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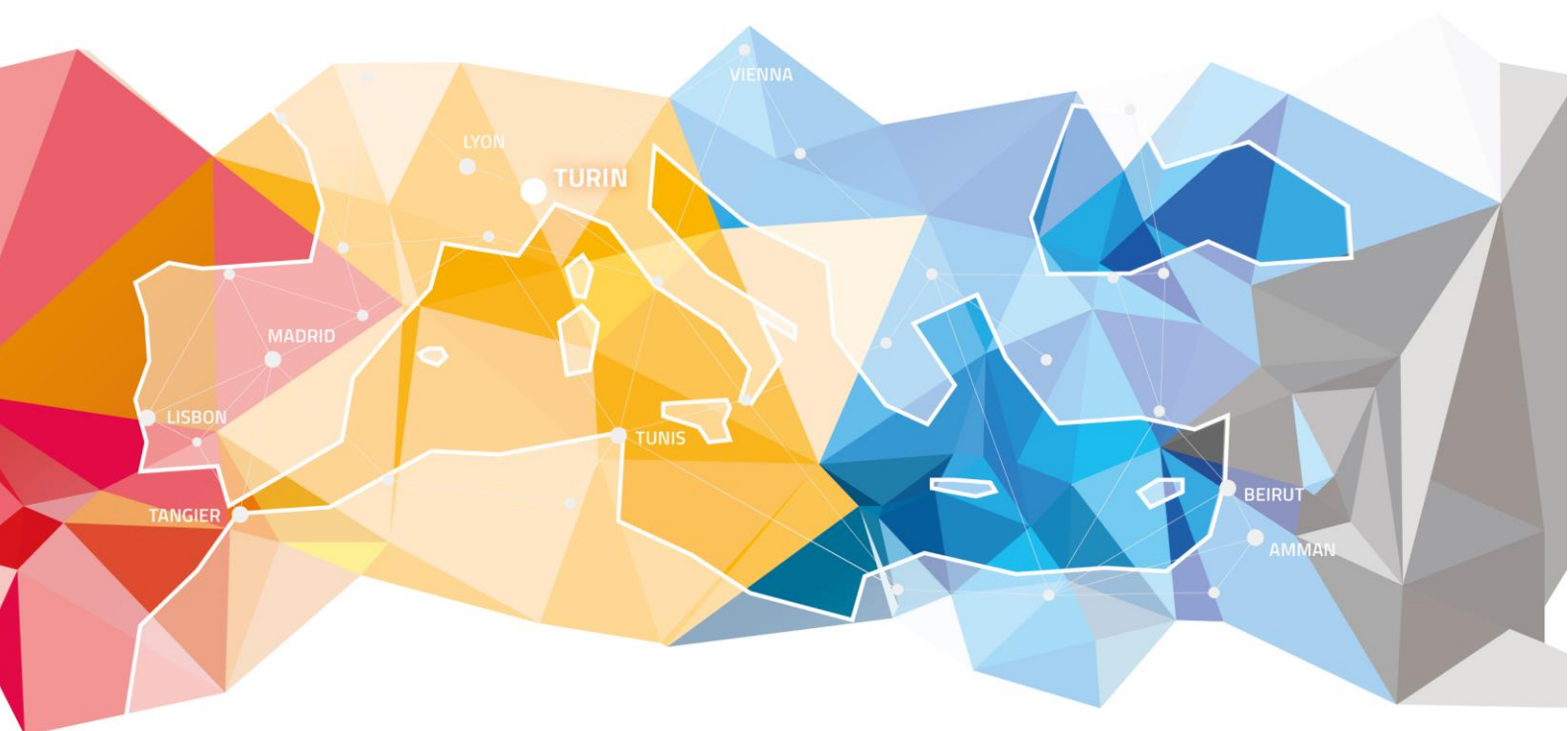


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CITY MIGRATION PROFILE

METROPOLITAN CITY OF TURIN



Mediterranean City-to-City Migration

Dialogue, Knowledge and Action

October 2017

Implemented by



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1.	BACKGROUND	4
1.1.	PROJECT INFORMATION	4
2.	METROPOLITAN CITY OF TURIN - SYNOPSIS	5
2.1.	REFLECTIONS ON MIGRATION DATA IN THE METROPOLITAN AREA OF TURIN	8
3.	NATIONAL CONTEXT	9
3.1.	OVERVIEW OF MIGRATION PATTERNS IN ITALY	9
3.2.	NATIONAL MIGRATION POLICY	12
3.3.	INSTITUTIONAL FRAMEWORK	14
3.4.	REGIONAL AND INTERNATIONAL COOPERATION	15
4.	IMMIGRATION SITUATION IN METROPOLITAN CITY OF TURIN	17
4.1.	OVERVIEW	17
4.1.2.	MIGRATION PATTERNS IN THE METROPOLITAN AREA OF TURIN	18
4.2.	MIGRANT POPULATION	18
4.2.1.	MIGRATION CHANNELS AND LEGAL STATUS	18
4.2.2.	MAIN COUNTRIES OF ORIGIN	29
4.2.3.	GENDER DISTRIBUTION	20
4.2.4.	AGE STRUCTURE	21
4.2.5.	LEVEL OF EDUCATION	22
4.2.6.	SECTORS OF ACTIVITY	23
5.	METROPOLITAN CONTEXT	25
5.1.	LOCAL MIGRATION POLICY	26
5.1.1.	MAINSTREAMING OF MIGRATION IN LOCAL PLANNING	28
5.1.2.	GOOD PRACTICES	28
5.2.	INSTITUTIONAL FRAMEWORK	34
5.2.1.	COORDINATION AND COOPERATION AT METROPOLITAN LEVEL	39
5.2.2.	COORDINATION AND COOPERATION WITH THE REGIONAL AND THE NATIONAL LEVEL	40
5.3.	INTERNATIONAL COOPERATION	41
6.	IMMIGRANTS' ENJOYMENT OF HUMAN RIGHTS AND ACCESS TO SERVICES IN TURIN METROPOLITAN AREA	43
6.1.	OVERVIEW	43
6.2.	LANGUAGE LEARNING	43
6.3.	EDUCATION, VOCATIONAL TRAINING	44
6.4.	EMPLOYMENT AND ENTREPRENEURSHIP	47
6.5.	SOCIAL AFFAIRS	48
6.6.	PROTECTION AGAINST DISCRIMINATION	50
6.7.	HOUSING	51
6.8.	POLITICAL PARTICIPATION AND INCLUSION IN LOCAL DECISION-MAKING PROCESSES	52
6.9.	THE PUBLIC PERCEPTION OF MIGRATION AND INTEGRATION	53
7.	CONCLUSIONS AND REFLECTIONS / CONCLUDING REMARKS	54
8.	REFERENCES	55
	ANNEXES	58
	ANNEX 1: DOMESTIC LEGAL FRAMEWORK	58
	ANNEX 2: TERMINOLOGY EXPLAINED	59

1. Background

1.1. Project information

Internal and international migration movements in the greater Mediterranean region have a direct and long-lasting impact on the development of urban areas, as these are often the destinations of migrant populations. In order to maximise the social and economic development potential of these migrant populations cities need effective migration governance capacities, particularly as regards integration, inclusion and access to human rights and services.

In this context, the **Mediterranean City-to-City Migration Project** aims to contribute to improved migration governance at local level in cities in Europe and in the Southern Mediterranean region. The project is implemented by a consortium led by the International Centre for Migration Policy Development (**ICMPD**) in partnership with the United Cities and Local Governments Network (**UCLG**) and the United Nations Human Settlements Programme (**UN-HABITAT**) and with the United Nations High Commissioner for Refugees (UNHCR) as associate partner, in the framework of the Dialogue on Mediterranean Transit Migration (MTM)². The project is funded by the **European Union** through the Directorate General for Neighbourhood and Enlargement negotiations and co-funded by the **Swiss Agency for Development and Cooperation**. In the first phase of the project the city network was comprised of the cities of **Amman, Beirut, Lisbon, Lyon, Madrid, Tangiers, Turin, Tunis and Vienna**.

Project activities are grouped in a **dialogue** component, which facilitates the exchange of experiences and policy options among the cities, a **knowledge** component, which takes stock of the migration situation in the participating cities, and an **action-oriented** component, which produces a set of recommendations on migration governance at local level, and offers pilot projects in the Southern cities participating in the project.

Set out as part of the knowledge component, **the City Migration Profiles** provide sound evidence based on migration in the participating cities by providing an overview on i) the migration situation and current developments; ii) immigrants' enjoyment of human rights and access to services; iii) integration and inclusion policies and initiatives and iv) an overview of relevant actors in the cities

² The MTM is an informal consultative platform between migration officials in countries of origin, transit, and destination along the migration routes in Africa, Europe, and the Middle East.

2. Metropolitan City of Turin - Synopsis

General overview	
Metropolitan City area (km ²) (year of the measurement)	6,827 km ² (1 January 2016; Source: Istat - The Italian National Institute for Statistics)
Political and administrative context	<p>The Metropolitan City (MC) of Turin is a newly established institution stemming from the former Province, as a consequence of the National Law 56/2014. Traditionally, in Italy, there have been four levels of government: national, regional, provincial and that of cities. Law 56/2014, which became officially operative as of 1 January 2015, replaced the Italian Provinces with 110 "Enti di area vasta" (Large area entities) significantly reducing their competences. When overlapping with big cities, those entities are called "Città Metropolitane" (Metropolitan Cities) and have further competences, though still lower than those held by the former Provinces. The Metropolitan Cities are now called to arrange 3 year-long Metropolitan Strategic Plans to promote local economic and social development, partnering with municipalities and economic actors (for further details see section 5).</p> <p>The Metropolitan City of Turin is located in the North-West of Italy, in the Piedmont region, and is competent on an area including the urban area of the City of Turin (the fourth largest city in Italy – Istat 2016) and other 314 municipalities.</p>
Share in national population	3.76% (1 January 2016; Source: Istat)
Language	Italian

Description		Data	Year	Source
Demographic Structure	Total population Metropolitan City	2,282,197 (F 1,180,770) (M 1,101,427)	1 January 2016	Istat
	Proportion of population aged 0-9	8.63 %	1 January 2016	Istat
	Proportion of population aged 10-24	13.09 %	1 January 2016	Istat
	Proportion of population aged 25-44	24.72 %	1 January 2016	Istat
	Proportion of population aged 45-74	40.90 %	1 January 2016	Istat
	Proportion of population aged 75 +	12.65 %	1 January 2016	Istat
Migration	Share of foreigners in total population	9.73 %	1 January 2016	Istat
	Foreigners new born in 2015	3,185	1 January 2016	Istat
Labour Market	Unemployment rate	11.9 %	1 June 2016	Istat
	Economically active population	1,038,261	1 January 2016	Istat
	Gross Domestic Product (per capita)	30,200 EUR	2012	Istat
	Main sectors of activity (based on 224,120 companies)	1. Trade (25.3%)	1 st Semester 2016	Turin Chamber of Commerce
		2. Business services (25.0%)	1 st Semester 2016	
		3. Construction (15,5%)	1 st Semester 2016	
4. Industry (9.8 %)		1 st Semester 2016		
5. Tourism (6.9 %)		1 st Semester 2016		
Living Conditions	Average price for buying a housing	1,242 EUR/m ² (2,198 Turin City)	2015	Italian Revenue Agency

	Average disposable annual household income	20,445 EUR	2012	Istat
	Average area of living accommodation (2015 real estate sales)	96.7 m ² (84.4 City of Turin)	2015	Italian Revenue Agency
	Social housing households (allocations)	434 Italian 316 Foreign	2015	Territorial Agency for Housing (Turin)
	Housing need (households)	10,587	2014	Metropolitan City (Turin)
	Persons at risk of poverty of social exclusion (data on Piedmont)	18.8 %	2014	Istat
Education	Early leavers from education and training	12.7 %	2014	Ministry of Education, University and Research (MIUR)
	Early leavers from education and training (after 5 years secondary school, 2009-2014)	5,569	2014	Ministry of Education, University and Research (MIUR)
	NEET (15-29 years old)	16.7 %	2011	Ministry of Labour and Social Policy
	Students in higher education	96,051	31 January 2016	Ministry of Education, University and Research (MIUR)
	Proportion of working age population with upper secondary education or post-secondary non-tertiary education	57.7 %	2013	Istat
	Proportion of population aged 25-64 with lower secondary education	38.6 %	2013	Socioeconomic Research Institute Piedmont



2.1. Reflections on migration data in the metropolitan area of Turin

Migration data available in the metropolitan area of Turin is rather rich since the Inter-Institutional Observatory of Foreign Population in the Metropolitan City of Turin gathers information and data on the foreign population and integration policies from the relevant local institutions (section 5.2.1). The main limit is that data is generally disaggregated by nationality rather than by country of birth, thus concerns the foreign rather than the immigrant population and excludes naturalised people. When analysing migrants' access to human rights, this could be an issue since naturalised people enjoy the same rights as citizens. However, formal entitlements are not systematically correlated to actual enjoyment of rights and many obstacles persist even after the acquisition of citizenship. In the case of Italy, the lack of data on countries of birth is not a relevant bias since naturalisation only concerns a small share of the migrant population. This can however hamper comparisons between cities located in different countries (Pastore and Ponzio 2016): not only different countries collect and aggregate data in different ways, but the size of the foreign population is largely affected by nationality laws and migrants' average length of stay in the country.

Paradoxically, the most important data gap in the Profile does not concern migration but rather the housing conditions of the general population (section 6.7). Indeed, the housing sector, both from a policy and academic perspective, is weak in Italy like in all Southern European countries, thus data in this field is generally lacking.

3. National context

3.1. Overview of Migration Patterns in Italy

Italy became an immigration country in the second half of the 1970s, with three main immigration periods. The first period witnessed arrivals from Africa (mainly Senegal, Eritrea and Somalia), the Middle East, Asia (The Philippines), and South America. The 1980s started off with increasing flows from the Maghreb. Other nationalities significantly grew in number, including Chinese, Peruvians, and Nigerians (Pugliese, 2002). At the beginning of the 1990s, migration flows from Eastern Europe started and Yugoslavians, Albanians and Romanians became the fastest growing groups.

Nowadays, Italy is undergoing a process of structural assessment of its immigration, as immigrant population presents changing demographic, socio-economic and cultural characteristics (Blangiardo, 2005). Extended lengths of stay, gender balance, increasing numbers of immigrants with children and students in schools are some of the characteristics that outline a deep-seated phenomenon.

Migration flows have been generally growing over the last decade. At the beginning of 2016, there were 5,026,153 immigrants holders of a residence permit in Italy (8.3% of the total population) coming from almost 200 countries, especially East-Central Europe, North Africa, Latin-America and South-East Asia (www.demo-istat.it)³. It is worth underlining that the accession of Romania and Bulgaria to the European Union induces a decrease of non-EU citizens officially residing in the country (with consequences in terms of free circulation, access to the labour market, and expulsions).

Tab. 1 - Foreign citizens in Italy (Time series, data at 1 January)

2016	2015	2014	2013	2012	2011	2010	2009
5,026,153	5,014,437	4,922,085	4,387,721	4,052,081	4,570,317	4,235,059	3,891,295

Source: www.demo.istat.it

In terms of gender, as of 1 January 2016 women represented 52.6% of foreign residents and men 47.4%. However, gender composition varies across nationalities: there is a prevalence of female population among some African groups (e.g. Nigerians and Ethiopians), Asian groups (Filipinos), Latin American (Brazilians, Ecuadorians, Peruvians), and Eastern European groups (Ukrainians, Bulgarians, Moldovans, Poles), while male immigrants prevail among various African groups (Tunisians, Senegalese, Moroccans, Egyptians).

Regarding the age structure, minors represented 18% of foreign residents and most of them arrived through family reunion. According to Istat data, there were 814,117 foreign children enrolled in Italian schools in 2014/2015, the majority of which attended the primary school

³ As said in Section 2.1, in Italy the foreign-born population is almost the same of foreign population. Eurostat data for 2015 shows that foreign born (both in other EU Member States and non-EU countries) residing in Italy amount to 5,805,328 (<http://ec.europa.eu/eurostat/data/database>).

(35.8%), though students in the first level (from 11 to 13 years old) and the second level (14 to 18) of the secondary school have significantly increased too (representing respectively 20.5% and 23.1%).

The following Table provides an overview of the ten main nationalities of foreign residents as of 1 January 2016.

Tab. 2 - Main nationalities of foreign citizens in Italy (1 January 2016)

Country of origin	Number of foreigners	Percentage
Romania	1,151,395	22,6
Albania	467,687	9,8
Morocco	437,485	9,0
China	271,330	5,3
Ukraine	230,728	4,5
Philippines	165,900	3,4
India	150,456	2,9
Moldova	142,266	2,9
Bangladesh	118,790	2,3
Egypt	109,871	2,2
Peru	103,714	2,1
Sri Lanka	102,316	2,0

Source: www.demo.istat.it

As of 1 January 2016 valid residence permits amounted to 3,929,916 (48.9% granted to women), of which 1,681,169 "with expiration date" (57.2%; 47.3% of women) and 2,248,747 "long-term" (42.8%; 50.1% of women) and. As for residence permits with expiration date (1,681,169), those for work reasons (52.5%) prevail on those for family reunification (34.1%). The third category of permits is that related to asylum seekers (7%) (Caritas/Migrantes, 2015).

Regarding permits for asylum application, international protection and humanitarian reasons, figures show a growing trend in the second half of the 2000s, with a peak in 2011 due to the Libyan crisis and a decrease afterwards, yet starting from a much higher number than before. Asylum seekers were 9,610 in 2007, 17,964 in 2008, 14,600 in 2009, 20,672 in 2010, 85,344 in 2011, 45,832 in 2012, 38.292 in 2013, 63,456 in 2014, 83,970 in 2015 (www.stradati.istat.it and Italian Refugee Council data).

A diachronic analysis of data on residence permits granted to Eastern Europeans illustrates how migrations from Poland, Romania, Ukraine and Bulgaria have become increasingly relevant since the late 1990s (Bonifazi, 2007; Pittau, Ricci and Silj, 2008; Cvajner and Sciortino 2009).

Tab. 3 – Residence permits attributed to Eastern European citizens as of 1 January

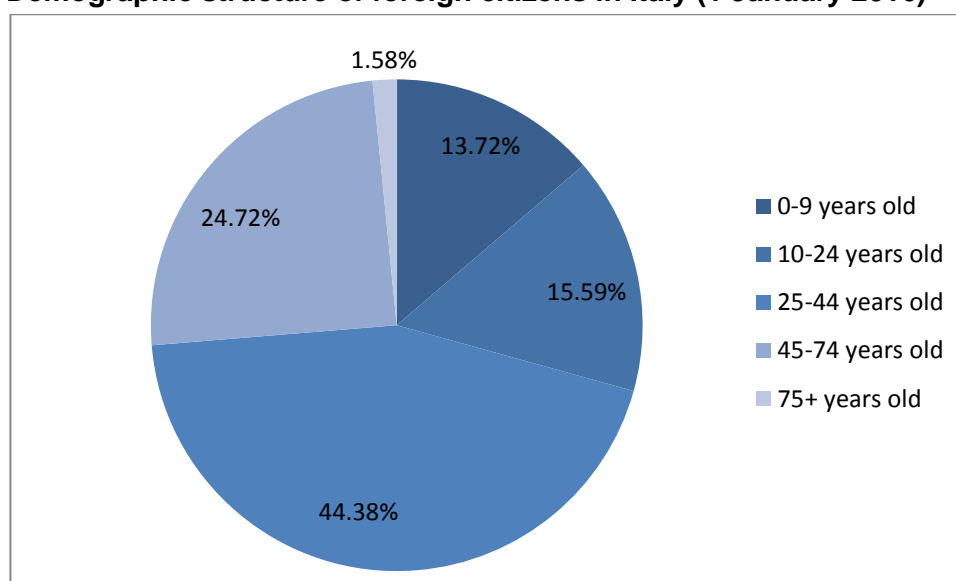
	2007	2002	1997	1992
Romania	278,582	82,555	26,894	8,250
Ukraine	118,524	12,618	1,310	5
Poland	78,930	32,889	23,163	12,139
Bulgaria	17,461	8,375	4,435	2,530

Source: www.demo.istat.it


According to the territorial distribution of residence permits, as of 1 January 2016 almost 60% of permit holders were living in the North, 25,4% in the Centre and 15,2% in the South (Caritas/Migrantes 2015). The region attracting more immigrants is Lombardy (1,152,320 as of 1 January 2016), followed by Lazio (636,524), Emilia Romagna (536,747), Veneto (511,558) and Piedmont (425,448). As for provinces, the largest share of immigrants lives in the province of Rome (529,398), followed by that of Milan (446,462), Turin (221,961), Brescia (163,652) and Bergamo (125,446). Besides, Rome (365,181 foreign residents), Milan (254,522) and Turin (137,902) are the main cities in terms of foreign residents (www.demo.istat.it).

In terms of nationalities, Chinese are over-represented in Tuscany (Prato) and Lombardy (Milan), Romanians in Piedmont (Turin), and Albanians and Filipinos in Lazio (Rome). As shown by the following Table, the age structure is characterised by an extremely young immigrant population.

Tab. 4 – Demographic structure of foreign citizens in Italy (1 January 2016)



Source : www.demo.istat.it



Work permits are distributed across economic sectors as follows: 6.1% in agriculture, 7.4% in industry, 8.3 % in trade, 18.4% in services, 9.6% in the construction industry, 10.9% in hotel and restaurants, 28.8% in social, domestic and care services (Caritas/Migrantes 2015). Recent years have seen an increase of temporary job contracts, concerning the 76.7% of EU workers and the 58% of non-EU workers (Caritas/Migrantes 2013). These contracts are particularly found in the care service sector and in the building industry, which are characterised by a high degree of casual and irregular work.


The domestic service sector shows the highest concentration of immigrant workers representing over 50%, reaching around 75% in certain areas such as Rome and Milan (see also Ismu, 2009).

The Italian context is characterised by a certain proportion of irregular immigrants. Although it is difficult to quantify current illegal residents in Italy, about two-thirds of foreigners in Italy are supposed to have spent some time in the country under illegal residence conditions before obtaining a regular legal status (Caritas/Migrantes 2013). Nevertheless, the accession of Romania and Bulgaria to the European Union allowed people from those countries to obtain a legal status as EU citizens and the subsequent economic crisis has made Italy less attractive for foreign workers, including irregular ones. Both these phenomena have reduced the numbers of irregular migrants. In the last years, the share of irregular migrants risks however to rise again, as in other European countries, because of the high rate of rejection of asylum claims and the low rates of return.

3.2. National Migration Policy

Throughout the 1980s and early 1990s, immigrants' integration has only blandly surfaced the public debate on immigration in Italy, since the focus was on borders control, illegal immigration and criminality (Colombo and Sciortino 2004). Yet, the first immigration law approved in 1986 did not completely neglect the issue: the Regions and Municipalities were assigned the task of promoting cultural programs and social inclusion measures, but no specific funding was provided to this end. In this context, Municipalities started to play a crucial role in providing the necessary conditions for immigrant settlement and integration. As early as the late 1980s and early 1990s, many local administrations, especially in the North of Italy, started to provide free advice, counselling and other services, while national legislation was still lacking in this respect. These first efforts of local public authorities to facilitate the integration of immigrants have been complemented by the activities of a wide range of civil society organisations.

A second immigration law, ***the National Law no. 39/1990***, called "Martelli Law" after the name of its main promoter, was introduced formally as a measure relating to refugees and displaced people, aimed at extending the recognition of refugee status and the connected right for political asylum. At the same time this law attempted to regulate increasing immigration and to better match immigration with national production and employment needs. This policy outlined right away what would become a constant in consecutive legislation: the prevalence of economic considerations in immigration management.



Immigrant integration policies received some political attention during the second half of the 1990s, during the first, centre-left, Prodi government. The **National Law no. 40/1998**, called “Turco-Napolitano Law”, was the first immigration law that specified the necessity of introducing some integration measures and it had the ambition of establishing a distinctive Italian model of integration, the so-called “reasonable integration model”, implying both nationals’ and immigrants’ psychosocial well-being on the one hand, and positive interactions between different groups on the other (Zincone 2011). On the basis of these two principles, policies aimed at fostering equality and intercultural relations were devised in all crucial field of migrant integration, i.e. employment, health, education and professional training, housing and civic participation. Regions were held responsible for policy implementation, and to this end they had to draft, in collaboration with local tiers of government, specific migrant integration programmes to be financed by the National Fund for Immigrant Policy.

In 2002, a new law on immigration was passed by parliament (the “Bossi-Fini Law”, no. **189/2002**), which was part of the electoral manifesto of the centre-right coalition. The main novelty was the introduction of a link between job contract and residence permit, implying that immigrants willing to enter Italy had to obtain a job offer before leaving their country, somehow re-introducing the “old” Northern European – and German in particular - guest workers model (Caponio and Graziano 2011). The duration of residence permits for subordinate work was reduced to one to two years (instead of two to four as before) (Caponio 2014).

As for migrant integration policies, the division of tasks between State and Regions established in 1998 was challenged by the approval of the **constitutional reform in May 2001**. The latter assigned to the Regions full autonomy on matters of social policy, including immigrant integration, and Regions became fully responsible for allocating resources without obligation to undertake specific programmes for migrant integration.

Whereas in the 1990s immigration policies had been mostly concentrated on economic integration (Caneva 2014), in the following years cultural policies surfaced (see also Caponio and Zincone 2011). At the national level the mid-2000s were marked by a debate on the importance of preserving Italian identity and against multiculturalism and Islam, following events such as 9/11, and even more the London and Madrid bombings. Radical positions were expressed by centre-right MPs and ministries of the then third Berlusconi government. Later, against these risks of radicalisation, the centre-left second Prodi government elected in May 2006 did not attempt to restore the ‘reasonable integration model’, but rather adhered to the new cultural definition of Italian identity, as clearly showed by the **Charter of the Values of Citizenship and Integration** (*Carta dei valori della cittadinanza e dell’integrazione*). The document was to be accepted by all foreign citizens aspiring to Italian nationality and it established an integration path that - similarly to the French Contract d’Accueil - required “the learning of Italian language, of the basic notions of Italian history and culture, as well as the sharing of the principles regulating our society”.

Such an approach to immigrant integration was reinforced by the following fourth Berlusconi government elected in April 2008, which was able to combine the new culturalist discourse with recurrent slogans on immigrants as would-be criminals and a threat for public security (Caponio 2012). As early as June 2008, the Northern League Minister of Interior Roberto Maroni presented to the Senate a Security Bill, with new restrictions against undocumented immigrants. At the same time, this law also formally sanctioned the new Italian culturalist

approach towards integration, defined as the “process aimed at promoting coexistence (*convivenza*) between Italian and foreign citizens on the basis of the respect of the Italian Constitution”. To this end, the so called **Integration Agreement** (IA) (*Patto per l’Integrazione*) was introduced: to be signed by residence permit holders at the issuing of their first permit, the IA commits them to achieve specific integration goals in a time span of two years, i.e. a sufficient level of knowledge of the spoken Italian language (level A2), of the principles of the Italian Constitution, as well as of Italian civic life and institutions (labour market functioning, fiscal obligations etc.) (Caponio 2014). The IA was only enforced in March 2012, after the implementation rules were finally approved by the Monti government. However, it has generally remained on paper. In fact, passing the test is a pre-condition for permit renewal only for those entering the country for work reasons which have been very few in the last years, whereas refugees, humanitarian migrants and those benefiting from family reunifications are not sanctioned if they miss the courses and test as their reason for stay overrides. Therefore, its application is actually limited to a very small share of foreigners. In the meantime, funding for language and civic integration courses was already provided to the Regions on the basis of a series of special agreements signed with the Ministry of Labour and Social Policy since 2005 (Stuppini 2012). Since 2007 this kind of intervention has become more and more institutionalised thanks to the financial resources provided to this end by the EIF (European Integration Fund) until 2013 and then by AMIF (Asylum, Migration and Integration Fund), the largest share being assigned by the central government. At the same time, structural funds for social policies - which since 2001 include integration policies - have undergone considerable cuts, leaving the Regions with decreasing resources to undertake measures for migrant integration (Caponio 2014).

3.3. Institutional Framework

Actor	Description of competences
Ministry of Home Affairs	Immigration policy planning, issuing/renewing residence permits, expulsion, repatriation, detention, citizenship, asylum applications and first accommodation, statistics on migration, management of the largest share of the AMIF (Asylum, Migration and Integration Fund), former European Integration Fund
Ministry of Labour and Social Policy - General Directorate of Immigration and Integration Policies	Monitoring and planning entry quota for foreign workers; measures for the socio-job integration; implementation of bilateral agreements with immigrants’ countries of origin; prevention and fight against discrimination, xenophobia and racism; activities related to the protection of unaccompanied foreign minors; management of a smaller part of the AMIF (Asylum, Migration and Integration Fund), former European Integration Fund
Ministry of Foreign Affairs and International Cooperation	Visas, relations with foreign countries and international organisations

Piedmont Region - Regional Department for Youth Policies, Right to University Studies, International Cooperation, Equal Opportunity, Civil Rights and immigration	This Department is responsible for migrants' integration and active participation, equal opportunities and anti-discrimination issues. It is in charge of coordinating the Regional Table on Asylum, and of managing the largest part of AMIF (Asylum, Migration and Integration Fund) funds coming from the Ministries of Home Affairs and of Labour and Social Policies (see 4.3).
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Historically, in Italy, there have been four levels of government: national, regional, provincial and municipal. At the moment there are 20 Regions: 15 with ordinary statutes and other 5 with greater autonomy granted by special statutes. Regions have acquired a significant level of autonomy and a wider policy competence following the reform of Title V from the Italian Constitution in 2001 (proposed by a centre-left government and confirmed by popular referendum). This greater autonomy concerns also migrant integration policies, as explained in the previous Section. Law no. 56/2014 replaced the Italian Provinces with 110 "Enti di area vasta" (Large area entities) significantly reducing their competences. When overlapping with big cities, those entities are called Città Metropolitane (Metropolitan Cities -MC) and have further competences, though still lower than those held by the former Provinces. The Large area entities, as the Provinces before, are institutions operating between the Municipalities and the Regions.

As for migrant integration policies, according to Italian legislation, Regions mainly have planning tasks, while Municipalities hold the main responsibilities in terms of definition of concrete integration measures and policy implementation (Caponio and Campomori 2016; Campomori and Caponio 2012). Provinces, on the other hand, have never had relevant formal tasks in migrant integration. Nevertheless, some of them have played a relevant role, especially when charged by Regions with the task of studying and monitoring migrant settlement and/or managing parts of the regional funds for integration measures (for further details see Section 5.1)

3.4. Regional and International Cooperation

International Instrument	Date of signature	Date of ratification	Reservations
Convention Relating to the Status of Refugees, 1951	28 July 1951	24 July 1954	<i>Reservations withdrawn, 20 October 1964</i>
International Convention on the Elimination of All Forms of Racial Discrimination, 1965	13 March 1968	5 January 1976	<i>Italy interprets Article 4 as not permitting or requiring measures that threaten the freedoms of speech, opinion, association, and</i>

			<i>assembly</i>
International Covenant on Civil and Political Rights, 1966	<i>18 January 1967</i>	<i>15 September 1978</i>	<i>No</i>
International Covenant on Economic, Social and Cultural Rights, 1966	<i>16 December 1966</i>	<i>25 October 1977</i>	<i>No</i>
Convention on the Elimination of All Forms of Discrimination Against Women, 1979	<i>17 July 1980</i>	<i>10 June 1985</i>	<i>Italy reserves the right to exercise, when depositing the instrument of ratification, the option provided for in article 19 of the Vienna Convention on the Law of Treaties of 23 May 1969.</i>
Convention on the Rights of the Child, 1989	<i>26 January 1990</i>	<i>27 May 1991</i>	<i>No</i>
International Convention on the Protection of the Rights of All Migrant Workers and Their Families, 1990	<i>Not yet</i>	<i>Not yet</i>	<i>No</i>
Universal Declaration on Cultural Diversity, 2001	<i>20 October 2005</i>	<i>19 February 2007</i>	<i>No</i>
Migration for Employment Convention (Revised), 1949 (C097)	<i>1 July 1949</i>	<i>2 August 1952</i>	<i>No</i>
Abolition of Forced Labour Convention, 1957 (C105)	<i>28 June 1957</i>	<i>12 February 1958</i>	<i>No</i>
Migration Workers (Supplementary Provisions) Convention, 1975 (C143)	<i>24 June 1975</i>	<i>10 April 1981</i>	<i>No</i>
Domestic Workers Convention, 2011 (C189)	<i>16 June 2011</i>	<i>12 December 2012</i>	<i>No</i>
Dublin Convention, 1990	<i>15 June 1990</i>	<i>23 December 1992</i>	<i>No</i>

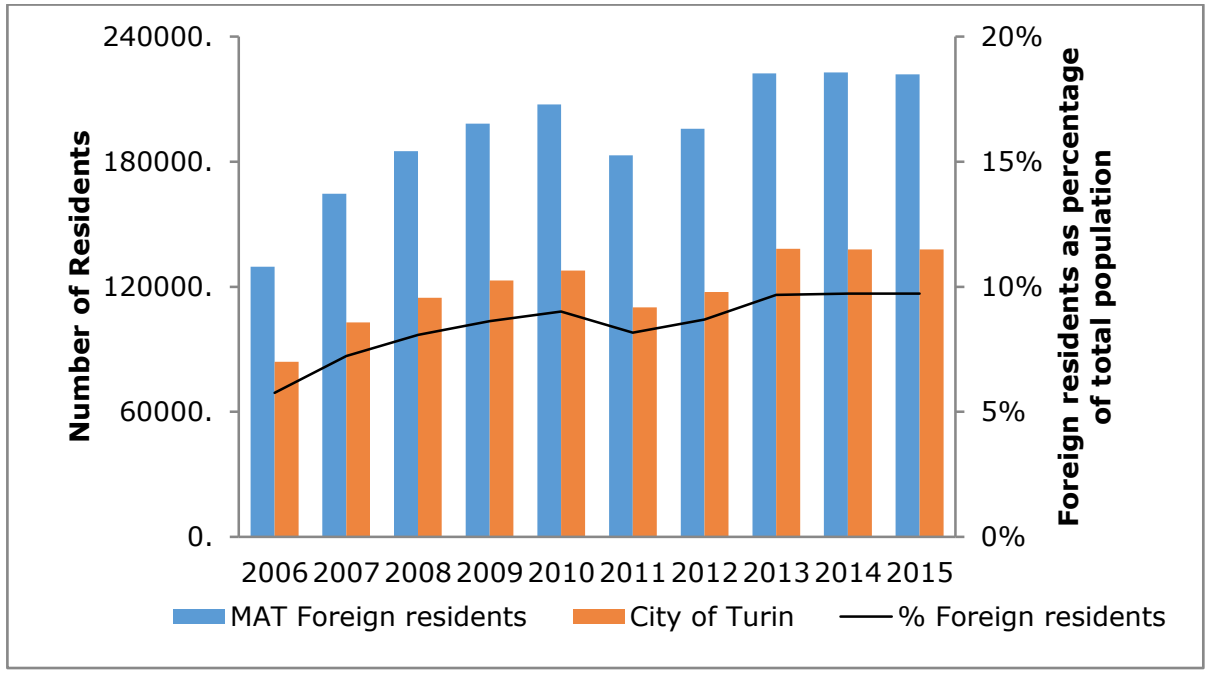
4. Immigration Situation in Metropolitan City of Turin

4.1. Overview

Since the 1970s, the Metropolitan area - and especially the city of Turin - has experienced four migration periods with differing drivers and motivations. The first started in the early 1970s and concerned students, mainly from the Middle East, Senegal and Nigeria, and political refugees and opposition members from South America (namely Chile and Argentina), Eritrea and Somalia. The second period of immigration also started off in the 1970s, and was composed mainly of domestic workers: initially Somali and Eritrean women, then Filipino and Cape Verdean nationals. The third one occurred between the mid-1980s and the mid-1990s with a surge in the number of Moroccans and other Africans, Asians (Chinese and Filipinos) and Latin Americans (Peruvians). The last period concerned Eastern Europeans: Albanians first, then Romanians, Ukrainian, Moldavian and others (Davico, Pastore, Ronca, 1998; Ricucci, 2005).

According to ISTAT, as of 31 December 2015, there were 221,961 foreign residents in the Metropolitan City of Turin, making up 9.73% of the city's residents (www.demostat.it). As the following figure shows, over the past 10 years, despite an increasing trend, we observe a decrease in foreign residents between 2010 and 2011, as it has been registered at the national level at the same period.

Fig. 1 - Foreign residents in Metropolitan City of Turin (2006-2015, data as of 31 December)



Source: www.demostat.it

4.1.2. Migration Patterns in the metropolitan area of Turin

The metropolitan area of Turin is 6.827 km large, has 2,282,197 residents (1 January 2016) and encompasses 315 Municipalities of which only 32 have over 10,000 residents (ISTAT).

As of 1 January 2016, there were 221,961 foreign residents, i.e. 9.7% of the whole resident population. As illustrated in the above figure, in 2010 the number of foreign residents decreased and have been stagnated since then. This phenomenon can be regarded as a consequence of the economic crisis which started in 2008 and has particularly hit the Piedmont Region, ensuing harsh consequences on migrants' labour performances especially since 2011.

At the same time, a growing share of the immigrant residents is increasingly integrating in the local society. For instance, in 2015 there were 3,869 applications for Italian citizenship, more than double those in 2012, and as of 1 January 2016, 40,034 foreign citizens held the EC long-term resident permit (Questura di Torino 2016).

The large majority (62%) of foreign residents living in the metropolitan area are concentrated in the City of Turin. More than a half of the rest of them lives in 7 other municipalities (Ivrea, Pinerolo, Susa, Settimo Torinese, Chivasso, Cirie, Carmagnola). Despite this concentration in few municipalities, foreigners have settled all over the metropolitan area: only 5 small municipalities out of 315 do not count foreign residents (Città Metropolitana di Torino - Servizio Politiche Sociali e di Parità 2016).

Finally, although asylum seekers and beneficiaries of international protection represent a small share of the foreign population, numbers are rapidly increasing. In 2015 applications for asylum in the metropolitan area of Turin were 2,945, with an increase of 150% compared to 2014 (Questura di Torino 2016). Their presence concerns the whole metropolitan area, including small municipalities, consistently with the dispersal accommodation model designed in the Memorandum of Understanding between the Government, the Regions and the Local Authorities (10 July 2014)⁴. As of 1 January 2016, 2,436 refugees were accommodated in the metropolitan area, scattered all over the territory in 144 accommodation centres - all with less than 50 places each, apart from 3 centres which are bigger (Prefettura di Torino, 2016).

4.2. Migrant population

4.2.1. Migration channels and legal status

In 2015, The 'Sportello Unico per l'Immigrazione' at the Prefettura of Turin - competent to deal with all questions relating to the entry and recruitment of non-EU citizens - granted 366

⁴ Circolare Ministero dell'Interno - Dipartimento Libertà Civili e Immigrazione - Prot. 0006552 del 24/07/2014.

entry visas and authorizations⁵ to convert previous residence permits in visas for work reasons, and 3,179 authorizations for family reunification. This figure shows an increase of 13%, compared to 2014 and besides there were:

- 340 applications were made for permit conversions (from study or seasonal work permits to self-employment or salaried employment permits) representing an increase of 39%;
- 419 applications for high skilled workers, scientific research and other special entries are, with an increase of 57%;
- 93 applications for seasonal work permits , with an increase of 25%.

As for family reunification, applications amounted to 4,948, a figure similar to that of 2014. The stability of the data can be explained by the increase of applications submitted by beneficiaries of international protection, balancing out the decrease of applications from work permit holders, and results from the recent increase of illegal entries and the non-application of regulations of ordinary flows.

As for the international protection, at the end of 2015⁶, the territory of the Metropolitan City of Turin tallied 2,436 refugees housed in 144 facilities (across 65 municipalities, in addition to Turin City): 2,235 men and 201 women, mostly from Nigeria (for both men and women), followed Mali, Gambia, Senegal and Pakistan (mostly men). , Concerning age distribution, asylum seekers hosted in "Centri di Accoglienza Straordinaria" (first accommodation of asylum seekers – CAS centres) in the territory of the Metropolitan City of Turin are mostly young: 1,868 men between 18 and 30 years, or 83.6% of a total of 2,235; and 143 women between 18 and 30 years, representing 71.1% of a total of 201.

4.2.2. Main countries of origin

Nowadays, immigration from Eastern European countries is the most dynamic. Table 5 provides an outlook of the main nationalities in the Metropolitan City of Turin in 2006 and 2015 (considering the first ten nationalities, both from EU and non-EU countries). As shown, the number of the former has dramatically increased since 2007, when Romania accessed to the EU and its citizens were no longer considered third-country nationals. In the following years, their number, as well as that of third-country nationals, has continued to increase, even though we recently notice a slight decrease in both populations.

Tab. 5 - Main nationalities of foreign residents in the Metropolitan City of Turin (2006 and 2015, data as of 31 December).

⁵ The source of the following data is Prefettura di Torino – Ufficio Territoriale di Governo (2016).

⁶ The source of the following data is Prefettura di Torino – Direzione Territoriale del Lavoro, Sportello Unico per l'Immigrazione (2016).

Country of origin	N. of foreigners	% foreign residents	N. of foreigners	% foreign residents
	2006		2015	
Romania	44,158	34.09%	102,077	45.99%
Morocco	22,511	17.38%	27,002	12.17%
Albania	9,165	7.08%	10,788	4.86%
Peru	7,044	5.44%	10,169	4.58%
PR of China	5,483	4.23%	10,146	4.57%
Moldova	3,417	2.64%	7,300	3.29%
Nigeria	2,595	2.00%	5,425	2.44%
Egypt	2,913	2.25%	5,301	2.39%
Filippines	2,562	1.98%	4,146	1.87%
Brasil	2,297	1.77%	2,711	1.22%

Source: www.demo.istat.it

4.2.3. Gender distribution

Over the past 10 years, family reunifications have balanced the gender ratio over time, and today women outnumber men (118,717 females for 103,244 male foreign residents as of 31 Dec 2015) as shown in the following table. However, there are differences among nationalities, with some ethnic communities strongly characterized in terms of gender. Women make up the majority of Romanians (56,533 women for 45,544 men), Peruvians (6,020 women for 4,149 men), Filipinos (2,310 women for 1,836 men) and Moldavians (4,604 women for 2,696 men), while Senegalese (1,553 men vs. 548 women), Egyptians (3,342 men vs. 1,959 women) and Tunisian (1,077 men vs. 712 women) immigrants are mainly men (www.demo.istat.it).

Tab. 6 – Gender distribution of foreign residents in the Metropolitan City of Turin (Time series, 2006-2015, data as of 31 December)

Year	Men	Women	Total
2007	63,564	65,969	129,533
2008	80,134	84,458	164,592
2009	89,964	95,109	185,073
2010	95,360	102,889	198,249
2011	98,544	108,944	207,488
2012	84,036	99,035	183,071
2013	89,951	105,855	195,806
2014	103,582	118,837	222,419
2015	103,341	119,403	222,744

2016	103,244	118,717	221,961
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Source: www.demo.istat.it

4.2.4. Age structure

As of 31 December 2015, foreign population in the metropolitan area mostly ranged between 25 and 44 years old (82,252, making up 37.06% of the total foreign residents), followed by the 45-74 representing 32.32% of the immigrant resident (71,741 residents). The 10-24 years old are less significant and only represent 15.31% (33,992). Furthermore, the share of very young foreign residents aged between 0 and 9 is of 14.44 % (32,042), considerably higher than that of the older population - over 75 years – representing the 0.87% of the total foreign population with 1,934 foreign residents (www.demo.istat.it). If we compare the situation with that of 10 years ago (2006, see Table 7) we can observe that the most important changes concern the intermediate layers of the demographic structure: due to the aging process of the foreign resident population today the distribution between the groups 25-44 (37.06% in 2015 vs. 53.78% in 2006) and 45-74 (32.32% in 2015 vs. 15.28% in 2006) is much more homogeneous.

Tab. 7 – Age structure of foreign residents in the Metropolitan City of Turin (2006 and 2015, data as of 31 December)

Proportion of population	N. of foreigners		% foreign residents	
	2006		2015	
Aged 0-9	18,389	14.20%	32,042	14.44%
Aged 10-24	21,054	16.25%	33,992	15,31%
Aged 25-44	69,659	53.78%	82,252	37.06%
Aged 45-74	19,796	15.28%	71,741	32.32%
Aged 75+	635	0.49%	1,934	0.87%

Source: www.demo.istat.it

It should be noted that the age structure of foreigners in the City Turin is similar to that in the Metropolitan City. The 25-44 clearly prevail (45.38%), while the 45-74 make up 23.86% of the foreign resident population. Moreover, the City of Turin tallies a smaller share of young people (13.21% for the range 0-9; 15.22% for the range 10-24) and a similar share of elderly (0.86% of foreigners aged 75+) compared to the whole Metropolitan City (www.demo.istat.it).

4.2.5. Level of education

In the last two decades, increasing numbers of immigrant youth has brought about profound modifications in the educational system. In 2015-2016⁷, there were 30,058 foreign students (11.92% of student population) in the metropolitan area with 40.90% of them from Romania, 15.80% from Morocco, 6.50% from Albania, 5.10% from Peru, 4.70% from China. The increasing school population observed over the past 5 years, as shown in Table 8, is mostly explained by the growing presence of foreign students born in Italy, while the share of foreign-born students shows a steady decrease.

Tab. 8 Students by nationality and country of birth in Metropolitan City of Turin (Time series, 2011/12-2015/16)

Students	2011/12	2012/13	2013/14	2014/15	2015/16
Total	247,716	247,896	249,681	250,781	252,131
Italian	219,956	219,316	220,541	221,217	222,073
Foreign born abroad	18,045	17,157	16,091	14,698	13,479
Foreign born in Italy	9,715	11,423	13,046	14,866	16,579
Proportion of foreign	11.21%	11.53%	11.67%	11.79%	11.92%

Source: Interinstitutional Observatory on Foreigners 2016

As the Table 9 shows (taking also into account the kindergarten level) ,although there is a predominance of foreigners enrolled in Primary School level, their presence in the Upper Secondary School is also increasing and relevant, with significant numbers enrolled in high schools with academic generalist orientation (licei), as well as in technical-oriented schools and in vocational training (3 years) offered by local schools organised at the regional level (See also Ministero dell'Istruzione, dell'Università e della Ricerca - Ufficio Scolastico Regionale per il Piemonte 2016).

Tab. 9 - Foreign students by gender and school level in Metropolitan City of Turin (2014/15)

Kindergarten			Primary School			Lower secondary school			Upper secondary school		
M	F	Tot	M	F	Tot	M	F	Tot	M	F	Tot
4,270	3,845	8,115	6,818	6,116	12,934	3,787	3,297	7,084	4,288	4,450	8,738

Source: Elaboration from Socioeconomic Research Institute Piedmont (IRES)

⁷ The source of the following data is Ministero dell'Istruzione, dell'Università e della Ricerca - Ufficio Scolastico Regionale per il Piemonte (2016).

4.2.6. Sectors of activity

In 2015⁸ there were 68,740 foreign workers hired in the metropolitan area (34,239 non-EU and 34,501 EU), making up 18% of total recruitments (380,000)⁹ in 2015. Foreigners have always represented a high share of total recruitments compared to their share in the total population. This is generally due to the fact that a relevant part of foreign workers has short-term contracts and is thus hired several times during the year.

Data in Tab. 10 underlines the strong change between the decrease in recruitment recorded in 2009 and the increase of 6.65% recorded in 2015. This increase, however, seems to be the result of temporary economic incentives introduced in 2015 to promote permanent contracts.

Tab. 10 – Recruitments of Foreign workers in the territory of Metropolitan City of Turin (Time series, 2008-2015)

Year	Total recruitments	Non EU	EU
2008	79,540	37,259	42,281
2009	67,159	34,823	32,336
2010	69,801	34,601	35,200
2011	76,842	38,047	38,795
2012	71,519	35,195	36,324
2013	67,214	33,810	33,404
2014	64,455	32,260	32,195
2015	68,740	34,239	34,501

Source: Interinstitutional Observatory on Foreigners 2016

As such, these incentive measures can explain the increase in permanent jobs, including the so-called jobs with ‘increasing protection contracts’ (contratti a tutele crescenti) established by the recent labour market reform (Law no. 183/2014 known as Job Act).

In 2015, almost half of recruitments of foreign workers concerned Romanians (46.3%), followed by Moroccans with a much lower share (11.4%). Nearly 2/3 of total recruitments of foreign workers (62%) in the metropolitan area occurred in the City of Turin.

⁸ The source of the following data is Città Metropolitana di Torino - Servizio Coordinamento Centri per l'Impiego, Servizio Politiche per il lavoro (2016).

⁹ Note that recruitments are more than people hired since one person can be hired several times.

The persons registered as unemployed for the first time in 2015 were 57,477, of which 15,030 foreigners (26.2%). As shown in the following Table, from 2008 to 2015, numbers increased by nearly 30% for Italians, and by nearly 40% for foreigners.

Tab. 11 – New registrations as unemployed workers by year and citizenship (2008-2015)

Citizenship	2008	2009	2010	2011	2012	2013	2014	2015
Italian	32,867	44,234	36,894	37,186	44,793	47,376	45,561	42,447
Foreign	10,776	14,925	13,324	13,706	15,915	15,068	14,726	15,030

Source: Interinstitutional Observatory on Foreigners 2016

Among foreigners, Romanians are the first nationality with 6,805 newly registered unemployed people, followed by Moroccans (1,766). More surprisingly, Tunisians with 1,358 newly registered unemployed people, show very high numbers compared to their share in the total foreign population.

Foreign workers are not evenly active in the various economic sectors. The distribution of the 30,378 regularly-employed workers in the Metropolitan City of Turin is as follows: 2.8% in agriculture (almost nine out of ten with short-term contracts), 13.6% in industry, 25.6% in the building sector, 5.7% in commerce and 51% in services (enterprise cleaning services, hotels and restaurants, private institutional health care workers for elderly and disabled people, and personal and domestic services, including home cleaning and child care). There is also an increasing number of self-employed (Prefettura-UTG del Governo and Città di Torino, 2012).

5. Metropolitan Context

5.1. Local Migration Policy

This report is focused on the policies and measures carried out by the Metropolitan City (MC) of Turin, which is a newly established institution stemming from the former Turin Province, as a consequence of the National Law no. 56/2014 and the Regional Law no. 23/2015 (see Section 3.3). Therefore, this report analyses a period of institutional transition where the redistribution of functions and competences among different institutional levels has yet to be completed (see Section 5.2), leaving some activities in stand-by. Hence, in order to give a full overview of migrant integration policies at the metropolitan level as well as of the current transformations, we will look at the recent past and also consider policy sectors where competences are shifting from the metropolitan to the regional level.


As explained in the Section 5.2, the Provinces have never been crucial actors by law and even less so after the reform set by the Law no. 56/2014..

Nevertheless, the Turin Province played a significant role in migrant integration policies in the first decade of the 2000s. This was the result not of laws but rather of two different factors: 1) the decision of the Piedmont Region, from 2001 to 2011, to redistribute the funds for migrant integration through the Provinces; 2) the significant functions held by the Province in policy fields crucial for migrant integration such as employment and vocational training.

Regarding the first point following the national legislation on immigration (Law no. 40/1998), from 2001 to 2009 the Piedmont Region used to plan migrant integration policies through three-year Regional Integrated Plans on Immigration (Piani Regionali Integrati dell'Immigrazione)¹⁰ and to allocate economic resources on migrant integration - which partially came from the central State¹¹ - mainly through Provinces (around 2,5 million euro per year, of which 1 million euro for the Province of Turin). In turn, Provinces were called to draft their own migrant integration plans and to select the projects to be funded. The idea underpinning this choice was that Provinces were more able than the Region to identify local needs.

¹⁰ Those Regional Plans were foreseen by the National Law 40/1998. However, after some crucial changes (i.e., the Constitutional reform approved in 2001 which increased Italian Regions' autonomy in social policies, and the decision to merge the national Fund for Migrant Policies with the national Fund for Social Policies in 2003) the decision to deliver specific plans on migrant integration and devote economic resources to this has been up to the single Regions. The Piedmont Region kept issuing specific plans and devoting specific resources to migrant integration till 2010, when the Northern League won the regional elections (Campomori and Caponio 2012).

¹¹ The central state's share was around 80% from 2001 to 2004 but it progressively fell, eg. in 2009 it was only 17% (Allasino and Sisti 2011). The reason was that the Law 40/1998 established the National Fund for Migrant Policies and stated that it had to be used to co-fund the 80% of the Regional funds. After the changes explained in the footnote 6, that obligation automatically disappeared.



In the case of Turin, this role of the Province was formally acknowledged in the agreement signed by the Province of Turin and the Piedmont Region in 2008¹². In the Province of Turin, the Regional Fund for Immigration was managed by the Social Policies Service and was redistributed along three lines: 1) a fixed amount to Municipalities calculated on the basis of the size of the migrant population; 2) calls for projects addressing public and non-profit organisations (with the requirement of non-profit project leaders since 2007); 3) projects decided by the Province itself on priorities or sensitive issues (Progetti di area vasta).

Since 2010, when the Northern League, known for its anti-immigrant stances, won the Regional elections, the Regional Plan has not been issued anymore¹³ and the Regional Fund for Immigration was brought to zero so that the last calls were issued by the Turin Province in 2011. Despite the centre-left majority resulting from the last regional elections in May 2014, the situation has not changed.

Besides this cut of specific funding for migrant integration, the general resources have been critically reduced with the transformation of the Province into the Metropolitan City. As a consequence, policies carried out by the MC of Turin, not only in the field of immigration, have become increasingly project-based and funded through EU, national and regional calls for projects, as underlined in official documents: “Today the use of public resources is not a feasible solution anymore, given the evident reduction of available resources. The public intervention can be used as input and solicitation for starting projects that have to stand on their own feet. In this perspective, in order to implement initiatives, programmes and material infrastructures, the Metropolitan City can act as implementing actor of interventions or recipients of funds coming from the EU, national and regional levels which are relevant; not only due to their size, but also given the possibility they offer to trigger innovative processes”¹⁴.


As some key informants highlighted, this situation is challenging not only for the lack of resources, but also because it hampers long-term and autonomous policy planning by the MC: measures are funded on a 1-2 year basis and the priorities, objectives and lines of action largely depend on the funding institutions.

These general observations are even more relevant for migrant integration, being a policy field less institutionalised than others. As said above, the role of the Province of Turin and then of the Metropolitan City in the field of migrant integration has never been defined by law:

¹² “Protocollo d’Intesa per l’attuazione del Piano Regionale Integrato dell’Immigrazione – Triennio 2007 - 2009” (Deliberazione della Giunta Regionale no. 20-9571, 9th September 2008) identifies the tasks and functions of the Provinces in the field of migration. In fact, these functions were the result of the Piedmont Region’s choices concerning the management of the National Fund for Migrant Policies (established by the Law 40/1998), hence there were not foreseen in the Regional Law on immigration which was adopted in 1989 (Regional Law 64/1989).

¹³ The last one was the Triennial Plan 2007-2009 (Deliberazione del Consiglio regionale n. 207-33457, 2008)

¹⁴ Proposta del Consiglio Metropolitan N. 77/2015, ‘Linee di indirizzo per la formazione del piano strategico metropolitano 2016-2019 ai sensi dell’articolo 7 dello statuto della città metropolitana di Torino – approvazione’, n. protocollo: 28392/2015, Attachment A, Section ‘Agenda strategica di azioni: selettività e risorse/strategic agenda of action: selectivity and resources’, p. 4.



it has been the result of upper levels government funding strategies, and of functions held in policy fields crucial to migrant integration such as employment and vocational training. Therefore, the changes in funding strategies and the institutional reorganisation described above have produced a great impact on MC's migrant integration policies, as further explained in Section 6.

The MC Services which matter most to migrant integration and have traditionally carried out measures in this regard, beyond formal obligations, are the following:

- ***Education and Vocational Training***
- ***Labour***
- ***Equal Opportunity and Social Policy***


In contrast, no relevant actions have been carried out in the field of Housing and Health since the MC has no significant competencies in these policy sectors.

As we will see in section 6, the policies carried out by the MC in the field of migrant integration are rich and go far beyond formal obligations. The decreasing resources and the shift of some services and tasks to higher institutional levels are however reducing drastically the range of interventions carried out directly by the MC, as we will explain better in the next sections. Here are the topics around which the main actions have been developed in the last years:

- cultural mediation
- professional training for public officials and workers in the field of migration, asylum and language certification
- Italian language courses for foreign citizens
- assessment of migrants' informal skills (i.e., not attested by formal certificates) with the aim of limiting migrants' 'skill waste' and supporting their insertion in the labour market
- support to the insertion in the domestic and care sector where the presence of foreign workers is particularly high
- anti-discrimination

The MC's approach towards migrant integration policies is not formulated in official documents for the reason explained above. However, the MC's officials agree in describing it as characterised by the following features:

- a. The view of migration as a structural phenomenon which requires structural institutional solutions.
- b. The promotion of an 'integrated approach' meant as integration of the measures and services provided by the different offices in order to develop coherent and linear inclusion paths for migrants.

- 
- c. The idea that the MC is a sort of agent of local development, also in the migrant integration field, which promotes coordination and synergies among local actors, both public and private.


5.1.1. Mainstreaming migration in local planning

The European Union has increasingly foregrounded the idea of mainstreaming migrant integration since the Common Basic Principles of Integration (2004) and European Common Agenda on Integration (COM 2005, 389). The second European Handbook on Integration developed this approach more concretely, identifying three principles: 1) the perspective of migrant groups should be incorporated into all policies at all levels of governance; 2) organisations tasked with addressing the needs of the general society or community should ensure equal access to their services by an increasingly diverse population; 3) government agencies must learn to balance mainstreamed approaches with targeted measures in those contexts where more specific migrant needs are evidenced (Niessen and Schibel 2007). However, mainstreaming has occurred in a context of economic crisis where the shift to mainstreaming at a local level has often been an alibi for cuts in integration policies addressing migrants (Ponzo et al. 2013).

On the base of the administrative documents and the MC official declarations, we can affirm that the Turin MC's approach is aimed at favouring mainstreaming and the three above-mentioned principles are pursued by the MC Services. However, the lack of resources illustrated above has certainly produced a relevant reduction of migrant-specific measures in the last years independently of the mainstreaming processes, and it is now hampering the development of the necessary refugee-specific measures, as explained below.

The shift from a migrant-specific to a mainstreaming approach was initially formulated by the Province of Turin (now MC) in 2005-2007, before the break of the economic crisis: the Services most engaged in migrant integration measures realised that migrants' needs were not so different from those of locals, with few exceptions. As a consequence, the large majority of migrants have been steered to general services. This choice was reinforced by the economic crisis which started in 2008: declining resources have pushed public officials to focus 'special' measures on actually vulnerable people (disabled, low income people, etc.) and to abandon broad targets defined by formal criteria such as nationality. As a result, nowadays migrant specific measures are generally foreseen only for foreigners with particular vulnerabilities (eg. low language proficiency, low income people, etc.). Only in the area of Education and Vocational Training, foreigners are still treated as a vulnerable category and specific courses are provided.

The turn toward the mainstreaming approach was matched with a great attention to specific obstacles migrants may face in accessing general services, consistently with the mainstreaming principles illustrated above: intercultural mediation and language courses are provided when needed in order to prevent exclusion or penalization of people with a migrant background.



That said, the mainstreaming approach is now facing two relevant challenges: one concerning the structure of funding and the other stemming from the recent migration developments. The first is related to the constraints set by the European Integration Fund (EIF), now Asylum, Migration and Integration Fund (AMIF), which can be used only for measures addressing TCNs (Third Country Nationals), and thus excludes national as well as EU foreign citizens, e.g. Romanians. This constraint hampers the adoption of a mainstreaming approach in integration policies.


As for the second challenge, according to key informants, the mainstreaming approach does not seem to work for newly arrived refugees, since they show special vulnerabilities (e.g. mental illness, lack of supporting social networks, precarious legal status since the waiting time for a final decision on their asylum applications is long and applications can be rejected with a consequent shift to an irregular status or may be only partially accepted by granting temporary permits, etc). Therefore, their access to general services is often difficult for them and troublesome for the services, which are not equipped for dealing with such vulnerable population and with the specific legal issues related to asylum. As some officials said, the arrival of consistent inflows of refugees has brought integration policies backwards: migrant specific measures that were regarded as obsolete for a well-established migrant population have become again a priority calling for partial changes in services' functioning and approach. Those changes are however difficult to make because of the current lack of resources compared to the past.

5.1.2. Good practices

In this Section we will illustrate four initiatives pointed out by local stakeholders as good practices. The first two practices concern the entire metropolitan area: the first, MediaTo, is aimed at promoting professional updating and developing a 'community of practices' in the field of migration and asylum; the second, A.F.R.I.PRO, is focused on the domestic and care sector where large numbers of migrant workers are employed. The last two practices concern the reception and integration of asylum seekers and refugees in mountain areas. The latter issue, as explained above, is gaining increasing relevance because of the dispersal pattern of forced migrants' redistribution adopted in Italy.

MediaTo

MediaTo is a project started in 2011 by IRES Piemonte, the Institute of Economic and Social Research of the Piedmont Region, with the economic support of Compagnia di San Paolo Foundation. IRES partners are ASGI (Association of Juridical Studies on Immigration), AMMI (Intercultural Mediation Multiethnic Association) and CCM (Medical Collaboration Committee). The project is focused on migration and asylum issues and addresses a wide range of professional profiles (teachers, doctors, social workers and professionals working in refugee or employment centres, etc.), though it pays special attention to intercultural mediators since professional updating for them is still lacking compared to that addressing other workers. MediaTo concerns the metropolitan area of Turin but some activities have



been recently extended to the area of Alessandria. Specifically, it encompasses the following activities:

- legal, anthropological and social training addressing social workers and intercultural mediators;
- information dissemination and sharing through the online portal www.piemonteimmigrazione.it/mediato which includes a specific Forum for peer-to-peer exchange of information and good practices, and engages more than 800 social workers and mediators in the metropolitan area of Turin; the Forum offers also the possibility to pose specific questions to experts belonging to the different institutions and associations adhering to the MediaTo's network (Prefecture, Municipality of Turin, Metropolitan City of Turin, Association of Juridical Studies on Immigration, Local Health Unit, Employment Centers, National Institute for Social Insurance, Tax Agency) and to receive an answer within 48 hours;
- incubator of projects in partnership thus reinforcing the local network on migration and asylum and attracting resources to expand local activities in this regard.


Finally, MediaTo contributes to the development and management of the Turin Prefectures' on line portal <http://www.nuovicittadini-prefto.it> ('Lo Stato per i Nuovi Cittadini' project, European Integration Fund 2011), which provides foreign citizens with (multilingual, written and audio) practical information and manages appointments with Prefecture' offices. This portal has been recently identified by the Ministry of Interior as a model for the Italian Prefectures' portals on migration and asylum.

MediaTo is regarded as a good practice by local stakeholders since it fosters widespread, high quality and economically sustainable professional updating on migration and asylum thanks to networking, competence pooling and information sharing.

A.F.R.I.PRO (Assistenza Familiare Reti Integrate Provincia - Provincial Integrated Networks of Family Assistance) and **A.F.R.I.TO** (Assistenza Familiare Reti Integrate Torino - Turin Integrated Networks of Family Assistance)

The project was started in the mid-2000s by the Labour Office of the Province of Turin thanks to the European Social Fund (then integrated with funds from the central government and the Piedmont Region). It addresses both domestic and care workers, a large share of whom are foreigners, and families which employ them. Its main goals are:

- the qualification of the domestic and care workers, their positive inclusion into the labour market, and the fight against unregistered work in this sector;
- the connection and integration of public and non-profit services concerning domestic and care work in the metropolitan area of Turin;
- a better labour demand-supply matching, and the improvement of the relations between workers and families.



The service addresses the whole population and is free of charge. In 2015, around 3,000 workers (of which 90% foreigner) passed through the service and nearly 600 of them were addressed to families looking for domestic and care work.

More specifically, workers can enjoy the following services: mapping of skills including language, informal and non-formal skills (i.e. skills acquired through voluntary activities or unregistered work); employability assessment; orientation towards training opportunities; advice on work contracts and support in bureaucratic procedures; insertion of their professional profiles in the on-line dataset SILP (Sistema Informativo Lavoro Piemonte - Piedmont Information Employment System); demand-supply matching and support in the relations with the families.

Families can enjoy the following services: advice on work contracts and support in bureaucratic procedures; demand-supply matching and support in the relation with the workers. In 2013, the project foresaw economic incentives (ranging from 700 to 1,300 euros) to families which signed regular work contracts in order to fight unregistered employment.


The above-mentioned services have always been provided through front offices widespread over the metropolitan area. Initially, they were managed by non-profit organisations since the non-profit sector has always played a crucial brokerage role in the domestic and care sector in Italy. Thanks to the transfer of competences from the non-profit organisations to the MC's Employment Centres, A.F.R.I.PRO/TO is now managed by the latter. The result is that A.F.R.I.PRO/TO has passed from being an experimental project-based service largely relying on the non-profit sector to a structural service directly managed by the public sector. This has prevented the service from running out of funds. The non-profit organisations continue to collaborate with the MC but they do not receive specific fund on this project any more.

A.F.R.I.PRO/TO is regarded as a good practice since it has been able to qualify and recognise the domestic and care work, to promote specific training programmes, and to fight against unregistered and exploitative work by offering high quality services to families and workers. Its ability to become a structural institutional service is also appreciated. In fact, in the migrant integration field, one of the main problems perceived by local stakeholders is the project-based and experimental nature of integration measures which frequently leads to stop interventions even when innovative and successful, thus wasting expertise and organisational developments.

Refugee integration project in the Valli di Lanzo – Morus Onlus Association

The Morus Onlus Association was founded in March 2016 in the Valli di Lanzo (north of the Metropolitan City Turin) in order to formalise a volunteer group that has dealt with migrants for about two years: by the end of 2015, the activities had grown to the point that individual efforts were no longer sufficient and volunteers decided to establish an association which would give greater strength and build on the work done in the previous two years.

In April of 2014 a group of 18 asylum seekers coming from sub-Saharan Africa was transferred to Ceres (a little mountain town in the Valli di Lanzo) following a project run by the social cooperative Babel. Some residents started volunteering by carrying out different



activities, from teaching Italian language to providing clothes. In October 2014 a second accommodation centre for 42 asylum seekers, coming mostly from Senegal, Gambia, Ivory Coast and Ghana, was opened in the nearby town of Pessinetto (TO) and managed by the social cooperative Liberitutti. In a short time, the group expanded itself including volunteers from neighbouring municipalities, i.e., Lanzo, Balangero, Coassolo and other places in the Valli di Lanzo. Since then, residents carry on supporting activities gather every two weeks at the local hosting centre in Pessinetto. They share experiences and work in close collaboration with the cooperatives in charge of reception. They look for companies willing to activate job placements for asylum seekers, they teach Italian language, create opportunities to meet with the local population to break down mistrust, lobby to develop further solutions for the reception of asylum seekers in the area, for instance by using the local mountain refuges.


The most prominent and successful projects developed within the Morus Onlus Association are the following:

- **CoroMoro:** The choir consists of asylum seekers from Ivory Coast, Gambia, Ghana and Senegal, along with two Italian singers living in Ceres. They sing songs of the folk tradition both in Piedmontese dialect and Mandinka, a language spoken in Western Africa. The choir was founded by volunteers in order to help young people integrate and learn the Italian language. The choir CoroMoro has been very successful even outside of the Valli di Lanzo and in 2015 was took as an example of good practice by the Italian Parliament (report of the Parliamentary Intergroup for the Development of the Mountain).
- **MoroTeam:** The MoroTeam is a football team made up exclusively of asylum seekers. The team was born in June 2015, again on the volunteers' initiative, and takes part in some local tournaments and championships.
- **MoroStyle:** A group of five asylum seekers started a sewing business, they make clothes following the African fashion and expose them during summer events in the valleys.

The Morus Onlus has recently extended its activity to non-EU asylum seekers present in Valli di Lanzo. The main attention is paid to those people that, after leaving the first reception program run by associations/cooperatives, try to find autonomous housing and work solutions. A second branch of activity pursues good relationships between migrants, local institutions and the population living in Valli di Lanzo. The third one aims to provide civic education for the newcomers in order to create better conditions for positive interactions with the local residents.

The Morus Only Association is regarded as a good practice since it has institutionalised and reinforced both the supportive mobilisation of the local society and the active participation of asylum seekers and refugees in integration initiatives.

Refugee integration project in Val Pellice – Reception centre Crumière, Villar Pellice, Diaconia Valdese Service for Asylum Seekers and Refugees



Villar Pellice is a small mountain town (700 meters above sea level) in Val Pellice – in the western area of the Metropolitan City of Turin – with 1,200 formal residents (i.e. registered in the Municipal lists) and about 700 actual inhabitants. Diaconia is a non-profit organisation founded in 1993 with its headquarters in Val Pellice. It is responsible for linking up the activities of the bodies and institutions (social assistance and reception facilities) part of the Waldensian Organisation. “It is a non-denominational, non-profit organisation that manages its services based on principles of transparency, quality and effectiveness” (<http://www.diaconiavaldese.org/>). Since 2011, in conjunction with the North Africa Emergency, the Diaconia Valdese Service for Asylum Seekers and Refugees carries out activities relating to reception, coaching and support to the pathways of asylum seekers and refugees in Italy.

In particular, in the summer of 2015, the Prefecture of Turin, given the rising need to find reception for asylum seekers, planned to turn the Crumière hotel restaurant¹⁵ - at that time abandoned and owned by the Piedmont Region - into a temporary accommodation centre for asylum seekers and refugees (Centri di Accoglienza Straordinaria, CAS). With this purpose, the Prefecture got in touch with the Diaconia Valdese that already managed asylum seekers' and refugees' accommodation structures in that Valley. Then, in the summer of 2015, 58 sub-Saharan Africans, mainly from Nigeria and Gambia, were transferred to Villar Pellice and hosted at the Crumière.

The Crumière comprises rooms for 2-3 people, a canteen, a lounge for activities and meetings, a gym, a laundry room, a warehouse, a nursing clinic coordinated by the Torre Pellice Red Cross, a cycle-repair shop animated by volunteers. Diaconia Valdese provides asylum seekers living there with food and accommodation, legal, medical and psychological advice, education, vocational training opportunities. Many volunteers of the valley spontaneously offer help or organise cloth collections, language labs and sports matches.

The Diaconia Valdese tries to promote the empowerment of beneficiaries with the aim of achieving autonomy, a principle that characterises its management of reception centres, though in such a big accommodation structure it is particularly challenging. From the asylum seekers' arrival to Crumière, the Diaconia Valdese works towards autonomy. The migrants housed in the structure attend ten hours of Italian language per week, of which four hours in a local CPIA (Centres for adult education) and six hours in Crumière with professional teachers. So far 60 internships and employment grants have been granted, a rather large number compared to other accommodation structures. The employment grants are set up with Diaconia's own resources while internships are activated with external resources (through regional resources such as the fund "Youth Guarantee" or thanks to employment agencies or local companies ready to employ asylum seekers).

¹⁵ The Crumière is a former industrial structure converted into a host structure to accommodate tourists at the time of the 2006 Winter Olympic Games. For this purpose, the Agency for the development of the territory was created (Agess Spa, established in 1999 with several public partners) but it failed in 2005 and the hotel was abandoned. Since then, the Crumière hotel restaurant, left empty from 2005 until 2015, was the symbol of that failed revival.

A key aspect for the success of the project, and the reason for which it is regarded as a good practice by local stakeholders, is the fact that the Diaconia Valdese has been able to involve many local associations, institutions and individuals who give support in the realisation of workshops and leisure activities (pc repair, music workshops, fishing, Italian language workshops, tailoring). Therefore, it has managed to create a local supportive network and actual opportunities for dialogue and contact between the local population and newcomers preventing social tensions.

5.2. Institutional Framework

Local government	
Actor	Description
Ministry of Home Affairs	
Prefettura	It is the branch of the Ministry of Home Affairs at provincial level. It coordinates the Inter-institutional Observatory on Foreign Population in the Metropolitan Area and, alongside with the Municipalities, it holds the main responsibilities in the field of first accommodation of asylum seekers (CAS centres).
Piedmont Region	
Regional Department for Youth Policies, Right to University Studies, International Cooperation, Equal Opportunity, Civil Rights and immigration	This Department is responsible for migrants' integration and active participation, equal opportunities and anti-discrimination issues. It is in charge of coordinating the Regional Table on Asylum, and of managing the largest part of AMIF (Asylum, Migration and Integration Fund) funds coming from the Ministries of Home Affairs and of Labour and Social Policies.
IRES Piemonte	This is the Institute for socio-economic research of the Piedmont Region. It encompasses the regional Observatory on Migration and it is playing a crucial role in the management of AMIF regional projects.
Metropolitan City of Turin	
Social and Equal Opportunity Service of the Metropolitan City of Turin	This Service is called to promote cooperation, information exchange and good practice dissemination in the fields of equal opportunities, anti-discrimination, youth and public custody. It encompasses competences on migrant integration at metropolitan level.
Education and Vocational Training of the Metropolitan City of Turin/Piedmont Region	This Service, following the Region's mandate and guidelines, issues Calls addressing training agencies for organising vocational training courses, including courses in Italian language and cultural mediation.

Labour Service of of the Metropolitan City of Turin, now Agenzia Piemonte Lavoro	This Service manages the metropolitan employment services, including the Employment Centres.
City of Turin	
Social Policies Department of the City of Turin - which include the Foreigners Office	This Department includes the Foreigners and Nomads City Office and is responsible for the city accommodation centers for forced migrants (SPRAR centres).
Equal Opportunity Department of the City of Turin	This Department promotes equal opportunity policies and 'new citizens' participation to the local society. Different from the Social Policies Department, it is a Department without portfolio and his mandate is that of promoting a cross-department approach towards migrant integration.

Non-governmental organisations active in the city in the area of migration and integration (including migrant organisations)	
Actor	Description
Ufficio Pastorale Migranti	Turin Curia's operational branch specifically devoted to migration and asylum
Waldesian Church	The Waldesian Church devoted a significant part of the revenues collected from general taxation to initiatives addressing migrants (the so called '8 per mille', i.e. 8 per mill of general taxation which tax-payers can give to public bodies or religious denominations)
Gruppo Abele	NGO providing services to vulnerable communities which includes a relevant share of migrants in situations of homelessness, trafficking and addiction. It also runs activities in the fields of youth, employment and cooperation & development. It lobbies both at local and at national level, actively participates in public debate and fosters civic engagement (it publishes books and a periodic journal on social work, organises public events, promotes public demonstrations, etc.)
AMMI	Local association of intercultural mediators
ASAI	Local association linked to the Salesians and particularly active on migrant youth
Mosaico Association	Local association of locals and migrants linked to the Waldesian Church and particularly active on asylum
ASGI (Associazione Studi Giuridici sull'Immigrazione - Association on Juridical Studies of Migration)	Non-profit lawyer association which offers training in the field on migration and asylum and legal assistance to migrants

All the above-listed non-governmental organisations work at a metropolitan level and play a relevant role in local projects for migrant integration. A relevant, though variable, part of their economic resources comes from public entities belonging to different institutional levels and is usually allocated through Calls for projects or Service Contracts. However, also resources coming from Churches are significant, especially for organisations linked to religious denominations.


Other relevant actors, including the private sector	
Actor	Description
Compagnia di San Paolo Foundation	One of the main Italian and European bank foundations, i.e. a grant-making philanthropic entity, active in the field of migration and international cooperation. Its territorial scope encompasses the regions of Piedmont, Aosta Valley and Liguria.

Given that Metropolitan Cities (10 total) are newly established institutions stemming from the former Provinces (National Law no. 56 of 2014), in the following sub-sections we will provide a brief description of the main MC's bodies, functions and services.

Metropolitan City's bodies

Different from the Province, the MC bodies are not directly elected by citizens. The **MC Mayor** is the Mayor of the main Municipality, i.e. Turin. The Turin **Metropolitan Council**, made up of 18 members plus the Mayor, is elected by the Mayors and Councillors of the 315 Municipalities of the metropolitan area. The Metropolitan Council, which has the function of steering and monitoring of MC's policies, lasts 5 years but is renewed earlier if the Mayor of the capital city changes. Deputy Mayors are not foreseen by the Statute. However the Metropolitan Mayor can delegate functions to some of the 18 Councillors. The **Metropolitan Conference** is made up by the Mayors of the Municipalities of the metropolitan area, it has to vote on the metropolitan Statute and its modifications, and expresses an recommendation on MC's annual budget plan.

As a consequence of the election of a new Mayor of the City of Turin in June 2016, a new Metropolitan Council was elected on 10th October 2016. Therefore, while we were carrying out the fieldwork, the Mayor had not delegated the functions to Councillors yet, so that the political reference persons for the various Areas had still to be appointed. It is worth mentioning the discontinuity in the political composition of the Metropolitan Council. In fact, in local elections held in June 2016, the Five Stars Movement gained a significant consensus in several Municipalities including Turin (in Turin the change has been particularly significant because it had been ruled by the centre and centre-left parties since the beginning of the 1980s). This change in political majorities at the municipal level has been obviously mirrored



at metropolitan level since the Metropolitan bodies are elected through secondary level elections, as explained above¹⁶. Since the fieldwork was carried out at the very beginning of this new phase, it is impossible to say if it will produce any change in migrant integration policies.

Metropolitan City's functions and Services

The institutional mission of the Turin MC, as a supra-municipal body, can be summarised in the following points¹⁷:

- strategic social and economic development of the metropolitan area;
- development and integrated management of services, infrastructures and communication networks in a territorial perspective of rural–urban cooperation;
- inter-institutional relations including those with the EU.


It is worth underlining that migration is not mentioned in the Turin Metropolitan City's first Strategic Plan¹⁸, which mirrors MC's formal competences and tasks and which draft has not been approved yet¹⁹. As we will see, it does not mean that the MC of Turin does not carry out

¹⁶ On 10 October 2016, 8 seats were gained by the centre-left list “Città di città” (City of cities), 7 by the Five Stars Movement to which also the Mayor belongs and 3 by the centre-right list “Lista Civica Alternativa per il Territorio” (Alternative Civic List for the Territory). The previous Metropolitan Council, elected in October 2014, was composed as follows: 15 seats belonged to the centre-left list “Città di città”, 2 to the Five Stars Movement, and 1 to the centre-right list “Lista Civica Alternativa per il Territorio”.

¹⁷ Relazione di mandato, http://www.cittametropolitana.torino.it/cms/risorse/territorio/dwd/pianificazione_strategica/pdf/schema_PSMTo_19_Aprile.pdf

¹⁸ Proposta del Consiglio Metropolitan N. 77/2015, ‘Linee di indirizzo per la formazione del piano strategico metropolitano 2016-2019 ai sensi dell’articolo 7 dello statuto della città metropolitana di torino – approvazione’, N. Protocollo: 28392/2015. The last draft was issued in April 2016. Then, the approval procedure has been interrupted because of the change in MC's bodies illustrated in section 4.3.

¹⁹ It is worth mentioning the Strategic Plan of the City of Turin ‘Torino Metropoli 2025’, referred to the so-called ‘restricted metropolitan area’ that includes the 38 municipalities of Turin first belt (instead of the 315 municipalities encompassed in the Metropolitan City) and drafted by Torino Strategica, an association which gathers the main public and private stakeholders in the target area together (Associazione Torino Internazionale/Torino Strategica, ‘Torino Metropoli 2025’, Il terzo Piano Strategico dell’area metropolitana di Torino, 2015, http://www.torinostrategica.it/wp-content/uploads/2015/04/Torino_Metropoli_2025_web2.pdf). This Plan should be taken into consideration by the MC's Strategic Plan which has not been approved yet. In the Strategic Plan of the City of Turin ‘Torino Metropoli 2025’ migration is mainly addressed with regard to foreign students and foreign enterprises, viewed as assists for the local development. Foreign communities are just rapidly mentioned in the ‘complementary strategy’ no. 4 on internationalisation and, more generally, migration and cultural diversity *per se* do not appear particularly relevant in the Plan. This is probably due to the Plan's focus on local development with a prevailing attention to economic aspects. However, some stakeholders note as the Plan carries a view of local development which still undervalues some social categories such as migrants which are still identified as vulnerable categories, without being able to catch their actual potential for local development.



actions concerning migrant integration; these measures are rather largely dependent upon officers and politicians' will and interest in the migration issue. Hence, discontinuity in integration measures already occurred in the past and may be likely in the future.

The MC is articulated in Areas which are in turn organised in different Services. As explained above, the **Services** of the Turin MC which are more involved in migrant integration measures are **Education and Vocational Training, Labour, Equal Opportunities and Social Policies**. With the shift from the Province to the Metropolitan City (National Law 56/2014 and Regional Law 23/2015), those Services have been concerned by several changes and shifts of competence to the higher institutional level, i.e. the Region.

Specifically, the Education and Vocational Training Area has passed to the Region Piedmont which, in the case of Turin, has however delegated this competence downward again to the Metropolitan City²⁰. Therefore, although the decisional relevance of the Piedmont Region has increased, the overall management of this Area has not changed significantly.

The Equal Opportunity and Social Policies Service has remained within the MC but its scope of action has been reduced: it has lost competences in some policy areas (disability, voluntary sector, family custody, etc.) and it does not provide services anymore since now it has mainly coordination and networking tasks. However, in the field of migrant integration, the main change was due to the abolishment of the Regional Fund for Immigration (section 3.2) rather than to these institutional transformations.


The Labour Service has passed to the Agenzia Piemonte Lavoro (Piedmont Labour Agency) which is an agency of the Piedmont Region. However, the personnel and the offices still remain with the MC since the institutional transition will be completed only by the end of 2017.

Despite those changes, the Service of Education and Vocational Training, Labour and Equal Opportunity and Social Policies intend to keep coordinating their work in the field of migration as they have done in the last five years thanks to the establishment of the so-called Migration Unit, which encompasses the three Services on an informal basis, as we explain in the Section 5.2.1.

Because of the ongoing reform process, the provincial-based organisation of those Services and the intention to keep the cooperation on migrant integration, we will illustrate in the following sections the measures carried out by all those Services regardless the current changes in institutional affiliations.

That said, it has to be underlined that, according to several key informants, **the weakening of the MC as intermediate institution** between the Municipalities and the Region is particularly worrying. In fact, the large majority of the Municipalities in the metropolitan area are small-sized, hence they face troubles in developing integration policies (see section 5.1) and, with few exceptions, they seem unable to coordinate their actions in this field, as in many others. On the other hand, the Region is a large-sized and high-level institution which

²⁰ It happens only for Turin metropolitan area. As for the other former Provinces, now called 'enti territoriali di area vasta', those functions are directly managed by the Region.




has difficulties in identifying specificities of each territorial areas and dealing with them. In the field of migrant integration, the lack of an intermediate institutional level able to cope with this fragmentation is regarded as particularly worrying especially because of the dispersal pattern of redistribution of asylum seekers (see section 4.1.2) that, though appreciated, is challenging small municipalities with little or no experience in integration policies and without economic, human and organisational resources to cope effectively with this phenomenon.

5.2.1. Coordination and cooperation at metropolitan level

The main inter-institutional working group at metropolitan level is the ***Inter-Institutional Observatory of Foreign Population in the Metropolitan City***, established in 1996 and coordinated by the Prefecture of Turin. Its aim is to collect statistical data on migrant presence and integration in the metropolitan area in order to publish an annual statistical report aimed at supporting knowledge-based policies. To this end, it gathers together various public offices: the Prefecture and Questura, different offices of the City and the Metropolitan City of Turin, the Piedmont Region, the Chamber of Commerce, the Regional Observatory for the University, the public Health Units, the local branch of the Ministry of Labour/Direzione Territoriale del Lavoro, Piedmont Juvenile Justice Centre, Piedmont Labour Agency, the local branch of the National institute against injuries on the job (INAL), the local branch of the National institute for social security, the local branch of the Ministry of Education, University and Research. By now this working group has not been focused only on data gathering nor on coordinating or planning policies since the latter activities are out of its formal scope.

Shifting to the Metropolitan City of Turin, in 2011 the MC Services of Education and Vocational Training, Labour and Social and Equal Opportunity, which hold the main responsibilities in migrant integration, established the so-called ***Migration Unit*** on an informal basis. This Unit has two main goals: 1) coordinating data analysis for the annual reports of the Inter-Institutional Observatory on Foreign Population of the Metropolitan Area mentioned above; 2) developing synergies among the three Services and an integrated approach towards migrants (see section 5.1). As for the latter point, those Services were partners in some projects ('Lo Sapevi che?' and 'MediaTo'). However, the most important aspect of their collaboration is probably their effort to build an integrated approach towards migrant integration in order to develop coherent and effective inclusion paths. In this regard, the interactions between the Vocational Training and Labour Services have been particularly intense, favouring the development of integrated paths towards migrants' insertion in the labour market articulated in four main steps: a) Italian language courses when necessary; b) vocational training; c) trainings, internships, etc.; d) labour demand-supply matching.

As for the ***involvement of civil society organisations*** in integration measures, it has always been crucial and strategic for the MC. Specifically, the MC attempts to act as a territorial agent of development in the field of migrant integration by promoting synergies among local actors and empowering them, non-profit organisations in particular. According to the reference persons and officials of the Services, this ***'partnership approach'*** has multiplied the impact of the integration measures leading to results that could not be achievable on the basis of the MC economic and organisational resources alone.



The collaboration with civil society organisations (CSOs) took three main forms in the 2000s:

- mixed working groups to develop common approaches and tools on specific issues (e.g. intercultural mediation and Italian language training, 2005-2010);
- joint projects led by CSOs (associations, social cooperatives, NGOs, training agencies);
- joint projects led by the MC Services; in these cases, the involvement of CSOs occurs mainly in two different stages: a) prior to drafting the projects, the MC Services identifies the main priorities and lines of action together with the main CSOs; b) when projects are granted, CSOs are selected by the MC Services as partners through open calls.

Nevertheless, collaboration with CSOs has evolved because of modifications in funding mechanisms. First, since the Regional Fund for Immigration was brought to zero (see section 5.1), the ability of the MC Equal Opportunity and Social Policy Service to promote immigrant integration projects in collaboration with CSOs has been drastically reduced. Second, with the 2014-2020 European Social Fund (ESF) programme, granting mechanisms have changed: MC Labour Service has passed from issuing Calls addressing civil society organisations to answer to Regions' calls, thus reducing its cooperation with CSOs.

Besides this, **issue-specific working groups** gathering different public actors and CSOs have been established, on a formal or informal basis, when certain issues gain relevance, such as the working group against labour exploitation promoted by the Turin Prefecture (section 6.4) and the working group on public transport and migration promoted by the Equal Opportunities and Social Policies Service of the MC (section 6.5).

Finally, it is worth underlying the long-lasting cooperation on migration issues between the above mentioned MC Services and the local **universities and research centres**, with the aim of analysing migrants' needs, identifying challenging issues and monitoring and evaluating experimental projects. Nevertheless, this cooperation is still weak since it is not institutionalised and it largely depends on officials' attention to knowledge-based policies.

5.2.2 Coordination and cooperation with the regional and the national level

Multilevel governance of migrant integration appears rather weak when it comes to the Metropolitan City. The cooperation of the MC with the national institutions is almost non-existent since the MC has not any specific formal competence in the field of migration, thus it does not participate in inter-institutional bodies and working groups on this topic.

The coordination with the Region and Municipalities has been generally triggered by **funding mechanisms**. In fact, the closer coordination occurred when the Regional Funds for Migrant Policies was allocated to local actors through Provinces, and the latter had to deliver migration plans consistent with the regional plans (section 5.1). Even then, however, the policy approach of the Piedmont Region was rather bureaucratic compared to that of other Regions: the participation of local and provincial actors to the definition of the regional plans was not institutionalised and was limited to few actors (Campomori and Caponio 2012).

Nowadays, the Education and Vocational Training Service of the MC Service has the closest coordination with the Region, since it manages the regional fund for vocational training courses at the metropolitan level: again, the coordination is fostered funding mechanisms, while institutional coordination is lacking. Apart from this, MC's contacts with the Region in the field of migration are generally informal and collaboration is related to specific projects where those institutions are partners (eg. EIF and AMIF funded projects).

It is in the field of **anti-discrimination** that high-level coordination (i.e. regional and national governments) has been institutionalised, on the initiative of Unar (Ufficio Nazionale Anti-discriminazioni Razziali - National Office for Racial Anti-discrimination) to develop a national network of regional and local antennas for supporting victims of discrimination (see section 6.6). As a consequence, Unar signed an agreement with the Piedmont Region which in turn signed an agreement with the MC that, from 2011 to 2014, was thus the anti-discrimination provincial antenna in Turin. After a couple of years of inactivity, the metropolitan antenna is likely to restart again its activities in 2017, as explained in section 6.6.


5.3. International cooperation

Generally, the MC is engaged in several international networks²¹, but migration is the focus of only a few and recent networks. In fact, the one specifically related to migration is **Metropolis**, which the MC has recently entered as observer: it is an international network for comparative research and public policy development on migration, diversity, and integration at a local level. The MC also participates in two international city networks where migration, though not being central, is nevertheless a relevant issue, i.e., in **Eurocities** as observer and in **UCLG** (United Cities and Local Governments) as full member.

Specific MC Services have developed ad hoc international partnerships within specific projects. As for the **Employment Service**, international partnerships have been favoured by European funded projects and have included partners such as ILO (International Labour Organisation) and IOM (International Organisation of Migration). However, according to key informants, international partnerships were more frequent in the past due to funding mechanisms. For instance, the Equal programme (a European Social Fund programme focused on the fight against inequalities and discrimination in the labour market) requested international partnerships. Since the end of the project, the MC Labour Service is mainly funded by the European Social Fund on projects addressing migrant integration in the labour market, channelled by the Italian government which requests local partnerships rather than international ones.

International partnerships relevant for migration have been developed also in the field of **cooperation and development**. Since 2005 Turin MC has been cooperating with UNDP

²¹ For information on MC's international networks, cooperation and projects beyond those described here, see http://www.cittametropolitana.torino.it/cms/risorse/territorio/dwd/pianificazione_strategica/pdf/3PSM_1_7_3_2016_GATTI.pdf



(especially UNDP Art Gold) in areas from which migration flows originate. This is for instance the case of Morocco (MedNetJob, 2012-2014) and in particular of the area of Lagash, for supporting self-entrepreneurship in the field of agriculture and fishing and, more recently, of Lebanon for improving water resources management. The project, titled "Safe health and water management Lebanon" started at the beginning of 2014 in the North of Lebanon and a similar project already implemented in the South in an area where the refugee population has doubled in few years so that water management both for agriculture and everyday use has become challenging. Finally, the MC, together with other partners including ILO and the NGO Gruppo Abele (specifically the linked social cooperative Arcobaleno), is seeking funding for a project concerning decent work, with specific attention to self-entrepreneurship and formalisation of informal economic activities, to be implemented in countries of transit and origin in the Sahel area; the main activities should concern governance reinforcement, exchanges of good practices and training.

The MC is also a partner of Arco Latino, an Association founded in 2002 which brings together Italian former Provinces, French Departments and Spanish Provincial governments (Diputaciones) to lobby at EU level and develop interventions in the field of cooperation and development in the Mediterranean area.

Finally, the World Forum of Local Economic Development held in Turin in 2015, and of which the MC was among the main organisers, has stimulated further cooperation in the field of migration that has not however been translated into formal partnerships yet. The JMDI (Joint Migration and Development Initiative) is a case in point. JMDI is a program implemented by UNDP and five agencies (IOM, ILO, UNHCR, UNFPA, UN Women) which aims to support migration and development actors to effectively harness the potential of migration for development. This collaboration reflects the shared vision of the MC and JMDI on migration and development, i.e., the need of a strong anchorage with local governments in countries of origin and destination, stressing the local-to-local dimension and considering provinces and local authorities as strategic levels of governments to be involved. Furthermore, this cooperation could become an important asset given the increasing emphasis put on the relationship between migration management and cooperation & development in European and Italian policies (see the so-called Migration Compact, the Valletta Meeting conclusions, etc.).

6. Immigrants' enjoyment of human rights and access to services in Turin Metropolitan Area

6.1. Overview

As said above, although the MC does not have relevant formal competences in migrant integration, several MC Services have promoted actions in this field. Furthermore, as explained in the following Sections, the MC has been among national pioneers in several areas such as intercultural mediation, care and nurse aide work where many foreigners are employed.

Those initiatives are however threatened by the decrease of available resources due to the economic crisis. Besides, they are challenged by the specific vulnerabilities of asylum seekers settling in the metropolitan area which local services have difficulties in dealing with.


Finally, those integration measures have been mainly focused on the improvement of public services' adaptability and accessibility for migrants. However, the private markets such as the labour and the housing market still show high level of ethnic discrimination against which policies have been not very effective so far.

6.2. Language Learning

The large majority of language training courses falls under the regional language training programme "Petrarca" funded by the Ministry of Interior with the AMIF Fund. Despite the fact that the MC is not involved, synergies among "Petrarca" and the activities of the MC, especially of the Employment Services, have been developed. For instance, when migrants go to the MC Employment Centres to seek jobs and training opportunities and show low language skills, they are usually directed towards "Petrarca" language courses. According to key informants, the main limit of the "Petrarca" programme is that asylum seekers are not entitled to them, though they are usually allowed to participate on an informal basis without receiving any certificate²².

Besides this, some language courses are provided directly by the MC, specifically by the Education and Vocational Training Service. In some cases, they constitute a mandatory part of training courses specifically targeting foreign people, in other cases they are optional and meant to integrate general training activities by making up for possible migrants' lacunae in Italian language.

²²This does not mean that asylum seekers are not provided with language courses but rather that the quality may vary across reception centres, since this responsibility falls under the centers' managing organisations, which include private actors such as hotels owners.



In this regard, the Vocational Training Service, thanks to the project “Io sono qui - Risorse nuove per l'Italia che cambia” funded with the European Social Fund (2010), transformed several local training agencies into entities entitled to issue Italian language certifications (levels A1, A2, B1, B2, etc.).

6.3. Education, Vocational Training


The Educational and Vocational Training Service of the MC regularly receives funding from the Piedmont Region to be allocated to local training agencies through calls - although in the last four-year programme the amount of funding has been halved. In 2015, total vocational training courses given in the metropolitan area were 4,798 (Città Metropolitana di Torino - Servizio Formazione Professionale 2016). The courses delivered through this system are articulated in three main types:

- vocational training and active citizenship courses for students between 14 and 18 years old who are still attending high school;
- vocational training for unemployed people;
- life-long training for employed people.

The large part of these courses addresses the whole population with the possibility for migrants to take additional Italian language courses. However, a small share is reserved to unemployed foreigners (few tens), since in this policy area foreigners are still regarded as a vulnerable category (Section 5.1.1): those are courses for manual jobs with the exception of intercultural mediators.

The MC of Turin is acknowledged as being among the main national pioneers in providing training to intercultural mediators, care workers and nurses' aides. Indeed, 20% of seats in courses for nurses' aides are reserved to foreigners.

As for **intercultural mediators**, the first national guidelines for intercultural mediation were adopted thanks to the work and lobbying of the former Province of Turin, now MC. That said, new challenges are rising since both the MC and AMMI, the local association of cultural mediators, have highlighted a lack of intercultural mediators coming from the countries of origin of asylum seekers. In fact, most mediators are from Maghreb countries, mirroring the composition of past inflows. Because of this, they have finally agreed with the Piedmont Region to set special quotas (around 20%) for people coming from specific geographical areas in the next courses for intercultural mediators and to implement supporting actions for them, such as special language courses. In any case, applicants are more likely to be settled migrants rather than newcomers, given the requirements to access the courses: a) B1 level of Italian; b) a secondary school degree or an equivalent degree issued by training agencies; c) at least 2 year residence in Italy (i.e., municipal registration of 2 years or more). According to key informants, these requirements, on one hand, guarantee that cultural mediators have a good knowledge of the host society, on the other hand, hinder the adaptation of cultural mediators' profiles to new inflows. In the meantime, informal training courses for social



workers have been offered to refugees hosted in the regional hub located in Settimo Torinese in order to involve them in the management of accommodation centres and of integration measures.

As for **care workers'** training, according to key informants, the MC's main result has been the recognition of the professional profile of care worker at a regional level in 2015. In fact, whereas the professional profile of nurses' aides is largely institutionalised, this is not the case of care workers, in spite of their crucial, though informal role in the Italian familistic welfare model (Bettio et al. 2006). No final certificate was delivered at the end of the training courses until 2015, due to the absence of a specific profile. Concerning beneficiaries²³, in 2015 vocation training students amounted to 54,419, of which 6,118 (11.2%) were foreign citizens. The share of foreign students was particularly high in courses for unemployed people (25.7%) and low in courses for employed workers (between 4.0% and 5.5%). However, the absolute numbers of foreign students in the latter type of courses increased four times in 2008-2015.

More generally, the share of foreigners is higher in the following areas: cultural activities, machinery and repairing, construction, chemistry and plastic, agriculture, food.


The rank of nationalities mirrors the composition of the foreign population in the metropolitan area (34.9% of foreign students are Romanians, 13.1% Moroccans, 8.4% Peruvians, and 5.6% Albanians), with the exception of Chinese who represent only the 1.8% of foreigners enrolled in the courses.

Despite the high participation of foreigners in vocational training courses, several key informants highlight the risk of **under-skilling**. Several highly skilled foreigners have been steered towards training courses for low-skilled workers due to the lack of recognition of prior learning and qualifications, and the categorisation of foreigners as vulnerable people according to the Regional scheme for vocational training,. The Vocation Training Sector has tried to face this situation by strengthening the collaboration with the MC Alte Professionalità/High-level Professions Sector. The main attempt in this regard was the project "Prov@work" funded with the European Social Fund (2011) and providing a specific track for highly skilled foreigners, including second generation individuals. According to key informants, this project, despite its narrow scope (only 40 highly skilled foreigners benefited from it), showed relevance not only in terms of employment results, but also in terms of increased self-confidence. However, structural actions in this regard are still lacking.

Finally, it is worth underlying that the MC of Turin is a pioneer in the **recognition of the so-called informal and non-formal skills**, i.e. skills acquired through voluntary activities or unregistered work that is particularly widespread among foreigners. Specifically, it has developed guidelines and provided Employment Centres' employees with competences. However, given the lack of resources, efforts in this regard have taken a step back.

In this field, an important contribution comes also from the project "Extra titoli" (Extra educational qualifications), promoted by the Waldesian Church and funded by Compagnia di

²³ Città Metropolitana di Torino - Servizio Formazione Professionale 2016



San Paolo Foundation, which supports migrants throughout the bureaucratic process for the recognition of prior education and degrees granted in countries of origin.

6.4. Employment and Entrepreneurship

As said above, employment services mainly adopted a mainstreaming approach steering the large majority of migrant towards general services. Specifically, Employment Centres offer the following services: provision of information, labour demand-matching, employability reinforcement, outplacement, analysis of the labour market and statistical analysis.

Among the mainstream initiatives in which foreigners participate, it is worth mentioning the EU scheme Youth Guarantee with training sessions and work placements in local companies, and Youth Monday (Lunedì Giovani) that started beginning of 2014 and provides information and counselling to young people.


In order to avoid putting migrants at a disadvantage due to this mainstreaming approach, special instruments have been activated within general services. First of all, migrants with low language skills are oriented towards language courses. Most important, each of the 13 Employment Centers (Centri per l'Impiego) in the metropolitan area is equipped with cultural mediators and migration experts, i.e. employees with specific training on migration and asylum legislation. In fact, the need of translation or cultural mediation, and the specificities of migrants' legal constitute their main liabilities to access general employment services.

Although all employees in Employment Centres have a good knowledge of migration laws, **migration experts** are required to follow frequent legal evolutions with permanent support from the MC central Labour Service and through training courses organised by local organisations. Specifically, the project MediaTo promoted by IRES Piemonte and aimed at providing cultural mediators and social workers with updated information, training and technical-juridical counselling, has developed a local practice-community of workers sharing information and practices in the area of migration and asylum (see section 5.1.2 for further details).

As for **cultural mediation**, it is provided by a consortium of private organisations, and not directly by Employment Centres. Since 2004 funding for this activity has consistently been provided on yearly basis. Yet, since it is not a structural activity of the Employment Centres, cultural mediation is at risk of underfunding and even of a possible end in 2017.

Finally, the MC of Turin has been a pioneer in the field of **domestic and care work**, a sector where migrant employment is particularly high²⁴. Specifically, with the project A.F.R.I.PRO (Assistenza Familiare Reti Integrate - Provincia/Integrated Networks of Family Assistance - Province), the MC supports labour demand-supply matching in the field of domestic and care work, offers information as well as language and professional training, support workers in the

²⁴ In 2015, newly registered unemployed persons available for jobs in the domestic and care sector amounted to 3,251, of which 256 Italians (Città Metropolitana - Servizio Coordinamento Centri per l'Impiego - Servizio Politiche per il lavoro 2016)



recognition of skills, provides workers and families with legal counselling and fights informal employment (see section 5.1.2. for further details).

Asylum seekers present a specific challenge in terms of employment. As of 31 December 2015²⁵, 3,274 refugees were registered as unemployed in the Employment Centres of the MC, with an increase of 15.0% compared to the previous year. This increase in flows (new registrations) is even more impressive than that of stock: in 2015 the increase of newly registered unemployed refugees was 53.5%. The large majority of unemployed refugees (83%) are men. The main countries of origin are Nigeria, Somalia and Mali with a particular increase of the latter in 2015.


According to the Legislative decree 142/2015, refugees can register at Employment Centres and start applying for jobs 60 days after their asylum application. This is considered a positive step mainly because it allows asylum seekers to get information about the local services and labour market at a very early stage. However, this does not seem to produce relevant effects on their actual possibilities to be hired, since after 2 months from the arrival their knowledge of the local context and of the national language is too insufficient to allow them to actually get a job.

Refugees' access to employment services seems to be favoured by the collaboration between the MC Labour Service and accommodation centres, the Prefecture and the Municipality of Turin. Accommodation centres support refugees to register as unemployed, and together with the Labour Service organise meetings to inform refugees about the local services and labour market. This informal collaboration has been the result of a previous project carried out in partnership and funded with the European Social Fund (2013-2014). According to the Labour Service's reference persons and key informants', despite this collaboration, refugees' access to employment services is still lacking, especially with regard to vocational training courses, support for the recognition of informal and non-formal skills, work placements in local companies, and labour demand-supply matching. The main reason seems to be the lack of resources to develop specific support actions.

Another relevant issue that, according to key informants, should be further addressed is the **fight to discrimination in the labour market**. In fact, Labour Service's officers underline that employers still show clear preferences for native workers compared to foreigners with equal skills and experience. However, the lack of resources hampers the development of effective actions. One of their main interventions has been the participation in the project 'Lo sapevi che?' (2013-2015, IEF), which aimed at raising migrants' awareness of their rights and duties, and fighting employers' and local communities' stereotypes.

The MC also participates in the working group **against labour exploitation**, with special attention to migrants, established by the Turin Prefecture in 2015 with the aim of coordinating the main local actors' actions in this regard. The working group involves also the Piedmont Region, the Municipality of Turin and the main civil society organisations active in this field.

²⁵ Città Metropolitana - Servizio Coordinamento Centri per l'Impiego - Servizio Politiche per il lavoro 2016



As for **entrepreneurship**, in 1998 the Province of Turin, in collaboration with the Chambers of Commerce, established an information desk to support new businesses. In 2002, and thanks to the ESF Fund, it launched a specific service (MIP - Mettersi in proprio/Becoming Self-employed) which offers counselling and tutoring services. Specifically, MIP aims to assist new entrepreneurs during their early years in business, supporting them assessing market conditions and finding funding opportunities. The office offers also short trainings that provide new entrepreneurs with the appropriate skills for managing their businesses. After validation and start-up, successful initiatives can benefit from special benefits supporting entrepreneurs' income and covering start-up costs and investments (Tarantino 2012). MIP addresses the general population. However, around 9% of entrepreneurs seeking assistance are foreign citizens. In the current institutional transition, MIP's competences have passed to the Piedmont Region but, as for vocational training, in the case of Turin some of them (especially the selection of applicants) have been delegated to the MC.

6.5. Social Affairs

In the field of social policies, the National Law 56/2014 and the Regional Law 23/2015 assign to the Metropolitan Cities competences only in the areas of Equal Opportunities, Public Custody, Anti-discrimination and Youth.


MC's role in social affairs is mainly that of supporting local welfare systems, also through the promotion of new forms of cooperation aimed at fostering harmonic socio-economic development across territories. In this regard, according to the Metropolitan Social Plan (2016), the MC of Turin intends to pursue the following goals:

- dissemination of good practices among territorial areas with the aim of fostering innovative experiences and supporting dialogue among different realities;
- development of metropolitan-based interventions (interventi di area vasta) in cooperation with the other institutions in order to improve the service networking;
- promotion of coordination on new social issues;
- promotion of coordination and local working groups aimed at supporting new forms of local community welfare.

Against this backdrop, multiculturalism is mentioned among the 6 main targets for local social developments, and migrants are regarded as targets of several lines of action, i.e.:

- fostering new interventions to support vulnerable people (new poor, migrants, elderly persons, etc.);
- fostering the development of local systems sensitive to equal opportunities and to the fight against any forms of discrimination through the dissemination of projects and information;
- supporting, through experimental projects, individuals, families, and communities to identify strategies to overcome conditions of need and promote self-sufficiency.

Furthermore, the Metropolitan Social Plan identifies 5 axis of action, including the 'support to the culture of citizenship and equal opportunities', where migration in its various forms



(asylum seekers, refugees, economic migrant and Roma) is addressed as a priority; the fight against racial and religious discrimination; and the promotion of a crucial intercultural approach.

However, the Plan has not been formally adopted yet due to the renewal of MC's bodies (section 5.2).

Despite the lack of a clear mandate, the Service of Equal Opportunities and Social Policies of the MC is particularly active in the field of forced migrants' integration. Specifically the Service is trying:


- to identify and disseminate good practices for refugees' integration, with special attention to those contributing not only to migrant inclusion, but also to the development of mountain areas where local economies are declining and population is aging;
- to foster the circulation of practices and information among different territorial basins within the metropolitan area;
- to support institutional coordination both horizontally (i.e., among Municipalities) and vertically (i.e., between institutional levels) on the issue of refugee integration.

An example of this effort is the working group on public transport and migrants. It is an informal group, recently established by the Equal Opportunities and Social Policy Area of the MC. It gathers together some Municipalities and social cooperatives particularly active in refugees' accommodation and integration in mountain areas, Compagnia di San Paolo foundation, which has a specific programme on mountain areas ('Torino e le Alpi'), Piedmont Region, Turin Prefecture, and the regional public transport agency. Indeed, poor public transport is a relevant obstacle to integration of refugees relocated to rural and mountain areas since they do not have private means of transport and thus face big difficulties in reaching public services, Italian language classes and workplaces. Furthermore, compared to residents, refugees do not live in those areas by choice or due to existing social links, but following institutional decisions, hence they may suffer from social isolation and marginalisation.

6.6. Protection against Discrimination

The Equal Opportunity and Social Policies Service of the MC acted as the provincial anti-discrimination antenna for Unar (Ufficio Nazionale Anti-discriminazioni Razziali - National Office for Racial Anti-discrimination) from 2011 to 2014²⁶. In 2011 Unar signed an agreement

²⁶ Unar was created in 2003 with the D.lgs 215/2003 which adopted the European Directive on anti-discriminationn 2000/43 EC. Unar is part of the Equal Opportunities Department by the Prime Minister Office (its belonging to ventral government have risen critical remarks on its ability to fight discrimination perpetuated by public institutions). Its scope of action has been limited by its small budget. In fact,



with Piedmont Region, which in turn signed an agreement with the MC, for the management of the provincial anti-discrimination antenna. The actions carried out by the antenna were the following:

1. management of the Front Office and support to victims of discrimination;
2. coordination of the provincial network of CSOs on anti-discrimination;
3. monitoring the evolution of discrimination in the metropolitan area;
4. awareness-raising activities and dissemination of information and good practices in the metropolitan area.


Those activities concerned every form of discrimination, not only racial- and religious-based discrimination. However, complains for those kinds of discrimination constituted the higher share of total complains, i.e. 48% in 2014 (Città Metropolitana di Torino - Servizio Politiche Sociali e di Parità, 2014).

As for Action 1), the approach adopted by the antenna was not to take cases to Court, but rather of mediating conflicts. The number of persons who used the service remained low: in 2014 65, 50% of total complaints (for any kind of discrimination) were made by foreign citizens (Città Metropolitana di Torino - Servizio Politiche Sociali e di Parità, 2014). The reference person identifies two factors which explain these low numbers. Initially the service was very centralised: in its early stage, Unar directly answered victims' calls made to a national toll-free number and directed them towards the local antennas, only when it could not manage the cases by itself; the local Front Office to which people could ask directly for help was only activated at a later stage. Second, in those years the metropolitan antenna kept a low profile - it even lacked a website - since it was mainly engaged in setting up the service (developing protocols, softwares, etc.) given that a national 'toolkit' for managing the service was still lacking. Unar's convention with the Piedmont Region was not renewed in 2014, preventing the MC from making use of its start-up phase.. However, Unar has just asked to restart the anti-discrimination antenna, without specific funding, i.e. relying on MC's own staff. The MC has accepted and the antenna is likely to resume its activities in 2017.

As for the action 2), participation in the anti-discrimination network required local organisations to enshrine anti-discrimination in their own statutes. In 2014, 25 organisations were involved in the network. The MC antenna supported the local organisations of the network by helping them with victims' support and the organisation of joint public awareness-raising events.

According to key informants, until now the main obstacles to the fight against discrimination have been: a) migrants' lack of awareness of their rights, and of information on available services and procedures to lodge a complaint; 2) migrants' fear of retaliation by the offenders, especially when they are employers; 3) a weak culture of anti-discrimination, to the extent that discrimination is not perceived as such either by victims or their offenders (this also contributes to explaining the low numbers of complaints in Turin and more generally in

it created the network of local anti discrimination antennas not with its own budget but thanks to resources coming from the European Integration Fund.



Italy). Therefore, the first step to effectively fight racial and religious discrimination should be to bring the phenomenon to light.

6.7. Housing

As explained above, the MC does not have significant competences in social housing since they are mainly held by the Region and the municipalities. However, the MC manages a specific Observatory which monitors housing policies at provincial level, the Social Housing Need Observatory for the allocation of public houses (Osservatorio Fabbisogno Abitativo Sociale per le assegnazioni delle case popolari).

Below we will consider the two main public housing policies, i.e. public housing and the so-called Social Housing Agencies. Both those policies address the whole population. Before analysing data concerning foreign beneficiaries (Città Metropolitana - Direzione Area Territorio and Regione Piemonte - Direzione Coesione Sociale 2016), it is worth saying that the Regional Law 3/2010 abolished previous restrictions for foreign citizens to access public housing. Now, the requirement for both Italians and foreigners is a minimum stay of a year in the municipality where the application for public housing is made. This creates some difficulties for people temporary moving to neighbouring municipalities within the metropolitan area. According to key informants, it happens especially to Italians who, when facing housing problems, may be hosted by relatives living nearby.

The following table compares the numbers of **public houses** assigned to Italian and foreign families in 2010-2015 in the Turin metropolitan area. As showed in the table, the share of foreign families has significantly increased over time, especially because of the economic crisis which has hit foreigners in a sharper way than locals. In any case, absolute numbers illustrated in the following table are very low for both Italian and foreign families when compared to rejected applications (i.e. applications which were not satisfied though they respect the formal requirements): total rejected applications in the metropolitan area amounted to 13,884 in 2010 and 17,859 in 2015. This large gap between public housing applications and actual allocations is due to the under-development of social housing policies in Italy.

Tab. 12 – Number of families which have received public houses in the metropolitan area of Turin (2010-2015)

Year	Italian	Foreigner	% of foreigner
2010	616	171	22%
2011	733	226	24%
2012	563	216	28%
2013	511	303	37%
2014	437	304	41%
2015	434	316	42%

Source: Città Metropolitana - Direzione Area Territorio and Regione Piemonte - Direzione Coesione Sociale 2016


Another relevant social housing policy is implemented through the **Social Housing Agencies** which match landlords and tenants on the private housing market and foster contracts with rental prices below market prices as ruled by the National Law 431/1998. Those Agencies also provide economic grants to landlords and tenants. In 2015, 58% of tenants who received this grant were foreigners (i.e. 266 out of 459).

To conclude, we have to keep in mind that all those housing policies address people living in rented apartments, not home owners. Given that a large share of Italian families is home owners, foreigners are over-represented in the rental market. This is one of the reasons, along with lower incomes, which explains the rather high share of foreign beneficiaries (Ponzo and Ricucci 2013).

6.8. Political Participation and Inclusion in Local Decision-Making Processes

The Metropolitan City has no competences in migrants' political participation; neither promotes actions in this regard.

By law, in Italy, foreign citizens cannot vote in local elections with the exception of EU citizens. Because of Third Country Nationals' inability to vote, Piedmont Region established a Foreign Citizens' Council with the Regional Law no. 64/1989. However, this initiative is deemed unsuccessful because of the low levels of participation, the low representativeness of the migrant associations involved in the Council, and the strong disagreement among its members with consequent difficulties in defining common positions and proposals. Therefore, the Council was put to an end in the 1990s. Nowadays, Piedmont Region intends to issue a new regional law on migration which should foresee a new consultative body involving foreign citizens. In order to draft the bill, the Region launched a participatory



process, which involves public and private stakeholders in the field of migration, including the Metropolitan City of Turin.

6.9. The public perception of migration and integration

According to the EU (2013) perception survey on the “Quality of life in cities”²⁷ carried out in 79 European cities, the attitude of the people living in the city of Turin - not in the whole metropolitan area - towards migration and integration is rather negative. Turin, with only 50% of respondents agreeing with the statement that “the presence of foreigners is good for Turin”, ranks at the lowest position among Italian cities - which are already at the very bottom of the ranking.

Generally, among the surveyed cities, the level of agreement on the benefits ensuing from foreign presence is significantly higher than the level of agreement on their positive integration. This is not however the case of Turin, where the level of agreement remains the same: 49% agree with the statement that “foreigners who live in Turin are well integrated”. Nevertheless, in this case, Turin ranks at a high level than that of the above-mentioned survey.

²⁷ http://ec.europa.eu/regional_policy/sources/docgener/studies/pdf/urban/survey2013_en.pdf. Accessed 25 November 2016



7. Conclusions and reflections / Concluding remarks

As outline in the previous sections, a large part of migrant integration measures carried out at metropolitan level are the results of local actors' initiatives rather than of the implementation of national legislation. This bottom-up approach, on the one hand, allows interventions to develop according to local specificities, but on the other hand, increases the dependency of those policies on policy-makers' will and officials' commitment.

A large part of the most innovative interventions mentioned in this report are project-based. This shows the activism and competitiveness of the local actors. At the same time, the dependency on calls and projects seems to hamper the development of long-term strategies and forces local actors to interrupt projects even when proved innovative and successful, thus wasting human and organisational resources and producing a discontinuity in implementation resulting in negative consequences on migrants' integration.

In the metropolitan area of Turin, migrant integration policies are somehow monitored by the Inter-Institutional Observatory of Foreign Population in the Metropolitan City of Turin (section 2.1). This Observatory is almost unique in Italy because of the large range of institutions involved and the richness of the data gathered together. Unfortunately, it does not carry out any evaluation of metropolitan integration policies, neither does it foster coordination nor support the development of common strategies among local actors in this specific field.

Nevertheless, cooperation among different institutions and between public and non-public actors in the field of migrant integration is rather developed in Turin, as demonstrated by the several working groups set up on specific issues, and the partnership approach adopted in almost all the projects and measures highlighted in this report.

The recent institutional transition from the Province to the Metropolitan City has produced relevant effects on the possibility of coordinating local actors. On the one hand, the shift of some competences to the Region, such as those on employment, might further foster the development of cooperation networks, and the convergence of local approaches towards migrant integration within Piedmont. On the other hand, the weakened intermediary level between the Municipalities and the Region is hampering coordination among Municipalities, especially among the small ones, located in the rural and mountain areas, which are now dealing with the challenge of forced migrants' settlement and integration.

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Annexes

Annex 1: Domestic Legal Framework

Legislation	Description
Immigration Law (no. 943/1990)	Norms governing entry and treatment of non-EU migrant workers and against illegal immigration
Immigration Law, the so-called "Martelli Law" (no. 39/1990)	Norms on political asylum, entry, residence and first shelter accommodation of non-EU citizens and regularization of non-EU citizens and stateless people already present in the State's territory
Immigration Law, the so-called "Turco-Napolitano law" (no. 40/1998)	Framework Law on immigration and integration
Immigration Law, the so-called "Bossi-Fini law" (no. 189/2002)	Changes to the Framework Law on immigration and integration
Ministry of Home Affairs Decree (23rd April 2007)	The Charter of the Values of Citizenship and Integration (Carta dei valori della cittadinanza e dell'integrazione)
Ministry of Home Affairs Decree (then, Security Law no. 125/2008)	"Security Law - Urgent measures on security public" which further changed the Framework Law on immigration and integration
2011 Legislative Decree 286/98 (then, regulation adopted through Presidential Decree 179/2011)	Integration Agreement (Patto per l'Integrazione): Consolidated Law on the provisions concerning immigration and rules on the conditions of foreigners
Regional Law no. 64/1989	Regional Law on immigrant integration on mobility services, non-EU citizens' political participation and regional funding for integration measures

Annex 2: Terminology explained²⁸

Foreigner is a person who does not have the citizenship of the country of current usual residence regardless of the place of birth

"**Foreign-born**" means a person who was born outside of the country of current usual residence regardless of the person's citizenship

"**Economically active**" population comprises all persons who provide the supply of labour, as employed or as unemployed, for the production of goods and services²⁹.

Average annual rent for housing per m² are all rentals actually paid by tenants, i.e. the rentals the tenant pays to the landlord regardless of any social benefits the tenant receives from public authorities (including payments which at the tenant's discretion go directly to the landlord). Rentals normally include payment for the use of the land on which the property stands, the dwelling occupied, the fixtures and fittings for heating, plumbing, lighting, etc., and, in the case of a dwelling let furnished, the furniture. Rentals also include payment for the use of a garage to provide parking in connection with the dwelling. The garage does not have to be physically contiguous to the dwelling; nor does it have to be leased from the same landlord.

Average prices of housing unit: Average buying price per housing unit sold during the reference year, net of national taxes, for units available for purchase (in Euro or equivalent in Euro). This includes both newly built and old (existing) housing units.

Disposable household income (net of any taxes and social contributions paid) includes:

- all income from work (employee wages and self-employment earnings)
- private income from investment and property
- transfers between households
- all social transfers received in cash including old-age pensions

Disposable household income does not include:

- income from private pension plans
- in kind social transfers
- imputed rent
- income in kind, with exception of company car

²⁸ All explanations, if not indicated otherwise are adapted from Eurostat.
http://ec.europa.eu/eurostat/cache/metadata/Annexes/urb_esms_an1.docx. Accessed 3 February 2016.

²⁹ UN (2006).
http://www.unece.org/fileadmin/DAM/stats/publications/CES_2010_Census_Recommendations_English.pdf.
Accessed 8 February 2016.

own consumption.

Average area of living accommodation: m² per person and similar variables concerned with **surface areas:** the area refers to the living floor space that is the total area of rooms (rooms have minimum 4 m² of area and are min. 2 m high over the major area of the ceiling thus normal bedrooms, dining rooms, living rooms, habitable cellars and attics, servants rooms, kitchens and other separate spaces used or intended for habitation are all rooms; kitchenettes (<4 m², <2m wide), corridors, verandas, utility rooms and lobbies do not count as rooms nor do bathrooms and toilets).

Persons at risk of poverty or social exclusion: persons who are: at risk of poverty or severely materially deprived or living in households with very low work intensity. Persons are only counted once even if they are present in several sub-indicators. At risk-of-poverty are persons with an equivalized disposable income below the risk-of-poverty threshold, which is set at 60 % of the national median equivalized disposable income.

Lone parent private household (with children aged 0 to under 18): A one family household with only one adult and at least one child under 18 years old. It should be noted that the adult is not necessarily a biological parent but an adult of the family nucleus.

The definition of '**early school leaving**' (used at EU level) refers to 'those young people who leave education and training with only lower secondary education or less, and who are no longer in education and training'. In statistical terms, European ESL rates are measured as the percentage of 18-24 year olds with only lower secondary education or less and no longer in education or training (EC 2013). **Early leavers from training and education** refers to persons aged 18 to 24 fulfilling the 2 conditions: 1) the highest level of education or training attained is pre-primary education, primary education or first stage of basic – compulsory – education, lower secondary or second stage of basic education (this corresponds to the first cycle of secondary education³⁰), or upper secondary education (includes general, technical or vocational education for students who have completed their first cycle of secondary education); 2) they did not received any education or training in the four weeks preceding the survey.

Students in higher education: The number of students attending programmes leading to the award of a qualification equivalent to first stage of tertiary education and second stage of tertiary education (programmes leading to the award of an advanced research qualification: e.g. PhD's, etc.).

³⁰ In countries with no system break between lower secondary and upper secondary education and where lower secondary education lasts more than three years, only the first three years following primary education are counted as lower secondary education. Lower secondary education may either be "terminal" preparing students for entry directly into working life and or "preparatory" preparing students for upper secondary education (EC 2013, 37-38).