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# FAB project

## Municipality of Milan research report - challenges regarding refugees on labour market

Matteo Matteini

*Each city has its own culture and traditions, and that of Milan is one of solidarity and strong work ethic, encapsulated in the “Ambrosian model”: practical assistance in critical moments, concrete social intervention and ethical credibility. Each diverse and unique background can only add to this.*

**Cristina Tajani**

Municipality of Milan

Labor Policies, Business

Commerce and Human Resources

## Summary

Milan's economy is solid and dynamic. By 2016, the improvement in Milanese job demand was positive and 110,000 new jobs were created. At the same time, the Milanese labour market exceeded the quota reached in 2008 for the first time since the economic crisis.

Some factors are to be considered exogenous, such as the EXPO effect that led to an increase in temporary contracts in 2015 and the Jobs Act, the new labour market reform that came into force in March 2015 and this year should show the effects of its three-years' defiscalization programme.

In general we can consider the city of Milan a supportive ecosystem for diverse facet of social fragility, capable of tackling complex issues with its resourceful network of businesses, institutions, non for profit organizations and grass rooted civic initiatives.

Reacting to the recent inflow of refugees, Milan is still readjusting from an emergency phase to a strategic plan. In fact, the huge number of people, first transiting and then establishing, put the City under pressure and demanded quick responses, draining most of the resources and capacity.

Now the city must use its experience to stimulate its ecosystem and provide a solid and organized strategy to include refugees into the labour market, therefore into the society.

# Context

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# Research report - challenges regarding refugees on labour market

## 1. Governance, structure and strategy

Italy's first legal framework including migration issues was the **1931** Royal decree on public security. In **1977** the Supreme Court of Italy urged law makers to provide a new legal framework that guaranteed the fundamental freedom connected to the entry and the permanence of foreigners in Italy (sentence nr. 46 – 20/01/1977). This went ignored until 1986. Since then, successive Italian Governments regulated migration on four main occasions:

Law nr. 943 - 30/12/**1986** (Craxi, De Michelis) which was an attempt to regulate the work integration of migrants and their families.

(Foreign residents in Italy in 1986 = 450,000).

Law nr.39 - 28/02/**1990** (Martelli) which acknowledged stable residency for migrants that live and work in Italy. Rights are not just related to working status but also human rights.

(Foreign residents in Italy in 1990 = 781,138)

Law nr. 40 - 6/03/**1998** (Turco-Napolitano) which also included social integration issues emphasizing rights and duties of foreign residents (children's' protection, family reunifications, indefinite leave to remain, healthcare, education, anti-discrimination). It was a turning point since the spirit of the law shifted from the will to control migration flows linked to the domestic labour market, to a social inclusion system based on the migrants will to design a life plan in Italy.

(Foreign residents in Italy in 1998 = 1.240.721)

*Table 1 - Comparative analysis of the main matters regulated in 1986/1990/1998*

	L. 943/86	L. 39/90	L. 40/98
Target subjected to the law	X	X	X
Migration policies	X	X	X
Entry in the State territory	X	X	X
Reasons for stay	X	X	X
Documents required for the stay	X	X	X
Rights and duties of foreigners	-	-	X

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Political asylum	-	X	-
Resident cards	-	-	X
Borders control	-	-	X
Immigration related crimes	-	-	X
Expulsions	X	X	X
Prohibitions	-	-	X
Employment	X	X	X
Seasonal work	-	-	X
Self-employment	-	X	X
Other field of work	-	-	X
Health care	X	X	X
Education / Vocational training	X	X	X
First reception and social assistance	-	X	X
Role of Regions	X	-	-
Child protection	-	-	X
Social protection and anti-discrimination	-	-	X
Ombudsperson	-	-	X

The Law nr. 189 - 30/07/**2002** (Bossi/Fini) provides the current legal framework. The then centre-right government passed a reform which represented a legislative exacerbation against immigration.

(Foreign residents in Italy in 2002 = 1,341,209).

In 2006, the newly elected center-left Government amended some inefficiencies and after some EC solicitations, adopted new measures.

(Foreign residents in Italy in 2006 = 2,419,483).

In 2008, a centre-right Government introduced major changes in the direction of increasing security and contrasting illegality.

(Foreign residents in Italy in 2008 = 3,023,317)

Italian legislation on immigration has been improved and readjusted many times in the last 30 years, though it is far from adequate to manage such a complex and mutable issue. Some of the entry, stay, expulsion and inclusion policies currently can also generate social exclusion and therefore a lack of control. It is recommendable to continue adapting legislation on such delicate subjects by matching domestic security with human rights, creating fair, applicable and enforceable policies.

## Entry policies

Italy's southern Mediterranean borders, an entry route for 15.5% of EU illegal migrants, are controlled through the EU programme Frontex. The initiative operates 30 nautical miles beyond the previous Mare Nostrum programme area and solely engages with border management (with a budget of 2.9 million per month).

Entry policies in general are still structured around the idea of a predictable national job demand which can attract the precise amount of labour force from abroad if the equivalent labor force is not available in the country. The Government decree (*decreto flussi*) in 2016 allows 17.850 job units plus 13.000 seasonal job units. This principle is at odds with the consideration that the Italian job market is mismatched, where a low employment rate (57% in July 2016) and high unemployment rate (11,4% in July 2016) co-exist with a shortage of workers in key sectors like manufacturing, agriculture, building, healthcare and personal care. Many successive Italian Governments' optimistic idea to only allow foreigners that have previously been selected in their own countries by Italian employers is as ineffective as the selection operated *in situ* from Italian embassies and consulates. Both strategies failed and corresponded with an increase in illegal entries. By consequence Italian companies' largest migrant recruitment channel is the *legalization of illegal workers*. Ironically, migrant workers' regularization campaigns (last two included 129.814 workers in 2012 and 200.000 workers in 2009) were authorized by the same Governments that passed restrictive laws on immigration.

## Residence policies

Residence policies are exclusively controlled by Italian laws and are related to migrants' working status (other temporary leave to remain like adoption, medical treatment, self-employment and tourism are a different legal matter). The length of a residence permit depends on the duration initially stated on the migrant visa and it covers a maximum of two years. At the end of that period it can be renewed for the same length of time (even if the holder has a longer work contract). An indefinite residence can be requested after five years of continual work and contributions. It is a relatively unobtainable standard considering that even many Italian citizens have short term and/or intermittent work contracts and employers are increasingly resorting to work vouchers that don't include any sort of social security or pension contributions. This means that there are many migrants working in Italy for up to 15 years who still need to frequently renew their work permit at a financial and psychological cost. Moreover, families' residence permit (limited to spouse, children or parents only if they live in a joint household) depends on

the householder's permit and it is renewed only consequently. In case of unemployment there's a one year permit that allows the holder to look for a new job (*attesa occupazione*). This entitlement does not give the right to social protection programs, social housing or maintenance payments creating pre-conditions for further vulnerabilities.

### **Expulsions policies**

Foreign citizens can be deported for security or administrative reasons. In the former, the Ministry of Interior can order the expulsion giving prior notice to the Chairman of the Council of Ministers and Minister for Foreign Affairs, for reasons of public order or national security. In the latter, a deportation can occur in the event of a residence permit rejection or renewal rejection, revocation, cancellation or when the candidate fails to apply for the permit within 8 days from entering the country or when he fails to apply for a renewal within 60 days before the expiry date. Foreign citizens waiting for deportation are detained in CIE (Centres for Identification and Expulsion) in case of emergencies, to conduct further investigations, to issue travel documents or to wait for an appropriate carrier or means of transport. Identifying illegal migrants is the most difficult condition to match since it involves the cooperation of countries of origin. The reasons for detentions in CIE are seen as arbitrary from some humanitarian organizations because the detention can last for months infringing detainees' human rights. Otherwise, deportations can be immediate (illegal migrants being escorted at the border) or deferred (illegal migrants should leave the State territory within 15 days). Both are problematic, since the former needs public expenditure from the state (Frontex in 2011 spent 300,000 euro to deport 21 persons in Burundi, 400,000 for 56 in Iraq e 500,000 for 60 in Nigeria) and the latter needs illegal migrant to provide for their own expenses. This means that expulsions are hardly enforced and it's likely to end up in illegal migrants staying *underground* until the police stop them again and the Court charges them with a further crime starting the same process all over again.

### **Inclusion policies**

Migrants in Italy, whether regular or not, are guaranteed fundamental healthcare and some social services (regional and municipal differences may occur). Local offices of national healthcare systems provide a renewable six months' permit (STP) even to those who do not have a residency permit, allowing access to fundamental healthcare services, including urgent hospitalizations such as pregnancy, maternity, children's related issues and vaccinations. Minors' education is mandatory regardless of parents' legal status,



while university can be accessed only if the candidate has been granted leave to remain. Recognition of academic qualifications achieved abroad are delegated to single schools or universities and professional qualifications are validated by the competent Ministries. The education system and the ministries sometimes work in a disconnected way, as in the case of Eastern European or South American nurses that aren't acknowledged for the qualifications they achieved in their countries, but still are employed in the Healthcare sector where they are very much needed. Register and municipal services for foreigners are the same provided to Italians after the enrolment at the general register office (Anagrafe). Although registration is a right guaranteed to regular migrants, some municipalities are more restrictive than others on domicile requirements. Welfare programs (national, regional or local) are delivered at municipal level, while social security programmes (civil disability, retirement, unemployment) are delivered by State agencies. The largest Government programme for inclusion is FAMI (Immigration, Asylum and Integration Fund), an EU funded programme managed jointly by the Ministry of Interior and the Ministry of Labor and Social Affairs.

## Citizenship

The Italian legal system allows foreigners to become Italian Citizens after 10 years of legal stay in the Country or by marrying an Italian citizen (after three years and six months in the Country). The offspring's citizenship is exclusively based (Law nr.91 05/02/ 1992) on the principle of *jus sanguinis* (Latin for right of blood) by which citizenship is determined by having one or both parents who are citizens of the state. On the contrary, there are 30 other countries in the world who prefer the principle of *jus soli* (Latin for right of soil), which recognizes citizenship to those born in the State territory, even if of foreign parents. Citizens born in Italy from foreign parents can apply for the Italian citizenship at 18 years of age and within the 20<sup>th</sup> birthday if they have never left the Country and their parents have continuously been compliant with leave to remain requirements. This is the case of around 1million offspring who are currently subjected to stay permit compliance even if Italy is the country they were born in and have always lived. A new law was discussed at Italian Senate in 2017 as per extending Italian citizenship to children born in Italy from foreign parents that are entitled with leave to remain (*carta di soggiorno*) for 5 years or to children entering the country before 12 years of age who successfully attended a five years' education cycle.

## **Direct and indirect responsibilities**

The Italian reception system (*Sistema dell'accoglienza*) is under the responsibility of the Department of Civil Liberty and Immigration of the Ministry of Interior in collaboration with Local Entities and NGOs. The discipline of international protection and reception stems from the Italian Constitution - art.10 and the Geneva Agreements - art.1. It regulates three different stages namely rescue, first reception and second reception. In 2015, 144,000 irregular migrants landed mainly on the Italian coast while 101,708 had already applied for international protection. Although territorial commissions<sup>1</sup> are requested to hold asylum seekers' individual hearings within 30 days from application and come to a decision within the following 3 days, the average duration is 12 months. In case of appeal, the case is transferred to a Court and the process can last up to 24 months. In these cases, legal expenses are necessarily charged to the applicant and this often ends up in cases being dropped. In 2014 the 16 territorial commissions processed 35,188 applications, and even if in 2015 the number of commissions has been increased to 42, they are unlikely to reduce the backlog. This has created a lack of turnover that makes emergency the norm. The Italian reception system is therefore fragmented into different types of structures with different purposes, unevenly distributed throughout the country. The beneficiaries are divided in:

### **State managed first reception - 13,977 units**

**CPSA** - first aid and reception centres;  
**CARA** - reception centres for identification and screening between applicants and non- applicants;  
**CDA** - short-term accommodation centres;

### **Municipality managed second reception – 35,881 units**

**SPRAR** Protection System for Asylum Seekers and Refugees. This is the legacy of the bottom up programme started by non-for-profit associations in the late 90s. The primary network created was lately supported by UNHCR and has been supported by the Italian Government since 2002 when it became a National programme. By August 2016 it was transformed into a permanent programme. The SPRAR program's main characteristics are:

- It is run voluntarily by Municipalities that apply to the National programme;

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<sup>1</sup> Territorial Commissions are formed with representatives from UNHCR, Italian Police representatives (Questura), State representatives (Prefettura) and interpreters. Upon request a lawyer can assist the candidate. In case of minor, a Tutor need to be present.

- It is strongly co-ordinated through ANCI (Italian National Municipalities Association) that transferred operational responsibilities to Fondazione Cittalia, that runs the project through its Operational staff (coaching and auditing local programmes) and the National Data Base (assessing and monitoring projects at central level);
  - Municipality assigns local projects by co-designing with community engaged organizations (*Enti gestori*) selected on clear and transparent criteria;
  - The project budget is consequent to a detailed project description;
  - It develops social inclusion programmes strictly based on an agreed operational manual issued by the Government that includes activities in education, vocational training, psychological support, legal support, recreation, integration and include an exit fund;
  - It is co-financed from the implementing organization;
  - It requires financial reporting based on actual expenditures;
- This bottom up approach is based on quality principles and it is the most efficient

### State managed second reception – 136,393 units (2017)

#### CAS Emergency Reception Centres.

Since SPRAR projects don't cover the current influx of applicants, the Italian Government addressed the overspill directly to local private subjects that have the capacity to accommodate them. The CAS main characteristics are:

- It is mandatory and Municipalities can't oppose settlements agreed between the government and private entities;
- The main purpose is to accommodate the most migrants as quickly as possible to ease pressure on first aid centres;
- The Government (*Prefettura*) awards bidders through tenders on a basis of the cheapest price starting the bid at 35 euros a day per person to guarantee accommodation, food and cleaning;
- Private entities' proposals are evaluated on economic and technical levels;
- Proposals aren't measured against any quality standard;
- It is totally funded from State budget;
- No financial reporting based on actual expenditure requested.

The private entities issue an invoice and the amount is paid. This Top down approach is based on quantity and emergency principles and it is a poor performing management case

Temporary solutions were created during the 2014/2016 immigration crisis. Semi-formal settlements were created in Rome (*Baobab*), Milan (*Via Sammartini*), at the border with France (*Ventimiglia*), Switzerland (*Chiasso*) and Austria (*Brennero*) where irregular migrants in transit to other European destinations (*transitanti*) refused to be identified not to activate the “Dublin regulation”. Yet they were provided with shelters and assistance in sites different from CIE. At the same time, French, Swiss and Austrian authorities restored borders controls (Schengen Agreement was temporary suspended) and didn’t allow migrants in (even if hardly any of those countries were the final destinations). This situation of illegality has been tolerated by Italian authorities for many months swelling the ranks of undocumented migrants. Among the formal programmes, CAS is clearly the most inefficient since migrants spend months or years in the centres (often unused hotels or old buildings) without any social inclusion plan ongoing. The Government distributes irregular migrants in different Regions in quotas congruent with the percentage of the National Fund for Social Policy awarded to them (excluding the municipalities affected by earthquake). Communities and Local Entities are not involved in decision making nor managing. This has generated frictions and frustration in local communities as well as deviation and illegality among the migrants. In fact, migrants not assisted in creating their own life projects often end up begging or getting involved with criminal organizations.

### **1.1 Cooperation and consultation**

Currently, nationwide, 22,971 people take part in 877 SPRAR projects, 144 of which for unaccompanied minors and 52 for mentally ill or disabled. They generally are developed in small groups (the average SPRAR project includes 8 people, 82% of the time accommodating in apartments). Through the SPRAR system 8,291 jobs were created for 22 types of professionals (16,5% full time, 60% part-time and 24,2% consultants). The SPRAR weak point is that it doesn’t guarantee further social inclusion programmes after people are dismissed (generally it lasts 6 to 12 months). The crucial point is that participation in the SPRAR programme is voluntary for Municipalities. It is for Mayors and local administrations to deal with their constituencies and to decide whether to receive migrants or not. Since this is happening in a context where political propaganda on migrants is rather negative, only 1,200 Municipalities of Italy’s 8,048 have accepted so far. In response to this, the former Ministry of Interior, the National Association of Italian Municipalities (ANCI) and the Alliance of Social Co-operatives signed the Chart of Good

Receptions of Migrants, a memorandum of understanding designing a systematic approach to reception.

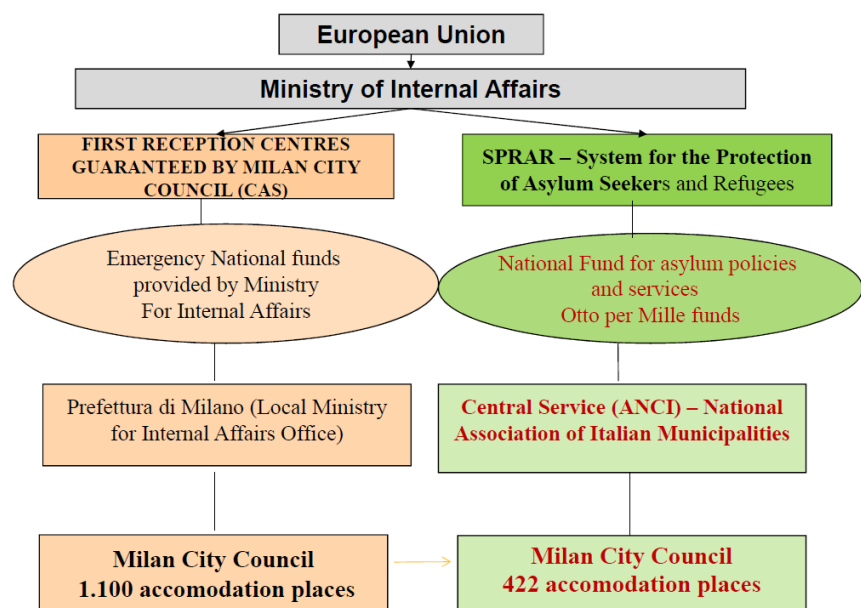
## 1.2 Strategic framework at local level

The Territorial Commission is entitled for the recognition of international protection. There are 20 Territorial Commissions in Italy, plus 20 additional sections introduced in 2015. The increase of the number of Commissions has shortened the process time to less than 180 days so that in 2016 around 70.000 asylum applications were analyzed as compared to 36.330 applications in 2014.

Every Territorial Commission includes a member of the Ministry of Internal Affairs local office (Prefettura), a member of the State Police (Questura), a member chosen by the local public bodies and a member of UNHCR. On 17th February 2017, the then Minister of Interior Marco Minniti passed a law making it impossible for applicants to contest the decision at the Court of Appeal. It is only possible to appeal against a first degree judgement directly to the Corte di Cassazione (third degree).

In the Municipality of Milan the integration of asylum seekers and refugees is in charge of the Department for Social Emergencies, Rights and Inclusion.

*Fig. 1 – Organization of the reception system according to L. 189/02.*



Municipality of Milan is one of the rare cases that directly supports both SPRAR and CAS systems. Milan, through its Welfare Plan,

also offers an integrated service system that covers migrants complementary needs. Some example:

- La Casa dei Diritti (The Home of Rights) is a public space for rights and actions against discriminations. It faces discriminations on ethnic basis, gender based violence, LGBT rights, inclusion for disabled, support for victims of trafficking and much more.
- Pre.Ce.Do. Regional Plan for preventing and combating discrimination deploys territorial help desks Anti-discrimination based on ethnicity, race, religion and nationality.
- First reception residential services (former social emergency centers, now temporary shelters and centers for housing autonomy) aimed at families with children and people in conditions of fragility. It supports programmes for social integration and inclusion.
- Homeless care services (residential, daytime, night-time, mobile units and daytime social intervention). Milan offers 1,020 beds in residential reception facilities. It is integrated with private and public organizations providing medical screening, food support, pharmaceutical support, clothes and personal hygiene.
- CASC Central Station Help Center also provides a quick response to asylum seekers, eventually directed at available CAS centres in collaboration with the immigration policies unit.

### **1.3 Changes brought on by the influx of refugees and asylum seekers**

One of the most impactful events in recent years was the influx after the war in Syria. The presence of Syrian nationals in the Municipality area started at the end of August 2013. The City of Milan Administration, with the help of voluntary organizations, provided at first social-sanitary assistance at the Central Railway Station and, subsequently, assumed a formal commitment to provide humanitarian assistance to Syrian nationals fleeing the war. On 18 October 2013, the City Council voted in favor of activating a reception service for foreign people in transit through Milan, placed at the City Central Station.

On the same day the City of Milan signed an Agreement with the Ministry of Internal Affairs local Office of Milan (Prefettura), valid until 31 December 2013.

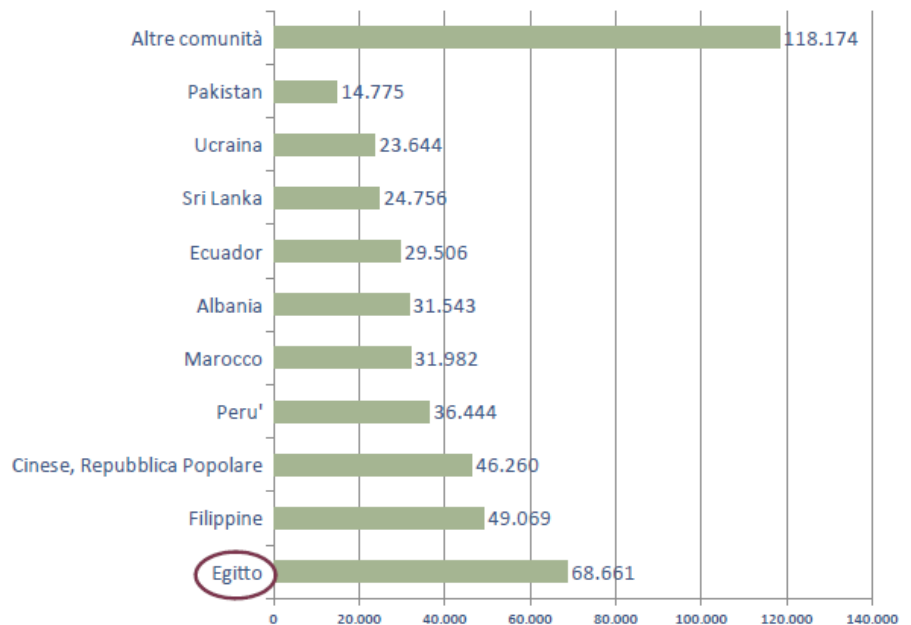
Given the characteristics of the flows coming in, it was necessary to continue the reception of third countries nationals in transit through Milan. Thus, the Agreement has been extended and currently it is confirmed until 31 December 2018 (1100 places).

## 2. Context – statistics

### 2.1 Population in Milan

The City of Milan has a surface of 181.8 km<sup>2</sup> and a Population of 1.380.873 of which 266.862 foreign residents. Milan Metropolitan area has a surface of 1.575 km<sup>2</sup>, spread over 134 municipalities and has a population of 3,238,161. Milan Metropolitan Area hosts Italy's largest non EU citizens community with 474,818 people, accounting for 12% of the National non EU residents. The average rates of non EU residents is 11,7%, with Milan at 18,8% and an uneven distribution from North (Baranzate 28,3%) to South (Cusago 2,1%). The largest national community is the Egyptian community with 68,661 people, that accounts for nearly an half (48,8%) of all the Egyptians residents in Italy.

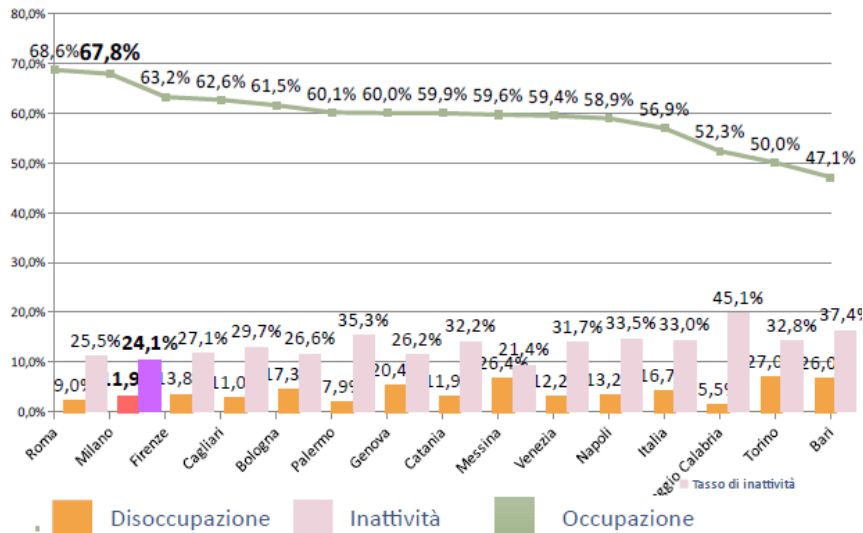
*Fig. 2 – National communities in Milan Metropolitan area.*



Non EU residents in the Milan Metropolitan area are more likely to achieve a work permit (48,9%) than averagely in Italy (42,0%).

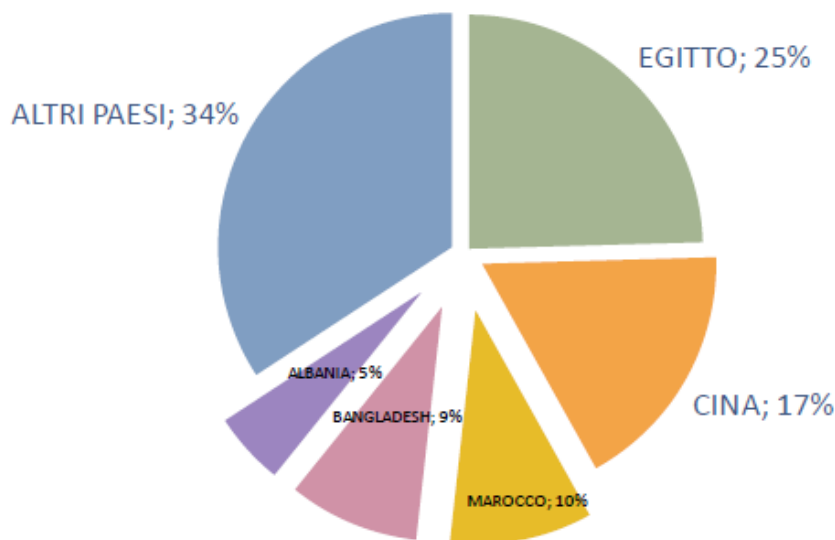
The stock of non EU citizens in Milan Metropolitan area is performing better in terms of rate of employment (67,8% Milan vs 56,9% Italy), unemployment (11,9% Milan vs 16,7% Italy) and inoccupation (24,1% Milan vs 33% Italy)

*Fig. 3 – Non EU unemployment, inactivity and employment in Metropolitan areas in Italy.*



Migrants entrepreneurship is also dynamic, in 2015 there were 30,375 businesses started from non EU residents, that accounts for 23,8% of the total.

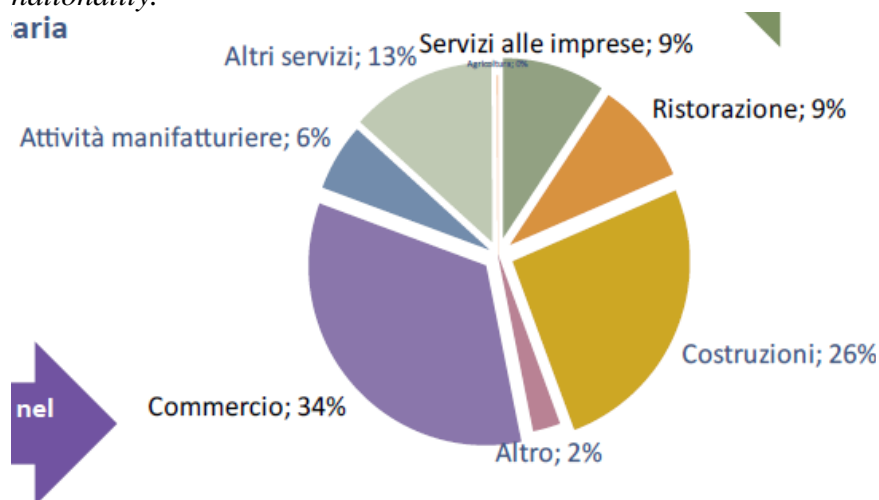
*Fig. 4 – Non EU entrepreneurs in Metropolitan areas by nationality.*



Companies are primarily concentrated in commerce, constructions and restoration. There are significant concentrations in the city of Milan where migrant entrepreneurs accounts for an overall 42% of company services, 35,4% of restoration and 32,6% of the construction.



Fig. 5 – Non EU entrepreneurs in Metropolitan areas by nationality.



## 2.2 Refugees and newcomers

Referring to the city of Milan, arrivals from Syria were prevalent until 2014. while in 2018 Eritreans are the most represented community among the 87 national groups represented overall.

Table 2 - Arrivals in Milan by country of origin 2013 to 2018.

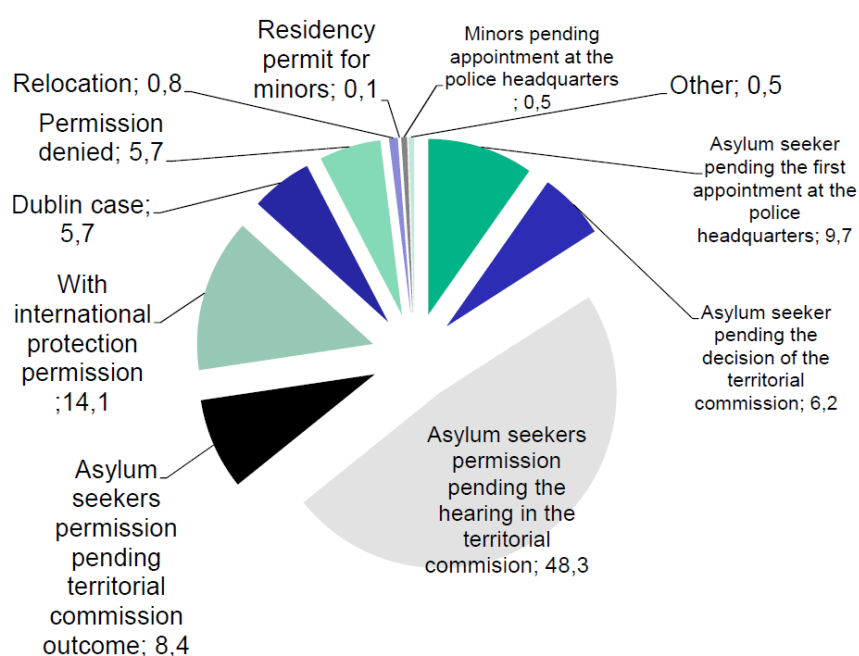
Citizenship	2013	2014	2015	2016	2017	2018
Siria	95,9	78,1	20,3	3,3	6,4	5,7
Eritrea	2,4	15,6	58,5	51,4	30,9	28,1
Somalia	0,0	0,4	5,1	6,6	12,6	5,0
Palestina	1,5	5,1	3,1	1,4	0,9	2,0
Sudan	0,0	0,2	5,2	9,1	3,2	4,1
Etiopia	0,0	0,0	2,0	7,3	2,7	1,3
Afghanistan	0,0	0,0	0,8	5,1	11,6	6,6
Iraq	0,0	0,2	1,4	3,5	7,5	2,7
Nigeria	0,0	0,0	0,7	1,7	2,7	1,8
Egitto	0,0	0,0	0,4	1,6	0,8	1,9
Pakistan	0,0	0,1	0,4	1,1	2,4	17,5
Libia	0,1	0,0	0,3	1,2	1,9	6,6
Gambia	0,0	0,1	0,2	1,2	2,5	1,4
Guinea	0,0	0,0	0,1	1,2	4,6	1,1
Mali	0,0	0,1	0,3	0,4	0,8	0,9
Altro	0,0	0,1	1,2	4,1	8,5	13,4
Totale	100,0	100,0	100,0	100,0	100,0	100,0

Since 2014 the percentage of unaccompanied minors hosted in centres increased. These unaccompanied minors are mainly from Eritrea, Egypt and Afghanistan; 90% are males; around 50% are 17 years old and 20% are younger than 16.

*Fig. 6 – Unaccompanied minors received in centres.*

	2013	2014	2015	2016	2017	2018
Unaccompanied minors	13	944	1.478	3.315	1.013	48
% of unaccompanied minors over the total of minors hosted	5,4	8,0	38,0	54,1	51,0	26,7

*Fig. 7 – Applicant received in centers by juridical status.*



## 2.2.1 Development in recent years

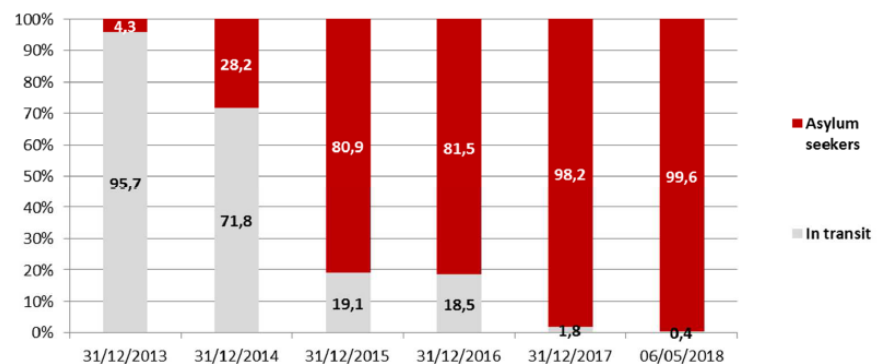
Between 18 October 2013 and 30 April 2018, the total number of non-Eu nationals hosted in Milan accommodation centres is 129.514 (8.674 are underaged).

Arrivals in Milan by year:

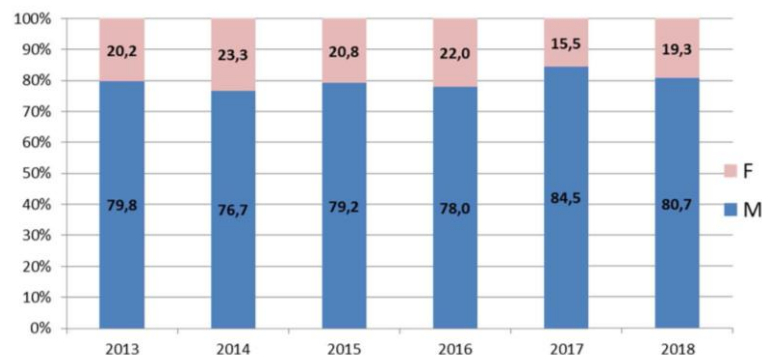
- 1.316 last 3 months in 2013
- 52.631 during 2014
- 31.855 during 2015
- 34.202 during 2016
- 8.674 during 2017
- 1.133 until 30 april 2018

Until October 2015 people stayed in the reception centers on average 4 days, with a very high turnover. In 2016 Germany, France, Austria, Sweden, Norway and Denmark reinstated controls on borders with other Shengen states. In March 2016 Turkey was appointed by the EU to stop the migrants flows from Syria. The combination of these factors, joined with the worsening of some regional crisis in Africa, inverted the trends of migration in Milan. Whereas 98% of Non-Eu-nationals were transiting to a destination in another European city in 2016, 99% of Non-Eu-nationals consider Milan as their final destination today.

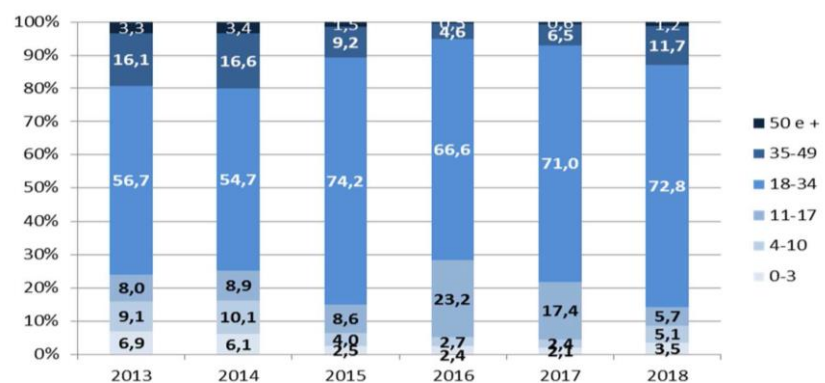
*Fig. 8 – Asylum seekers / transiting persons ratio 2013 - 2018*



*Fig. 9 – Asylum seekers in SPRAR by gender*



*Fig. 10 – Asylum seekers in SPRAR by age*



## 2.2.2 Country of origin

The largest national group entering the SPRAR system in 2017 was represented by Somali. Africans in general have been increasing constantly since 2015.

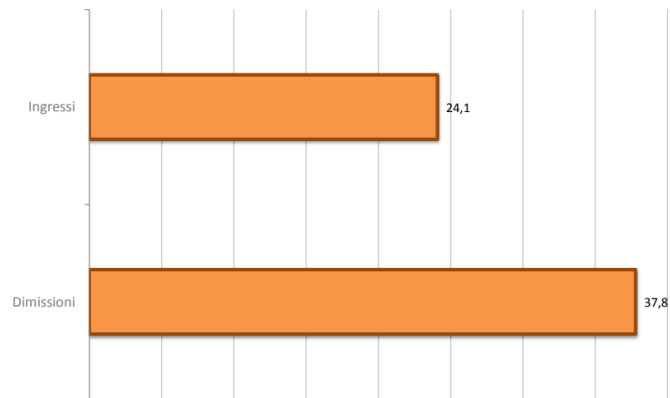
*Table 3 - Non EU nationals entrance in SPRAR by countries 2015 - 2018.*

#	Country	2015	Country	2016	Country	2017
1	ERITREA	16.5%	SOMALIA	19.7%	SOMALIA	35.9%
2	PAKISTAN	15.9%	AFGHANISTAN	12.8%	MALI	6.3%
3	SYRIA	7.2%	ERITREA	9.5%	AFGHANISTAN	6.0%
4	SOMALIA	6.9%	PAKISTAN	9.2%	GAMBIA	6.0%
5	AFGHANISTAN	6.6%	IRAQ	6.6%	ERITREA	5.8%
6	MALI	5.8%	SYRIA	6.4%	PAKISTAN	5.3%
7	UKRAINE	5.8%	NIGERIA	5.9%	IRAQ	4.8%
8	GAMBIA	3.5%	GAMBIA	5.4%	NIGERIA	4.6%
9	SENEGAL	3.5%	MALI	4.1%	SENEGAL	4.1%
10	EGYPT	3.2%	GHANA	2.8%	ETHIOPIA	3.1%
<b>Continent</b>		<b>2015</b>	<b>Continent</b>	<b>2016</b>	<b>Continent</b>	<b>2017</b>
AFRICA		58.1%	AFRICA	58.8%	AFRICA	79.5%
ASIA		35.0%	ASIA	40.4%	ASIA	20.2%
EUROPE		6.1%	EUROPE	0.8%	EUROPE	0.0%
AMERICA		0.9%	AMERICA	0.0%	AMERICA	0.0%

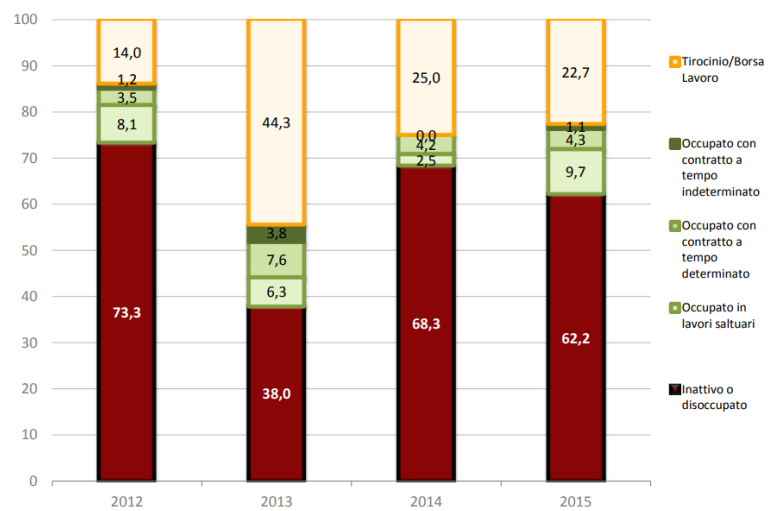
## 2.3 Unemployment rate

Unemployment rate among refugees included in the SPRAR system is averagely high even if fluctuating significantly each year. Factors that can influence these statistics are the lengths of staying in the system (job is only allowed within 60 days from the bid), competences, skills, education, cultural distance, gender and the job marked among the others.

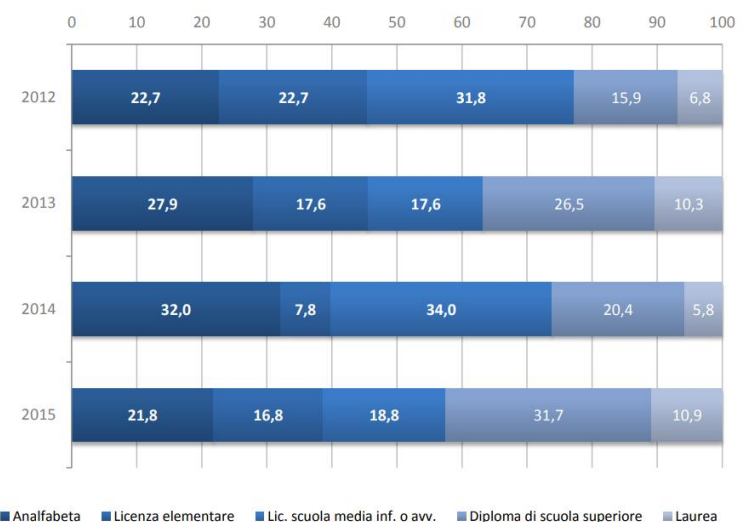
*Fig. 11 – Employment rate in the month of entry and exit the SPRAR system; year 2015*



*Fig. 12 – Distribution of employment status in the month of entry and exit the SPRAR system; years 2012-2015*



*Fig. 13 – Distribution of education level in the SPRAR system; years 2012-2015*



### **3. Labour migration policies at local level**

#### **3.1 Policy measures**

AFOL Metropolitana offers to people in the Milan metropolitan area personalized coaching services designed to meet the different needs of those who want to improve their work status or who are looking for an occupation. Employment experts help people focusing on individual strategies. Anyone can choose personal or group coaching, providing:

- information on the performance of the local labour market and on the network of services in the area
- information on labour market regulations
- job search strategy
- self-candidacy tools: curriculum vitae, cover letter, etc.
- preparation for selection interviews
- Job matching
- Internship
- Self-entrepreneurship / business plan / access to public funding
- business lab area / fab lab area for the pre-incubation of business ideas and any prototyping of products.

CELAV offers mediation services to employers and unemployed people in the City of Milan, fostering job inclusion of the most vulnerable. It integrates internal, territorial and institutional networks in order to maximize its services that include:

- Information and orientation help desk: *providing individual interviews, supporting active job seeking and addressing the creation of CVs and competences portfolios*
- Training and coaching: *providing an introduction to VETs courses available in the city, activating job inclusion programmes and internships*
- Employers and job matching: *scouting companies for on the job training and internship programmes*

CELAV operates on complex target needs while trying to avoid an overly standardised service. There are six different task forces led by one council officer that monitors the operations of a team of external specialists. Two of the aforementioned task forces focus on Foreign Adults and Refugees and Asylum seekers.

*Table 4 – CELAV services for adults refugees in the last two years*

<i>mostly addressed to HORECA, agrifood and city maintenance</i>	2016	2017
Beneficiaries selcted from SPRAR/CAS services	378	325
Cases maneged with employment services	210	215
Temporary and short term contracts	85	82

*Table 5 – CELAV services for unaccompanied minors last year*

<i>mostly addressed to HORECA, constructions, manufacturing and commerce</i>	2017
Beneficiaries selcted from social services	183
Interviews and coaching	429
Training courses	4
Internships	287
Permanent, temporary and short term contracts	80

CELAV implemented in 2013-14 the project SAFE - Scouting for Agriculture Forward Employment thanks to the European Fund for the Integration of Third-Country Nationals, in collaboration with Consorzio Farsi Prossimo and with the main Farmers Organizations (CIA Lombardia, Coldiretti Lombardia, Confagricoltura Milano Lodi and Monza Brianza). The project tested the potential of the Agrifood sector for the employment of third-country nationals between 19 and 35 years, who arrived from less than 4 years previously that have experienced difficulties in finding employment in other sectors.

CELAV took part in LABOUR - INT a two years project (2017-18) aiming to build a fully-fledged labour inclusion package for refugees and asylum seekers in Milan in the tourism and tertiary sector. It leverages on businesses, chambers of industry and commerce, trade unions and migrant associations, promoting a multi-layered integration path, from arrival to the workplace, passing through education, training and job placement. A guideline for project implementation is expected by the end of 2018.

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In the Milan Metropolitan area there are two major specific devices supporting active policies such as Dote Unica Lavoro and Borsa Lavoro.

Dote Unica Lavoro is a Lombardy Region programme offering opportunities to different groups of unemployed to participate in free personalized training. They aim to:

- find a job
- qualify through training courses for professional retraining
- develop ideas to undertake income generating activities

Borsa lavoro (work grant) is a convention between Municipality of Milan and companies to carry out an extra-curricular internship experience for unemployed. Beneficiaries are provided with an orientation course and a competences portfolio. It is supported by tutors from both Celav and Companies. The internship lasts a maximum of 12 months or 24 months for disabled. The internship is totally paid by Municipality of Milan (300 – 500 euros per month) as well as the insurance fees.

Refugees are among the 10 target groups defined by the Law 68/99 regulating "targeted placement" (collocamento mirato), a set of services that favour the integration at work of people with disabilities and other vulnerable categories.

Refugees are also included in Law 381/91 regulating activities of Social Cooperatives which are divided into two types - Type A *cooperatives are limited to specific socially relevant sectors* or Type B *which can operate in any sector but must guarantee at least 30% of jobs available to disadvantaged categories*. Refugees can be included as part of the 30% protected jobs in Type B but the companies don't receive any fiscal deductions as they do with other disadvantaged categories.

Although it targets vulnerable groups, Dote Unica Lavoro has not specific attributions to refugees.

Borsa Lavoro on the contrary is widely used for refugees (425 in the last two years), unaccompanied minors (300 in the last two years) or long term unemployed migrants.

Borsa Lavoro has recently been used in the project P.A.N.E. in which 16 SPRAR refugees, aged between 18 and 25, partook in the first training course for bakers and coffee shop operators. Before the internship they received 120 hours of training of which 60 were



theory and 60 learning by doing. This project was made possible through an agreement between Municipality of Milan and Fondazione Adecco, in collaboration with Società Umanitaria.

Affirmative actions such as P.A.N.E, on a few occasions were argued against as if *it created a positive discrimination against italian citizens*. In this sense private public partnerships make affirmative approaches less critical. Of course the key factor is the involvement of companies to host beneficiaries' employment journey.

The Municipality of Milan also has a long tradition of cooperation with the third sector which stems from its "subsidiary" approach. Despite many other local entities using third-sector organizations to outsource civic services, Milan has created proper partnerships addressing, monitoring and evaluating programmes.

The Foundation Terre des Hommes Italy has launched the project "Borse Lavoro per l'inclusione sociale di giovani migranti" (*Work Grants for the social inclusion of young migrants*) funded by the bank Intesa San Paolo. The programme is open to migrants between the ages of 17 and 30 and asylum seekers in the Milan metropolitan area. The training courses will be organized by the Department of Urban Economics and Employment of the Municipality of Milan.

There are also growing examples of business and citizens initiatives. The legal firm Baker McKenzie, driven by one of their associates, started a pro-bono activity that lately become a permanent *Refugee Integration Programme*. The firm involved the social cooperative Farsi Prossimo, a professor from Milan University and the UNHCR in order to create a virtuous circle. Of course the biggest strenght point was the easy interaction with companies, starting from the long list of the firm clients.

Very impactful inclusion programmes can be implemented in the area of migrant self-employment and entrepreneurship.

X23 a private research centre and business support organization, together with five European partners started the project ME4Change - *Migrants Empowerments for Change*. The programme targets young migrant entrepreneurs – the Migrapreneurs – (18-34 years of age), in particular those newly arriving to the EU and having been legally staying in EU and hosting countries for at least a year.

SINGA Italia is the headquarters of the network which also includes France, Switzerland, Germany, Belgium, Quebec, Morocco and the

United Kingdom. Its “Projects Community” aims to accompany the refugees in their professional projects but also in a broader way to accompany them to create an ecosystem favorable to the development of these projects, in order to encourage the living together and the creation of wellness.

The Association IRENE together with partners from Greece, Germany, Italy, UK, Lithuania and Turkey developed New Chance, New Life to develop social entrepreneurship skills and competences in unemployed migrants and refugees. The ultimate goal is creating beneficiary's social business in the fields of recycling and re-use – one of the fast growing business sectors in EU.

Entrepreneurship potential in refugees is often more difficult to assess compared to other groups of migrants that are more aware of the Italian socio-economic situation. The cultural distance, the psychological conditions, the gaps in education and job skills are important factors when approaching refugees with entrepreneurial potential. Their resilience and adaptability can partially fill those gaps.

### **3.1.1 Skills development and vocational training**

AFOL Metropolitana goals are tackling unemployment, improving the quality of employment, promoting human capital and supporting local development. The strategy to achieve this is the integration of:

- VET
- Orientation
- job placement

The main training areas are

- Citizenship education and training
- Lifelong learning
- Higher education and specialization

This all aims at increasing access to the labour market, implementing professional skills especially of the weaker groups.

AFOL works closely with companies, research centers, universities, schools and other training institutions in the attempts to click with job market requirements.

The courses cover different subjects and thematic areas and are carried out at various locations that have become specialized over time;

**Milan:** visual communication, photography, fashion, aesthetics, hairdressing, information technology, media technologies and languages, languages, tourism and business services.

**Cernusco sul Naviglio:** administration and accounting, IT, languages, transport and logistics, social health

**Cesate:** electricity and solar and photovoltaic systems, thermo-hydraulics, computer science  
**Limbiato:** computer science, accounting, sales, graphic  
**Garbagnate Milanese:** administration, socio-health, languages, commerce, catering, information technology

**Cologno Monzese:** hairstyle

**Melegnano:** hairdressing and catering

**Rozzano:** aesthetics, hairdressing, electricity and solar and photovoltaic systems, electronics, IT, administration and secretariat

**San Donato Milanese:** electricity and solar and photovoltaic systems, thermo-hydraulics, administration and secretarial services, commerce, languages, assistance and personal care

**Sesto San Giovanni:** catering, car mechanics and motorcycles  
**Cormano:** aesthetics, hairdressing, hydraulics / thermohydraulics, mechanics

AFOL Metropolitana hasn't developed a specific training method targeting migrants yet, but its competence in vocational training and certification of skills can be an asset in the development of tailored services for migrants.

## **4. Challenges**

### **4.1 Main challenges in integrating refugees and asylum seekers in the labour market**

The rapid technological changes that today characterize European economies imply an increase in the demand for highly skilled labour. Therefore European institutions have recently issued pronouncements that urge member states to commit themselves to promoting the recognition of migrants' qualifications. This is particularly important for Milan, home to an advanced tertiary economy. Migrants' education and qualification should adapt to the job market, leveraging on their original skills and resilience. Since the gap is often challenging, it takes an extra effort to strengthen the network of local actors and to use all the pre-existing instruments for active and passive employment policies in an integrated way.

### **4.2 Specific challenges regarding women**

Women are traditionally more vulnerable than men especially when pregnant or mothers. They are also more affected by professional de-skilling. When migrants' skills and qualifications are not accepted nor acknowledged in the hosting country's labour market, a downward social mobility happens. It is not only a net loss in terms of human capital and economic contribution but also when migrants are marginalized and discriminated structurally so are their new generations.

### **4.3 Individual limitations**

The beneficiaries of international protection represent a particularly vulnerable group, with an employment rate that in Italy stood at around 44.4% as of 1 January 2016. The overall stagnant labour market is partially responsible, but there are specific weaknesses, such as the psychological vulnerability due to traumas experienced before departure and during travel, the impossibility of choosing the country of destination and the scarcity of social networks in the receiving context. Education, language and work skills are the most frequent gaps, especially in young Africans.

Moreover, for refugees with proficient education it is often difficult to achieve recognition for the qualifications obtained abroad.

#### 4.4 Local level challenges

One of the main problems in the SPRAR reception system is the lack of continuity of the services. When the program ends, migrants aren't provided with support services anymore. On one hand this is the ultimate challenge of the program, designed to achieve beneficiaries' autonomy. On the other hand, often beneficiaries struggle to achieve the full capacity of providing for themselves and for their families. In the case of unaccompanied minors, for example, the reception is extended to young adults age, providing an extra time to complete the autonomy acquisition process. In some cases organizations and companies offers incubation programmes leveraging on migrants' entrepreneurship and other private initiatives include migrants in order to increase cultural diversity in their organizations. Nevertheless the offer is limited, fragmented and often related to one-off projects. There is a lack of proper case management models available to develop individual programs.

### 5. Examples of good practices at local level

The Municipality of Milan has recently started the programme SPRAR *accoglienza in famiglia (reception in families)*. The rationale is that the SPRAR first reception phase ends with the outcome from the Territorial Commission. Those receiving a positive answer are entitled to six more months in the programme but they are still only accepted on a temporary basis. To achieve self autonomy and integration, beneficiaries sometimes need more support. To cope with that Milan, in agreement with the SPRAR Central Service, a new form of reception in families. So far 10 refugees have been placed in 10 families with the intention of encouraging social inclusion, creating a sound environment for education, stimulating autonomy and ultimately smoothing the integration process in local communities.

### 6. Conclusions and recommendations

In the current context it is essential that refugees' social inclusion is backed by a specific and structured programme for job inclusion. Exiting reception programmes without achieving an effective way of supporting themselves would leave refugees extremely fragile, therefore recruitable for illegal work or criminal activities. It is remarkable that the Government regulated twice in five years, 2011 and 2016, against work exploitation (caporalato). The latter revision

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is more severe in its application towards business owners' responsibilities. The newly elected government announced in August 2018 its intention to modify the Law again, diluting the responsibility of business owners.

In general, since some of the mechanisms that regulate migrants lives in Italy are difficult and obscure, they can generate social exclusion as well. On the contrary, the more the current "entry, stay, expulsion and inclusion" legal framework is made fairer and user friendly, the more migrants comply with legal requirements and achieve social inclusion.

The SPRAR system should become the standard reception system. However, even if the collaboration with the non for profit sector nationwide is expected, the engagement of Municipalities is still low because it is completely voluntary. Municipality of Milan has recently decided to leave the CAS management completely to the Ministry of Interior (as in every other city), focusing on SPRAR. By the end of 2018 the places available in the city will be increased from 422 to 993, also including new programmes for unaccompanied minors.

Other actions that could ease the migration management are:

- Implementing the relocation program as a permanent measure for Southern European countries (10.120 people in 2 years)
- Improving the resettlement program between UNHCR and the Ministry of Interior (1989 people in 2017, mainly Syrians)
- Supporting humanitarian corridors, managed and self funded by non profit organizations (Community of Sant'Egidio, in collaboration with Federation of Evangelical Churches and Waldesian Church) through a permanent humanitarian visa release system.

From the Municipality of Milan's perspective, it is recommendable to start planning long term actions beside the short and medium term. This would include:

- Promoting refugee Entrepreneurship
- Building a sense of community in order to let refugees feel at home in the city (i.e. Places to pray like local mosques)
- Implementing the leading role of the Municipality in coordinating strategies and good practices aiming at deeper linguistic and scholastic integration
- Offering bespoke VET programmes
- Improving a standard system for validation of non-formal and informal competences