prey for organised crime<sup>37</sup>.

UAMs are particularly vulnerable to organised crime, especially considering indedicated legislation concerning the reception of unaccompanied children landing in Italy that has made their integration more complicated. As reported in Section 1.2, due to legal reasons children are supposed to remain in the territory of arrival. This is a challenge for the Sicilian network of reception centres, given that Sicily is the region of Italy facing the largest share of arrivals. When children first arrive, they are taken to so-called hotspot centres for initial registration. Since the maximum stay in these hotspots is meant to be no longer than 72 hours, children are only given enough clothes for a very short stay. However, due to lengthy procedures and the overcrowding of the system, some children end up stuck in these centres for several weeks. As such, minors are often de facto detained in these centres in critical conditions which push them to eventually running away<sup>38</sup>.

The situation does not always improve when children are moved to first and second-tier reception centres. Once registered, children are supposed to be moved to initial reception centres in which they should be required to stay for no longer than 60 days, and secondary reception centres (SPRAR) where people can stay for longer. However, there are not enough places for either adults or children. Even if the SPRAR system has increased the capacity for UAMs in the past few years (from 977 in 2015 to 3,730 in the beginning of 2019<sup>39</sup>), there are still not enough places to house all the new children seeking asylum. Moreover, reception centres are not well equipped for long stays: they cannot offer proper services that facilitate

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<sup>36</sup> Ibid.

<sup>37</sup>Clingendael Institute (2018) Organised crime and migration in Sicily. Available at: <https://www.clingendael.org/publication/organised-crime-and-migration-sicily#>

<sup>38</sup>Oxfam (2016) EU "hotspots" spread fear and doubt. Available at : [https://www.oxfam.org/sites/www.oxfam.org/files/file\\_attachments/mb-eu-hotspots-spread-fear-and-doubt-18042016-en.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/file_attachments/mb-eu-hotspots-spread-fear-and-doubt-18042016-en.pdf)

<sup>39</sup> SPRAR (2019) I numero dello SPRAR. Available at: <https://www.sprar.it/i-numeri-dello-sprar>

integration, such as daily Italian classes, school enrolment, sports activities and trainings. Not surprisingly, many are the children trying to escape the system in search of a better future (on 31 December 2018, the number of untraceable UAMs amounted to 5,229)<sup>40</sup>. When they do so, they are easily intercepted by an organised crime group and are used as cheap labour. In this context, UAMs are largely unaware of their rights. For instance, they all are entitled to a legal guardian – someone to act in their best interests and protect their rights. Guardianship plays a vital role in determining the extent and quality with which the institutions fulfil their responsibilities in taking care of children who are unaccompanied. Nonetheless, it can take up to a few months for a guardian to be appointed. This is especially true in Sicily, due to the vast number of arrivals. Children can potentially be deprived of guidance on their rights, and consequently their future chances of a better life are jeopardised, triggering a vicious circle in which vulnerable groups become involved in criminal activities.

Given that the issue of UAMs' arrival and reception affects Sicily more than any other Italian region, the present case study will analyse good practices in the field of UAMs' integration.

Sicily, however, is also home of successful examples of integration. Ballarò, a central and old neighbourhood in Palermo, is one of those. Today, Ballarò is not only known for its food market: in the past few years it became the final destination of many refugees settling in the capital of Sicily. The area, once inhabited by wealthy Palermitans, has thus developed into a multicultural district, where low rental costs have encouraged refugees to start profitable business activities. According to some of the organisations interviewed, Ballarò could be labelled a 'social laboratory' because the growing community of foreigners (comprising a quarter of the neighbourhood's population) has been able to amalgamate with wealthier and more educated native citizens<sup>41</sup>. In addition, the vivacity of the neighbourhood (due also to the presence of a SPRAR centre) enhanced the level of social control (hence security) of the area<sup>42</sup>. This is testament to the city's mayor, Leoluca Orlando, who has fought against ethnic discrimination and organised crime since taking office in 2016<sup>43</sup>.

Another compelling example of integration – as suggested by one of the interviewees<sup>44</sup> – is represented by the small town of Sutera. Situated in the outback of Sicily, Sutera (name that comes from the ancient Greek *soter*, meaning salvation) has been for a long time a town of

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<sup>40</sup> Ministry of Labour and Social Policies (2018). I minori stranieri non accompagnati in Italia. Available at: <https://www.lavoro.gov.it/temi-e-priorita/immigrazione/focus-on/minori-stranieri/Documents/Report-Monitor-MSNA-DEF-aggiornato-al-31122018-completo-12022019.PDF>

<sup>41</sup> Interview with University of Palermo 06/03/2019.

<sup>42</sup> Interview with SPRAR "Centro Astalli" 14/03/2019.

<sup>43</sup> L'Espresso (2019). Palermo, capitale dell'accoglienza: la grande lezione della Sicilia a tutta l'Italia. Available at: <http://espresso.repubblica.it/attualita/2019/01/02/news/palermo-accoglienza-orlando-salvini-1.330083>

<sup>44</sup> Interview with University of Palermo 22/02/2019.

emigrants. In the 1960s it had 5,000 inhabitants, but nowadays there are only 1,500<sup>45</sup>. In order to revitalise their dying town, Sutera began to welcome new arrivals in 2013, when 366 migrants died near the island of Lampedusa in the attempt to cross the Mediterranean sea<sup>46</sup>. It was not easy for the town to embark upon this path, and some of Sutera's elderly had serious doubts, and even fears. However, the town decided to establish clear rules for its policy of maximum integration, offering a home for each arriving family to safeguard the privacy of newcomers. Now migrants live in the historical town centre, in old neighborhoods with arabesque names, and work in Sutera's small shops. Locals are also keenly aware of the economic benefits of accepting the immigrants. Every year the town's council receives EUR 263,000 to welcome the arrivals, and these funds finance new government jobs, rent out previously empty apartments, and provide incentives for more jobs in the commercial sector. Mainly, though, residents are happy that new life has returned to this sleepy town after years of people leaving<sup>47</sup>.

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

The Italian legislative framework establishes that regional governments can legislate in the field of social integration to favour the social integration of migrants residing in their territory. Housing policies, access to social and health services, education and training are thus planned and implemented in close coordination between the national, regional and local levels or autonomously from sub-state levels of government. However, main reception and integration policies/programmes are currently implemented in all national territory with no differences among regions.

After disembarkation, foreign nationals, who have entered Italy irregularly, receive assistance, are identified and detained for expulsion or, in the case of international protection applicants, for the procedure of assessing the relevant requirements. This usually happens in the so-called hotspots – a network of centres for rapid identification and channelling of migrants and refugees introduced in 2015 by the European Agenda on Migration. Hotspots are located in Pozzallo, Porto Empedocle, Lampedusa, Trapani, Augusta and Taranto. In each of these hotspots, first reception facilities are in place with a capacity for receiving around 1,500 persons for the purpose of identification, registration and fingerprinting.

Migrants who are not requesting asylum are directed to CIE (Centro Identificazione ed Espulsione - Identification and Expulsion Centres) now CPR (Centri di Permanenza per rimpatri

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<sup>45</sup> La Repubblica (2017). Modello Sutera, paese salvato dai migranti. Available at: <https://ricerca.repubblica.it/repubblica/archivio/repubblica/2017/08/20/modello-sutera-paese-salvato-dai-migrantiPalermo02.html>

<sup>46</sup> La Stampa (2016). Il paese che doveva morire si apre al mondo nuovo e scopre di avere un futuro. Available at: <https://www.lastampa.it/2016/02/12/italia/cronache/il-paese-che-doveva-morire-si-apre-al-mondo-nuovo-e-scopre-di-avere-un-futuro-NCs6MZs2x07eqNs4TZGBOK/pagina.html>

<sup>47</sup> La Stampa (2016). Il paese che doveva morire si apre al mondo nuovo e scopre di avere un futuro. Available at: <https://www.lastampa.it/2016/02/12/italia/cronache/il-paese-che-doveva-morire-si-apre-al-mondo-nuovo-e-scopre-di-avere-un-futuro-NCs6MZs2x07eqNs4TZGBOK/pagina.html>

– Return Detention Centres). Instead, asylum applicants, according to LD142/2015<sup>48</sup> – which regulates the whole Italian reception system – are directed towards first-tier reception centres. The operations of reception and assistance thus take place in the first reception centres (CPSA – Centro di primo soccorso e accoglienza – First aid and reception centre) present near the main places of disembarkation as well in other regions. LD 142/2015 also clarifies that the current governmental reception centres (former CARA) have the same functions as first reception centres. CPSA and CARA offer basic services such as food, accommodation, clothing, basic information services including legal services, first aid and emergency treatment. When first aid and reception centres are full, temporary reception centres (CAS – Centri di accoglienza straordinaria - Emergency Reception Centres), located in all regions, offer the same services.

In November 2018, the Italian parliament passed legislation on immigration and asylum seekers, known as *Decreto Sicurezza* (Law Decree 113/2018)<sup>49</sup>. The major development brought up by the decree is the abrogation of one of the ways asylum seekers could obtain a protection status (and a stay permit) in Italy.

Before November 2018, the Italian reception system used to offer three levels of protection: “refugee status” (five years), “humanitarian protection” (two years), and “subsidiary protection” (five years). After the implementation of the decree, the stay permit granted for humanitarian reasons is no longer an option; it has instead been replaced with temporary special permits granted for up to a year and according to the following reasons: serious health issues, calamities in countries of origin, acts of civic valour, trafficking victims, domestic violence and severe exploitation. Furthermore, the decree revises part of the Italian reception system which has been in place since 2015. More specifically, the law affects the criteria requested for migrants in order to access the second-tier reception centres.

During and after the asylum procedure, migrants are hosted in the SPRAR system (Sistema per la protezione dei richiedenti asilo e dei rifugiati - System for the Protection of Asylum Seekers and Refugees), established in 2002 by Law 189/2002<sup>50</sup> as a publicly funded network of local authorities and NGOs which accommodate asylum seekers and beneficiaries of international protection. It is formed by small reception structures where assistance and integration services are provided through specific integration projects. According to the guidelines published in August 2016 by Decree of the Ministry of Interiors, each SPRAR project must offer a number of services. These include cultural and linguistic mediation, accommodation, access to local services, language education and access to schools for minors, vocational training and traineeships, legal advice and health care. A SPRAR project

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<sup>48</sup>Law Decree 142/2015 (Reception decree). Available at: <https://www.gazzettaufficiale.it/eli/id/2015/09/15/15G00158/sg>

<sup>49</sup> Available at: <https://www.gazzettaufficiale.it/eli/id/2018/10/04/18G00140/sg>

<sup>50</sup> Available at: <http://www.parlamento.it/parlam/leggi/02189l.htm>



should also provide assistance in accessing the labour market, housing and social integration. SPRAR is the only integrated system that provides these kind of services to the beneficiaries.

Vocational training or other integration programmes can be also provided by other national public funds (eight per thousand law)<sup>51</sup> or by the Asylum, Migration and Integration Fund (AMIF). In this case, the Ministry of Interiors can finance specific NGO projects at national level concerning integration and social inclusion. Municipalities can also finance vocational training, traineeships and specific employment programmes through EaSi funds and, in particular, ESF that is available to both Italians and foreigners, including asylum seekers and beneficiaries of international protection.

Due to the implementation of *Decreto Sicurezza*, asylum seekers are no longer allowed to enter the SPRAR system until they are officially granted a protection status. In other words, the decree aims to promote the integration of only those individuals who have obtained a refugee status and will thus remain in the country. Lastly, the decree extends the maximum amount of time that foreigners can be held in CPR from 90 to 180 days. If the asylum application is rejected, the asylum seeker will be obliged to leave the country, even if the appeal against the decision is pending.

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

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

The removal of the humanitarian type of protection – that given their vulnerability used to be granted to most of the UAMs and young adults seeking asylum in Italy – will have an impact on the reception and integration of children as well. The criticalities are mainly twofold: minors who have been previously granted a stay permit in Italy because they are under age (hence vulnerable individuals) will not be able to obtain a humanitarian protection status once they turn 18 – which was widely used for younger migrants; and those who had already been granted a humanitarian protection status will not be able to renew it. This requires asylum seekers to apply for an international protection or a subsidiary protection status. However, it is a complicated procedure because often they lack the necessary identification papers required by the state administration. Therefore, as they are not able to obtain such statuses, according to the recent immigration law they are to be automatically expelled from every reception system or integration programme they were part of – compromising their integration process.

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<sup>51</sup> Law 222/1985. Available at: [http://host.uniroma3.it/progetti/cedir/cedir/Lex-doc/It\\_I\\_20-5-85.pdf](http://host.uniroma3.it/progetti/cedir/cedir/Lex-doc/It_I_20-5-85.pdf)

The legislation on UAMs underwent a significant change in 2017, when the previous government adopted Law 47/2017<sup>52</sup>. It regulates all aspects relating to the protection of foreign unaccompanied children in the country. One of the provisions of the law regards the 'Minor's Social Folder' – a tool for the collection of detailed information on the minor's biography, not just for administrative purposes, but, more importantly, for supporting her/his integration process. More specifically, the social folder: 1) illustrates the tailor-made integration project designed for the minor based on personal specific needs; 2) records in detail all of the steps of the minor's itinerary through the Italian reception system - who took charge of her/him, when, where, the number and type of meetings with doctors, psychologists and social workers, the number and type of activities she/he took part in (school attendance, attendance of language courses or of training courses, etc.); 3) provides information on a range of salient aspects – identification, family in country of origin, migratory journey, legal status, physical and mental health reports, meetings and activities with social workers. Additionally, for the first time in Europe, article 11 institutionalises the role of the volunteer guardian.

Interestingly, one of the practices analysed in the following section (Ragazzi Harraga) implemented the use of the social folder before the promulgation of Law 47/2017, thus anticipating and inspiring the national legislator<sup>53</sup>.

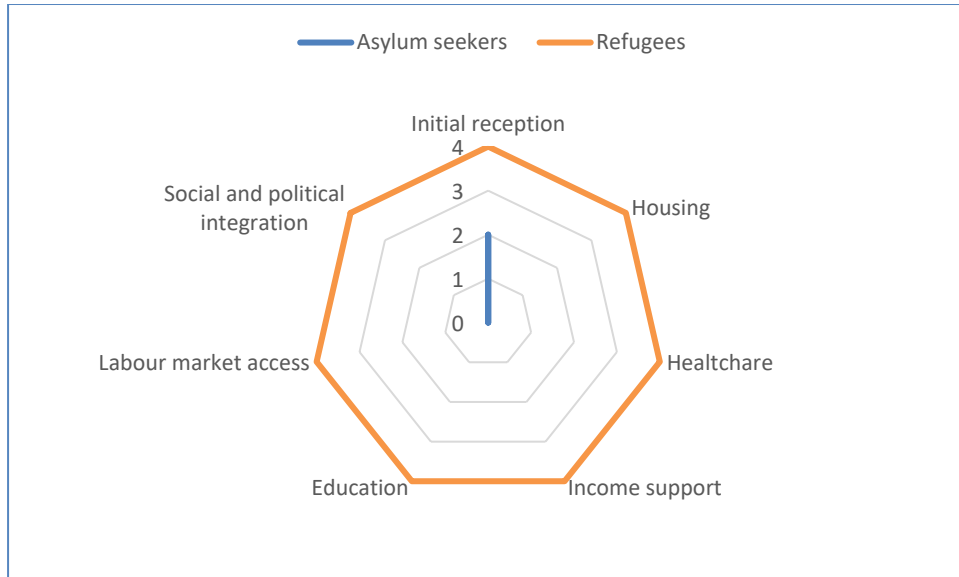
Figure 12: Radar chart of policies in place presents an assessment of the policies in place in Sicily for the reception and integration of both asylum seekers and refugees based on research performed as part of the MIGRARE study. The figure highlights the discrepancy between the outcome of the social policies addressing refugees and those addressing asylum seekers.

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<sup>52</sup> Law 47/2017 on "Provisions on protective measures for unaccompanied children in Italy". Available at: [http://fra.europa.eu/sites/default/files/fra\\_uploads/fra-2018-it-guardianship-legal-update\\_it.pdf](http://fra.europa.eu/sites/default/files/fra_uploads/fra-2018-it-guardianship-legal-update_it.pdf)

<sup>53</sup> Available at: <http://www.asylumineurope.org/reports/country/italy/asylum-procedure/guarantees-vulnerable-groups/identification>

Figure 12: Radar chart of policies in place



**Legend:**

0 no policy in this domain

1 there is a policy, but information on the policy results achieved are not available

2 information on the policy results is available and it outlines relevant problems in terms of effectiveness and/or efficiency

3 information on the policy results is available and shows positive trends; the policy is perceived as able to address the problem in an effective or efficient way

4 the policy in this domain is a good practice/a benchmark.

## 2 Analysis of selected policies/challenges

In light of the recent trend of UAMs seeking asylum in Italy, as well as of the 2018 legislative change, the present case study is focused on the challenge of children's social integration in Sicily (the region with the highest share of UAMs in Italy).

Although focusing on children and young people offers no direct gains for the labour market participation, they represent a very important group because of the time they could end up spending in the receiving society. It is thus worthwhile from a cost-benefit perspective as well as from humanitarian perspective to equip young people with the necessary means and tools to determine their own futures.

The following sections present a selection of good practices.

### 2.1 Topic and motivation

This case study will analyse two projects taking place in Palermo, Sicily, which are oriented towards the integration of UAMs in the region: Giocherenda<sup>54</sup> and Ragazzi Harraga<sup>55</sup>. The two projects aim to support UAMs and young asylum seekers along the integration path while at the same time addressing the need for migrants to play a role in the community.

Integration practises are being implemented in other areas of Sicily as well, with Palermo being just one example among many others in the region. For instance, Save the Children (2012)<sup>56</sup> provided a list of reception facilities for UAMs in Sicily, among them: Cooperativa Quadrifoglio (Agrigento), I Girasoli (Caltanissetta), Arcobaleno (Catania). However, it seems to us that Giocherenda and Ragazzi Harraga go beyond the traditional scheme of asylum seeker reception and integration. More specifically, whereas the former is a project aiming to bring marginalised people together by teaching them resilience, the latter focuses on UAMs' skills investment by promoting the involvement of a network of institutional actors in the integration process.

Furthermore, the two projects under analysis are likely to be affected by new national legislation in the field of immigration. Giocherenda and Ragazzi Harraga involve many refugees who have been granted a humanitarian stay permit that can not be renewed when it expires.

### 2.2 Objectives and logic of intervention

Giocherenda is a term in Pular, a language spoken in several countries of West Africa, which means solidarity, with nuances closer to expressions such as "the strength rising from union", "an awareness of interdependence" and "the joy of sharing"<sup>57</sup>. Giocherenda, however, is not

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<sup>54</sup> <https://www.facebook.com/pages/category/Artist/Giocherenda-1735135426783981/>

<sup>55</sup> <https://cesie.org/project/harraga/>

<sup>56</sup> Available at: <https://s3.savethechildren.it/public/files/uploads/pubblicazioni/laccoglienza-dei-minori-arrivo-mare.pdf>

<sup>57</sup> Available at: <https://www.heroicimagination.org/blog/2018/7/31/hip-member-spotlight-sicily>

just a term. It is a project taking place in Palermo and run by a group of 10 young refugees – from Gambia, Mali, Guinea, Morocco, and Burkina Faso – who landed in Sicily about five years ago. They soon noticed that the worsening socio-economic situation of the region (briefly presented in Section 1.1) was affecting interpersonal relationships while increasing inequalities among different social groups. Thus, the main objective of the project is to socially enhance the host country by unifying people through bonding experiences to increase resilience in the face of the crisis. Indeed, the project organisers point out the irony of a Europe that is able to rescue migrants but not itself.

The non-governmental organisation Giocherenda promotes intercultural education and resilience by providing cooperative and community-based workshops, games and social activities. It helps promote a concept of citizenship that does not focus only on newcomers, such as refugees recently settled in Palermo, but rather engages with all marginalised individuals both locals and foreigners. While Giocherenda fights social exclusion, Ragazzi Harraga is a project that promotes social inclusion processes for UAMs. Harraga in Arabic means ‘the one who burns’, and in light of the recent wave of immigration to Europe the term indicates those who are willing to risk everything to look for a brighter future.

The project is run by CIAI (*Centro Italiano Aiuti all’Infanzia*) and deals with the problem of fragmentation and the often lack of coherence of efforts to support UAMs in Italy. With an approach based on both reception and listening, Ragazzi Harraga offers guidance to minors into adulthood and opportunities for a fresh start by strengthening the already existing network of private and public actors involved in the UAMs protection system. Practically, the project deals with some specific challenges affecting the integration of young refugees: lack of pedagogical monitoring, consistence and coherence of their learning paths, the difficulty in accessing reception facilities, the lack of connection among institutional actors, poor vocational training options and the persistence of negative stereotypes about UAMs.

The ultimate objective of the Ragazzi Harraga project is to ensure that each and every unaccompanied minor participating in the project is able to stand on his or her own feet by strengthening the relationships among the actors involved in the integration process.

In conclusion, both projects help prevent the isolation of disadvantaged individuals which in turn may contribute to a lower inclination towards crime.

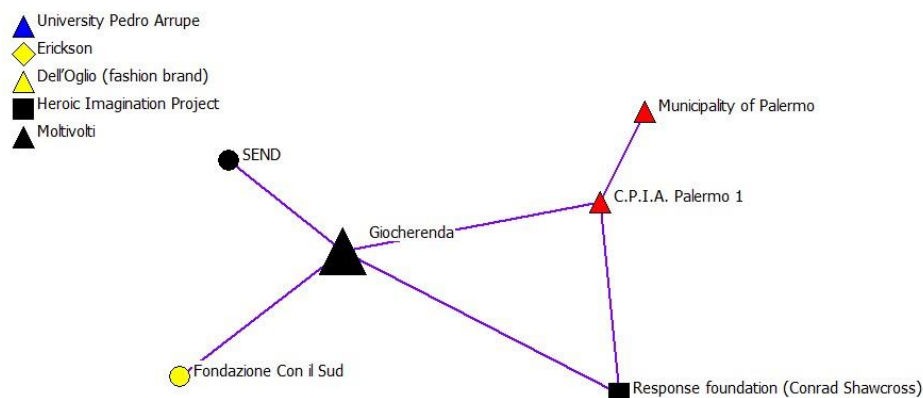
### **2.3 The actors**

Giocherneda is a pure bottom-up initiative, started by a group of 10 young refugees after they realised how the socio-economic context of Sicily was affecting people’s lives and alienating them from one another. Some call it a social start-up, which makes the 10 refugees social entrepreneurs. The promoter of the initiative was C.P.I.A. Palermo 1 – a training centre in the capital of Sicily. CPIA (*Centri provinciali per l’Istruzione degli Adulti* – Provincial Centres for

Adult Education) is a system of public schools instituted by the Ministry of Education in 2012<sup>58</sup>. Formally, they provide education to Italian citizens and foreigners (residing in Italy thus holding a regular residence permit aged 16 and more). However, more recently, given the growing influx, CPIA has become increasingly populated by UAMs. According to one of the interviewees, the school now has around 700 UAMs out of 2,000 students.

The first donation, which officially launched the experience of Giocherenda, came from Conrad Shawcross, a British sculptor of philosophical works, through the 'Response' foundation<sup>59</sup>. He had the chance to meet the young entrepreneurs when they were still students at the education centre of CPIA Palermo 1. The donation made it possible to purchase the materials and work tools for the project to start. In addition, the artist made available his creativity and his expertise to create more cooperative games. At a later stage, Fondazine con il Sud promoted the social enterprise through the second edition of the "Immigration Call For Proposals". Then the University Istituto Pedro Arrupe and the co-working space, Moltivolti came to help the young association by providing laboratories and spaces in which to implement their ideas. As their activities have grown in reputation, the social enterprise has started establishing contacts with local and national companies (Dell'Oglio, Erickson) as well as with some European institutions.

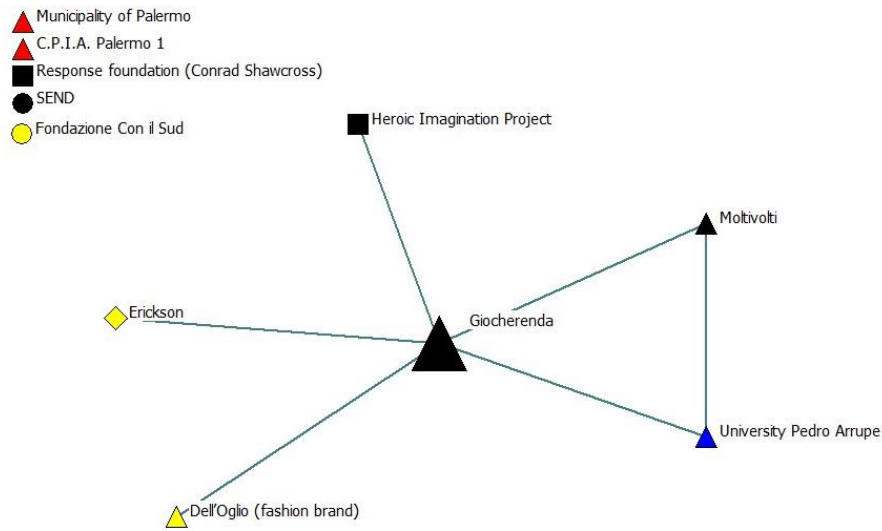
Figure 13: Network analysis of the programming phase of Giocherenda



<sup>58</sup> Law decree 263/2012. Available at: <http://www.gazzettaufficiale.it/eli/id/2013/02/25/13G00055/sg>

<sup>59</sup> Available at: <http://blogs.exeter.ac.uk/pegasus/files/2019/03/Giocherenda-Group-PDF-.pdf>

Figure 14: Network analysis of the implementation phase of Giocherenda



Ragazzi Harraga is one of eight projects selected in the framework of the national call for proposals, 'Reception and accompanying of foreign UAMs and young people who arrive in Italy alone',<sup>60</sup> operating on the Italian territory since April 2017. The call was promoted in 2016 within the initiative, 'Never Alone, for a possible tomorrow'<sup>61</sup>, which is funded by both public and private institutions (see Annex III Network analysis for a comprehensive list of actors).

The project is implemented by CIAI (*Centro Italiano Aiuti all'Infanzia* - Italian Centre for Childcare) which created a wide network of governmental partners, (such as the partnership with the Municipality of Palermo) civil partners (social cooperatives, cultural associations, etc.) and NGOs. These included the Department of the Municipality of Palermo on Social Citizenship (focused on the provision of services aimed at the empowerment of solidarity and integration among citizens), CESIE (a European centre of studies and initiatives established in 2001, inspired by the work and theories of sociologist Danilo Dolci), and NOTTEDORO (a cultural association focused on the involvement of migrants in cultural and artistic activities). This wide and diverse network of local and national actors represents the main strength of the project, as it allows the integration process to be continuous and not fragmented, and its methodologies to be shared.

<sup>60</sup> Available at: <https://minoristranieri-neveralone.it/en/azione/national-call-for-proposals-never-alone-2016/>

<sup>61</sup> Available at: <https://minoristranieri-neveralone.it/en/home-2/>

Figure 15: Network analysis of programming phase of Ragazzi Harraga

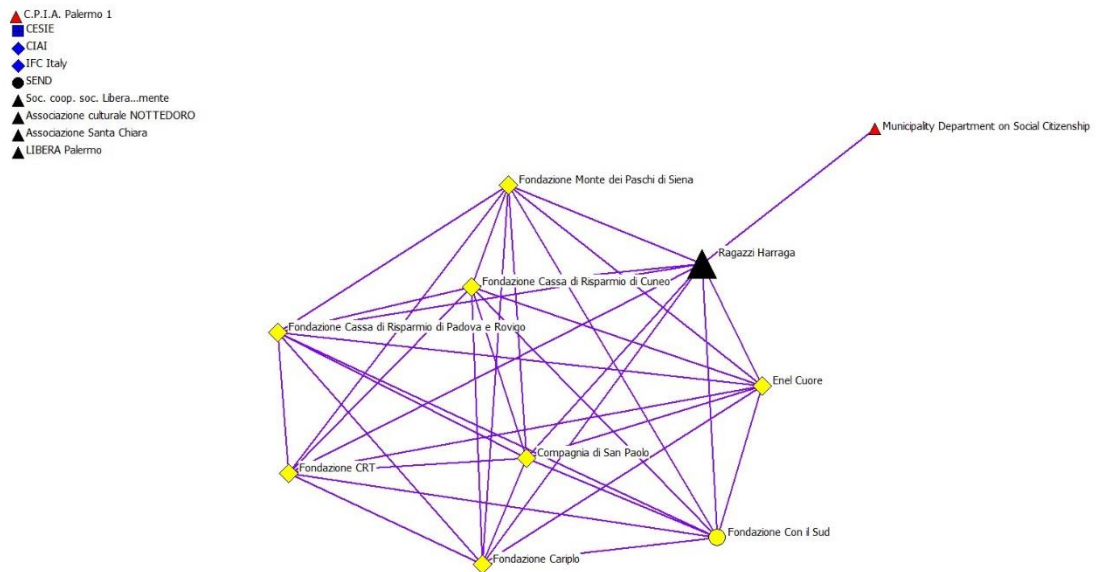
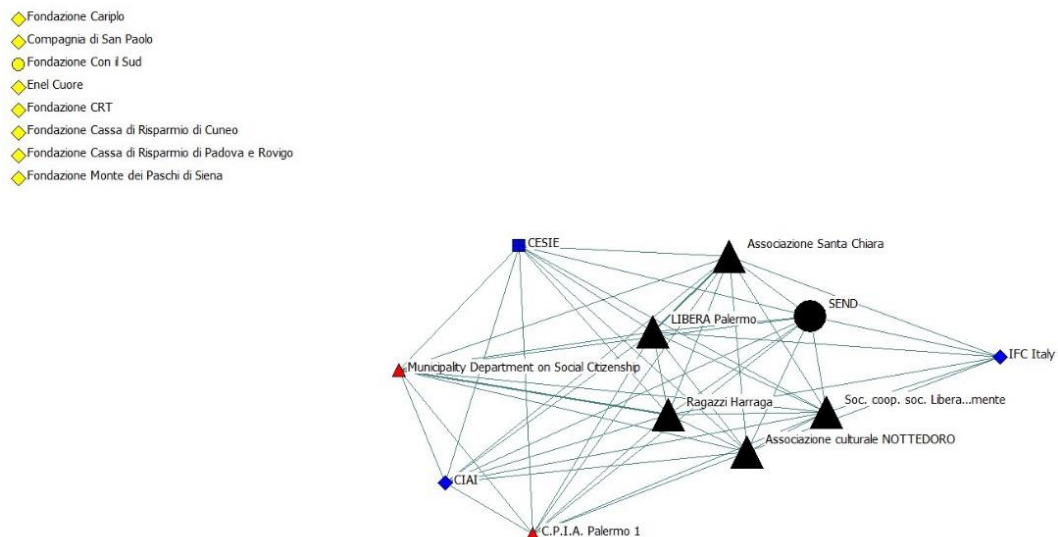


Figure 16: Network analysis of implementation phase of Ragazzi Harraga



For a better overview on the actors involved in the two initiatives and a detailed network analysis, please see Annex III Network analysis. It lists the actors involved (**Error! Reference source not found.**), the actors and their roles (**Error! Reference source not found.**, Table 11: Mapping the actors and the roles (Ragazzi Harraga)), a relationship matrix of the programming phase (



Table 12: Relationship matrix (Giocherenda) - PROGRAMMING PHASE, Table 14: Relationship matrix (Ragazzi Harraga) - PROGRAMMING PHASE) and a relationship matrix of the implementation phase (Table 13: Relationship matrix (Giocherenda) - IMPLEMENTATION PHASE, **Error! Reference source not found.**).

## 2.4 Implementation

The initiative Giocherenda took shape inside the CPIA Palermo 1, when the experimental educational programme Polipolis<sup>62</sup> was launched. Polipolis (from the ancient Greek poli for many, and polis for city) is an educational project devoted to the integration of UAMs in Palermo, and aimed at the promotion of plural and inclusive citizenship. The programme, besides giving pupils the chance to learn Italian, maths, geography, European history, etc., allows them to attend tailored events and meet artists and others that were also migrants. These experiences facilitated storytelling and entertainment in places such as refugee camps and reception centres and the creation of moments of sharing. This whole experience triggered a collective of African UAMs – who took part in Polipolis – to constitute the social enterprise called Giocherenda, with the external support of a CPIA teacher. Thus, Giocherenda is based on role models (the UAMs who shaped the initiative) whose life experience can be an asset for other people to learn from.

Giocherenda was then selected in 2018 as one of the initiatives supported by Fondazione Con il Sud through the second edition of the “Immigration Call For Proposals”, in support of labour integration and the fight against trafficking and sexual exploitation of migrants in the southern regions of Italy. The social enterprise, within the project ‘In Gioco’ promoted by SEND, has received EUR 365,000 in order to start up its activities.

Giocherenda is founded on the artistic vocation of its members, the same vocation that brings them together and inspires them to build board and community games that help and inspire storytelling. With the purpose of fostering solidarity among marginalised individuals, the activities that the association proposes are different: animation of public events, workshops for children, workshop animation for private companies, and production and sale of narrative and artisan games such as *Ronda dei desideri* (The exploration of desires). The latter is a board game whose purpose is to crown one’s desire. Each participant is assigned a bizarre identity, a paradoxical context, and a series of improbable objects, allies, obstacles and virtues. Starting from these elements, the players must elaborate the story of how they could come to realise their own dreams. This playful activity stimulates imagination and problem solving, but also leads to more serious reflections on how different and unequal circumstances affect the fulfilment of people’s dreams. Other games produced and promoted by Giocherenda are Storytelling dice, Le fantamacchie, and Memory catchers. The common denominator of the games is that players assume the roles of characters in a fictional setting.

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<sup>62</sup> Available at: <https://www.cpiapalermo1.gov.it/index.php/area-progetti/1131-progetto-polipolis>

The activities and artisan products created by the collective of refugees are not simply sold to consumers. They have instead a twofold objective: first, they are meant to become a pretext to animate workshops and training sessions on resilience and solidarity that takes place in schools as well as in the different neighbourhoods of Palermo (e.g. Ballarò)<sup>63</sup>; second, they help overcome a stereotypical idea of immigrants as people who are simply care-receivers. The key success factor of Giocherenda is indeed that it wipes away the premises upon which the traditional reception and integration system is built. Refugees and asylum seekers, traditionally seen as those in need, are for once caregivers in the country that is hosting them. And they do so by leveraging their past experiences and teaching resilience and solidarity.

Ragazzi Harraga was born as a response to some specific challenges affecting the process of integration of young refugees: the difficulty of accessing the reception facilities for adults, the lack of individual projects activated for them and, more generally, the lack of pedagogical monitoring along with consistent and coherent their learning paths.

The project was developed along five pillars, which identify the many challenges to overcome in the integration process.

- The first pillar concerns the creation of a digital folder ('social folder', as the one provided for by law 47/2017 – Section 1.4) for each asylum seeker under age that contains information about their identity, reception history, inclusion process initiated, basic, professional, and transversal skills acquired. The data is uploaded on a platform and constantly updated by the social assistants of the Municipality of Palermo. The social folder aims to overcome the current fragmented nature of integration practices, in order to tailor them to the needs of the single beneficiary, and hence to highlight everyone's specificities.
- The second pillar consists of the creation of workshops to enhance refugees formal and informal skills and attitudes. The workshops contribute to the development of a portfolio of skills for each unaccompanied minor. Besides providing them with some expertise, workshops aim primarily to reinforce and develop self-determination and self-esteem among beneficiaries, and help them identify and appreciate their specific skills.
- In connection with the previous one, the third pillar is focused on the development of an active policy for the integration of UAMs into the Italian labour market, through the provision of internships, grants and training on the job. In light of this, the projects tries to facilitate meetings between local enterprises and the young re-skilled workforce.
- The fourth pillar deals with the accommodation issue affecting UAMs turning 18 (hence no longer beneficiaries of housing policies tailored for minors) and includes the launch of a temporary, self-sustaining housing solution. At present, after a round of applications, eight young adults have been selected for being hosted in the community of Casa Santa Chiara, a well-connected place of opportunity.
- Lastly, the fifth pillar concerns the development of a youth hostel nearby the facility of Santa Chiara, managed by UAMs. This also raises awareness and involves different

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<sup>63</sup> La Repubblica (2017) "Giocherenda con giovani rifugiati." Available at: <https://ricerca.repubblica.it/repubblica/archivio/repubblica/2017/12/07/giocherenda-con-giovani-rifugiatiPalermo10.html>

stakeholders in the visibility, support and promotion of the project and the efforts to create an inclusive and multicultural society.

This well-structured approach to integration, based on pillars' specificity and the network's diversity, was central to the success of Ragazzi Harraga as an innovative practice focused on UAMs' well-being. Another factor that contributed to its success was the long incubation period that preceded the implementation phase of the project. As highlighted during one of the interviews<sup>64</sup>, this phase included the use of focus groups with UAMs to collect useful data on how to best engineer social inclusion. The target group has thus been involved in the project since the early stages.

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

Having started its activities only in 2017, Giocherenda has witnessed a remarkable growth in terms of visibility. Thanks to their peculiar approach to integration mixed with their craftsmanship, the members of Giocherenda were hired by the renowned fashion company, Dell'Oglio (an iconic brand in Palermo), for a one-day workshop on staff training, with a focus on relationships between employees. Then, the publishing house Erickson – the most influential in the field of education in Italy – commissioned Giocherenda to produce an educational game. In April 2018, Giocherenda was invited to the European Parliament to participate in meetings about youth, education and social inclusion. Two members of the group were also awarded by the European Agency for Education “Erasmus+” as “Role models in resilience”.

Furthermore, the social start-up is now a partner of the Heroic Imagination Project (HIP)<sup>65</sup>, a training course conceived by the well-known, social psychologist Philip Zimbardo that aims to teach people how to move past challenging situations by developing a growth mindset and a positive attitude towards change. Becoming HIP teachers themselves, the young African refugees have built a strong yet peaceful tool to spread solidarity.

Similarly to Giocherenda, Ragazzi Harraga is a successful project that is intended to serve as a flagship for future initiatives on the integration of UAMs, both in Sicily and in the country. Launched in 2017, the number of UAMs who have benefited from the project has reached around 400. Among them, 80 individuals have had the chance to work with local companies as trainees/interns, 21 have been hired on a full-time contract, 240 have been involved in intercultural and active citizenship laboratories, and eight 18-years-old refugees have been transferred to the community of Santa Chiara to work in a youth hostel. These results confirm the important role of the harraga model in preventing isolation and thus the inclination towards crime.

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<sup>64</sup> Interview with CIAI on 14/03/2019.

<sup>65</sup> Website: <https://www.heroicimagination.org/>

Table 2: Results achieved by Ragazzi Harraga (April 2019)

Pillar	Action	Goal	Results Achieved	Comments
1	Launch of the platform which hosts the social folders of the UAMs	1	1 (100%)	The platform has been launched and social workers are uploading the digital social folders of each unaccompanied minor living in Palermo.
2	Number of UAMs supported by the project (participating in the workshops offered by the project)	240	107 (44.6%)	The workshops are in their second implementation phase, which attracted an increasing number of participants. The last cycle of workshops will start in January 2019. The reported figure refers to minors who have participated in at least 50% of the sessions and obtained the skills portfolio.
3	Number of UAMs who have participated in the internship programme.	85 (50 C) (35 E)	62 (72.9%) (35 C) (27 E)	'C' stands for <i>Co-curricular internships</i> ; which coincide with school hours and last up to one month. Interns do not receive a grant. 'E' stands for <i>Extracurricular internships</i> ; this kind of internship is not connected to the formal educational system and lasts up to 9 months. Interns receive a EUR 300 grant.
3	Number of UAMs who have participated in the internship programme and were offered a job.	13	12 (92.3%)	12 UAMs were offered the chance to sign an employment contract at the end of their internship.
4	Number of migrants, ageing out of UAMs reception facilities who had access to the apartment for a year.	8	8 (100%)	The apartment opened in May 2018 and it is hosting eight 18-year-old boys.
5	Number of migrants who now work in the youth hostel.	3	3 (100%)	The youth hostel opened in June 2018 and three adult migrants (18-19 years old), two boys and a girl have started working there.

Source: Interview with CESIE on 22/02/2019

The main feature of the inclusion project Ragazzi Harraga is the creation of a social folder for UAMs. In this regard, Ragazzi Harraga anticipated the national legislative initiative (Law 47/2017) which foresees the launch of a tool for the collection of detailed information on the minor's biography, not just for administrative purposes, but, more importantly, for supporting her/his integration process. Harraga's social folder contributes to the activation of social inclusion paths for UAMs by strengthening the relationship between institutional and private actors involved in the reception of minors. The social folder allows them to have a picture of (and to update) each single migrant's information and experience: actors can see whether the minor has already presented his/her application to police authorities, whether he/she is already

involved in schooling activities or traineeships, and what kind of educational plan has been specially tailored. This helps to overcome the fragmented nature of interventions that aim to integrate UAMs as well as helping to take into account the specificity of each intervention (UAMs face different challenges as they have different backgrounds and different ambitions). The social folder, thanks to the collaboration between Ragazzi Harraga and the Municipality Department on Social Citizenship, is currently made available in the IT system of the Municipality of Palermo. Furthermore, the tool will be extended to a new project run by CIAI<sup>66</sup> that will take place in Palermo, Marsala and Agrigento: SAAMA<sup>67</sup> (acronym for Strategies of Accompaniment towards Autonomy for Unaccompanied Minors, but in the Mandinka language<sup>68</sup> means welcome). SAAMA addresses UAMs aged 15-18 and young adults up to 21 and is centred on the following areas of interests: coaching services to job placement, coaching services to social and relational inclusion, housing autonomy, and linguistic and cultural inclusion.

The replicability of the measure, if rolled out at large scale, may also boost economic development in Sicily by increasing the labour supply.

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<sup>66</sup> Interview with Alessandra Sciorba

<sup>67</sup> Availalbe at: <https://minoristranieri-neveralone.it/progetto/saama/>

<sup>68</sup> Spoken in the Casamance region of Senegal.

### 3 Conclusions and lessons learnt

In Sicily, the arrival region in the migration route, the main efforts have historically focused on reception rather than integration measures. Reception measures had usually the objective of managing an emergency situation in a context characterised by difficult socio-economic conditions and limited institutional and administrative capacity. In recent years, these regional specificities have mixed with the often dramatic consequences of the economic crisis on one hand and the refugee crisis on the other. In addition to the difficulty of covering rising financial costs in a period of tight public budget constraints, anti-immigrant sentiment in Sicily (and Italy overall) is growing, ignited by the unprecedented and massive concentration of arrivals in border territories around 2015 to 2017 (see Section 1.2 and Section 1.3).

The main challenges thus regard asylum seekers and the setting up of reception centres and services; the speeding up of reception and asylum recognition procedures; and the implementation of early-integration measures, in order to improve their integration opportunities, avoid their exploitation in the underground economy or their involvement in criminal activities, and reduce the deterioration of social cohesion within local communities. Asylum seekers are often sceptical about integration, as the acceptance procedures can take months, during which time they are left alone. Long waiting periods lead to the development of depression and erode the willingness to learn the language.

The capacity to implement effective measures requires well-trained staff able to address the different needs of arriving people, and particularly the most disadvantaged, e.g. children. In the case of UAMs, a specific issue is how to avoid their disappearing from reception centres (often then becoming involved in crime organisations) and how to involve them in educational activities, traineeships and socially useful work in order to prepare them for adulthood.

The two practices here under analysis are a response to the issues raised above. Giocherenda is a social enterprise whose goal is to bring marginalised individuals together and help them share their experiences and dreams by teaching collective resilience. It is also a living example of how foreigners, in this case young refugees, can strengthen the social relationships around them that are often marked by mistrust, anger and fear. Having all escaped from Libya, the founders of Giocherenda are de facto all survivors. But which factors increase one's likelihood of survival? Throughout their journeys what was most crucial was the ability to create bonds of solidarity with others. Their survival mostly depended on mutual care, compassion and fraternity. In other words, collective resilience allowed them to survive the difficulties of migration. And collective resilience is what they are teaching to the people living in the community that hosted them in the first place (Palermo). The life experience of migrants has thus become an added value for struggling local communities in Italy, and not simply something to overlook when embarking on a fresh start.

Ragazzi Harraga is a project that accompanies UAMs throughout their integration path, from accommodation to entry into the labour market. The projects builds upon the human capital

(hence social skills) that such young migrants already possess: they are travellers, they have learnt different languages and they are qualified caregivers.

Furthermore, the project teaches us that inclusion paths of UAMs should adopt a holistic model which oversees the complexity of the processes and delivers diverse methods of inclusion and autonomy. Multiple actions, corresponding to the 5 pillars of the project, answer to multiple needs (those of the UAMs) in a unique structure, and allow the establishment of connections among the different stakeholders involved<sup>69</sup>. What becomes crucial is then the involvement of local organisations (civil society organisations, reception centres, local authorities etc.) that already have expertise in the field and carry out grassroots daily work with the target groups. On the ground, organisations have different expertise and provide different points of view and approaches which widens the field of action.

Given the importance and the necessary proximity of the actors involved, the model of integration proposed by Ragazzi Harraga may have a stronger impact at the municipality level, where the concentrated presence of migrants in some central areas makes it easier to create reference places for the target groups.

In conclusion, the main lessons learnt from the outcomes of the initiatives analysed are twofold. At the micro-level, integration entails more security. Whereas people's feeling towards influxes of asylum seekers are usually driven by fear and uncertainty, well-managed reception and integration policies can positively contribute to the livability of local communities, and to the strengthening of their networks. Ballarò, where some of the social activities carried out by Giocherenda have taken place, is an example of how the entrepreneurship of refugees, and the consequent blossoming of commercial activities, has empowered relationships among citizens and, in turn, created security within the community.

At the macro-level, the policy initiative Ragazzi Harraga – promoted by the Municipality of Palermo – if replicated on a larger scale and made sustainable it could contribute to the economic development of the region, as it prepares young adults for the transition to the labour market, hence to their full economic and social integration. In this respect, the actions developed by the project are not just driven by humanitarianism, but by an active interest in the situation of Sicily as a whole.

However, it should be kept in mind that recent legislative developments are likely to have an impact on the initiatives analysed in this case study.

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<sup>69</sup> ESPON (2018) Migration flows and integration policies: data evidence and best practices in the EU. Available at: <https://www.espon.eu/sites/default/files/attachments/ESPO%20Interact%20Conference%20Migration%20Athens%20Nov%202018%20-%20Final%20Report.pdf>

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## List of interviewees

Type of organisation	Organisation
University	University of Palermo – Department of Law and Human Rights
Not-for -profit organisation	CIAI Palermo
NGO	Giocherenda
Public authority	SPRAR – Centro Astalli (Palermo)
Research institute	CESIE
Regional authorities	Region of Sicily
Research institute	Istituto Pedro Arrupe

# List of Annexes

## Annex I Impacts

Table 3: Financial impacts and their indicators - regional/local level

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Source	Regional / local***
Public revenues	Average social security contributions and taxes (payroll/business) per employed refugee <sup>7071</sup>	ca. EUR 5000/refugee (2017) (11,9 Bn of social contribution and 2,4M of migrants employed)			National study (Fondazione Leone Moressa (2018). Rapporto 2018 sull'economia dell'immigrazione)	National
Public revenues	Consumption tax on spending of refugees per refugee <sup>72</sup>				Local Authorities, Universities, NGOs, or portion of national studies	National
Public spending	Spending on integration and initial reception measures <sup>73</sup> per refugee	Management of asylum applications: EUR 204 per application  First-tier reception system: EUR 30-35 per migrant/day. EUR 45/day per unaccompanied minor  Second-tier (SPRAR): EUR 32.9 per refugee/day. EUR 45/day per unaccompanied minor			National Authority (Corte dei Conti) and national study (Osservatorio CPI)	National
Public spending	Extra spending on integration into education system (per refugee pupil)				Local Authorities, Universities, NGOs, or local sections of national studies	National
Public spending	Education spending per pupil per year in	Primary: ca. EUR 7400/student per year			OECD (2015)	National

<sup>70</sup> Here it is mainly asked whether data exist and if interviewees have views on the matter. Please leave the space blank if there is no evidence available.

<sup>71</sup> Calculated by average values for the active population with a discount for immigrants from literature.

<sup>72</sup> Here it is mainly asked whether data exist and if interviewees have views on the matter. Please leave the space blank if there is no evidence available.

<sup>73</sup> Housing, sustenance, language course, employment integration courses other integration courses

	country (total population <sup>74</sup> )	Secondary: ca. EUR 8000/student per year  Tertiary: ca. EUR 9900/student per year				
Public spending	Health care spending per person and year in the country (total population <sup>75</sup> )	ca. EUR 2300/person per year			OECD (2017)	National
Public spending	Housing subsidies per person and year in the country (total population <sup>76</sup> )				Local Authorities, Universities, NGOs, or local sections of national studies	Regional

Table 4: Economic impacts and their indicators

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Data source	Regional / local***
Employment (rate)	Number and proportion (%) of refugees finding a job (at arrival)	Occupation rate of foreigners (non-EU): 59.1% (2017)  2.4M employed foreigners in 2018 (10.5% of total population)			Ministry of Labour and Social Policies	National
	Number and proportion (%) of refugees finding a job (within five years)					National
	Number and proportion (%) of refugees finding a job (in the longer terms)				Case studies Past studies	National
Entrepreneurship	Number and proportion (%) of self-employed amongst those finding a job) of new enterprises founded by refugees <sup>77</sup>	Enterprises of non-EU immigrants: 374,062 (2017), 11.7% of tot			Ministry of Labour and Social policies	National

<sup>74</sup> The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

<sup>75</sup> The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

<sup>76</sup> The assumption is that after some time the spending amounts will be comparable to the amounts spent on the native population.

<sup>77</sup> Calculated on the basis of historic precedence of past immigrant flows.

Underemployed or not employed low skill workers	Number and proportion of long-term unemployed refugees <sup>78</sup>				Case studies Past studies	Regional
	Number and proportion of underemployed refugees <sup>79</sup>	Unemployment rate of non-EU immigrants: 14.9% (2017)			Case studies Past studies	Regional
	Number and proportion of precariously employed refugees <sup>80</sup>				Case studies Past studies	Regional

Table 5: Social and political impacts and their indicators

Impacts	Selected indicators	Last available data*	Forecast of growth or decrease in ten years**	Forecast of growth or decrease in twenty years*	Data sources	Regional / local***
Demography	Impact on dependency ratio	Positive as most of the foreign population is between 25-49 years old			Istat	National
Cultural diversity	No quantitative indicator				Local Authorities, Universities NGOs, or local sections of national studies	
Security	Impact on crime rate (of refugee/total population)	Number of crimes committed has overall diminished everywhere in Italy. The share of crimes committed by foreigners is also decreasing			Studies on impact on crime rates	Regional
Perception	Perception rates for immigration as a problem	49% of native population perceive immigration as a problem			Eurobarometer	National
Political tensions caused by migration	Relevance of immigration in political debates and elections				Recent polls and past polls in past immigration waves	National

<sup>78</sup> Calculated on the basis of historic precedence of past immigrant flows.

<sup>79</sup> Calculated on the basis of historic precedence of past immigrant flows.

<sup>80</sup> Calculated on the basis of historic precedence of past immigrant flows.



## Annex II Policy and actors classification

Table 6: Policy classification: different types of policies for different targets at country and local level

Category	Types	Country-level policies targeting:		Regional or local-level policies targeting:		Assessment*
		Asylum seekers	Refugee status holders	Asylum seekers	Refugee status holders	
Initial reception, emergency measures, and referrals	<ul style="list-style-type: none"> <li>• Emergency housing</li> <li>• Emergency health care</li> <li>• Basic subsistence needs</li> <li>• Reception and recognition provisions</li> <li>• Residence permits</li> <li>• Family reunification</li> <li>• Settlement restrictions</li> <li>• Referrals</li> </ul> <p>In Italy first reception centres offer basic services such as food, accommodation, clothing, basic information services including legal services, first aid and emergency treatment.</p>	<p>Ordinary reception procedures</p> <p>CPSA – Centri di prima accoglienza e soccorso (Centres for first assistance and first aid)</p> <p>Governmental reception centres (former CARA).</p> <p>Exceptional procedures</p> <p>When first aid and reception centres are full, temporary reception centres (CAS), distributed in all Regions, offer also the same services.</p>	<p>After disembarking, all migrants are provided with first assistance in the centres mentioned in the left side column (CPSA, ex CARA, CAS).</p> <p>If they have already the status of refugee, they are moved into the SPAR system which is only available for refugee since November 2018.</p>	<p>First reception is established by the Italian Ministry of Interiors and distributed in all Regions. Municipalities participate in some cases.</p>	<p>The national System of Protection for Asylum Seekers and Refugees (SPRAR) is established by the Italian Ministry of Interiors, but managed by the National Association of Italian Municipalities (ANCI) and implemented by municipalities. Third sector organisations also play a prominent role in project delivery.</p>	<p>2 for asylum seekers</p> <p>4 for refugees</p>
Housing / accommodation	<ul style="list-style-type: none"> <li>• Housing/accommodation</li> <li>• Housing support</li> <li>• ...</li> </ul>		<p>System of Protection for Asylum Seekers and Refugees (SPRAR)</p>			<p>0 for asylum seekers</p> <p>4 for refugees</p>

Healthcare	<ul style="list-style-type: none"> <li>• Emergency/urgent healthcare</li> <li>• Full health care</li> <li>• ...</li> </ul>	Emergency room at hospitals	System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Social assistance and income support	<ul style="list-style-type: none"> <li>• Social assistance services</li> <li>• Income support, eligibility for welfare benefits</li> <li>• ...</li> </ul>		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Education and training	<ul style="list-style-type: none"> <li>• School enrolment and attendance</li> <li>• Adult education</li> <li>• Vocational education and training</li> <li>• ...</li> </ul>		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Labour market access/integration	<ul style="list-style-type: none"> <li>• Skills assessment/validation</li> <li>• Active labour market policy (counselling, mentoring, job search assistance, entrepreneurship promotion, and social networks)</li> <li>• Grants and preparatory courses</li> <li>• Employment subsidies, apprenticeships, traineeships, on-the-job trainings, temporary/voluntary work</li> <li>• Unemployment benefits</li> <li>• ...</li> </ul>		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees
Social and political integration	<ul style="list-style-type: none"> <li>• Early orientation programmes (language, practical orientation, civic education etc.)</li> <li>• Integration programmes such as sport, culture, diversity promotion</li> <li>• Political participation (local level)</li> <li>• Residence and religion rights</li> <li>• ...</li> </ul>		System of Protection for Asylum Seekers and Refugees (SPRAR)			0 for asylum seekers 4 for refugees

Table 7: Actors classification: A picture of the actors involved in the asylum seeker and refugee system at country level

Levels	Bureaucrats*	Politicians*	Experts*	Special interest*	Diffused interest*
International	European Commission Frontex IOM UNHCR	MEPs	Knowledge Centre on Migration and Demography Migration Policy Centre Eurostat	European Council on Refugees and Exiles	Oxfam, International Red Cross Save the Children Caritas
National	Ministry of Interiors Ministry of Labour and Social Policies Police Headquarters (Questure) National Association of Italian Municipalities (ANCI)	MPs	Fondazione Leone Moressa ISMU ISTAT ADIF ASGI	/	/
Regional	Police Headquarters (Questure)	/	/	/	/
Local	Municipalities Police Headquarters (Questure)	Mayors	CITTALIA	/	/



## Annex III Network analysis

Table 8: Actors classification: The actors involved in the specific intervention under analysis (Giocherenda)

Levels	Bureaucrats* <sup>81</sup>	Politicians*	Experts*	Special interest*	Diffused interest*
International	/	/	/	/	Response foundation (Conrad Shawcross) Heroic Imagination Project
National	/	/	/	Erickson	/
Regional	/	/	/	/	SEND Fondazione Con il Sud
Local	Municipality of Palermo C.P.I.A. Palermo 1	/	University Pedro Arrupe	Dell'Oglio (fashion brand)	Giocherenda Moltivolti

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<sup>81</sup> \* Bureaucratic actors are those actors that base the legitimacy of their intervention in the policy process on the claim that formal rules and procedures confer on them a specific responsibility in the process; political actors are those actors that base the legitimacy of their intervention on the fact they represent citizens as they enjoy citizens' consensus; experts are those actors that base the legitimacy of their intervention in the policy process on the claim of having the knowledge needed in order to solve the problem; special interest actors (grey nodes) are those actors that base the legitimacy of their intervention on the fact that they are directly affected by the policy decision, meaning that they will try to maximise the benefit/cost ratio from their specific point of view; general interests actors (pink nodes) are those actors that base the legitimacy of their intervention in the policy process on the fact that the interests they represent are general (e.g. NGOs, etc) and on the fact that they represent groups that cannot defend their interests themselves.

Table 9: Actors classification: The actors involved in the specific intervention under analysis (Ragazzi Harraga)

Levels	Bureaucrats* <sup>82</sup>	Politicians*	Experts*	Special interest*	Diffused interest*
International	/	/	CESIE	/	/
National	/	/	CIAI IFC Italy	Fondazione Cariplo, Compagnia di San Paolo, Fondazione con il Sud, Enel Cuore, Fondazione CRT, Fondazione Cassa di Risparmio di Cuneo, Fondazione Cassa di Risparmio di Padova e Rovigo, Fondazione Monte dei Paschi di Siena	/
Regional	/	/	/	/	SEND Fondazione Con il Sud
Local	Municipality of Palermo Municipality Department on Social Citizenship C.P.I.A. Palermo 1	/	/	/	Ragazzi Harraga Soc. coop. soc. Libera...mente Associazione culturale NOTTEDORO Associazione Santa Chiara LIBERA Palermo

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<sup>82</sup> \* Bureaucratic actors are those actors that base the legitimacy of their intervention in the policy process on the claim that formal rules and procedures confer them a specific responsibility in the process; political actors are those actors that base the legitimacy of their intervention on the fact they represent citizens as they enjoy citizens' consensus; experts are those actors that base the legitimacy of their intervention in the policy process on the claim of having the knowledge needed in order to solve the problem; special interest actors (grey nodes) are those actors that base the legitimacy of their intervention on the fact that they are directly affected by the policy decision, meaning that they will try to maximise the benefit/cost ratio from their specific point of view; general interests actors (pink nodes) are those actors that base the legitimacy of their intervention in the policy process on the fact that the interests they represent are general (e.g. NGOs, etc) and on the fact that they represent groups that cannot defend their interests themselves.

Table 10: Mapping the actors and the roles (Giocherenda)

Actors (please specify the name of the actor as in the previous table)	Role in the network								
	Setting the legal framework	Political responsible	Technical responsible	Financing	Programming the intervention	Coordinator in the implementation phase	Policy implementer	Monitoring and data collection	Actors mobilizing relevant resources (legal, political, knowledge, human resources)
Giocherenda		1	1	1	1	1	1		
Municipality of Palermo	1								
C.P.I.A. Palermo 1					1	1			1
University Pedro Arrupe									1
Erickson									1
Dell'Oglio (fashion brand)									1
Response foundation (Conrad Shawcross)				1					
Heroic Imagination Project				1					1
SEND				1					
Fondazione Con il Sud				1					
Moltivolti									1

Table 11: Mapping the actors and the roles (Ragazzi Harraga)

Actors (please specify the name of the actor as in the previous table)	Role in the network								
	Setting the legal framework	Political responsible	Technical responsible	Financing	Programming the intervention	Coordinator in the implementation phase	Policy implementer	Monitoring and data collection	Actors mobilizing relevant resources (legal, political, knowledge, human resources)
Ragazzi Harraga		1	1		1	1	1	1	
Municipality Department on Social Citizenship	1	1				1	1	1	
C.P.I.A. Palermo 1					1				
CESIE									1
CIAI							1		
IFC Italy									1
Fondazione Cariplo				1					
Compagnia di San Paolo				1					
Fondazione con il Sud				1					
Enel Cuore				1					
Fondazione CRT				1					
Fondazione Cassa di Risparmio di Cuneo				1					
Fondazione Cassa di Risparmio di Padova e Rovigo				1					
Fondazione Monte dei Paschi di Siena				1					
SEND			1	1					
Soc. coop. soc. Libera...mente			1						
Associazione culturale NOTTEDORO			1						
Associazione Santa Chiara			1						
LIBERA Palermo			1						

Table 12: Relationship matrix (Giocherenda) - PROGRAMMING PHASE

	Giocherenda	Municipality of Palermo	C.P.I.A. Palermo 1	University Pedro Arrupe	Erickson	Dell'Oglio (fashion brand)	Response foundation (Conrad Shawcross)	Heroic Imagination Project	SEND	Fondazione Con il Sud	Moltivolti
Giocherenda											
Municipality of Palermo											
C.P.I.A. Palermo 1	x	x									
University Pedro Arrupe											
Erickson											
Dell'Oglio (fashion brand)											
Response foundation (Conrad Shawcross)	x		x								
Heroic Imagination Project											
SEND	x										
Fondazione Con il Sud	x										
Moltivolti											

Table 13: Relationship matrix (Giocherenda) - IMPLEMENTATION PHASE

	Giocherenda	Municipality of Palermo	C.P.I.A. Palermo 1	University Pedro Arrupe	Erickson	Dell'Oglio (fashion brand)	Response foundation (Conrad Shawcross)	Heroic Imagination Project	SEND	Fondazione Con il Sud	Moltivolti
Giocherenda											
Municipality of Palermo											
C.P.I.A. Palermo 1											
University Pedro Arrupe	x										
Erickson	x										
Dell'Oglio (fashion brand)	x										
Response foundation (Conrad Shawcross)											
Heroic Imagination Project	x										
SEND											
Fondazione Con il Sud											
Moltivolti	x			x							

Table 14: Relationship matrix (Ragazzi Harraga) - PROGRAMMING PHASE

	Ragazzi Harraga	Municipality of Palermo	Municipality Department on Social Citizenship	C.P.I.A. Palermo 1	CESIE	CIAI	IFC Italy	Fondazione Cariplo	Compagnia di San Paolo	Fondazione con il Sud	Enel Cuore	Fondazione CRT	Fondazione Cassa di Risparmio di Cuneo	Fondazione Cassa di Risparmio di Padova e Rovigo	Fondazione Monte dei Paschi di Siena	SEND	Soc. coop. soc. Libera...m ente	Associazione culturale NOTTED ORO	Associazione Santa Chiara	LIBERA Palermo
Ragazzi Harraga																				
Municipality of Palermo	x																			
Municipality Department on Social Citizenship	x	x																		
C.P.I.A. Palermo 1																				
CESIE																				
CIAI																				
IFC Italy																				
Fondazione Cariplo	x																			





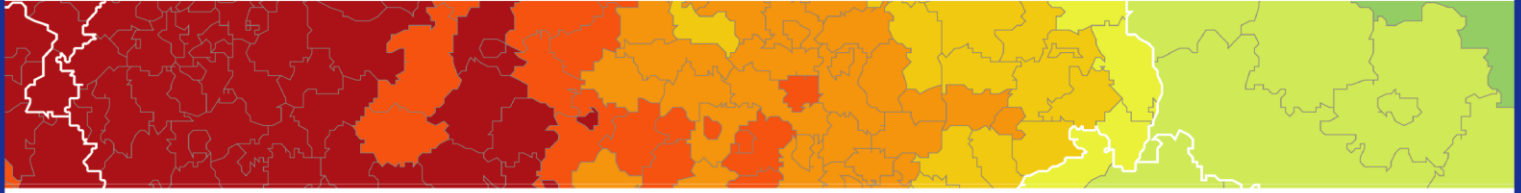
NOTTED ORO																					
Associazioni Santa Chiara																					
LIBERA Palermo																					

Table 15: Relationship matrix (Ragazzi Harraga) - IMPLEMENTATION PHASE

	Ragazzi Harraga	Municipality Department on Social Citizenship	C.P.I.A. Palermo 1	CESIE	CIAI	IFC Italy	Fondazione Cariplo	Compagnia di San Paolo	Fondazione con il Sud	Enel Cuore	Fondazione CRT	Fondazione Cassa di Risparmio di Cuneo	Fondazione Cassa di Risparmio di Padova e Rovigo	Fondazione Monte dei Paschi di Siena	SEN D	Soc. coop. soc. Libera...mente	Associazione culturale NOTTED ORO	Associazione Santa Chiara	LIBERA Palermo
Ragazzi Harraga																			
Municipality Department on Social Citizenship	x																		
C.P.I.A. Palermo 1	x	x																	
CESIE	x	x	x																
CIAI	x	x	x	x															
IFC Italy	x																		
Fondazione Cariplo																			



Associazione Santa Chiara	x	x	x	x	x	x									x	x	x		
LIBERA Palermo	x	x	x	x	x	x									x	x	x	x	



### **ESPON 2020 – More information**

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