

EDUASYL

Integration of Refugees into the European educational and labour market:

Requirements for a target oriented approach

The paradox of being a recognized refugee in Italy :

living in an open prison, Florence, Tuscany.

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Chapter 1

General Introduction – National Asylum Framework in Italy

The first and the most important law concerning the right of asylum in Italy is the Constitution of the Italian Republic, article 10. A constitutional principle that still is not enforced in the ordinary legal order:

The Italian legal order complies with the rules of international law generally recognized. The legal condition of the foreigner is regulated by the law in accordance with the international law and treaties. The foreigner who cannot exercise his/her democratic liberties granted by the Italian Constitution has the right of asylum in the territory of the Republic according to the conditions established by law. It is forbidden the extradition of the foreigner for political crimes.

In 1990, the **Law n. 39/90, “Norme urgenti in materia di asilo politico, di ingresso e soggiorno dei cittadini extracomunitari e di regolarizzazione dei cittadini extracomunitari ed apolidi già presenti nel territorio dello Stato”**, (Urgent legal measures in the field of political asylum, of entry and residence of non-EU citizens and of regularization of non-EU citizens and stateless people that already are in the territory of the State), abolished the geographical reserve to the Geneva Convention of 1951 – that limited in Italy the recognition of refugees coming uniquely from Europe – and provided a set of rules that regulated the asylum matter only in part.

With the law of 28th February 1990, n. 39, the Italian State finally ratified completely the Geneva Convention of 1951, that entirely became law of the Italian State.

In September 2002, the law was again modified with the approval of the **Law L. 189/02, “Modifica alla normativa in materia di immigrazione e di asilo”** (Amendment of the set of rules in the field of migration and asylum), implemented only in 2005 with the **“Decreto del Presidente della Repubblica 16 Settembre 2004, n. 303, Regolamento relativo alle procedure per il riconoscimento dello status di rifugiato”** (Decree of the President of the Republic, September 2004, 16, n. 303, concerning the procedure for the recognition of the refugee status).

These amendments brought many changes to the law of the 25th July 1998 n. 286, **“Testo unico delle disposizioni concernenti la disciplina dell’immigrazione e norme sulla condizione dello straniero”**, (Measures concerning migration and the condition of foreigners), that is the general law in matters concerning migration in Italy, but it also changed the set of norms on asylum (cf. art.31 e 32). In fact the most important changes about asylum matters concerning the procedure for asking and obtaining the status of refugee under the Geneva Convention.

It is interesting to note that this law influenced considerably asylum matters, in particular through the decentralization of the asylum procedure and the institution of some **Territorial Commissions**,

that have to examine the instances of recognition of international protection. These Commissions are now in several north and south Italian cities and they are made up of government officials and representatives of the Local Authorities. A representative of UNHCR participates *de jure* to the work of these Commissions.

These Commissions are directed and coordinated by the **National Commission for the Right of Asylum**, once the only organism to have functions of recognition of the refugee status in Italy.

It is, however, in the three-year period 2005 - 2008, with the reception of the European law in asylum matters, that in Italy an important legislative reform on the right of asylum takes shape.

In 2005 the “Directive 2003/9 with minimum standards on the reception of asylum seekers in the member States” was been implemented with the **Legislative Decree “Implementation of the directive – D.lgs. 140/2005”** that establishes the norms on reception of foreigners asking the recognition of the refugee status on the national territory.

Then the Directive 2004/83/CE of the Council on “Minimum rules on the attribution of the refugee status or of persons otherwise in need of international protection to non-EU citizens or stateless people, as well as minimum rules on the contents of the recognized protection” has been implemented with the **Legislative Decree 19/11/2007 n. 251 so-called *Decreto Qualifiche***. This Decree establishes the criteria that Italy, as a member State, must use in order to decide if an asylum seeker has the right to international protection and which kind of protection he/she has to receive, if the refugee status or a kind of subsidiary protection.

Whereas with the **Legislative Decree 28/01/2008 n. 25 so-called *Decreto Procedure***, modified and integrated by the **Legislative Decree of the 3rd October 2008, n. 159** was implemented by the Directive 2005/85/CE on “Minimum rules for the procedures applied in the Member States in order to recognize or to revoke the refugee status”. With this set of laws some minimum rules for the procedure applied in order to recognize and revoke the refugee status have been introduced. In fact these two decrees modify these issues in a substantial way but, despite the changes made in order to regulate the entire asylum field and to improve the situation of refugees and asylum seekers in Italy, an organic law that guarantees those asking protection in Italy the access to a solid system of protection, assistance and integration is still necessary. Italy still remains the only EU country where there are no organic policies and a national system of reception, protection and integration.

Furthermore this situation would reduce the operative difficulties both for the local administrations and for the private-social sector that work in the field of assistance and safeguard of the rights of people under international protection.

In response to these problems, in April 2001, the UNHCR, the Home Office and the National Association of the Italian Cities (ANCI) created and implemented the National Asylum Program (PNA), inserted in the **Law n. 189/2002** in the **System of protection for asylum seekers and refugees (SPRAR)**. With the institutionalization of this system, a coordination structure, the **Central Service of Information, Promotion, Consultancy, Monitoring and Technical Support to the Local Authorities** was set up. Among the aims of this Program there was the constitution of a reception network in order to accompany the asylum seekers all during the status recognition *iter* and the predisposition to intervene in support for the refugee integration.

In fact the **SPRAR** is a network of Local Authorities that – in order to implement “integrated reception” projects – have access to available resources, of the **National Fund for Asylum Policies and Services**.

On a territorial level the Local Authorities, with the support of the Third Sector, guarantee an “integrated reception” that goes beyond the only distribution of board and lodgings, offering also in a complementary way information services accompaniment, assistance and orientation, through the building up of individual paths of socio-economic integration.

Several tasks concern the **Central Service such** as the monitoring of the presence on the territory of people asking or having the status of international protection; the creation, the maintenance and the constant updating of a data bank of the interventions implemented at the local level for people asking or having the status of international protection; the dissemination of information on good practices; technical assistance to the Local Authorities, as well as the predisposition of reception services; support to the information services and orientation carried out in the governmental centers for asylum seekers.

SPRAR Report - 2010

In order to read correctly the data concerning the activities of SPRAR, it is necessary to remember the extraordinary number of arrivals in the year 2008 that determined a growth of the reception needs in Italy during the following two year period, as it is equally important to remember the

events in 2011. In fact the migration fluxes from Tunisia and Libya of the last months have had a strong impact on the claims of international protection and, consequently, on the reception system for refugees and asylum seekers in Italy.

The SPRAR reception network at a national level

Moreover, during the two year period 2008 – 2010 some general considerations about the changes of the characteristics of the asylum seekers and refugee population who arrived in Italy in this period are interesting. We noted mainly the emersion of a significant number of situations, indicated by both the territorial and the governmental reception centers, concerning physical and psychological conditions, serious disabling diseases of people also victims of violence and torture. This important increase of vulnerability situations made the research of places with specific services inside SPRAR complex, most of all for those presenting problems connected to mental disease.

Therefore in total the System of protection has 3.146 places that, during 2010, guaranteed the reception of 6.855 beneficiaries, both asking or having the status of international protection. From this point of view, analyzing the accommodation of SPRAR in the Regions, we note that the primacy of reception goes to **Lazio – 1.580 receptions, 22.39% for a total number of places of 466 - (where the reality of Rome doubtless create a difference)** and then **Lombardia 1.163 receptions, 16.48% for a total number of places of 254, Sicilia 807 receptions, 11,44% for a total number of places of 469, Puglia 499 receptions, 7,07% for a total number of places of 314 and Emilia Romagna 439 receptions, 6,22% for a total number of places of 255.**

Whereas **Toscana** is present with only **307 receptions, 4,35% for a total number of places of 173.**

Brief socio-demographic profile of people received in SPRAR network

Analyzing the most important characteristics of the 6.855 people received in the SPRAR network in 2010, the data which emerged during the previous years on gender, age and family members was confirmed. These elements, even if in a general way, identify the “**beneficiary type**” as being a young single man (5.209), between 18 and 40 years old (about 3000).

In 2010 the first five nationalities were Somalia, Eritrea, Afghanistan, Nigeria and Iraq, that remain almost unchanged compared to the previous years – 2007 - 2010.

The significant presence of people coming from the **Horn of Africa, region from where, as it has already been underlined in the past, is constant because of the flow of forced migrations.**

Moreover it is interesting to note the paths of arrival in Italy. The people received in SPRAR **came mostly by sea (60%)**, 15% through an airport frontier, 9% from an overland frontier, whereas 5% arrived from EU countries or came back in Italy under the 2nd Dublin Regulation.

A statistical pattern

In 2008 **in Italy** a significant increase of the asylum requests occurred, in line with the European standards (30.300). Many of those presenting a request arrived mainly by sea. In 2009, the number of asylum requests decreased drastically, this decrease depends also on the restrictive policies carried out in the Canal of Sicily by Italy and Libya, as the rejection on high seas. From 2008 to 2009 the asylum requests fell by half (17,600). In 2010, this trend continued with 8,200 requests classifying Italy at the 14th place for destination among the 44 industrialized countries. This change is due to the ratification of the “Treaty of friendship, partnership and cooperation” with Libya approved by the Parliament in February 2009, that determined the intensification of the frontier controls in order to contrast irregular migration with a significant decrease of the arrivals by sea and consequently of the international protection instances.

In fact at the end of 2010, the refugees living in Italy were circa 56 thousand, whereas the number of the new asylum instances sent to the Territorial Commissions were lower than the previous year by 31%, that is 12.1217.

During 2010, most of the people who presented a request for protection came from **Africa (4.284)**, Europe (4.018) and Asia (3.560). In particular, besides the asylum request presented by ex-Yugoslavian citizens or Kurds coming from Iraq and Turkey by sea or overland in Italy through the Italian-Slovenian boundary, also in the last year as in the previous three year period the majority of the instances was made by citizens escaping from Africa e and Asia mainly through trajectories that connect the sub-Sahara to the Mediterranean sea.

In particular people escaping from conflicts or persecutions who arrived in Italy to present an international protection request in 2010, came mainly from, in decreasing order, ex-Yugoslavia (2.249), Nigeria (1.632), Pakistan (1.115), Turkey, Afghanistan, Iraq, Ghana, Iran, Ivory Coast and Bangladesh.

Compared to the two year period 2008/2009 the numbers of migrants escaping from the Horn of Africa and Bangladesh decreased significantly.

The most part of **recognitions of the refugee status** concerned, for the year 2010, **citizens coming from Eritrea (418)**, Afghanistan (224), Turkey (204), Iran (199), Palestine (191) e Iraq (144), that are also in part the priority addressees of the concession of **subsidiary protection**. In fact, to the citizens coming from Afghanistan, Eritrea and Iraq this form of safeguard has been recognized, and also to Pakistanis and **Somalis**. Whereas the proposal of humanitarian protection was formulated in a more consistent way for people asking protection coming from ex-Yugoslavia (1401), Nigeria (313), Turkey, Pakistan, Liberia and Ghana, **the most number of negative results concerned citizens coming from Nigeria (1.595), followed by Ghanaians and Somalis**.

Despite the limitations of the European law on the possibility of moving away in another country of the EU, many refugees leave Italy – also in certain cases immediately after the recognition of protection in Italy. Concerning this situation, it is interesting to note that a majority of the returnees so-called Dublin in Italy is constituted by people to whom a form of protection in Italy was recognized and then they presented a new asylum instance in another member State.

The rights of people asking International Protection

- **Legal Assistance:** they can request legal assistance, during the judicial appeal and obtain the recognition of the expenses on State relief.
- **Health care:** once obtained the permit of stay for a request of international protection, they have the right to be enrolled in the National Health Service.
- **Lodgings:** they are lodged in Reception Centers for People asking International Protection (CARA) during identification and/or during the exam of the request. At the end of the reception period (from 20 to 35 days) and having obtained the residence permit for a request of international protection, they must leave the Centers.
- **Training:** In the Centers Italian language courses are sometimes offered. For minors enrollment in schools is facilitated.

- **Subsidy:** Asylum seekers who have the requirements to benefit of a reception place, but who have not found a SPRAR or CARA reception possibility, can request for financial help.
- **Work:** if the Commission for the recognition of the refugee status does not issue a decision on the request within six months from its presentation and if the delay is not imputable to the people asking protection, the Italian law provides for the renewal of the residence permit for six months and it allows the asylum seeker to work until the conclusion of the status recognition procedure.

The typologies of residence permits for international protection in Italy

- **Refugee status under the Convention of Geneva of 1951 – The residence permit** has a duration of 5 years and it is renewable at each expiry.
- **Subsidiary Protection** is given to a non-EU citizen or stateless person, who has not the requirements to be recognized as a refugee, but founded reasons exist to believe that if he/she went back to his/her country of origin, or in the country he/she had his/her habitual residence, he/she would run the effective risk of being subjected to serious damage. **The residence permit** for subsidiary protection has a duration of three years. At the moment of its renewal, it can be converted into a residence permit for work reasons, if the request of conversion is presented before the expiry of the previous permit; the applicant has a document of identity: passport or a travel document; the applicant has a work contract or an autonomous activity.
- **Humanitarian Protection**, in case the Commission, even if it does not approve the request of international protection, believes that grave humanitarian reasons exist: **The residence permit** for humanitarian reasons has the duration of one year and it can be converted in a residence permit for work reasons at the same conditions indicated for the international protection.

The rights of people under international protection in Italy

- **The right to health care** guarantees the same treatment recognized to the Italian citizen for both social assistance and health care.
- **Work** – concerning subordinated work, autonomous work, enrollment to a professional register, professional training and internship on the work place they have the right to have the same treatment as Italian citizens.
- **Travel documents** – can freely circulate on the national territory. In order to travel outside Italy, only refugees are given a Travel Document with a duration of five years and renewable.
- **Family unity** – The family members who on an individual basis do not have the right to international protection have in any case the same rights recognized as the holder of international protection status.
- **Family reunification** – it is possible to ask for family reunification permission when married; the children underage, whether born within or outside the marriage, are not married, provided that the other parent, if in life, has given his/her consent; - dependent children of age who cannot provide for their essential life needs because of their state of health; dependent parents who do not have an appropriate family support in the country of origin.
- **Education** – the minor has the right to education, as the Italian citizens, in particular during school age (from 6 to 16 years old). The adults have the right to education and professional training according to the laws established for foreigners who regularly stay in Italy.
- **Attending university** – access to the universities is permitted to foreigners who regularly stay in Italy on equal terms with Italian citizens.
- **Housing** – the participation to the notices for the allocation of public residential housing on equal terms with Italian citizens.

The Toscana Region 2012: The migration phenomenon

During the years, besides the traditional migratory presences coming from the Asiatic continent (the city of Prato is home to one of the biggest Chinese communities of Italy), the neo-communitarian population from East Europe has increased, whereas the arrivals from countries like Morocco and the Philippines, that have reached now a consistent migratory seniority have slowed down (therefore their numbers increase mainly with new births and family reunification).

The migratory phenomena in Tuscany is essentially different at a provincial level, in fact Florence, Regional capital, absorbs by itself 30% of the regional total as well as, it is important to underline, a significant presence of almost 12% in the Province of Prato. Also in the Provinces of Arezzo, Pisa, Pistoia and Lucca the number of migrants are well over the 25 000 presences, whereas those of Livorno, Massa Carrara and Grosseto record much lower presences.

In Tuscany between 2005 and 2010 the foreign population recorded a growth of 69% with a greater increase in 2007 (17,4%) and in 2008 (12,5%). In the same period the percentage of the foreign population on the resident population increased constantly, passing from 6% in 2005 to 9,7% in 2010.

For all the five considered years, the three numerically most significant nationalities in the Tuscany territory were, in a decreasing order, Albania, Romania and Chinese Republic. For all of them a percentage increase during the five considered years; in particular the number of people of the Rumanian community grew most of all arriving at a total of circa 217% with a significant peak in 2007 (87,5%). The Chinese community increased less than the Albanian one during all the period considered (37,8% against circa 45%) and however a new strong increase is recorded in the last two year period (9,5% and 11%).

The gender analysis shows a substantial parity of the number of men and women compared to the total of the foreign population; in 2005 it was precisely 50% whereas during the next years a weak female prevalence is recorded and in 2010 it is at 52, 7% against 47,3% of the male presences. If we read the data in light of the several nationalities, it is possible to note that the female prevalence is given by the Rumanian and Albanian communities whereas the Chinese Republic is characterized by a male prevalence.

The presence of foreign minors compared to the total of foreign residents does not have had substantial changes during the six considered years varying from 21, 2% in 2005 to 20,7% in 2010. Whereas, if considered in connection with Italian minors, the foreign minors percentage increases constantly and in a relevant way from 8,6% in 2005 to 13,3% in 2010.

Consequently, another interesting data shows the increase of foreign minors that in the five years period 2005/2010 is 65% against 1,7% of the same period for Italian resident minors.

Between 2005 and 2008 the residence permits issued in Tuscany compared to the number of permits issued in Italy increase very little passing from 7,5% in 2005 to 8,5% in 2006 and in the two years after, it stops at 8,4%.

If we compare the national data concerning the released permits with the regional one, we note a percentage increase of the latter above the national data (45,8% compared to 31% during the five years period in exam). Concerning the number of permits released for asylum, asylum request and humanitarian reasons, these increased between 2005 and 2008 by 304,7% at a regional level, a percentage greater than the medium national increment stopped at 258,4%; on the contrary, the permits for work reasons increase by 16,4% in Tuscany, whereas they decrease in Italy by 2,3%.

In Tuscany the concessions of Italian citizenship status in the last five years recorded an increase very near to the national one (129,6% against the national 130%), but the percentage of foreigners who have citizenship compared to the total of resident foreigners is very low and it appears almost stable passing from 0,9% in 2005 to 1,2% in 2010.

The reception system for asylum seekers and refugees in Tuscany

In Tuscany from 2008, the Local Authorities that are in the SPRAR network increased by one unit; each of them heads a project for ordinary beneficiaries.

Between 2007 and 2011 the financed places decreased by 2,5%, with a maximum peak of 224 places in 2008. Concerning the financial source, inly in 2008 12,5% places were financed with extraordinary funds. On the contrary, if we consider the beneficiaries of the places, in Tuscany all the places financed during the five years considered are dedicated to ordinary beneficiaries.

The beneficiaries of the SPRAR system in Tuscany

If we examine the number of people received, between 2007 and 2010 a decrease of 5% is recorded and it concerns only the represented category, that is the ordinary beneficiaries category. If we connect the number of places with the number of people received, it was possible to evince the medium time of reception in the SPRAR centers. From this analysis, it results that between 2007 and 2010 there was a substantial balance in the medium time of permanence in the centers (224 days in 2007 and 233 in 2010); 2009 is the year when we can note a greater time of stay (249 days).

CHAPTER 2

A survey of Reception Centers for young asylum seekers and refugees in the City and Province of Florence

Introduction

Concerning the European project EduAsyl, our working group, during a first step of research, has dealt with the mapping of the reception centers for asylum seekers¹ or people under international protection² in the Florentine territory. This study has had as aims both the analysis of the “reception conditions” of people under international protection, adults and minors in the City and the Province of Florence, and the exam of the integration policies carried out by the different reception centers for this specific category of migrants.

In order to carry out this Mapping we have considered both the reception centers of the City of Florence, divided into districts, and the centers of the remaining provincial area. A further distinction has been done between the centers for adults and families and those for Unaccompanied Foreign Minors and Unaccompanied Minor Asylum Seekers. The latter group, even if it represents a smaller segment of this universe, in any case it shows the most vulnerable and fragile group of young people. The protection of the minor’s “superior interest” is always in conflicts with migration policies of control.

Moreover we have surveyed the occupied buildings and we have decided to focus our study research on them. In fact, the precariousness situation and the living conditions of asylum seekers,

¹ The asylum seeker is a person who has crossed an international frontier and who makes, in another State, an asylum request for the recognition of the refugee status. His/her request is examined by the authorities of that country. Until the decision moment concerning his/her request, he/she is considered an asylum seekers. Not all the asylum seekers are then recognized as refugees. [Source: United Nations High Commissioner for Refugees - www.unhcr.it]

² For people under international protection we consider those who have the refugee status and those who are under subsidiary or humanitarian protection. The refugee is a person who, for a founded fear of persecution “for reasons of race, religion, nationality, membership to a determined social group or political opinion, is outside the country where he/she is citizen and cannot or because of that fear does not want avail himself/herself of the protection of that country”. [Source: Convention of Geneva of 1951 about the refugee status]. The subsidiary protection is useful to give a status to foreigners who, even if they are not in the definition of refugee under the Convention of 1951, because an individual persecution is without foundation, need anyway of protection because, in case of repatriation in the country of origin, would be subjected to a grave damage because of armed conflicts, generalized violence and/or massive violations of human rights. The subsidiary protection was codified on a European level and it entered in the Italian system in 2008. Until 2008 in Italy, as in other EU countries, the concession of the subsidiary protection was not provided for. Those who were not in the refugee definition, but would be in danger in case of repatriation, can benefit of a residence permit for humanitarian reasons. The definition of humanitarian protection is remained in a residual way in the Italian system, even if it foresees minor rights than the subsidiary protection and the refugee status. [Source: United Nations High Commissioner for Refugees - www.unhcr.it].

refugees and people under International protection, that is people escaping from persecutions, wars and calamitous events in their origin countries and therefore migrants for humanitarian reasons and with a legally and recognized status by the Italian State, need a specific concern.

1.1 The methodology of work

After having observed that a mapping including all the reception centers, both those involved in the *SPRAR* program (National System of protection for asylum seekers and refugees)³ and those not involved in this program, had never been carried out, our working group needed to precede a quantitative analysis of this phenomena to the qualitative phase shared with the other countries involved in this project. Therefore, after a first research on web, we contacted the directors of the several reception centers in the Florentine territory, and then we have surveyed only those which receive our research target. In fact, it was necessary to look first at the reception centers that give lodgings both to Italians and foreigners, and after, through phone conversations, we located the specific centers taken into consideration. The information provided in order to carry out this mapping have been collected both through a direct contact with the center, and through repeated phone conversations. Then, the collected material was analyzed and elaborated according to the specific goals of this research.

1.2 The quantitative analysis and the distribution of the reception centers on the territory (last update: December 31, 2010)

The statistical data was obtained to the date of December 31, 2010. The reception centers have been divided into those which are official, and that receive adults and families or unaccompanied minors

³ First Italian public system that is widespread throughout Italy for the reception of asylum seekers and refugees under Convention, with the involvement of central institutions and Local Authorities, depending on a shared responsibility between Home Office and Local Authorities. The law n. 189/2002 introduced the *SPRAR* and the coordinating organization of the System, that is the “Central Service Bureau of information, promotion, consultancy, monitoring and technical support to Local Authorities” (entrusting ANCI – The National Association of Italian Cities – to manage these services). *SPRAR* is a network of Local Authorities that accede, according to available resources, to the National Fund for policies and asylum services, in order to carry out “integrated reception” projects. At the territorial level the Local Authorities, with the support of the Third Sector, guarantees “integrated reception” interventions that are not limited the distribution of board and lodging, with complementary activities such as:

- Information,
- Accompaniment,
- Assistance and counseling, through the setting-up of individual paths towards economic and social integration.

asylum seekers, and those which are occupied buildings. It was necessary, then, a further distinction between the centers of the City of Florence and those of the remaining provincial area.

In the table n. 1 are presented the aggregated data concerning the 289 asylum seekers or people under International Protection surveyed in the Florentine territory. As we can see, 59 people live in occupied buildings. Most adults and families involved in reception programs inside reception centers live in the area of the City of Florence, whereas only 37 are received in centers outside the metropolitan area. Unaccompanied minor asylum seekers are only 4.

Table n. 1 Number of asylum seekers or people under International Protection in the reception centers

Centers for adults and families	n° of people
Villaggio La Brocchi	20
1 Mini Alloggio	2
1 Mini Alloggio	5
3 Mini Alloggi	10
Centro Polifunzionale	130
Villa Pieragnoli	55
Centro Santa Lucia	2
San Michele a Rovezzano	2
TOTAL	226
TOTAL IN THE CITY OF FLORENCE	189
TOTAL IN THE REMAINING PROVINCIAL AREA	37

Occupied buildings	n° of people
Occupation of via Bardelli	2
Kulanka	50
Occupation of Poggio Secco	5
Ex Ospedale militare Monte Oliveto	2
OCCUPIED BUILDINGS	59

Centers for Unaccompanied Minor Asylum seekers	n° of people
Comunità Ed. Alberto	1
Centro Mercede	1
Comunità Don Zeno	2
TOTAL	4

Concerning the nationality, as we can observe in table n. 2, most people come from Somalia, Eritrea and Ethiopia.

Table n. 2 Number of asylum seekers or people under International Protection divided by nationality⁴

Nationality	n° of people
Afghanistan	7
Armenia	3
Azerbaijan	4
Ivory Coast	2
Eritrea	21
Ethiopia	14
Kosovo	7
Lebanon	5
Nigeria	2
Pakistan	5
Somalia	203
Togo	1
Turkey	10
TOTAL	284

Concerning the status of International Protection, most people has subsidiary protection and they are received in the “Centro Polifunzionale”. 45 people are recognized as Refugees under Convention and 80 are asylum seekers. These latter are received within the *SPRAR* program in the “Villa Pieragnoli” and “ Villaggio La Brocchi” centers and in the three mini lodges managed by *ARCI*.

⁴ In this Table there are 54 more people if compared to data of Table n. 1 because, since the beginning of April 2010, in the “Centro Polifunzionale” 54 people were discharged.

Table n. 3 Number of people by legal status and reception center for adults and families and Unaccompanied Minor Asylum Seekers (occupied buildings are not included)⁵

Centers	Refugees Under Convention	Asylum seekers	Subsidiary Protection	Humanitarian Protection	TOTAL
Casa S. Lucia	2	0	0	0	2
Villa Pieragnoli	0	55	0	0	55
San Michele A Rovezzano	2	0	0	0	2
Centro Polifunzionale	30	0	151	3	184
Villaggio La Brocchi	0	20	0	0	20
1 Mini Lodging	2	0	0	0	2
1 Mini Lodging	5	0	0	0	5
3 Mini Lodgings	2	5	3	0	10
Comunità Alberto	1	0	0	0	1
Centro Mercede	1	0	0	0	1
Comunità Don Zeno	0	0	2	0	2
TOTAL	45	80	156	3	284

⁵ In this Table there are 54 more people if compared to data of Table n. 1 because, since the beginning of April 2010, in the “Centro Polifunzionale” 54 people were discharged.

1.3 Mapping reception centers and integration programs for asylum seekers and refugees in The Florentine territory

1.3.1 The reception centers for adults and families under International Protection in the City of Florence

In the City of Florence there are five districts. For any of these we have identified where are localized the reception centers that receive our research target, visualizing them on a map.

1.3.1.1 District 1: Historic center

As we can see in the Figure 1, in the district 1 of Florence we have surveyed three centers: the “Casa Santa Lucia”, the “Casa San Felice” and the “Albergo Popolare”.

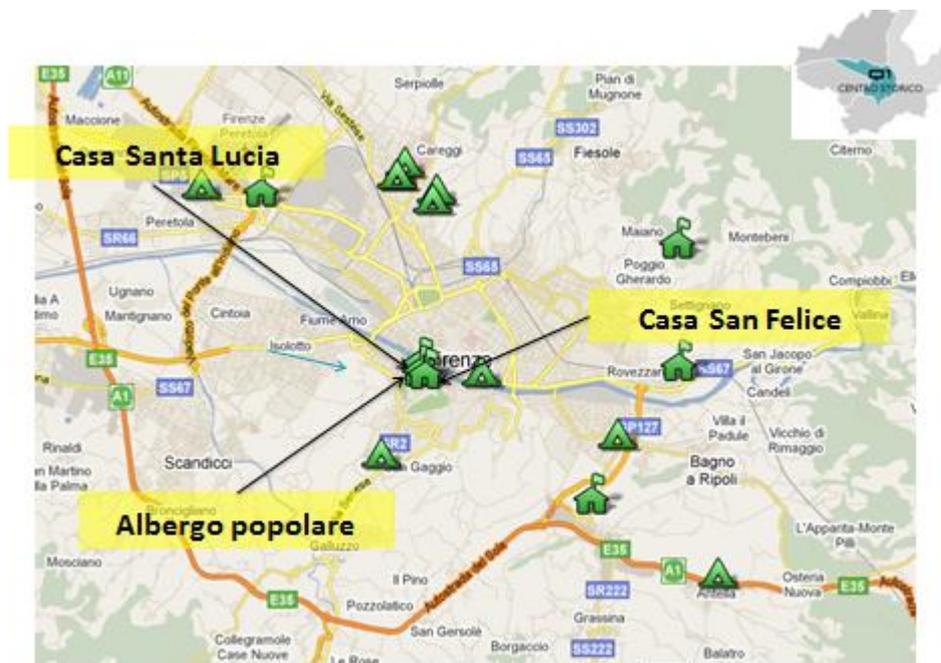


Figure 1 : Map of District 1 (Q1) of the City of Florence

The “Casa Santa Lucia” is a reception center that receives women and mothers with their children and its managing body is the “Associazione progetto S. Agostino”. The time of stay in this center changes according to the individual project usually set up together by client, center and Integrated Services for the Territorial Social Assistance. Two women from Somalia, both refugees under Convention, are received in this center according to the data obtained to the date of December 31, 2010. The reception services provided by this center are the supply of board and lodging, whereas

an information center, a social secretariat, a career counseling, some Italian language, computer and VET courses are provided concerning the integration activities.

The “Casa San Felice” is a reception center which is managed by the same body of the “Casa Santa Lucia” and which receives mothers with their children. It is a center opened in 1990 and it offers reception for 8 mothers and 9 children (0-3 year-old) with inside a nursery for worker-mothers. The time of stay in this center changes according to the individual project, as the “Casa Santa Lucia”. According to the data to the date of December 31, 2010 there were no asylum seekers or refugees in this center.

The “Albergo Popolare Fioretta Mazzei” is managed by the “Azienda Pubblica ai Servizi alla Persona (A.S.P)”, Educatorio della S.S. Concezione called «Fuligno». The “Albergo Popolare”, a center of the City of Florence for the reception of marginalized people, both Italian and foreigners, is a big structure that includes many buildings. This center offers different typologies of reception:

- Short reception: for 18-65 year-old male citizens who live in the City of Florence. In this center there are 63 beds. People can stay here for three months with the possibility of extending their stay for a further 3 months. People can accede to this center through a program of the Local Social Service arranged with the socio- educational service of the Public Administration;
- First reception – night reception: for marginalized people. There are 40 beds: 32 beds in case of first reception; 5 beds in case of emergencies, according to the discretion of the direction; 3 beds in case of “pronto intervento sociale”;
- Special area – night reception: it can receives 22 marginalized citizens (over the age of 55) who live in the City of Florence, according to an individual project set up by the Integrated Services for the Local Social Assistance;
- Mini Lodgings: there are 8 lodgings for handicapped persons and 10 lodgings for marginalized people. People can accede to the Mini Lodgings through a list set up by a special social commission.

Data concerning people received to the data of December 31, 2010 is not available, but it can give hospitality to refugees under Convention and asylum seekers. The reception services and the “integrated reception” activities provided by this center are: lodging, room and toilet cleaning service, nursing service, personal assistance services, breakfast and canteen service, laundry service, wardrobe service, educational service.

1.3.1.2 District 2: “Campo di Marte”

In the district 2 of Florence, as we can see in the Figure 2, we surveyed two centers.



Figure 2 : Map of District 2 (Q2) of the City of Florence

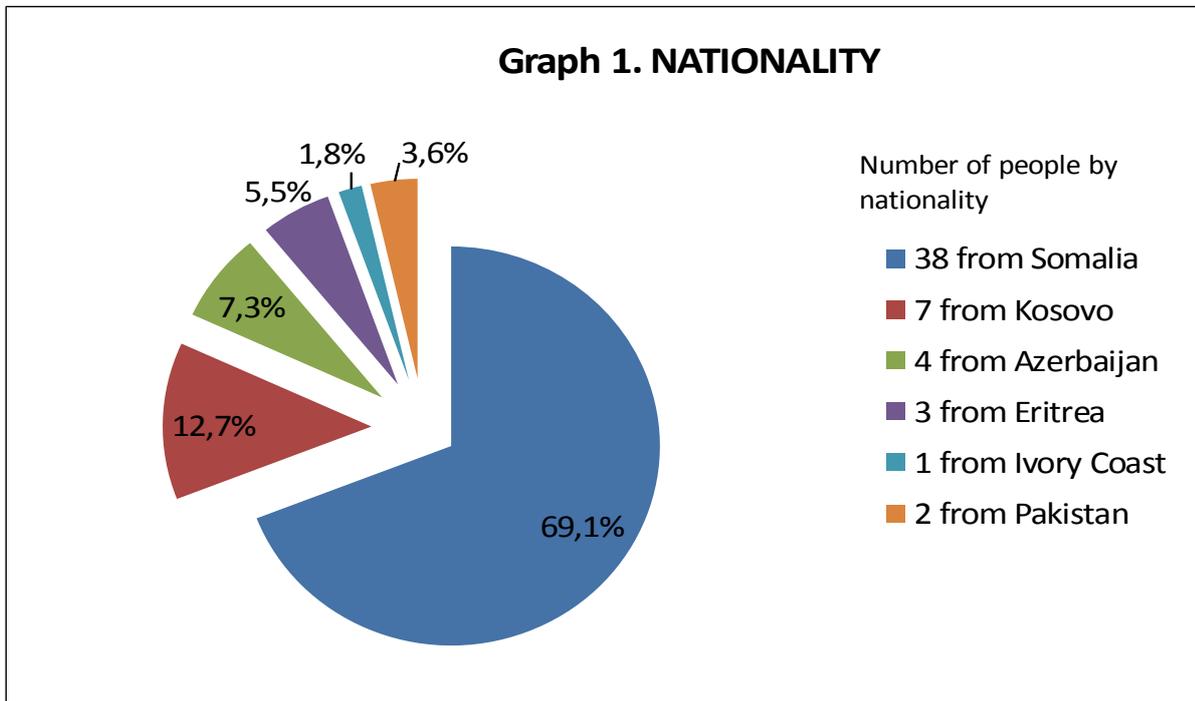
“Villa Pieragnoli” is a reception center, included in the *SPRAR* program, for refugees under Convention and asylum seekers. The project “Villa Pieragnoli” has been promoted in 2001 by the “Caritas Diocesana”, in collaboration with the City of Florence and the “Associazione Accoglienza Toscana”. It is organized only for asylum seekers and refugees who arrive, in large numbers, in our country to escape from war situations or persecutions. The managing bodies are “Caritas” and “Arci”.

To the date December, 2010 the center received 55 asylum seekers from different countries who can stay in this center for 6 months, that can be extended according to the *SPRAR* program.

Concerning the reception and integration activities, besides lodging, board, clothing and a pocket money of 2 € a day, there is a health service counseling, an information and assistance service to deal with bureaucratic-administrative questions, mediation e interpreting, Italian language courses and job counseling, integration support in the labor market, lodging search support, legal counseling, integration of minors in local schools, homework help, socialization workshops for minors.

As we can see in the Graph n. 1, most people come from Somalia.

Graph n. 1 : Number of people received by nationality - Villa Pieragnoli



“San Michele a Rovezzano” is a reception center managed by the “Caritas Diocesana”. It can receive marginalized women (with children or on their own), who live in the City of Florence. The time of stay in this center can change according to the individual project, usually set up together by client, center and Integrated Services for the Territorial Social Assistance. From the data obtained to the date of December 31, 2010, this center receives two women with status of refugees under Convention from Somalia (one of them is a minor and the other one is a 30-35 year-old). The integration services and activities are: integration support into the labor market, lodging search support, school integration of children, day nursery service, homework help, internal pediatric service for non-residents, minor integration in recreation projects and activities.

1.3.1.3 District 5: “Rifredi”

In the district 5 of the City of Florence, as we can see in the Figure n. 3, we surveyed only one center: the “Centro Polifunzionale”.

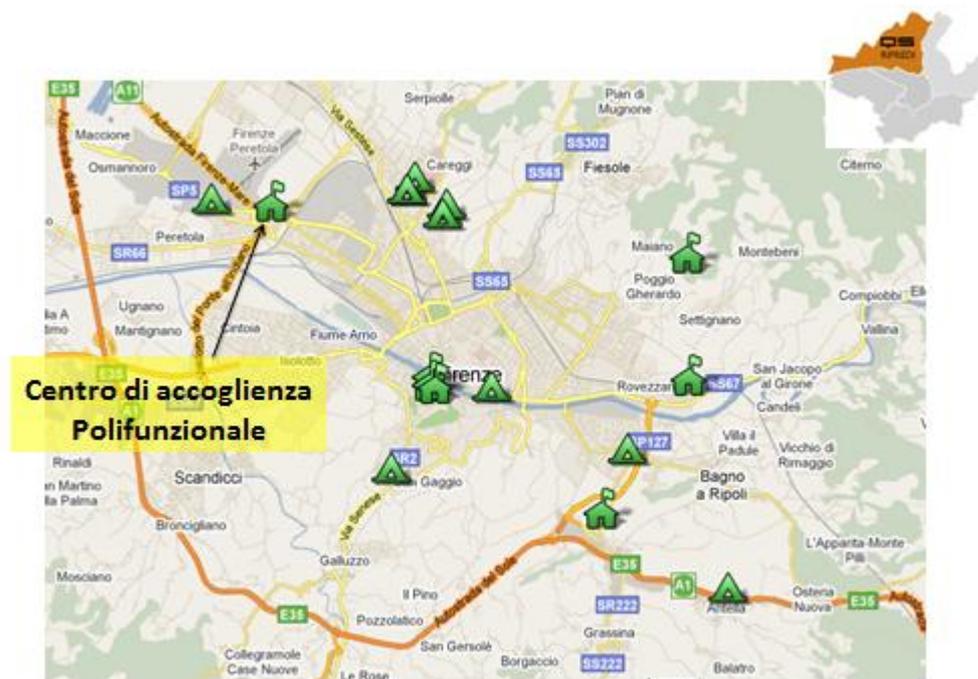


Figure n. 3 : Map of District 5 (Q5) of the City of Florence

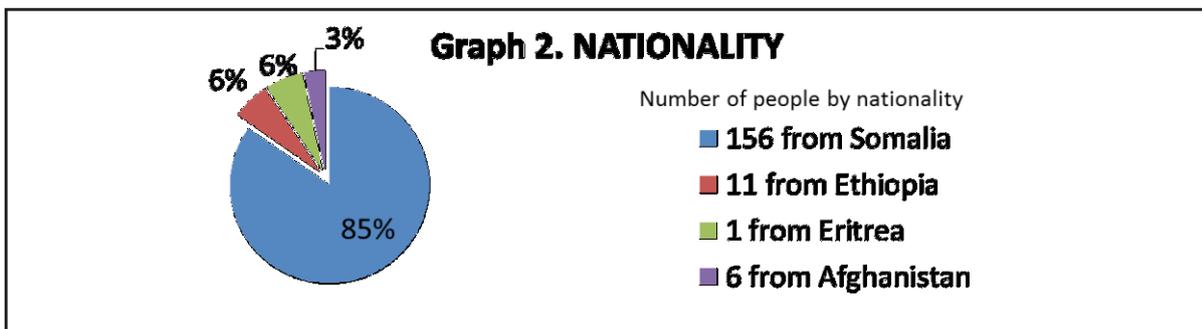
The “Centro Polifunzionale”, is born in April 2010 and it is managed by the “Cooperativa Il Cenacolo” involved in the “Consorzio per la Cooperazione e la Solidarietà” (Co&So). This center is promoted by the City of Florence within a convention signed in November 24, 2009 with the Home Office under the art. 15 of “L. 7 August 1990”, n. 241, for the carry out in the City of Florence of a reception and support system to the social and cultural integration of asylum seekers and people under International Protection.

This center receives only asylum seekers, refugees under Convention, humanitarian and subsidiary protection (men, women and families with children). It has 130 beds. From the beginning of the project (April 2010) it has received 184 people, 14 of them have been discharged between April and June, 17 between June and September, 23 between October and December.

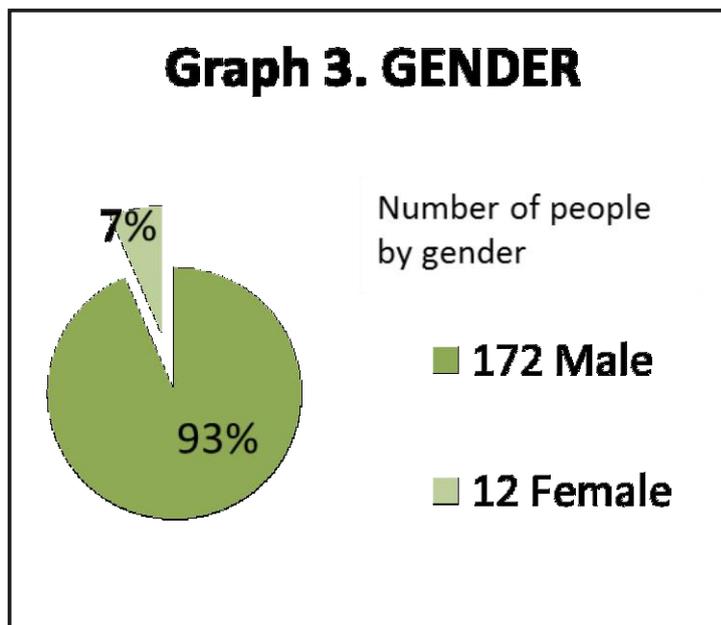
The “Centro Polifunzionale” does not guarantee only the provision of reception services (as three meals a day, beds in dormitories, provision of underclothes, information and assistance to deal with bureaucratic-administrative problems, psychological assistance, renewal or change of residence permits, but also “integration reception” services (as Italian courses and school integration of children, mediation and interpreting, VET courses and integration into the labor market, collaboration with the local social services socializing activities, legal counseling, pocket money of 2 € a day).

As we can observe from the Graphs below, most people received in this center come from Somalia (85%) and it belongs to male sex (93%). Concerning the legal status, as we can see in Graph n. 4, all the people received are under International Protection and most people of these (82%) are under Subsidiary Protection and (16%) refugees under Convention.

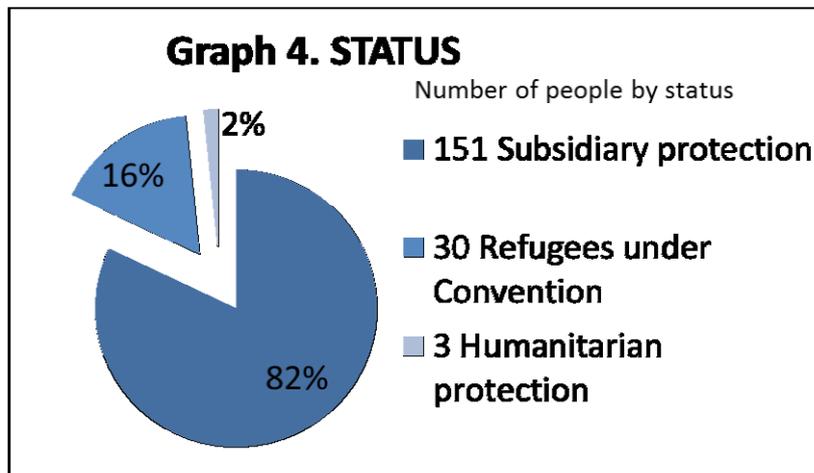
Graph n. 2 : Number of people by nationality



Graph n. 3 : Number of people by gender



Graph n. 4 : Number of people by legal status



1.3.2 The centers for adults and families under International Protection in the remaining provincial area

In this area we have located both reception centers, and mini lodgings (“Mini Alloggi”), that is typologies of integration reception structured in mini independent flats which receive our research target in a protected situation.



Figure n. 4 : Map of the Province of Florence

The “Villaggio La Brocchi”, a system of reception for refugees and asylum seekers, has been carried out in the City of “Borgo San Lorenzo”, after the renovation of a property of the “Istituto

degli Innocenti” of Florence. It is involved in the *SPRAR* program and it is managed by the association “Progetto Accoglienza”. According to *SPRAR* program, the time of stay of the people that this center receives is six months and can be extended.

Concerning the integrated reception activities, besides the services of lodging , board, clothing and daily pocket money, this structure offers:

- Ceramics workshops and gardening;
- Enrolment to Italian courses for adults in local secondary schools;
- Integration into the labor market counseling;
- Psychological and psychiatric assistance and health care;
- Lodging search support.

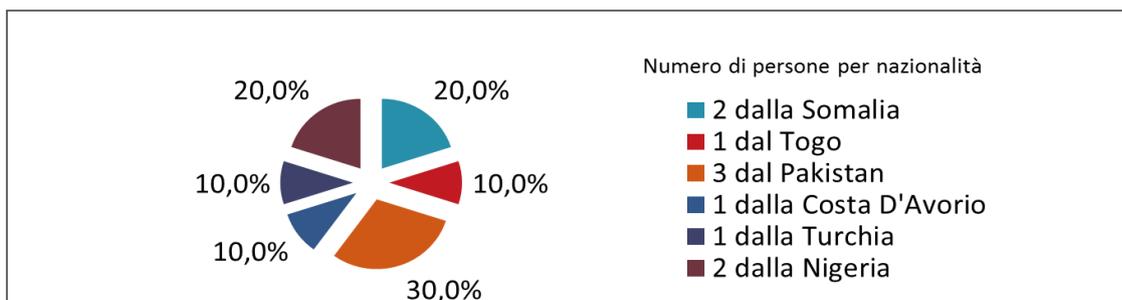
According to our data (last update: December 31, 2010), there are 20 asylum seekers from different countries (5 men, 5 women and 10 minors, from Turkey (4), Ethiopia (3), Lebanon (5), Armenia (3) e Eritrea (5).

The association “Progetto Accoglienza” manages, therefore, a mini lodging in “Luco di Mugello”, which receives a family from Turkey(Kurdistan) with three children with the status of refugees, and the “Casa Madre dei Semplici” in Scarperia, that at the moment of our survey was closed for renovation, but it can receive refugees under Convention and asylum seekers. It has 15 beds.

In Scarperia there is another mini lodging. This flat is managed by the “Casa di Accoglienza Scarperia”, instituted by a group of volunteers and receives a larger target, that is marginalized people for a maximum period of a year. To the date of December 31, 2010 there were a woman asylum seeker and a female child asylum seeker from Eritrea. There are ad-hoc integration and reception activities, according to the needs of the people received. The flat is in use since 1992.

“ARCI” manages, for the *SPRAR* program, 3 mini lodgings in “Bagno a Ripoli” which receives 10 people (5 asylum seekers, 3 people under Subsidiary Protection and 2 refugees under Convention.

Graph n.5 : Number of people by nationality - 3 mini lodgings



The paths for the integrated reception activities are personalized for each person. Beneficiaries are received in flats managed in a collective way which consist in the organization of counseling programs for local services and assistance for the access to healthcare and education services (Italian lessons for adults and school integration for minors). Moreover, beneficiaries can enjoy professional counseling and training or professional requalification courses. It is expected to support people in job and lodging search. Furthermore this structure offers legal protection (each beneficiary is helped in administrative questions concerning the issue of the residence permit or refugees status) and psychological support.

1.3.3 Unaccompanied minors asylum seekers

In 2010 the requests in Europe were 258.945 (52.725 in France, 48.490 in Germany, 31.875 in Sweden, 26.130 in Belgium whereas only 10.050 in Italy.

The situation and the asylum procedure in Italy

It is a localized system that make reference both to the Territorial Commissions and to the following decrees: with the **Legislative Decreto 28/01/2008 n. 25** so-called *Decreto Procedure*, modified and integrated by the **Legislative Decree 3rd October 2008, n. 159** is actuated the Directive 2005/85/EC about “Minimum rules for the procedures applied in the Member States in order to recognize and revoke the refugee status” and the **Legislative Decree 19/11/2007 n. 251** so-called *Decreto Qualifiche* that establishes the criteria that Italy, as a Member State, must use to decide if an asylum seeker has the right to international protection and which form of protection he/she have to receive, if the refugee status or a form of subsidiary protection.

The most important points of the procedure for the recognition of a minor with a refugee status:

- The access to procedure with priority times
- The tutor (nomination and procedure times)
- The regulation of Dublino. If the asylum seeker is an unaccompanied minor, the Member State where a family member lives is competent for the exam of the asylum request, if this is for the best interest of the minor. In default of a family member, the Member State where the minor presented the asylum request is competent. (art. 6, Reg. EC 343/2003)

- Referral at a specialized institution.

The set of rules of reference foresees some guarantees for the minors:

1. necessary assistance provided for the minor who expressed his/her will to present a request;
2. the assistance of the tutor in any phase of the procedure for the exam of the request;
3. when the request is presented by an unaccompanied minor, the authority that receives it suspends the procedure and gives immediate communication to the tribunal for minors and to the tutelary judge for the opening of the protection and for the tutor nomination. The tutelary judge during the 48 hours after the police commissioner communication provides for the tutor nomination. The tutor takes immediate contact with the police headquarters for the confirmation of the request.
4. The Territorial Commission examines in a priority way the request, in accordance with the fundamental principles and the guarantees foreseen by the law, when the request is presented by an applicant belonging to the vulnerable people categories indicated by the legislative decree 2005, n. 140 that establishes the rules on reception of foreigners applying for the recognition of the refugee status in the national territory (minors included).

Therefore the set of rules in this field asks for a ready identification and referral, as well the age determination. In this case, if some doubts about the age remain, the unaccompanied minor can, in any phase of the procedure, be subjected, with the consent of the minor or of his/her legal representative, to medico-sanitarian not invasive verifications in order to verify his/her age. If the verifications effectuated do not consent the exact determination of the age with the benefit of doubt, as well the auto-declaration, the Dublin procedure needs a multidisciplinary approach;

The reception system for asylum seekers and refugee plays an important role. In fact the authority that receives the request informs immediately the Service of the protection system for asylum seekers and refugees – SPRAR – for the integration of the minor in a centers operating in the protection system area. In case that it is not possible the immediate integration of the minor in such centers, the assistance and reception of the minor are temporally assured by the public authority of the city where the minor is.

1.3.3.1 The reception centers for Unaccompanied Minor Asylum Seekers in the Province of Florence

In the City of Florence the social services do not make a distinction between unaccompanied foreign minor⁶ and unaccompanied minor asylum seekers⁷ as foreseen by the “EU directive on unaccompanied minor asylum seekers of December 7, 2006”. This directive want to reinforces the assistance of unaccompanied minor asylum seekers by State institutions and, therefore, in art. 1 determines that, upon arrival, they be duly informed on their rights and on the existing legal opportunities. After the tutorial judge has assumed the protection of the minor, the latter is immediately assigned to the National System of protection for asylum seekers (and not to other institutions), in order to prevent the minor from being involved in exploitation networks or the risk he might remain without legal protection. Indeed, the system of protection has an amount of places that are assigned every year to vulnerable categories and it is competent and instructed to help the minor to integrate in a new cultural context. Therefore, we had to contact all the Educative Communities that receive unaccompanied foreign minor and then we had to locate, among them, those which receive our research target.

The unaccompanied minors asylum seekers received by the City of Florence during 2009 have been 215. 81 of them have been arrived at the beginning of this year. If there are not any particular cases after a period at a Centre of First Reception, minors are moved to an Educative Community. The unaccompanied minor asylum seekers received in the City of Florence are only 4 and they live in 3 educative communities, as we can see in the Figure n. 5.

⁶ An “unaccompanied foreign minor “is the minor (present in the State territory) not having Italian citizenship or the citizenship or other EU countries, who, not having applied for asylum, is present in the territory of the State for different reasons, lacking protection and legal tutorship by his/her parents or by any other adult who is legally responsible for him/her according to the law in force in the Italian legal system.” Decree of the Italian Prime Minister, December 9, 1999, n. 535.

⁷ An unaccompanied minor asylum seeker is “...the minor present in the State territory who having a well-founded fear of being persecuted for reasons of race, religion, nationality, membership to a particular social group or for their political opinion, is outside of the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country, and applies for the recognition of refugees status. (Directive 2004/83/EC on Minimum Standards for the qualification and status of third-state nationals or stateless persons as refugees or as persons who otherwise need international protection).

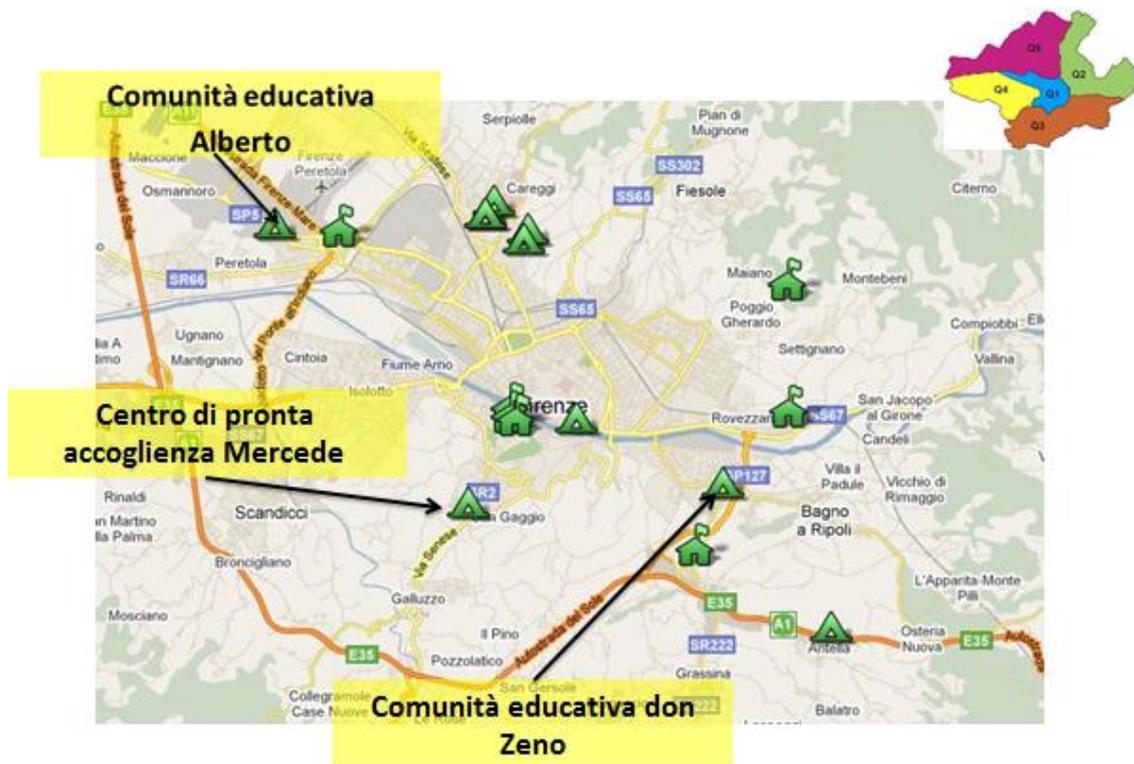


Figure n. 5 : Map of the City of Florence

The “Centro di pronta accoglienza Mercedes” and the “Comunità Educativa Don Zeno” are both managed by the “Padri Mercedari” and receive minors and adolescents in social distress.

The first one receives to the date of December 31, 2010, an unaccompanied minor asylum seeker (male) from Somalia. The time of stay in this structure changes according to the individual project. For unaccompanied foreign minors under the Criminal Tribunal depends on the typology of the offence. Unaccompanied foreign minors usually can stay 180 days with the possibility to go on a project of medium/long duration until the age of eighteen. This center, besides the organization of internal activities, as post school, homework help and recreational activities, presents some external “integrated reception” activities, as some Italian courses, the possibility of a 150 hours training course with the aim to accede to the final year of Italian middle schools, some projects in collaboration with local sports associations or with social theatre associations.

The Educative Community receives to the date of December 31, 2010 two male with subsidiary protection from Somalia. The time of stay in this structure depends on what is foreseen by the individual project, until the age of eighteen. Usually a reception period of 4/5 months is expected in the Centre of first reception and later reception in the Educative Community. The integrated reception activities are both internal, as the homework help, and external, as school integration and professional counseling.

At “Kulanka” to the date of December 31, 2010 live circa 50 male people, but the number of beds available is only 20. People are 17-50 year-old, with only a minor, and come from Somalia. They are all under International Protection, in particular circa 5 are refugees under Convention, 40 are under Subsidiary Protection and 5 under Humanitarian Protection. The structure is self-managed by the Somalia “Società di Mutuo Soccorso Abucar Moallim” and offers an intercultural center.

The reception activities include a bed in dormitory and shared toilet. The integration activities carried out by volunteers are: Italian and computer courses, intercultural meetings and debates, support for the integration into the labor market, healthcare and legal assistance and legal.

“Kulanka” is the only occupation that foresees some paths of integrated reception and not strictly a bed. In the occupied building in “Via Bardelli” 2 male people (25-30 year-old) live from Eritrea. In the occupied building “Poggio Secco” a family from Turkey (Kurdistan) lives with three minors and all the members of this family have a recognized status of refugee under Convention. Finally, in the ex-military hospital “Monte Oliveto”, to the date of December 31, 2010, 2 male refugees from Ethiopia live.

1.3.3 The foreign minor asylum seekers

In 2010 the requests in Europe were 258.945 (52.725 in France, 48.490 in Germany, 31.875 Sweden, 26.130 in Belgium whereas only 10.050 in Italy.

The situation and the asylum procedure in Italy

It is a localized system that make reference both to the Territorial Commissions and to the following decrees: with the **Legislative Decreto 28/01/2008 n. 25 so-called *Decreto Procedure***, modified and integrated by the **Legislative Decree 3rd October 2008, n. 159** is actuated the Directive 2005/85/EC about “Minimum rules for the procedures applied in the Member States in order to recognize and revoke the refugee status” and the **Legislative Decree 19/11/2007 n. 251 so-called *Decreto Qualifiche*** that establishes the criteria that Italy, as a Member State, must use to decide if an asylum seeker has the right to international protection and which form of protection he/she have to receive, if the refugee status or a form of subsidiary protection.

The most important points of the procedure for the recognition of a minor with a refugee status:

- The access to procedure with priority times

- The tutor (nomination and procedure times)
- The regulation of Dublino. If the asylum seeker is an unaccompanied minor, the Member State where a family member lives is competent for the exam of the asylum request, if this is for the best interest of the minor. In default of a family member, the Member State where the minor presented the asylum request is competent. (art. 6, Reg. EC 343/2003)
- Referral at a specialized institution.

The set of rules of reference foresees some guarantees for the minors:

- necessary assistance provided for the minor who expressed his/her will to present a request;
- the assistance of the tutor in any phase of the procedure for the exam of the request;
- when the request is presented by an unaccompanied minor, the authority that receives it suspends the procedure and gives immediate communication to the tribunal for minors and to the tutelary judge for the opening of the protection and for the tutor nomination. The tutelary judge during the 48 hours after the police commissioner communication provides for the tutor nomination. The tutor takes immediate contact with the police headquarters for the confirmation of the request.

The Territorial Commission examines in a priority way the request, in accordance with the fundamental principles and the guarantees foreseen by the law, when the request is presented by an applicant belonging to the vulnerable people categories indicated by the legislative decree 2005, n. 140 that establishes the rules on reception of foreigners applying for the recognition of the refugee status in the national territory (minors included).

Therefore the set of rules in this field asks for a ready identification and referral, as well the age determination. In this case, if some doubts about the age remain, the unaccompanied minor can, in any phase of the procedure, be subjected, with the consent of the minor or of his/her legal representative, to medico-sanitarian not invasive verifications in order to verify his/her age. If the verifications effectuated do not consent the exact determination of the age with the benefit of doubt, as well the auto-declaration, the Dublin procedure needs a multidisciplinary approach;

The reception system for asylum seekers and refugee plays an important role. In fact the authority that receives the request informs immediately the Service of the protection system for asylum seekers and refugees – SPRAR – for the integration of the minor in a centers operating in the protection system area. In case that it is not possible the immediate integration of the minor in such centers, the assistance and reception of the minor are temporally assured by the public authority of the city where the minor is.

CHAPTER 3

Life stories

Introduction

In the second phase of our research study, we submitted 12 questionnaires to refugees and people under International Protection who live in an occupied building of Florence. The main goal consisted in a first study on the paths of life of refugees and asylum seekers, so that it was possible to identify the problems these persons have in the City of Florence and the remaining provincial area and to focalize our attention on them, in order to have a more precise idea of the life condition of these people.

We built the questionnaire working up on these questions: demographical context (sex, age, civil status, citizenship, religion...), the journey (countries crossed in order to arrive in Italy, countries where they lived, etc.), education and training (educational qualification, linguistic knowledge, professional training, etc.) and work (during all the different phases of their life).

Then we went personally to the occupied buildings and contacted some refugees and asylum seekers that live there and were available to answer our questionnaires, after explaining the aims of our survey. Sometimes, people with a better understanding of Italian language helped us during the submission of the questionnaires with a linguistic and cultural mediation.

In this first phase of our work, we did not consider, in our questionnaires, sex, age and citizenship of these people. All the questionnaires were submitted at the beginning of June 2011⁹ to 12 people of Somali, Eritrean, Ethiopian, Liberian and Sudanese origin, who lived in the occupied building of “via Slataper” - Florence. All the 12 people were under International Protection (refugees, subsidiary or humanitarian protection), therefore we are talking about people with a recognized legal status in our country.

⁹ The questionnaires had the duration of circa 20-30 minutes.

From our questionnaires we evinced that these people arrived in Italy by sea, in Sicily. Many of them lived in other countries of North Europe, but they were forced to come back to Italy because of the European legal framework in force.¹⁰

Moreover many people who answered our questionnaires arrived when they were still minors, but despite that nobody was recognized as an unaccompanied minor asylum seeker. To our question “Why did you not say that you were a minor?” they answered: “ I wanted my documents to work as quickly as possible”.

Concerning work, from our questionnaires it is evident that seldom, if ever, men found a regular work (they found only casual, seasonal and irregular works) in Italy. On the contrary, the women worked often as carers, living with the assisted person.

After the analysis of this information, we decided to focalize our attention on people in precarious living conditions. The occupied buildings are a symbol of the situation of refugees and asylum seekers living in Florence, because almost all of them, besides similar experiences in reception Centers have had or have an experience of living marginality.

Among the communities that live in our territory we chose to focalize our analysis on the Somali one: it represents in fact in the Florentine territory an important reality since many years and nowadays we can observe that in the occupied buildings the Somalis represent the majority. Therefore we submitted 6 in-depth interviews¹¹ (to 3 men and 3 women – 23/35 years old) who live in the occupied building of “via Slataper” – Florence.

These interviews gave us a deeper knowledge of the living conditions of these people (background, journey, training, work, housing, health, expectations, etc.), in order to focalize the analysis on further aspects inherent to the training/educational and working experience of refugees and asylum seekers. All that with the aim to understand what are the factors that facilitate the access and those, on the contrary, that are an obstacle for the access in the formal/informal training and in the labour market.

So we built the pattern of the interview with in depth questions building on the questionnaires in order to inquire into: the demographic context, the journey and the mobility in Italy and in Europe

¹⁰ According to the Dublin II Regulation (EC Regulation n. 343/2003 of the Council, February 18, 2003), the first country where the asylum seeker entered in the European Union is responsible for the asylum request. The asylum seeker is bound to that country even if it does not offer him reception and integration possibilities.

(when, where, for how long, housing, the reason of their leaving), training and education (language level, language courses, educational qualifications and professional training in Italy and Europe), experiences in the paths of first and second reception in Italy, experiences in the occupied buildings, work (both in the country of origin and in the destination country).

From the analysis of the interviews we re-built the biography of every interviewee, focalizing our attention on the journey to Italy and the mobility in Italy and Europe, on the family and cultural background, on the professional and working path, on the Italian courses L2, on the obstacles for the access to National Education and Training System (Vet) and to the labour market, and on the living precariousness.

Farida, Zahra and Maisa are the three Somali women interviewed, Bassam, Amir and Hassan are the three men.

The three Somali women interviewed are:

Farida was born in Somalia, in Mogadishu. She doesn't know her birth date, but the Italian authority wrote on her documents that she was born on the 1/1/1983. She obtained from Italy the status of refugee under Convention. She left Somalia, pregnant, in 2009 and after travelling for about three months through Ethiopia, Sudan and Libya she arrived in Lampedusa. After a few days, she was transferred to the CARA (Reception center for asylum seekers) of Pian del Lago (near Caltanissetta, Sicily), where she applied for asylum and where her daughter Marabì was born. In 2010, ended the 6 months of reception, she entered in the CARA of Borgo Mezzanone, near Foggia, Puglia, where she spent two months until the arrival of her documents. She decided to go to Norway because she couldn't stay in the center any longer and because she applied for an other place to sleep in without receiving any answer. In February 2010 Farida arrived in Norway with her daughter Marabì, applying again for asylum. They spent the first days in a center for asylum seekers, but shortly afterwards the Norwegian authorities found them a place to stay in an apartment with other asylum seekers and people under International Protection. She received 700 Euros every month and her rent was paid. Furthermore, she worked as a cleaner in one of these reception centers, receiving about 100 Euros every 15 days. This was possible because her daughter Marabì joined straightaway a nursery. After 1 year and 8 months, the Norwegian authorities found her finger prints and F. was

¹¹ Each interview lasted circa 1 ½/ 2 hours.

obliged to go back to Italy with Marabì, with the promise of a place to stay by the Italian authorities. Back in Italy and arrived in Florence, she applied to enter in one of the centers for the second reception (*Centro Polifunzionale*), but she declares she couldn't find an available place. She was obliged to occupy some buildings with other people under International Protection until she stayed in the one she actually lives in at the moment.

Zahra was born in Somalia, in Mogadishu, in 1980. She has Subsidiary Protection. She left her country in 2007 and, passing through Ethiopia, Sudan and Lybia, she arrived in Lampedusa (Italy) in 2008 with a boat. After some days in Catania (Sicily), she arrived at the CARA (Reception center for asylum seekers) in Salinagrande (Sicily), where she stayed for about 5 months. Obtained her documents, she left this center and went near Lecce (Puglia), where she stayed for about 9 months. After moving to several Italian cities (Torino, Reggio Emilia, Bologna; Bergamo; Milano and Siena) in order to look for a job which she has never found, she decided to go to Norway. Always housed by friends, during 2010 she lived for short periods in Norway, Holland, Denmark and Sweden. In 2011 she came back to Italy, in Florence, where now she is living in an occupied building.

Maisa, is 29 years old, she is Muslim and she was born in Galohaio, Somalia. She has Subsidiary Protection. She took one year and half to arrive in Italy. She arrived with the boat in 2007 in Sicily, in Ragusa. She stayed one month in a CARA (Reception Center for Asylum Seekers) in Trapani, where she applied for her documents. Once she obtained the documents, she went to a CARA in Cassino (Frosinone) where she stayed for 7 months more. In 2009 she went to Norway and she asked again for Asylum, but she could stay there only one year and 5 months because Norwegian authorities found her fingerprints and she had to leave the country. In 2010 she lived in a friend's house. At the moment she is living in an occupied building.

The three Somali men interviewed are:

Bassam, who is Muslim, was born in Mogadishu, Somalia, in 1976. He is under Humanitarian Protection. He left Somalia in 1996 and he lived for 5 years in Nairobi, Kenya, housed by his cousin. In 2001 he moved to Egypt where he stayed for three years, before coming to Italy. After being some days in Niger he went to Lybia, where he was arrested and imprisoned for 15 days. In July 2003 he arrived in Lampedusa by boat. From there he was moved to CARA (Reception Center for Asylum Seekers) in Crotone, Calabria, where he stayed for a months, obtaining all documents,

he decided to leave from Italy and to ask again for Asylum in Sweden. After 6 months the Swedish authorities found his fingerprints and he had to come back to Italy.

Amir, who is Muslim, was born in Somalia, in 1987. He is a refugee under Convention. After leaving Somalia in December 2006, he lived for about 2 years in Ethiopia and in Eritrea. In July 2008 he went to Sudan and spent 10 days at a “passeur's home” waiting to pass through the Sahara in order to arrive in Lybia. After arriving in Lybia, he was imprisoned in Kufra and in Bengasi and he succeeded to come out under the payment of 600 dollars. Then he went to Tripoli. During the crossing of the Mediterranean sea, near the Maltese coast, the engine failure caused the death of 70 people out of 100. The Maltese guard coast came to their help to repair the engine in order to arrive in Italy, convincing them not to stay in Malta because they would have passed 6 months in prison. Amir and the other 30 survivors were able to arrive in Sicily, on 14 August 2008. In the CIE (Center of identification and expulsion) of Pozzallo (Sicily) he was identified and he was able to request for Asylum. After 2 months he was moved to a CARA (Reception Center for Asylum Seekers) of Comiso, Ragusa, Sicily, where he remained 8 months waiting for his documents. In June 2009, he arrived in Tuscany, where there is a quite big Somali community and well rooted. For more than 2 years he has been living in occupied buildings, because he asked to enter in a reception center of the city of Florence but he is still waiting for an accomodation.

Hassan was born in Somalia in 1989, but when he arrived in Italy, the Italian authorities wrote the 1st of January 1991, because he didn't understand their questions. He has Humanitarian Protection. He arrived, then, in Italy at 19 years old, but he declared that he was a minor in order to obtain all benefits. He left Somalia in 2007 and he passed through Ethiopia, Sudan and Lybia. He arrived in Lampedusa (Sicily) by boat after about one month. He arrived in Italy because it was the nearest place in Europe. He declared that in Lybia and Sudan he couldn't live because they don't have an Asylum system. He passed 2 weeks in a CPA (First Reception Center) in Lampedusa (Sicily), where he was brought in a Reception Center for minors near Agrigento, Sicily, where he stayed until he was 18 years old. He tried to ask the Province of Rome to obtain accomodation, but they didn't find anything so he had live under a bridge for about one month. At the end of 2008 he went to Terni (Umbria), where he worked, with a regular contract for 9 months in a steel mill. In 2010 he decided to go to Sweden where he asked for Asylum. There he received financial aid to pay the rent and pocket money of 250 Euros per month. After 3 months, the Swedish authorities found his fingerprints. He had to leave the country and go to Norway. Then he went again to Sweden and after a police control he had to come back to Italy. From March 2010 he lives in an occupied

building. He decided not to go in a Second Reception Center because he preferred to maintain his independence, since he did not need to be assisted. He declared in fact in these centers there is a control on times of entrance and of going out and he would be obliged to follow a life imposed by others.

2.1 The journey to Italy and mobility in Europe

We noted that all our interviewees arrived in Italy, landing in Sicily.

Zahra, Farida and Bassam for example arrived in Lampedusa (Sicily) after crossing some African countries. Bassam, who now is under International Protection, tells us of having left Somalia in 1996 and he lived in Nairobi, Kenya, for 5 years, housed by his cousin. In 2001 he moved to Egypt where he stayed for three years, before coming to Italy. After being some days in Niger, he went to Libya, where he was arrested and imprisoned for 15 days. Also Amir tells us of having been imprisoned, after his arrival in Libya, in Kufra and in Bengasi and he succeeded to come out under the payment of 600 dollars, arriving then in Tripoli. Farida (one of the three women interviewed) left Somalia, pregnant, in 2009 and after traveling for about three months through Ethiopia, Sudan and Libya, with a journey similar to those of Hassan and Zahra, she arrived in Lampedusa.

Very significant is the story of the journey by sea of Amir. In fact, during the crossing of the Mediterranean sea, near the Maltese coast, the engine failure caused the death of 70 people out of 100. The Maltese guard coast succored them and helped them to repair the engine in order to arrive in Italy, convincing them not to stay in Malta because they would have passed 6 months in prison. Therefore they decided to carry on their journey to Sicily.

So we can evince that for most of them, the countries crossed to arrive in Italy from Somalia are Eritrea, Ethiopia e Libya.

Concerning the mobility in Europe, Zahra tells us of having lived during 2010 for short periods in Norway, Holland, Denmark and Sweden looking for a work, always housed by friends. In 2011 she came back to Italy.

Farida, after arrival in Lampedusa, was transferred to the CARA (Reception center for asylum seeker) of “Pian del Lago” (near Caltanissetta), where she applied for asylum and where her daughter was born. In 2010, after 6 months of reception, she entered in the CARA of “Borgo Mezzanone”, near Foggia, where she spent two months until the arrival of her documents. She

decided to go to Norway because she couldn't stay in the center any longer and because she applied for another place to sleep in without receiving any answer. In February 2010, Farida arrived in Norway with her daughter, applying again for asylum. As Farida tells us, they spent the first days in a center for asylum seekers, but shortly afterwards the Norwegian authorities found them a place to stay in an apartment with other asylum seekers and people under International Protection. She received 700 euro every month and her rent was paid. Furthermore, she worked as cleaner in one of these reception centers, receiving about 100 euro every 15 days, while her daughter joined straightaway a nursery. After circa a year and a half, the Norwegian authorities found her finger prints and Farida was obliged to go back to Italy with her daughter, with the promise of a place to stay by the Italian authorities. Back in Italy and arrived in Florence, she applied to enter in one of the centers for Second Reception of the city (PACI), but she declares she couldn't find an available place. She was obliged to occupy some buildings with other people under International Protection until she stayed in the one she actually lives in at the moment.

Also Bassam stayed for a month in CARA in Crotona and here he obtained a residence permit of three months. After staying for a short period in Rome and obtaining all documents, he decided to leave from Italy and to ask again for Asylum in Sweden. Here he tells us of his stay for 6 months, living in an apartment with other 6 people and receiving some state aids for the payment of his rent, besides 250 euro each month as pocket money. When the authorities found his fingerprints he was obliged to come back to Italy, but after several years of experiences in some reception centers and occupied buildings he lived two years in Poland and, for short periods in Norway and Holland. Back in Italy in 2008 he lived in precariousness living conditions under a bridge or in some occupied building of the Florentine territory.

On the contrary, Hassan arrived in Italy at 19 years old, but he declared that he was a minor in order to obtain all benefits. He arrived in Italy because it was the nearest place in Europe. He declares that in Libya and Sudan he couldn't live because they do not have an Asylum system. HE passed 2 weeks in a CPA (First Reception Center) in Lampedusa (Sicily), where he was brought in a Reception Center for minors near Agrigento where he stayed until he was 18 years old. He tried to ask the Province of Rome to obtain accommodation, but they did not find anything so he had to live under a bridge for about one months. At the end of 2008 he went to Terni (Umbria), where he worked, with a regular contract for 9 months in a steel mill, then the contract was not renewed.

In 2010 he decided to go to Sweden where he asked for Asylum. There he received financial aid to pay the rent and a pocket money of 250 Euro per month. After 3 months, the Swedish authorities found his fingerprints. He had to leave the country and go to Norway. Then he came again to Sweden and after a police control he had to come back to Italy.

From March 2010 he lives in an occupied building. He decided not to go in a Second Reception Center because he preferred to maintain his independence, since he did not need to be assisted. He declared in fact that in these centers there is a control on times of entrance and of going out and he would be obliged to follow a life imposed by others.

The journey to Italy and the mobility in Europe: Farida

<i>Country</i>	<i>Year</i>	<i>How long</i>	<i>Accommodation</i>	<i>Why she went away</i>
Ethiopia	2009			
Sudan	2009			
Libya	2009			
Italy	2009	The journey from Somalia to Italy lasted 3 months		
Norway	February 2010	1 year and 8 months	The first days in a hotel for asylum seekers, then in an apartment with other people	The authority found her fingerprints
Italy (Florence)	?			

The journey to Italy and the mobility in Europe: Bassam

<i>Country</i>	<i>Year</i>	<i>How long</i>	<i>Accommodation</i>	<i>Why he went away</i>
Kenya (Nairobi)	1996	5 years (until 2001)	Cousin's home	
Egypt	2001	3 years (until 2003)		
Niger	2003	Some days		

Libya	2003	About one month (June)	Arrested by the Libyan police. Imprisoned for 15 days.	
Crotone (granting of residence permit for three months)	2003	1 month	CARA (Crotone) They slept inside the containers	Having the residence permit for 3 months, after his arrival in Italy, he received 750 Euros, since during those 3 months he was not able to work.
Roma (granting of other documents)	2003			
Sweden (asking for Asylum)	2003 October	6 months	In an apartment with 6 people. Granting benefits for the rent, more than 250 Euros per month	Found his fingerprints
Crotone	2004	Some days	At the railway station	The 25/04/2004 he partecipated in a demostration in front of the police headquarters in order to ask for the residence permit: he was beaten by a policeman not in uniform
Torino	2004	15 days		
Palermo	2004	4 months	Caritas	
Firenze	2005		In an occupied building – 150n people	Granted the residence permit for 1 year
Firenze	2005	6 months	“Villa Pieragnoli” project (SPRAR)	6 months
Bologna	2005		Housed by his cousin	

Firenze	2007		In an occupied building	
Poland	2007	2 years		
Norway	2007	25 days		
Holland	2008	1 month		
Italy (Florence)	2011		Under the bridge of Peretola and then in an occupied building (Via Slataper)	

The journey to Italy and the mobility in Europe: Hassan

Country	Year	How long	Accommodation	Why he went away
Ethiopia	2007	3 days	In the home of a friend	
Sudan	2007	2 days	In a pension	
Libya	2007	21 days	In a rented apartment in Tripoli with other people with whom he had crossed Sahara	
Sweden (Asylum request)	2010	3 months	For the first 2 days in a hotel for asylum seekers, than in an apartment with another person who had International Protection	They found his fingerprints. He escaped to Norway in order not to return to Italy
Norway	2010	3 months	Was living with a friend	
Sweden	2010	21 days	Was living in a Center for repatriation. It was a controlled Center and he could not escape	The police informed him that he was excluded from the Swedish protection system because he had been expelled
Italy (Florence)	?			

The journey to Italy and the mobility in Europe: Zahra

<i>Country</i>	<i>Year</i>	<i>Accommodation</i>
Ethiopia	2007	
Sudan	2007	
Libya	2008	
Norway	2010	Hosted by friends
Holland	2010	Hosted by friends
Norway	2010	Hosted by friends
Denmark	2010	Hosted by friends
Florence	?	

The journey to Italy and the mobility in Europe: Amir

<i>Country</i>	<i>Year</i>	<i>How long</i>	<i>Accommodation</i>
Ethiopia	December 2006	8 months	In a rented house with friends in Addis Ababa
Eritrea	July 2007	4 months	In a rented house with friends
Ethiopia	November 2007	8 months	In a rented house with friends
Sudan	July 2008	10 days	At a "passeur's home"
Sahara	July 2008	8 days travelling	
Libya (Kufra)	July 2008	3 days	Imprisoned, the police authorities ask for 300 dollars to let him out. He paid and was moved to another prison in Bengasi

Libya (Bengasi)	July 2008	4 days	Also in Bengasi the police authorities asked for 300 dollars to let him out and to arrive in Tripoli. He paid and finally he moved to Tripoli
Tripoli	July 2008	2 weeks	
Holland	2009	20 days	Hosted by friends
Holland	February 2010	20 days	In a family's home
Florence	?		

2.2 Family context and cultural background

Farida, Zahra, Maisa, the three interviewed women, are married with children. **Zahra** tells us that she lives in Italy with her husband who has just come back from Norway. She has four children in Somalia, but they could not rejoin them in Italy yet. **Farida** has five children, but only the last one lives in Italy, where she was born.

Amir has nine brothers and sisters, some of them were able to leave their country, the others are still living in Somalia. It seems that their father collaborated with the government of Siad Barre and for this reason he was killed. We do not know exactly what kind of persecution **Amir** suffered, but in order to avoid death, he decided to leave Somalia as the other bigger brothers. After four years from his arrival in Italy he is still waiting for family reunification with his mother.

Bassam is married and has two children in Somalia. His father died when he was three years old and his mother put him in a military college because she was not able to take care of him.

Living in occupied buildings

Farida tells us of her last experience in the occupied building of “via Slataper” of Florence: “I feel almost good in this structure, I’ve a room where I can stay quietly with my daughter. I feel free, I

don't have a schedule to go in and out, nobody controls my life. I can decide for myself and my daughter. Furthermore the other people we live with help us a lot. The biggest problems are related to the threat of clearing out and the difficulty to get a residence permit in an occupied space”.

Also **Zahra** tells us to feel quite good in this structure and says: “Here we are about 100 people from different nationalities and sometimes our life in common is not so easy, because we all have our problems and difficulties, but we are happy that we have a place to sleep and to cook. Once I tried to live in a Reception center, but it was not comfortable. I have had lots of different experiences in my life. I have lived in lots of different places. I have known many people. I don't want to be in a center where others take decisions for you, where you cannot have a normal life and where you cannot even offer tea in your room when a friend of yours come to visit. I am not a person who needs to be assisted”. Also **Amir** tells us that in the precarious situation in which he is living (without work, without a home and without the possibility to build social relationships), he thinks often of the “ghosts” of his past. Ali says: “I feel quite good, even though I live in a room with other two people, there are no showers, there are no kitchens, but only small kitchenette. We are many people, men, women, children, Somalis, Eritreans, Ethiopian, Liberians, each of us with our problems and sometimes some tense situations arise, but I think it is normal in the conditions we live”.

Besides **Maisa**, who lives for the first time in an occupied building, the others interviewed had several experiences like this in Florence in the last years, after they had been in some center of first or second reception.

Bassam says. “The only real problem here is that the City of Florence wants to stop our occupation and we risk living under a bridge”.

Living in an occupied space: Hassan

Italian City	When	For how long	Lodging	Why they left
Lampedusa	2007	2 weeks	CPA	
Agrigento (Provincia)	2007	Until september 2008	Family Center	It was a home for minors. When coming of age they had to leave whitin 15 days
Roma	2008	20 days	A few days in an	He went to many City

			occupied center and then under a bridge	municipalities and to the Province of Rome to ask for accomodation (a bed) but he never received any reply
Terni	End of 2008	Until mid 2010 (9 months)	In a friend's home	When his contract ended it was not renewed. The same happened to many other colleagues who were working with him
Firenze	Since March 2010	Until today	Various occupations	

2.4 Wishes for the future

Maisa, Amir and Farida would like to go back to Norway. **Farida** in fact tells us that when she was living there, she could send some money to the other children who are still living in Somalia. Here she can only survive. In Italy she expected to live in dignity, to find a house, work, to send her daughter to school, to send some money to the family who remained in Somalia. All this has been impossible. Her relatives remained in Somalia and can't believe that the situation for **Farida** and her daughter in Italy is almost worse than in Somalia. Her family made big efforts to gather money for her voyage, and now it's very painful for Farida to say that their hopes are broken.

Amir: "I would like to live in Italy because I get along well with the people over here. The problems are the politicians. We cannot live without a house, work, we cannot get married and we cannot have children. It is also very difficult to think of studying, participating in VET training courses, because if you don't have a roof under which to sleep or any food to eat because maybe you spent all morning in queues in front of the police Station and the canteen shut down, well everything else becomes less important. Even in the Centers for the Second Reception one does not live well. You cannot cook, but you have to eat spaghetti and tomato everyday. You have exit and entrance hours, you must behave as they impose you to do. All this of course if you want to remain in their project".

Also Zahra thought to find a different situation in Italy, on the contrary, she tells us of the many difficulties, first of all concerning the problems to find a place where she can live and find work.

She says: “Also in Somalia there were no jobs, but at least I had something to eat. I had a small piece of land where I could grow fruit and vegetables for me and for my family. If I could, I would go back to Somalia, because there life for us would be better. Since I cannot go back to Somalia, I would like to live in Norway, where there is the possibility to work. I would like to work in a food shop, as I have done for many years in Somalia.”

Bassam and Hassan would like to live in Italy because they feel well with Italian people, but both of them criticize the Italian policies. **Bassam** says that in Italy there is less racism than in Northern Europe countries, as Sweden. **Hassan** tells “I would like to live in Italy because I get along well with the people over here. The problem are the politicians. We cannot live without a house, work, we cannot get married and we cannot have children. It is also very difficult to think of studying, participating in VET training courses, because if you don’t have a roof under which to sleep or any food to eat because maybe you spent all morning in queues in front of the Police Station and the canteen shut down, well everything else becomes less important. Even in the Centers for the Second Reception one does not live well. You cannot cook, but you have to eat spaghetti and tomatoes every day. You have exit and entrance hours, you must behave as they impose you to do. All this of course if you want to remain in their project”.

CHAPTER 4

The VET system in Italy

Introduction

NATIONAL LLL STRATEGY

<i>MAIN OBJECTIVES AND PRIORITIES OF THE NATIONAL LLL STRATEGY</i>	<i>MAIN ACTIONS/MEASURES TO ACHIEVE THEM AND VET RELATED ASPECTS</i>
Development of key competences for lifelong learning in the wider context of building up a framework for vocational qualifications, also according to European guidelines (Recommendation of 23 April 2008 on the constitution of EQF and recommendation of 9 April 2008 on ECVET)	<p>- Constitution of a Technical Board for the building of a “<i>National System of minimum training standards, of recognition and validation of competences and training standard</i>”, set up by the initiative of the Ministry of Labour, Health and Social Policies, with the aim of promoting a wider access to the opportunities of development of competences for employability and active citizenship.</p> <p>The “Technical Board” involves institutional actors (Ministry of Labour, Ministry of Education, Universities and Research, Regions and Autonomous Provinces and Social Partners, together with the technical support of ISFOL and Tecnostruttura) and the main objective is the building of a “<i>National Standard System</i>” constituting the main structure of the future National Qualification Framework.</p> <p>- Adhesion to PIACC 2008-2013 (<i>Programme for the International Assessment of Adult</i></p>

	<p><i>Competencies</i>), an international survey managed by OCSE to which ISFOL will participate on behalf of the Ministry of Labour, aimed at evaluating and assessing adult population competencies.</p>
<p>Continuous commitment by the Ministry of Labour towards the improvement of the accreditation system as a major tool to assure high quality VET standards, also following what has been established in the Proposal of Recommendation of European Parliament and the Council on the quality of VET.</p>	<p>- Set up of a new accreditation system, implemented by the Ministry of Labour (approved in March 2008, by State-Regions Conference and published in the Italian official Journal / <i>Gazzetta Ufficiale</i> on the 23/01/2009) through the adaptation of regional tools. The regions, through the 2007-2013 Operational Programmes of the European Social Fund, have committed to supporting the perfection of the system according to a precise timetable agreed with the EU Commission.</p>
<p>Reinforcing the attractiveness of VET systems and make them respondent to labour market needs; promoting training initiatives for employed workers and improvement in the quality of training offered; training and placement of young people in the labour market.</p>	<p>- Institution of the “Italian Reference Point for Quality (established in 2006, providing information to the main stakeholders in relation to the activities of the European Network for quality in Education and Professional Training), which includes the participation of Ministry of Labour, Ministry of Education, Regions, Social Partners and VET institutions’ representatives) supplying active support for the developments of the network programme and promoting the use of methods for developing quality</p> <p>- Definition of professional, training and recognition and certification standards for skills, which represents a priority for the National Operating Programmes (PON) and for 2007-</p>

	<p>2013 ESF planning.</p> <p>The technical committee activated by the Ministry of Labour, with the participation of the Ministry of Education, Universities and Research (MIUR), in collaboration with Regions and Social partner, is developing an initial set of minimum professional standards at a national level.</p> <p>- Strengthening the role of apprenticeship contracts (as defined by Law 276/2003) as a link between education and the business world, underscoring the role of firms and trainers and considering apprenticeship a “high level training”, giving employers the possibility of implementing agreements with universities.</p>
<p>Improve continuing training for teachers as a tool to increase quality of VET provision; development of skills and competences for teachers/trainers.</p>	<p>Development of the “Permanent System for on line training” (Sistema permanente di formazione on line- SFP on line), promoted by the Ministry of Labour, and implemented through the technical assistance of ISFOL and ItaliaLavoro.</p> <p>(i.e. for Toscana Region: http://www.progettotrio.it/trio/)</p> <p>The aim of the project consists on supporting the reform processes ongoing in Italy within the systems of Education, Vocational Training and Labour market, ensuring a proper supply of ICT-based continuing training, addressed to qualify or re-qualify all the human resources involved in the provision of education, training and</p>

	employment services.
Reorganization of Employment Services, exploiting the role of the public sector as the “director” of employment services at the level of the organization of the entire labour market	Improving Employment Services capacity for properly providing assistance, increasing the relationship between Permanent Employment Centres (CPIs) and professional training. With the exercise of the authority delegated by Law 247/2007 with respect to Employment Services, CPIs will be a tool for managing the active labour market policy measures.

POLICY DEVELOPMENT IN THE MAIN VET POLICY AREAS

Law no. 3 of 2001, reformed the Title V of the Constitution, in particular new article 117 distributes the legislative power as follows:

- the State has exclusive legislative power over a specific series of subjects, including the definition of the general rules on education and of the basic provisions concerning civil and social rights to be guaranteed all over the national territory;
- the Regions have exclusive legislative power on all subjects not expressly reserved to the State legislation by the Constitution, like vocational education and training;
- as for certain subjects, which are expressly listed, the Regions have concurrent legislative power; it means that they have law making power in the respect of general rules, fundamental principles and essential benefits reserved to the State legislation; education falls within the concurrent legislation; in this respect, the regional legislation should respect school autonomy.

In view of this framework, it is worth noting the significant commitment of the regional administrations with regard:

- to strengthening the education and training system in order to elevate its quality;
- to ensure certification or qualification to the greatest number of people possible.

The most significant example of shared responsibility includes the National Strategic Framework for Cohesion Policy 2007-2013 and its practical implementation. In fact the 2007-2013 National Strategic Framework (*Quadro Strategico Nazionale* - QSN) includes education among the "public service objectives".

The Regions are also contributing to the objectives via co-financing initiatives to leverage human capital involving the European Social Fund, and Regional Operational Programme (ROPs.). In this regard, the accent is placed on the qualification of the education and training system in order to raise the public's skills level and to reduce, particularly in the Convergence objective area, the ratio of young people dropping out of school. The priority in question has been addressed differently in the two Convergence and Competitiveness areas in light of the different possible measures available under the European Social Fund's Regulations.

In the Competitiveness objective Regions, the initiatives are primarily focused on the targets most exposed to the risk of dropout (e.g. immigrants). In the Convergence Regions, a specific, dedicated objective is contemplated, and initiatives complementary to those initiated at a national level have been planned through specific Operational Programmes. The emphasis is thus placed on improving the quality of the school system through instructional programmes for teachers (to raise skills levels) and for students (to make it possible for young people to earn a diploma or professional training and education certification).

In order to allow a better activation of integrated guidance services, ISFOL – on behalf of the Ministry of Labour, is setting up a number of guidance initiatives focused mainly on the southern regions (Convergence Objective) in order to promote the development of a national guidance system, considering regional disparities but, at the same time, ensuring effectiveness and efficiency of services (please, for a wider framework for guidance and counselling, refer to theme 8).

Strategies for the professional development and vocational retraining of teachers and trainers operating in the Vocational Education and Training and adult education systems have been financed mainly under the ESF NOPs and ROPs. Training initiatives addressed to trainers are mainly intended to provide an essential contribution towards strengthening skills and competences with respect to: new learning methodologies and new expertise related to training credit and competence certification; use of new technologies for the development of educational settings; e-learning; accreditation of guidance/VT bodies; and design of tailored-made training pathways.

To update and improve teachers and trainers' skills, a project based on a 'blended' methodology has been set up in collaboration with the Italian MLPS, Regions, Universities, Isfol and Social Partners. The aim is to foster the updating and retraining of VT practitioners by creating and experimenting a vocational training course within the three-year degree course in education sciences.

Validation of non formal and informal learning is at the core of the socio-institutional debate and to this regard there have been implemented several validation experiences acquired in regional local and sectoral context in the framework of specific pathways. Some Regions (Basilicata, Emilia Romagna, Piemonte, Provincia Autonoma di Trento, Veneto and Valle d'Aosta) have defined policies and strategies towards the validation of non-formal and informal learning for the recognition of training credits inside specific formal learning pathways or for the acquisition of official qualifications.

LEGISLATIVE FRAMEWORK FOR CVET

The right to «training and vocational improvement of workers» is expressly set by the Italian Constitution (1948); in defining the distribution of responsibilities between the State and the Regions, it assigns these latter with exclusive jurisdiction in the vocational training field.

Reform law 53/2003 introduced 'lifelong learning' among the principles and directive criteria of the education and training system. For its implementation, the reform law provided a programmatic plan to fund 'interventions for the development of higher level technical education and training and adult education'.

The local training bodies have consultancy and promotion functions. Following the guidelines established at national level, the Regional Authorities' tasks include the identification of medium- and long-term objectives through the analysis of training needs, activity-administrative management, monitoring and evaluation of the training-activities' efficiency and effectiveness. Thus, the Regional Authorities are exclusively responsible for both initial and continuing-vocational training, and, on occasions, this power is exercised by delegating or transferring a number of functions to the Provincial Authorities.

A first step towards recognition of training as a strategic resource for all people, in particular for young people, workers, and enterprises, is the approval of Law 236/93, which allowed launching the structuring of a national continuing-training system. With the Labour Agreement signed by the

Government and the Social Partners in September 1996, a real strategy of innovation of the system was envisaged. With specific reference to initial vocational education and training, among the Agreement's objectives are worthy of note:

- the overall increase of the schooling level (quantitative and qualitative) by raising the compulsory schooling age and introducing the right to training;
- the consolidation of an integrated system for the certification and recognition of training credits;
- the definition of a system of permanent recognition of the quantity/quality of the training supply.

Consistent with the indications of the above Agreement, Law 196/97 has introduced:

- the identification of requirements for the "accreditation" of training providers to be entrusted with managing the activity; to the re-launching of apprenticeship training;
- the introduction of "guidance" and "training" practical work or experience;
- the definition of criteria for skill certification and the creation of a system for the credit recognition.

The next step was the introducing of Law 53/00 (recognizing the right to training leave for workers) and Law 388/00 (amended by Law 289/02) which established the Fondi interprofessionali (joint interprofessional funds) supporting continuing training. Financed by a contribution of 0.30% of the wage bill paid by employers, these funds support company, sectoral and regional training plans, supplementing the regional authorities' work in the continuing training system. These funds are managed by the social partners and supervised by the Ministry of Labour and Social Policy.

INSTITUTIONAL FRAMEWORK: CVET

Continuing Vocational Education and Training in Italy consists of the following elements:

- lifelong learning activities for the acquisition of basic, general and pre-vocationally-oriented skills;

- lifelong learning activities for the enhancement of cultural background, and the attainment of skills for social life and active citizenship;
- continuing training activities for the updating and re-qualification of the workers' vocational skills.

[These definitions don't have the status of recognition at a legal level. In recent years, a number of changes have been made to promote a coherent system for financing and managing continuing vocational education and training (CVET) and general adult education initiatives in Italy. The aim has been to establish a more coherent supply structure to achieve the objectives of employability, active citizenship, social inclusion and personal development. It is not an easy task to provide a complete description of the continuing vocational education and training system in Italy because it is quite complex and fragmentary since it is based on a variety of instruments referring to a policy and legislative scenario in constant evolution over recent years. In Italy there isn't yet a national law on CVET.]

UPPER SECONDARY EDUCATIONAL (GENERAL AND VOCATIONAL)

The “Moratti Reform” (Law 53/2003 reforming the education and training system) has organized the second cycle in two channels:

- the licei (lycée) system, for which the State is responsible, lasting five years, at the end of which students take the State examination paving the way for university entrance;
- vocational education and training system, for which the regional authorities are responsible, lasting at least three years, and leading to the award of a *certificato di qualifica professionale* (vocational qualification certificate) recognized nationally and within Europe. The qualification can be used to enter the labour market or to enter post-qualification courses leading to the award of an upper secondary vocational diploma. This diploma is required for entry into pathways of “Istruzione e formazione tecnica superior” (IFTS - higher technical education and training) or, after attending a supplementary year, for entry into universities.

The second cycle of education (secondo ciclo di istruzione) includes the following types of institutes:

- Liceo classico (classical upper secondary school);
- Liceo scientifico (scientific upper secondary school);
- Liceo linguistico (linguistic upper secondary school);
- Liceo socio-psico pedagogico (upper secondary school with a sociological-psychological- and pedagogical orientation).

They are attended by pupils aged 14-19, and the Liceo artistico (artistic upper secondary school) attended by pupils aged 14-18/19. These are the schools foreseen for general upper secondary education.

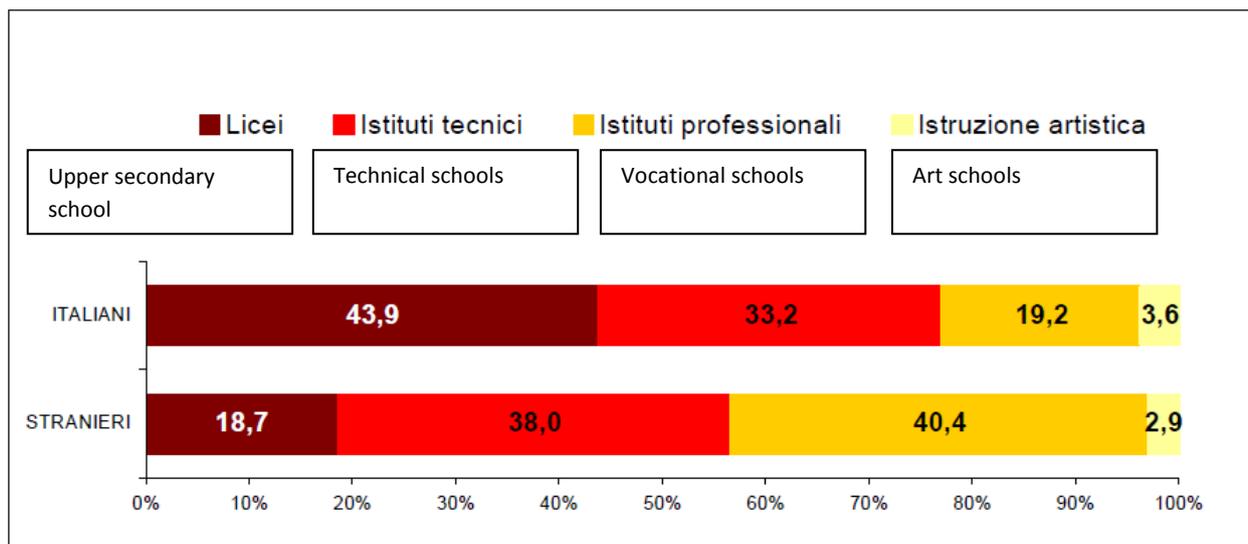
Vocational upper secondary education includes:

- technical education, i.e. istituto tecnico (technical school), attended by pupils aged 14-19¹²;
- vocational education, i.e. istituto professionale (vocational schools) pupils aged 14-19; and
- istituti d'arte (art schools), attended by pupils aged 14-17/19.

Both in the licei and in the technical institutes, the overall length of study is 5 years, except for the liceo artistico, which offers a course of study of 4 years plus an additional year. Vocational institutes offer courses lasting either 3 or 5 years.

The image below shows the difference between the pupils with non-Italian citizenship and with Italian citizenship, learning in upper secondary schools (Italian Ministry of Education data):

Fig. 2 - Studenti con cittadinanza italiana e non per tipo di scuola secondaria di secondo grado. A.s. 2010/11



Fonte: Miur - Fondazione Ismu

According to D.Lgs. 297/1994, education offered by the licei specialising in classical and scientific studies aims at preparing students to university studies, whereas education offered by the liceo specialising in arts subjects aims at teaching art, independently from its industrial applications. Financial law 2007, which has provided for the extension of compulsory education up to 10 years (16 years of age), has at the same time established that the first two years of upper secondary education are aimed at the acquisition of knowledge and competences common to all types of education and training (general and vocational). These knowledge and competences have been included in the Decree no.139/2007, issued for the implementation of the extension of compulsory education and are organised into 4 ‘cultural areas’: languages, mathematical, scientific-technological, historical-social. Knowledge and competences are then the basis for building learning pathways aimed at acquiring key competences that can help students for their adult lives and for the lifelong learning. Key competences are: learning to learn, planning, communicating, collaborating and participating, acting autonomously, problem solving, creating connections and relations, acquiring and interpreting information. According to the same Decree, technical education aims at preparing to carry out technical and administrative functions as well as some professions in the trade, services, industry, building, agriculture, navigation and aeronautics sectors.

Vocational education and training system, for which the regional authorities are responsible, lasts at least three years, and leading to the award of a certificato di qualifica professionale (vocational qualification certificate) recognised nationally and within Europe. The qualification can be used to

enter the labour market or to enter post-qualification courses leading to the award of an upper secondary vocational diploma. This diploma is required for entry into pathways of *istruzione e formazione tecnica superiore* (IFTS - higher technical education and training) or, after attending a supplementary year, for entry into universities.

Vocational education aims at providing a specific theoretical and practical preparation to carry out qualified functions in the trade, services, industry, artisanship, agriculture and navigation sectors. Art education aims at preparing to artistic work and production according to the local industry tradition and typical raw materials.

As for the redefinition at the national level of the aims and general objectives, it is necessary for both educational pathways (general and vocational upper secondary education), to wait for the possible amendments to D. Lgs. 226/200510.

At the end of the upper secondary school (general and vocational upper secondary education), students take a state examination. Those, who successfully pass the examination obtain an upper secondary school leaving diploma, which allows them to continue their studies at a higher level.

The certificate mentions the branch and duration of their studies, the subjects and courses included in the curriculum in addition to the total duration of the course, the grade awarded in written tests and in the oral examination, along with their school credits and training credits. The training credits are awarded based on the pupil's experience outside of school in different aspects of social life.

The certification models are drawn up by the Ministry of education. Diplomas and certificates are written in four Community languages so that they can be understood in the different countries of the EU.

INITIAL VOCATIONAL TRAINING

Initial Vocational Training (*Formazione Professionale Iniziale - FPI*), is offered by the recognised formative agencies operating nationwide. The FPI provides for:

- First-level (or basic) training pathways, addressed to those who have completed the first cycle of education (2.4.). These paths have a three-year length and lead to the obtainment of a regional qualification certificate or to the qualification diploma;
- Second-level training pathways addressed to those who have completed the upper secondary level of education or who have obtained a first-level vocational qualification;

- Apprenticeship.

Law 30/2003 has introduced some reforms in the apprenticeships system, now organised as follows:

- an apprenticeship aimed at the fulfilment of the right/duty to education and training: young people who have reached 16 years of age can be enrolled for all the fields of activity. The contract lasts a maximum of three years and is aimed at helping students obtain a vocational qualification;
- a profession-oriented apprenticeship: students aged between 18 and 29 years can be enrolled.

Depending on the type of qualification to be obtained, the collective contracts define the duration of the contract which, however, cannot be less than two years or more than six years. There is also a minimum quota of 120 hours of formal worker training (internal and external); an apprenticeship enabling the student to obtain a second level diploma (within the Initial vocational training) or higher education qualifications. It is addressed to students between 18 and 29 years of age.

POST-SECONDARY EDUCATION (NON TERTIARY)

Post-secondary education and training is organised both in the higher technical education and training system and in the second-level vocational training courses managed by the Regions.

HIGHER TECHNICAL EDUCATION AND TRAINING SYSTEM

The Higher technical education and training (IFTS) courses have been instituted through Law of 17 May 1999, no. 144, and are regulated through Interministerial decree of 31 October 2000, no. 436.

Based on the above mentioned provisions, Regions plan the institution of IFTS courses in order to assure integration among educational systems, on the basis of guidelines defined by a National Committee and approved by the Unified Conference.

In 2008, the guidelines for the reorganisation of the whole higher technical education and training system have been issued. This reorganisation is meant at spreading the higher technical and scientific culture and at supporting the development and competitiveness of the economic and productive Italian system. One of the main goals is to make both young people and adults obtain a higher level technical specialisation, together with specific cultural knowledge coming from both the private and public labour market, and referred in particular to small and medium enterprises and

to those sectors that are more interested by technological innovations and internationalization of markets.

According to this recent reorganisation, there are two types of offer within the higher technical educational and training system:

- the formative offer and the programmes organised by the Higher Technical Institutes (Istituti Tecnici Superiori, ITS) leading to a higher level technical diploma in one of the following areas: energy efficiency, sustainable mobility, new technologies in life, new technologies for the 'made in Italy', innovative technologies for arts and cultural activities, ICT. Courses last 4 semesters for a total of 1800/2000 hours and, for specific subjects, up to a maximum of 6 semesters;
- the formative offer of the IFTS courses organised by the Regions. Courses last 2 semesters, for a total of 800/1000 hours, and lead to a higher technical specialisation certificate.

SECOND LEVEL OF INITIAL VOCATIONAL TRAINING- THE REGIONAL VET COURSES

The VET courses are managed by the Regional Authorities and aim at providing students with specialized training. The curricula are based on vocational skills having a high theoretical, technical, technological and managerial content, also through practical exercises and on-the-job training periods. Post-secondary training can be accessed by those having an upper secondary school-leaving certificate or having an upper secondary-education level, generally unemployed, and wishing to obtain a certificate or a vocational qualification immediately valid on the labor market.

IVET AT LOWER SECONDARY LEVEL

Generally speaking IVET is not provided at this level. Lower secondary school, of three-year duration, has only one education pathway common to all students aged between 11 and 14. The curricula include above all general subjects and have not work-based training. Students learn a second European foreign language and further study of ICTs. Admission is free and is subject to the attainment of a primary-school certificate. Legally recognized private lower-secondary schools are entitled to State subsidies and generally require parents to pay tuition fees. Following the schools' organizational and teaching autonomy provided by Legislative Decree 112/98, lessons can be spread over a period of 5 or 6 days per week, usually in the morning. It is also possible to modify both the duration of individual lessons and the weekly timetable depending on local needs and on

teaching and educational programmes. On parental request, disabled children are entitled to a support teacher.

At the end of the three-year cycle, students are required to take a State examination in order to obtain a lower secondary school-leaving certificate (Diploma di Licenza Media) and have to continue their studies by enrolling in and attending upper secondary education.

IVET AT UPPER SECONDARY LEVEL (SCHOOL-BASED AND ALTERNANCE)

Law 53/2003 and D.Lgs. 226/2005 separated the licei system and the vocational education and training system respectively under the state and the regions responsibility.

D.Lgs. 226/2005 established, in fact, that ‘All vocational qualifications are under the regions and autonomous provinces responsibility and are exclusively released by the schools and training institutes of the vocational education and training system’. It establishes also that the two systems have equal dignity and that ‘it is granted the possibility to pass from the licei system to the vocational education and training system and viceversa, through specific teaching initiatives aimed at offering an adequate preparation for the new study path’.

Specific agreements of the State/Regions unified Conference, upon proposals of the Minister of education in accordance with the Minister of labour and welfare, should have defined correspondence and recognition procedures for credits obtained both in the licei study and in the vocational education and training in view of the possibility of transition between these two systems.

However, in the meantime, Law 40/2007 has established that the second cycle is made up of the upper secondary education system (licei, technical institutes and vocational institutes) and the vocational education and training system.

Furthermore, law allows 15 to 18 year-old students to attend second-level courses through alternation of study and work periods, under the responsibility of schools or training institutions, on the basis of agreements with enterprises or associations of professional classes, public or private bodies, or to attend integrated courses organized at vocational education and training institutes offering study programmes planned by the two systems together. Following the extension of the length of compulsory education to 10 years, up to 16 years of age, the minimum age required to enter the labour market is now fixed at 16 years of age and, therefore, this is also the minimum age limit for starting alternance training activities.

<i>MAIN ECONOMIC SECTORS</i>	<i>CORRESPONDING ISCED LEVEL / ORIENTATION</i>	<i>BALANCE BETWEEN GENERAL AND VOCATIONAL SUBJECTS</i>	<i>BALANCE BETWEEN SCHOOL-BASED AND WORK-BASED TRAINING</i>	<i>AVERAGE DURATION OF STUDIES</i>	<i>TRANSFER TO OTHER PATHWAYS</i>
catering wellness tourist promotion and reception installation maintenance of electric installations Mechanic	II level	- 40% cultural subjects (key competences for citizenship, maths, scientific, technological subjects) - 60 % vocational training subjects (technological-vocational skills, stage, laboratories)	Depending on the kind of pathways (if provided by schools or training agencies)	1100 hours per year	It is made possible by several tools and mechanism at National level, enabling students to transfer to other pathways, maintaining credits earned.

VOCATIONAL EDUCATION

Schools offering vocational secondary education are the following:

- **Technical institutes:** their duration is subdivided into a common basic two-year cycle and a three year cycle with more branches of study and specialisations teaching programs are established by the decrees that authorised experimental projects and are based on strengthening the study of humanities, scientific and technical subjects to the detriment of practical exercises. Programs of the two-year period are the same and change in the three year period according to the different specialisations; subjects of the two-year period, except from religion or alternative subject (optional subject), are Italian, history, foreign language, mathematics, physics, natural sciences, chemistry and geography, and some specialisation subjects (for example, technical drawing in the Industrial technical institute) and practical exercises. As for the three-year period, the subjects typical of the branch of study will be added to the subjects of the two-year period; weekly timetable foresees 32-38 hours, according to the different classes and branches of study.

- **Vocational institutes:** their duration is subdivided into a three-year cycle, leading to obtain a qualification diploma, and, according to Law of 27 October 1969, no. 754, a post qualification two-year cycle (4th and 5th years) that grants admission to the university.

INITIAL VOCATIONAL TRAINING

Initial Vocational Training (FPI), is offered by the recognised formative agencies operating nationwide. The FPI provides for:

- First-level (or basic) training pathways, addressed to those who have completed the first cycle of education. These paths have a three-year length and lead to the obtainment of a regional qualification certificate or to the qualification diploma;
- Second-level training pathways addressed to those who have completed the upper secondary level of education or who have obtained a first-level vocational qualification;
- Apprenticeship.

FIRST LEVEL INITIAL VOCATIONAL TRAINING

First-level initial vocational training (FPI), which is under the competence of the Regions, is intended to provide a qualification to those who have finished the first cycle of education and want to fulfil the compulsory education (16 years of age) within the vocational training, or to acquire a three-year qualification by the 18th year of age (fulfilment of the *diritto/dovere*). Three-year courses are organised according to two types:

- vocational training courses organised by accredited training agencies and aimed at helping students obtain a vocational qualification certificate. Teachers are employed by the training agencies;
- education courses combined with vocational training modules organised by schools and aimed at the obtainment of the qualifications required by the mainstream education system.

SECOND LEVEL INITIAL VOCATIONAL TRAINING

Second-level vocational training courses aim at acquiring vocational skills with a high theoretical, technical and managerial content, also through practical work and stages in enterprises. These are full-time courses leading to a second-level vocational qualification.

Italy has a strong vocationally oriented upper secondary education system: around 60% of upper secondary students are enrolled pre-vocational or vocational programmes, notably higher than the OECD average rate of 48%¹¹; as also showed in the table 1 below for general and prevocational programme. Even though historically significantly lagging in terms of the level of education of the population, Italy has made important progress in recent years: the number of students enrolled in Italy's school system - from elementary to upper secondary school – was up by 0.5% for the 2006-2007 academic year. In terms of macro areas, the northern regions experienced a very significant increase of 1.8%; the increase in the central regions was about half of that, or 0.8%; and in the southern regions, the enrolment fell by 0.9%. The growth of the school-age population in the northern and central regions is related to immigration (which has affected the more developed areas of the country).

APPRENTICESHIP TRAINING

<i>TYPE OF EDUCATIONAL PROGRAMME</i>	<i>MAIN ECONOMIC SECTORS</i>	<i>CORRESPONDING ISCED LEVEL / ORIENTATION</i>	<i>BALANCE BETWEEN GENERAL AND VOCATIONAL SUBJECTS</i>	<i>BALANCE BETWEEN SCHOOL-BASED AND WORK-BASED TRAINING</i>	<i>AVERAGE DURATION OF STUDIES</i>	<i>TRANSFER TO OTHER PATHWAYS</i>
Apprenticeship for the fulfilment of the right-duty to education and training	All	3	Variable	Variable	3 years	On the basis of credits recognized
Higher apprenticeship	All	4-5	Variable	Variable	Variable	On the basis of credits recognized
Profession-oriented apprenticeship	All	3-4-5	Variable	Variable	3-6 years	On the basis of the credits recognised

Law 30/2003 has introduced some reforms in the apprenticeships system, now organized as follows:

An apprenticeship aimed at the fulfillment of the right-duty (*diritto/dovere*) to education and training: young people who have reached 16 years of age can be enrolled for all the fields of activity. The contract lasts a maximum of three years and is aimed at helping students obtain a vocational qualification; at the current moment this kind of apprenticeship needs to be implemented by regional administration. This apprenticeship is not yet available for businesses and young people, as the Regions and Autonomous Provinces do not have issued the specific regulation through an agreement with the Ministry of Education. Therefore the apprenticeship contract for those aged less than 18 years is the one designed by the previous Law No. 196/1997 and relevant implementing decrees.

An apprenticeship enabling the student to obtain a second level diploma (within the Initial vocational training) or higher education qualifications. It is addressed to students between 18 and 29 years of age.

A profession-oriented apprenticeship: students aged between 18 and 29 years can be enrolled. Depending on the type of qualification to be obtained, the collective contracts define the duration of the contract which, however, cannot be less than two years or more than six years. There is also a minimum quota of 120 hours of formal worker training (internal and external); This apprenticeship although the contract is not yet available for all companies over the whole national territory, is being gradually implemented both through regulations the collective contracting.

For all the different types of apprenticeships, the definition of the training profiles is referred to the Regions and the institutions involved, according to the type of apprenticeship (Ministries, social partners and universities). The student's Individual Training Plan must be enclosed in the employment contract. This document includes the programme of training that the apprentice will follow throughout the contractual period. In addition, there must be a tutor with sufficient training and competence to monitor the apprentice's progress within the company.

VOCATIONAL EDUCATION AND TRAINING AT POST-SECONDARY (NON TERTIARY) LEVEL

Post-secondary non-tertiary education and training is organised both in the higher technical education and training system and in the second-level vocational training courses managed by Regions.

In Italy, two different training pathways are available at post-secondary level, (ISCED 4) within the higher technical education and training system, those offered by the Higher Technical Institutes (*Istituti Tecnici Superiori – ITS*), and those offered by the Higher Technical Education and Training (*Istruzione e Formazione Tecnica Superiore – IFTS*).

The above mentioned pathways have been recently reformed through Decree of the President of the Council of Ministers of 25 January 2008. In 2008, the guidelines for the reorganisation of the whole higher technical education and training system have been issued. This reorganisation is meant at spreading the higher technical and scientific culture and at supporting the development and competitiveness of the economic and productive Italian system. One of the main goals is to make both young people and adults obtain a higher level technical specialisation, together with specific cultural knowledge coming from both the private and public labour market, and referred in particular to small and medium enterprises and to those sectors that are more interested by technological innovations and internationalization of markets.

To access courses organised both by the ITS and within the IFTS system, the possession of an upper secondary school leaving certificate is required. Access to the IFTS courses is allowed also for those who are admitted to the last grade of a liceo, as well as to those who do not hold an upper secondary school certificate, upon recognition of their previously acquired competences (school education, training courses, working experience, etc.).

ADMISSION REQUIREMENTS

The possession of an upper secondary school leaving certificate diploma is required to access the courses organised both by the *ITS* (Higher Technical Institutes) and within the *IFTS* system.

Access to the *IFTS* courses is allowed also to applicants in possession of an upper secondary technical qualification (four-year courses), to those admitted to the last grade of a *liceo*, as well as to those who are not in possession of an upper secondary school certificate, upon recognition of their competences (school education, training courses, working experiences, etc.), acquired after the fulfilment of compulsory education.

MINIMUM AND MAXIMUM AGE OF STUDENTS

The courses provided by ITS as well as the *IFTS* courses are addressed both to young people and adults too. Courses are not organised according to age levels.

REGISTRATION AND TUITION FEES

IFTS courses and the ITS courses are free of charge and financed through the European Social Fund.

MAIN TRAINING PROGRAMMES AND CORRESPONDING LEVELS OF STUDY

The professional profiles related to the various pathways have a high level of cultural knowledge, basic skills, cross-curricular as well as deep technical-vocational skills corresponding to the IV EEC level (Decision 85/368/EEC). According to the reorganisation of Higher Technical Institutes (ITS), the courses offered by these institutes aim at meeting the formative needs referred to the following 6 technological areas: energy efficiency, sustainable mobility, new technologies in life, new technologies the 'made in Italy', innovative technologies for arts and cultural activities, ICT.

IFTS courses are planned by the Regions, which are responsible for the training programmes.

DISTANCE LEARNING PROGRAMMES AND CORRESPONDING LEVELS OF STUDY

The body responsible for the training can organize part of the course by way of distance learning programmes.

CURRICULA ELEMENTS (PLACE OF DELIVERY, SPECIFIC COMPETENCE-BASED SKILLS TO BE DEVELOPED)

ITS courses can be established by the following institutes: a technical or vocational state or non-state upper secondary school, located in the province where the training is organised; a training institute accredited by the Region for the organisation of this kind of training, located in the province which organises the training; a firm/enterprise of the professional sector related to the Higher Technical Institute; a university department or other body in the scientific and technological research area, and a local authority (province, commune, town, consortium of communes in mountain areas).

IFTS courses are planned and provided by minimum four educational institutes: school, vocational training provider, university, enterprise or another public or private subject, formally associated in the form of a consortium.

Programmes of study of both pathways refer to common competences to be acquired like linguistic, scientific and technological competences, or juridical/legal and economic/financial competences,

organizational competences, and competences related to communication at different level, and technical-professional competences related to the specific higher technical professional profile, organised on the basis of the European Union indicators for certificates and qualifications.

The higher technical education and training system offers courses aiming mainly to develop professional specialisations at post-secondary level which meet the requirements of the labour market, both in the public and private sectors, in particular for what concerns the organisation of services, local bodies and productive sectors undergoing deep technological innovations and by the market's internationalisation according to the priorities indicated by the economic planning at regional level.

ASSESSMENT

The courses end with a final assessment of the competences acquired. Final assessment is carried out by examination boards made up of representatives of school, university, vocational training and experts from the labour market. The Regions can define how to set up the examination boards and they are also responsible for the issue of general indications related to the final assessment of the acquired competences and to the relevant certification, in order to issue titles/qualifications to be recognized at national and European level.

CERTIFICATION

According to the recent reorganisation of this sector, courses offered by Higher Technical Institutes (ITS) lead to the attainment of a Diploma of high level technician, while *IFTS* courses, organised by the Regions, lead to the attainment of a Certificate of high level technical specialisation. Both of them give access to public competitions.

The reorganisation of the system for Higher Technical Education and Training (IFTS) which constitutes a measure aimed at strengthening post-secondary training not of an academic nature; the value of the professional-technical process is also being enhanced by the contribution of the educational hubs set up by the Regions to ensure acquisition of the skills needed for local economic development.

MAJOR CHARACTERISTICS OF FORMAL CVET

In Italy continuing learning may be provided by different institutions; even though sometimes these structures do not set a learning supply specifically addressed to workers, the participation of the world of work is considerably high. In particular:

- Universities and Research Institutes;
- Upper Secondary schools in collaboration with other formative structures;
- Training Agencies as qualified by regional administrative bodies;
- Non qualified training/vocational guidance structures (they cannot release a formal certifications) ;
- Training enterprises.

ADULT EDUCATION CENTRES (*CENTRI TERRITORIALI PERMANENTI*)

The Ministry of Education Order No. 455 of 29 July 1997, *Educazione in età adulta - Istruzione e Formazione* set up the "Adult Education Centres" (*Centri Territoriali Permanenti - CTP*), defined as "places for interpreting needs, designing, co-ordinating, activating and governing education and training initiatives [...], as well as for the collection and dissemination of documentation" aimed at establishing agreements, understandings and conventions with all the organisations, bodies and/or agencies providing adult-education initiatives, in order to favour their local affirmation. Under Article 5 of the Order, the activities of the Adult Education Centres are aimed not only at courses for the attainment of educational qualifications, but also for the reception, listening and guidance, as well as the primary, functional and adult literacy, the learning of language skills, the development and consolidation of basic skills and know-how, the recovery and development of cultural and relational skills both suited to the activity of participation in social life, and to the return to training of persons in conditions of marginalization.

The CTP are the places where the courses of Italian as second language are located, for adults and young (over 16) of foreign origin. Also the courses for attain the secondary school – first degree certificate are usually located here, addressed both to the foreign origin and autochthonous citizens. As shown in the 4.4 paragraph, also in the Florence area these centers are the most frequented by foreign origin students, in order to realign their curricula with the Italian formal educational system.

QUALITY ASSURANCE

One of the most important ways to assure the quality CVET provision in Italy is the accreditation system for providers. All providers whether public or private must be accredited to deliver publicly-funded training and guidance (as legislated in Law 59/97). All regional and local authorities must follow the national criteria outlined in the legislation. In 2002, the legislation was extended to cover minimum standards for vocational qualifications as well as training structures. Accreditation is necessary for providers wanting to deliver the continuing training of workers employed and unemployed. To receive accreditation, the operational facilities of public or private providers must have: management and logistical capacities; teachers with appropriate vocational skills; proven record of effectiveness and efficiency; links with local groups and enterprises.

The “Agreement for the definition of the minimum standards of the new accreditation system of the VET institutions for the quality of services”, signed on 20th March 2008 by the State-Regions Conference is the most recent measure adopted in this field and it aims at guaranteeing a homogeneous qualitative level of the training offer the entire national territory, also following the recommendation proposals on the EQARF. In the Agreement a clear distinction is maintained between the function of control of the process and the role of the actuator institution. Regarding the application of operational tools for the evaluation and self evaluation of the training offer, it has been realized and widespread the Italian guide for the self evaluation of schools and training institutions and of the Peer Review methodology, complementary to the self evaluation, that has found an application both at single training institutions and School network vocational training centres.

ADMISSION CRITERIA

Adults that have any previous background in VET, can undertake the IFTS system, (Higher Technical Education and Training system introduced in Italy by Law 144/1999); based on “pathways” aimed at allowing youth and employed/unemployed adults to achieve a high cultural level, together with an extensive and deep technical and vocational training.

DISTANCE LEARNING

Till the present moment, it does not exist an integrated system for distance learning programmes; training offers is provided by private institutions and universities consortia – with also the participation of enterprises – that try to meet training needs emerged at territorial and/or sectoral

level. From the analysis of the distance learning programmes available, it emerges a wide availability for Office-automation courses, Quality, Operating System, Company Certification (ISO 9000-ISO 14000), Health and Safety at work, e-commerce.

MEASURES AND INSTRUMENTS TO FOSTER ACCESS TO CVET

Moreover, recent measures adopted by the Government to face the crisis (please, refer also to 2.3), extend the training possibilities of Joint interprofessional funds for Continuing Training (*Fondi Paritetici Interprofessionali per la Formazione Continua*), that can be used to finance special training plans. In fact, besides the different activities for supporting income foreseen for workers suspended or excluded from the labour market, there is also the obligatory participation to short and medium-length training initiatives, addressed to the recovery of transversal and basic competencies (also linguistic and information technology competencies).

NON-FORMAL EDUCATION

GENERAL BACKGROUND (ADMINISTRATIVE STRUCTURE AND FINANCING)

With regard to the segment of the adult population, we should distinguish between continuing training, in which technical, vocational and transversal skills are acquired on the job and adult education or learning, where the basic skills and the skills that in general refer to the active population, are acquired in formal (at Adult education centres and schools-evening courses) or informal off-the-job contexts. Implementation of non formal education and training is an attempt to respond to the need to introduce flexibility, transparency and skills and many efforts are being promoted at national level to promote a more harmonized approach in the process.

Vocational training in Italy mainly takes place in formalized contexts aimed at obtaining qualifications rather than competences. More specifically, the enormous formal and juridical value of educational qualifications linked to formal education paths and the fact that there is little or no tradition of brief or adult training, have created a situation in which it is difficult to make visible the social and cultural value of training in itself and of their related certification.

The legal framework¹⁴ regulating formal learning – and, under some points of view, informal and non-formal learning, considering the overarching strategy undertaken by the Country (since the 1990's) in dealing with Education, VET and Labor market as strictly linked issues – is set by two main acts: Law 53/03 (Moratti Reform), reforming the education and training system, and the Law 30/03 (Biagi Reform), on the labor market and employment system, which are strictly connected.

The Reform Law 53 of 2003 established various general principles on the validation of learning; among these principles, it is particularly relevant the exploitation need of the qualifications obtained at the end of experimental vocational education and training paths and the exploitation extension to those who have reached 18 years of age; this principle aims at allowing the highest number of people to obtain higher educational levels (the agreement includes certification models). In particular, section 9 of the agreement refers to subjects who have to accomplish compulsory education or who have reached 18 years of age, who can be admitted to vocational training paths according to their knowledge and skills acquired in formal, non formal and informal contexts, against recognition of the formative credits through transparent procedures established by the Regions and Autonomous provinces.

MAJOR CHARACTERISTICS OF NON-FORMAL CVET

With regard to the adult education, in recent years, non-formal training has also observed a substantial growth, being provided by a number of public and private actors and by third-sector associations, obviously linked with the increase in the training-course demand from some sectors of the adult world. It is worth mentioning that mostly classroom or distance-learning courses are provided (in particular in major cities, but in also increasingly in smaller towns) by:

- popular universities;
- third-age universities;
- civic networks for cultural promotion (civic schools for adult education, municipal libraries, museums, etc.);
- agencies, bodies and social volunteer associations, often in agreement with the Regional or Local Authorities or project managers, and are financed with ESF resources.

In many cases, the training opportunities are similar in contents and methods to those offered by the Adult Education Centers, and to those linked to ‘continuing training on individual demand’ (for example, courses in English and other foreign languages, Italian courses for foreigners, computer and multimedia courses). However, for the purposes of lifelong learning, the aim of these courses is above all to provide opportunities absolutely different from traditional school/training schemes and thus more “reassuring” and “free” for individuals who are diffident towards training. It may often occur that these pathways contribute to rebuild an interest and motivation for learning.

In Italy a formalised or institutionalised national validation system is still lacking, but the establishment of a validation system for non-formal and informal learning has become a strong and widely shared priority in the last ten years in Italy. An important step has been the Agreement of February 2000 between State and Regions, and subsequent Decree No. 174/2001 issued by the ML, providing:

- focus on skills and competences certification and enhancement of individual experiences as training credits;
- start-up of a definition process of minimum skill-certification standards;
- definition of various certification tools (e.g. the Citizen Training Booklet, *Libretto formativo del cittadino*, see box below.), in order to facilitate the recognition of formal, non-formal and informal learning as well as to standardise the validation procedures.

Over the last few years, the question of learning validation has been put among the issues dealt in the context of the most recent reforms (L. 30/03 and L.53/03) concerning education, vocational training and labour, trying to focus on knowledge and competences wherever acquired.

Example of project aiming at paving the way to the accreditation of non-formal and informal learning: The “Citizen's Training Booklet”.

Objectives:

The Training Booklet is a logbook created to collect, summarise and document the various learning experiences of the working-citizen, as well as the competences and skills acquired – at school, in training, at work, in daily life.

Background:

The creation of a “Training Booklet” has already been envisaged in various national provisions (e.g., Agreement signed on 18 February 2000 between State and Regions and Ministerial Decree DM 174/2001 on skill certification). Later, D.Lgs. no. 276/2003, implementing the ‘Biagi’ Law (Article 2.1.i), confirmed and integrated the provisions of previous measures by launching the process towards a social and institutional definition and sharing of the “Training Booklet”. The process leading to the approval of the “Booklet” ended with an agreement on its format (approved by Interministerial Decree of 10 October 2005) and with the shared decision to begin experimenting on the “Booklet”. This experimentation was managed autonomously by each Region under national supervision, and with support and monitoring provided by Isfol. The experimental phase effectively began in the second half of 2006, using proposed candidates from 13 Regions and Autonomous Provinces, involving activities conducted according to the different application methods adopted in each Region.

Key actors involved:

The “Training Booklet” is issued by the Regional and Autonomous Provincial Authorities, who can nevertheless delegate this task to other actors. As holder of the “Booklet”, it is the **working-citizen’s** responsibility to update it. The “Booklet” is divided into two sections: the first containing personal details, information about educational background, professional experiences, educational and vocational qualifications, as well as training experiences; the second section describes the specific skills acquired during various learning pathways.

“Training Booklets” provide personal information on individuals, together with their formal and non-formal learning curriculum for the purposes of job-seeking, occupational mobility and transition from one training system to another. For the labour market and **business world**, the “Training Booklet” facilitates the recognition of individual skills and competences within the context of work placement and occupational mobility, and further describes the worker's training pathway and career progress.

Outcomes:

The “Training Booklet” was effectively experimented in 9 Regions and Autonomous Provinces between 2006 and 2007, where it was issued within employment centres and training bodies. The “Training Booklet” proved above all to be useful to apprentices, workers undergoing continuing training activities, and disadvantaged individuals. On the basis of the results of the experimentation conducted in 2006-2007, ISFOL – that has also provided technical support and managed the monitoring process– is now collecting the results in order to provide the conditions for an effective implementation of the Booklet, thus individuating priority context. At the moment (2009) a first implementation of the tool could concern apprenticeship, continuous training and disadvantaged workers.

More recently (2006) a Technical Table for the national standards system has been established with particular reference to competences held and acquired in formal, non-formal and informal learning contexts. The Table, aimed at defining and implementing a “National Qualifications System” is composed by MLPS, Ministry of Education, Regions and Social Partners. This political issue will allow to integrate the different standards at each level and to relate in a common frame the typology of qualifications with the titles, qualifications and diploma delivered by the Ministry of Education, MLPS, Regions and Universities. In this context, it is worth mentioning the role of the Italian universities: the Ministry for Universities and Research that has set up a working group to draw up Guidelines for the accreditation of previous learning, enabling universities to use quality-based methodologies for the recognition of non-formal and informal learning in university courses.

The only really implemented national and institutional practice so far seems to be the IFTS; within this channel, in fact, it has been possible to recognize and certify learning and competences through a specific set of minimum standard which is structured in “*capitalisable units*”. Credit recognition occurs:

1. through the recognition of “incoming credits”;

2. during the training;

3. outside the training, so facilitating the total or partial recognition of competences acquired.

Another good example is the National Civil Service: the national regulation (Law No. 64/2001) states that competences acquired through the social service can be recognized as credits towards vocational training pathways or valuable access requirements to regulated professions.

Moreover, some regional administrations (Basilicata, Emilia Romagna, Piemonte, Provincia Autonoma di Trento, Veneto, Valle d'Aosta) are directly defining and implementing policies and operational strategies towards the validation of non formal and informal learning and for the recognition of training credits within specific formal lifelong learning pathways or for the acquisition of titles and official certificates.

TARGET GROUPS AND MODES OF DELIVERY

Concerning groups with special needs, some districts (Province) have undertaken specific interventions in order to support the integration and the achievement of training pathways of second-generation immigrated pupils, through the non curricular courses of Italian language. Furthermore, actions aimed to support learning processes and motivate immigrant youngsters through individual counselling have been launched. Specific projects have been undertaken for guidance of immigrant women, in order to reduce gender gap.

Decision makers, researchers and guidance professionals agree on a new idea of curriculum related to a new system of Guidance, beyond any system of pre-set models. The life cycle (considered as evolution to adult age) requires continuous updating under the deep recent social and cultural transformations. Modern Guidance relates to several kinds of beneficiaries and from activities mainly focused on youngster or students, nowadays a relevant number of adults participate (women, foreigners, unemployed or job seekers, temporary contracted, socially marginalized groups).

Therefore, differences in personal and social experiences or planning and satisfaction criteria, are crucial factors in defining the wide span of needs and demands for the Guidance system. In fact, different categories of beneficiaries embed more and more segmented clusters of needs that very often are not met by the present. Guidance system must be analysed in order to get satisfying reply. Within the three years pathways experimentations, most of Regions will have established public services including welcoming, information aimed to guidance, training pathways aimed to guidance, guidance counseling, competence balance, job insertion. All these interventions are aimed

to help people to make choices, to strengthen individual professional identity, to put in value the individual specific resources, in order to define a personal and professional project and to prevent early school leaving.

Due to the rise of compulsory education to 16 years, the VET system is aware of the importance of realizing integrated guidance actions, connecting VET systems (school, vocational training and labour market) and institutions at different level.

The reform of the employment agencies (Legislative Decree n. 181/2000) highlighted the liability of all subjects involved: workers, job services, VET agencies. For this reason, job services have to fix up personal and professional data application forms for job search, the subscription of an engagement to be immediately available for a job. The reform established the following standard steps:

- Enrolment, registration of personal data and statement of immediate availability to work;
- First-level guidance and fulfilment of a “professional form”;
- Second-level guidance (needs diagnosis, individualized action plan).

The approach adopted by the employment agencies is personalized and based on the creation of an individual relationship between guidance professionals and users.

The need to guarantee guidance services based on innovation and quality, has been stated by the regulations concerning the accreditation of training and guidance structures (based on Ministerial Decree n. 166/2001). Regions are responsible for accreditation procedures and must set up a regional model for accreditation. Every year, Regions are commissioned to verify the maintenance of accreditation requirements.

In this framework are placed the manuals, realized by Isfol on 2004, aimed to offer a technical support both for Regional and Provincial administrations and for training and guidance agencies and operators.

GUIDANCE AND COUNSELLING PERSONNEL

The competences and the training of guidance and counselling personnel in Italy have been subject of an animated debate. The legislative framework doesn't consider the relationship among the actors and the structures in which they operate, both at national and local level; this has led to the

multiplication of initiatives and actions involving, often in a confuse way, human resources with different competences and qualifications.

At the current moment, guidance and counselling personnel have different competences and qualifications. The Italian regulation has not yet established neither specific training pathways or minimum requirements for functioning as guidance professional. Following the reform of Employment services (1999) most of guidance activities take place within the Centres for Employment (CPI) or the Agencies for job search (Law n. 30/2003). Guidance activities take place also within schools, universities, vocational training centres, voluntary associations' counselling offices (e.g. *Informagiovani*).

In addition, human resources managers, school and university teachers, communication experts. Usually, the minimum required qualification is an high school degree, but empirical evidence are also qualified for providing guidance services. Professionals have, in most cases, an university degree and/or a master's degree.

The Ministerial Decree n. 166/2001 (Accreditation of subjects providing guidance services) regulates the accreditation of training and guidance structures and states (art. 10) the establishment of minimum standards of professional competencies of guidance professionals. The Decree identifies two subjects dealing with guidance:

- The guidance operator, charged with doing needs diagnosis, planning individual and group guidance interventions, managing welcoming initiatives and screening users needs;
- The tutor of job insertion, charged with analysing local Labour market, planning the assistance intervention for job insertion, counselling, tutoring, managing relations with local stakeholders, supporting users in making their own curriculum and applications.

The State-Regions agreement of 2nd August 2002, defined the credentials of guidance professionals, at Regional level. Subsequently, the description system and the certification of competencies would be harmonized at National level. In 2007 only 8 Regions and Autonomous Provinces established criteria concerning guidance professionals' profiles. In 2008 has been set up – by Isfol and the Ministry of Labour - a School for Guidance Professionals (*Scuola per Professionisti dell'Orientamento*). The School represents a reference point for the set up of an integrated system for training, updating and competence development of guidance professionals and offers a wide

range of high-qualified training courses, seminars and workshops. Many courses and masters are offered also by public and private universities.

OPPORTUNITIES FOR YOUNG REFUGEES, ASYLUM SEEKERS IN THE LOCAL VET SYSTEM

No specific courses or programmes are organized and or foreseen for the target of refugees, either in Florence or elsewhere in Italy on a systematic base. Occasionally, local associations accredited as training agencies or other institution of the VET system organize specific courses for immigrants (or rarely for refugees), but usually also these courses are not linked with the real labour market.

During the year 2008, the Toscana Regional Authorities, in the frame of a FSE project, trained trainers in order to have a first group of evaluators able to check and certificate the informally developed competences and skills in the LLL (D.D. 21/11/2007 n.5636). Until now, the opportunity represented by this kind of certification is not yet used for refugees and asylum seekers, who would benefit more doing the fact they often do not have the documents with them (also regarding their formal studies).

4.1 Training and working biographies

Farida tells us that she never went to school and she is illiterate. She speaks Somali, but she cannot read or write. She knows only some words in English, in Norwegian, in Italian. In Somalia she always worked in the countryside, pasturing sheep. When she was in Libya and in Norway she worked as cleaner. In Italy she never managed to work. She declares that she could not find work or a training course because she is alone with a baby to care for.

On the contrary, **Maisa and Zahra** (the other two women), have both attended the school in Somalia. **Zahra** from the age of 7 years old to 15 studied in a school for midwives, and at the end of it she received a diploma. She tells us that, when in 1991 Siad Barre was deposed and the Somali school system was not free anymore, she had to stop her studies, because she had not the financial possibility to go ahead. In Somalia she worked for 14 year in her mother's food shop. From 1997 to 2002 she lived in Saudi Arabia and then in Kuwait and she worked as a carer. Also in 2009, for about 7 months, she worked with a regular contract as a carer near Lecce in Italy.

Amir obtains the Secondary school certificate in 2001 in Somalia (4 years) and he starts to attend the first 2 years of High school (instead of 4). In the meantime, he does many works: he manages the family's oil mill, he works as a cashier in a food shop and he works as a welder. After his arrival in Italy, besides working for some seasonal black labor, he attends for 5 months some evening training classes at a secondary school in order to obtain the diploma.

Hassan tells us that he , left from Somalia with the Elementary school certificate and a baggage of working experience as those of guardian at his father garage, assistant mechanic, baker/pastry chef, bricklayer, cashier in a bazaar, he worked for 2 years as a steel industrial worker and he attended two training courses, the first one for the maintenance of public green spaces (8 months) and an informatics course (72 hours).

Bassam has a different story. He tells us that when he was three years old, he was put in a military college, where there were circa 600 people (children and young minors). In 1991 the war burst out. He remained in this college until 1996, helped by the Red Cross and by another Irish organization. He attended primary and secondary schools at the college, but he was not able to go ahead in his studies, because it was necessary to pay teachers furtively and he had not the possibility to do that. In total, he studied 11 years. He learned English at school and Arabic, reading the Koran and during his stay in Egypt. He worked in Italy with many jobs, as that of farmhand, bricklayer and cleaning work.

Educational and employment biography - Bassam

<i>Where</i>	<i>When</i>	<i>How long</i>	<i>Employment</i>
Palermo	2004	20 days	Farmhand (black labour), 8 hours each day for 15 euros. He ate and slept at the farm.
Bologna	2005	15 days	Bricklayer (black labour)
Firenze	May 2005- July 2007		Industrial work (short term contract)
Firenze	2005	1 month	Farmhand (short term contract)
Firenze	December 2005-April 2006		Bricklayer (black labour)
Firenze	May 2006- July2006		Industrial work (short term contract)
Firenze	September 2006- November 2006		Cleaning work (short term contract)
Firenze	November- December 2006		Farmhand (short term contract)
Firenze	January		Cleaning work (short term contract)

	2007-May 2007		
Poland	2007-2009		Bricklayer (short term contract)
Firenze	2009-2011		Cleaning work and bricklayer

Educational and employment biography - Zahra

<i>Where</i>	<i>When</i>	<i>How long</i>	<i>Employment</i>
Somalia	1987-1995	8 years	Midwife School and traineeship
Somalia	1986- 1997/ 2003-2007	14 years	job in mother's food shop
Saudi Arabia/Kuwait	1997-2002	5 years	carer
Lecce (Trepuzzi)	2009	7 months	carer

Educational and employment biography - Maisa

<i>Where</i>	<i>When</i>	<i>How long</i>	<i>Employment</i>	<i>Reasons for unemployment</i>
Catania (Sicily)	2007	1 month	Carer	The person died
Aprilia (Roma)	2010	20 days	Carer	The person died
Firenze	2011	2 months	Carer	The person died

Educational and employment biography - Amir

<i>Where</i>	<i>When</i>	<i>Employment</i>
Somalia	2001	Secondary school certificate (4 years)
Somalia	2003	2 years of High school (instead of 4)
Somalia	1998-2006	Managed the family's oil mill, work for the production of <i>MAKIIINAB</i> (Somali bread), work as a cashier in a food shop, work as a welder
Italia	2008-2011	Seasonal black labor: pruning, olive and grape picking
Italia	2010	Attending for 5 months some evening training classes at a secondary school in order to obtain the diploma

Educational and employment biography - Hassan

<i>Where</i>	<i>When</i>	<i>Employment</i>
Somalia	1996	Elementary school certificate
Somalia	1997-2007	Guardian at his father garage, assistant mechanic, baker/pastry chef, bricklayer, cashier in a bazaar
Italia(Terni)	2008-2010	Steel industrial worker
Italia (Terni)	2008-2010	Intensive course for the maintenance of public green spaces (8 months)
Italia (Terni)	2008-2010	Informatics course (72 hours)

4.2 Italian courses

Farida and Zahra had never the possibility to attend Italian courses. **Farida** does not speak and she does not understand the Italian language, on the contrary **Zahra** has a basic knowledge of it, learnt during the years passed in Italy. Moreover **Zahra** has a basic knowledge of English, and a good knowledge of Arabic, learnt at school in Somalia and when she lived in Saudi Arabia and Kuwait.

Bassam and Amir tells that they attended an Italian course, **Bassam** at the “Villa Pieragnoli” in Florence, **Amir** at the “CARA” in Comiso, but in both cases, for different reasons, the course has not been finished.

Italian courses - Amir

<i>Country</i>	<i>Course duration</i>	<i>Typology of the course</i>
CARA in Comiso	3 months	Circa 40 participants
Association of mutual help <i>Kulanka</i> , Firenze	8 months	Circa 15 participants

4.3 Obstacles related to VET system and employment

Amir tells us that he would like to attend a mechanic training course, but the training agencies said always that these kind of courses were not available at the moment. After his arrival in Italy, he went to several employment agencies and he enrolled at the employment center, but they never called him for work.

It is interesting finally to describe the experience of **Hassan**. He tells that at the end of the course for the maintenance of green space which he did in Terni, he did not manage to obtain the certificate of participation and, when he arrived in Florence, he lost a lot of time and energy to obtain it. He would like to become an electrician. He obtained information for training courses but they were too expensive.

4.4 The VET system in the Province of Florence

As already highlighted, the Florence VET system has not specific vocational trainings for refugees or people under International Protection.

The local formal VET system is similar to the national system. The Florence Province Administration manage the VET offer related with the labour market.

The local principal centres are:

- 1 The **Centro di Formazione Professionale** – CFP of via Capo di Mondo, 66 – directly managed by the Florence Province Administration. Most of the vocational training activities of public and of private agencies are supervised by the CFP. Many of the activities below are directly organized and / or supervised by the CFP:
- 2 The Adult Education Centres (**Centri Territoriali Permanenti - CTP**), instituted by the Ministry of Education, which offer courses for adults and young over 16, namely for attain the primary and secondary schools degrees. Moreover, the CTPs offer courses on Italian as second language, English Language, ITC, etc.

In the territory of the Florence Municipality, there are 2 CTPs, one inside the “School-Town Pestalozzi” (via delle Casine, 9 in the District N° 1 – Florence City Center) and one inside the middle school “Beato Angelico” (via Leoncavallo, 12, in the Florence District N° 5 – where the higher number of families with non Italian citizenship live).

In the rest of the Provincial area, there are other 7 CTP:

Bagno a Ripoli Antella-Grassina, Via Belmonte, 40 - 50012 - Bagno a Ripoli (FI);

Inside the secondary school “Giovanni della Casa”, Via Don Minzoni, 19 (Borgo S. Lorenzo), 50032 - Borgo San Lorenzo (FI);

Inside the secondary school “Matteucci”, Via Buozzi, 65, 50013 - Campi Bisenzio (FI);

Inside the secondary school “Bacci-Ridolfi”, Viale di Vittorio, 31, 50051 - Castelfiorentino (FI);

Inside the secondary school “Busoni – Vanghetti”, Via Liguria, 1, 50053 - Empoli (FI);

Inside the secondary school “Lastra a Signa”, Via Gramsci, 139, 50055 - Lastra a Signa (FI);

Inside the secondary school “Maria Maltoni”, Via Rosano, 16/A, 50065 - Pontassieve (FI).

- 3 **Corsi serali Comunali** – CSC (Municipality Evening Courses), which offer the possibility for the adults to graduate in the secondary schools of 2nd degree. All the courses are 3 years long and have a duration of 3 year and they permit the access to the University. According to the data of the school year 2010/2011, the students with foreign citizenship, attending the evening courses in Florence were 70: 15 from Perù, 8 from Albania and Romania, 4 from Ucraina, 3 from Brasile, Marocco, Costa d'Avorio, Cina, Russia e Somalia, 1 o 2 from other countries. In total 6 minors, 19 aged 19 - 23 years, 15 over 40. In total 50 women and 22 men.

The only control made by the CSC regards the residence permit, necessary to participate in State exams.

Recently, due to the cut in public spending, the Firenze Administration, decided to close the evening courses since next school year. At the same time, the Municipality activated a new educative service for young people, drop out from the 1st or 2nd year of high schools.

- 4 The **Scuola Professionale Edile di Firenze** - SPEF, is a private school jointly founded by Confindustria Firenze and trade unions Organisations in order to qualify the personnel employed in the building sector.

- 5 The on line LLL programme **TRIO**, managed by Toscana Region (and co-founded by Italian Ministry of Labour and FSE), namely the “Progetto Stranieri” (Foreigners Project), <http://www.progettotrio.it/trio/progetto-stranieri.html> , which aim is to “facilitate the foreign citizens integration with the local community through the language literacy, the knowledge of the territory from the cultural and institutional point of view, the labour market rights, duties and principal regulations”.

No courses explicitly addressed to refugees and asylum seekers are available in Florence, but the association Arci collects the enrollments by the refugees living in Villa Pieragnoli and Paci for the vocational courses organized by the above described CFP of Florence Province. The courses are organized if it is reached a minimum number of enrolled students. The courses expenses are paid by the Province Administration.

During the interview we made, Arci referents reported that the main difficulties are: the lack of visibility and the lack of informations on vocational courses. In some cases the candidates are not able to provide their educational qualifications documents, often requested for attending the courses. Arci itself organized some courses, i.e.: course for metal-workers (once a year, duration of 3 months); course for kitchen help; course “Perla” for women and disadvantaged people.

Vocational courses and training promoted in Florence by Arci in 2011:

Course	Duration	Number of participants	Gender and status	Age	Citizenship	Results of the first 6 months of 2011

Project "Perla" 1 leather, 2 catering 1 drop out	40 hours (theoretical) 300 hours stage chosen by participants	4	2 M 2 F – 1 asylum seeker 3 refugees	26, 35, 23, 23	1 Azerbaijani 2 Somali 1 Eritrean	1 Drop out 3 Course completed (no job placement)
Prototyping (leather)	250 hours (classroom hours: 170 stage hours: 80)	1	M 1 refugee	24	Somali	Course completed with Certificate of attendance (no job placement)
POP - Percorsi per l'Occupabilità e il Placement – constructions of masonry	760 hours (classroom hours: 120 stage hours: 640)	4	4 M – 1 asylum seeker 3 refugees	28, 23, 31, 31	3 Somali, 1 Turkish	1 Drop out 3 Degrees of professional qualification (1 job placement)
Tourism sector: housekeeping and hotel reception	210 hours (of wich 60 for stage)	2	2 M – 2 asylum seekers asilo	20, 21	1 Albanian, 1 Kosovarian	2 Course completed with Certificate of attendance (no job placement)
Addetto assistenza di base	800 hours	1	M – 1 refugee	22	1 Somali	Certificate of attendance
Cooking course for adults political refugees	226 hours	5	4 M 1 F – 4 asylum seekers 1 refugee	21, 30, 26, 30 23	1 Kosovarian, 2 Turkish, 1 Pakistani 1 Eritrean	4 course completed with Certificate of attendance
Demetra	160 ore + stage	3	2 M 1F – 3 subsidiarian protection	36, 26, 21	3 Somali	3 course completed with Certificate of attendance (no job placement)

Vocational courses and training promoted in Florence by Arci in 2010:

Course	Duration	Number of participants	Gender and status	Age	Citizenship	Results
Course for welder (Institute Don Facibeni of Firenze)	120 hours	1	1 M – subsidiary protection	31	1 Somali	1 course completed (no job placement)
Hotel reception (Apifinser of	300 hours	4	3M 1F	30	3 Somali, 1 Ivorian	3 course completed with Certificate of

Firenze)			– 1 asylum seeker, 3 subsidiary protection			attendance. (2 job placement)
Course for electricians (Institute Don Facibeni of Firenze)	120 hours	1	1 M – subsidiary protection	22	1 Somali	1 course completed (no job placement)
Course Inail on safety in the work place	210 hours (of which 60 of stage)	16	3F 13 M – 2 humanitarian, 6 subsidiary protection, 4 refugees, 4 asylum seekers	20, 21	1 Kurdish, 4 Pakistani, 2 Eritrean, 1 Afghan, 1 Rep. Dem. Congo, 1 Ivorian, 6 Somali	2 course completed with Certificate of attendance (no job placement)
Domestic care	220 hours + 80 of stage	1	1F – asylum seeker	30	1 Ivorian	Certificate of attendance
Welding course (Ipros - Circondario Empolese Valdelsa)	600 hours + stage	3	3M – 1 asylum seeker, 2 humanitarian protection	20, 21, 22	1 Senegalese, 2 Somali	EU Qualification (2 job placements)
Course for metalworkers, only for asylum seekers and political refugees (at Vocational School of Firenze Municipality)	250 hours + stage	8	8 M – 1 humanitarian protection, 1 refugee, 6 subsidiary protection	18, 30, 30, 36, 24, 23, 25, 36	6 Somali, 1 Afghan, 1 Eritrean	8 Certificate of attendance. (3 job placements)

CHAPTER 5

Good practices: “Villaggio La Brocchi”

1. STATE/CITY
Italy, Florence

2. Project/organization

Project:

Project “Villaggio La Brocchi”

Contacts:

Email: accoglienza@progettoaccoglienza.org

Telephone and fax: +39 055 8459800

Address:

Loc. Cannicce 7/1-2-3, 50032 Borgo San Lorenzo, Firenze

Project manager:

Associazione Progetto Accoglienza

Managing and promoting body:

Associazione Progetto Accoglienza

3. Description of the actions carried out

The “Associazione Progetto Accoglienza” manages:

- the “Casa di Accoglienza “Verso Sud”” (is working from October 2004) until 31st December 2011 received 26 families with a total of 93 people from 15 different countries whereof 29 women, 19 men, 42 children;
- the “Casa Madre dei Semplici” is working for 19 years and it received 71 families (261 people) coming from 21 different countries;
- The “Casa di Pietro” is an apartment for long staying and it received 12 families from 3 countries.

The project realizes not only the reception for immigrant families with minors, but it carries out also an accompaniment, training, introduction to work and responsabilization for a real integration. The diversity of the contributions to this center is reflected in the several activities organized, from the reception of the migrant families with minors to the cultural and training

manifestations, from the services offered by the Intercultural and Peace Education Documentation Center to the screening of movies and musical evenings, from the hospitality of the house for holidays “La Tinaia” to the multiethnic catering service “Ethnos”.

At the same time to the arrival in the center, the health, social, scholastic, literacy, support and integration, training for adults and minors accompaniment starts. These services are offered both internally and through the City social service, the Asl health service, the projects done in collaboration with “Società della Salute” and “Comunità Montana”, the public scholastic services and those realized in collaboration with a network more and more crowded of other associations, organized groups and parishes. This center carries out also several training workshops that can be connected to the different competences of the person for adults living in the center. Moreover it carries out art therapy, frame, photography, multiethnic cuisine and arabic workshop. It organizes training courses and internships in some companies. Together with the “Cooperativa Archimede” some gardening courses. In collaboration with “Medici Contro la Tortura” and “Amnesty International”, a center operator writes the personal memory of the migrants together with him/her, in order to present it to the Commission for the recognition of the refugee status. The center is working for an additional support project entitled “Far from violence” financed by the European Fund for Refugees (EFR) in a network with other Italian realities that receive vulnerable migrants and in collaboration with “Società della Salute” and “Comune di Borgo San Lorenzo”. With “Istituto degli Innocenti” some workshop for children are organized, with the future project to broaden the participation to the children of the territory in order to create some sharing moments, to make the center more dynamic and to establish new ties and relationships. Besides the projects carries out in the center, this structure has organized some activities in the schools of “Unione dei Comuni Del Mugello” since ten years ago with literacy courses, intercultural workshops and study groups.

4. Points of force

The atmosphere is welcoming, there is the possibility of use several instruments, a group of close operators, a network of volunteers and voluntary associations. Good relations with the local authorities, with Progetto Nordafrica”, with “Centro di Documentazione Interculturale e di Educazione alla Pace”. Another point of force is that in the center there is not an high number of people.

5. Criticities and obstacles

The people who arrive in the last period are more and more psychologically weak for overlapping frailties due to a second forced migration and to the high complexity of the Libyan situation. Many people who migrated in Libya, mainly from Central Africa, were forced to escape again to more precarious situations. In order to give a response to this new situation it would be necessary to carry out reinforced paths and to reduce the waiting times for the legal recognition (all of this with the realization that to 59,9% is denied the refugee status and very probably these people will remain in our territory).

In order to face these more and more complex frailties, we feel the need to constantly bring ourselves up to date and to work in network to share knowledges and experiences.

6. Partner network

“Associazione Progetto Accoglienza” collaborates with “Istituto degli Innocenti” (that is the holder of the structures), “Provincia di Firenze”, “Comunità Montana Mugello”, “Comune di Borgo San Lorenzo” and “Comune di Firenze”, “Prefettura di Firenze”, “Regione Toscana”.

CHAPTER 6.

Integration problems in Italy for people under international protection

Year by year, critical situations emerge in Italy concerning the effective integration of people under international protection, due both to the deficiency of support instruments to the socio-economic integration of refugees and to the black, informal labour market, independently of the present context of economic crisis and the general level of unemployment in Italy. When refugees exit from the governmental reception centres and/or from the SPRAR system, they remain without any reference points or services. The services provided for by the Local Authorities, where the refugee lives, are often the only support system they have. Even if serious obstacles to the use of these services still remain, as the difficulty or impossibility to obtain the registry enrolment without a stable residence. The consequent failed residence recognition makes the local public services actually inaccessible, in particular social assistance and health care.

A particularly emblematic situation is the one we find in the territory of Florence, if one considers the living and working conditions of the Somali refugees¹³.

Access to Regional Health Services and taking residence in Tuscany for those who are entitled to international protection

From the statistics concerning the social-sanitary conditions of those entitled to International Protection, compiled by MEDU (Physicians for Human Rights) inside the occupied building „Kulanka“¹⁴, show that more than 40% of the Somalis that live in this building do not have a National Health card. The impossibility to obtain civic registration does not, indeed, allow them to register with the regional¹⁵ Health Service as well as making it impossible to access the Local Authority Housing programme that is part of the social services. In Tuscany, in order to enter an ASL (Local Health Centre) you must show your residence permit and civic

¹³ “ Italy has always been, right from the beginning, one of the Somali refugees' first destinations – because of its colonial history. The statistics concerning Somalis who have asked for political asylum during the past 20 years clearly show that the number of arrivals mirror exactly the political events and the degree of insecurity in Somalia. In 1991 the fall of Siad Barre and the resulting armed uproars that followed caused ca. 1700 Somalis to ask for asylum in Italy. The attempts at pacification that were enacted in the second half of the nineties and during the first years of 2000 reduced the arrivals significantly – they came down to insignificant numbers – whereas in 2003 they rose to 1700, and in 2008, after the continuation of war action and the intervention of the Ethiopian army, the civil war caused, as far as Italy was concerned, the arrival of 4800 asylum seekers. [...] Throughout the nineties, Italy proved to be utterly unprepared to deal with the arrival of Somali refugees showing strong shortcomings in legislation and administrative matters as well as reception structures and integration was concerned. These numbers were always handled from an emergency perspective that has tried to depict „the Somali issue“ as a sudden and transitory phenomenon that could be resolved by using ad hoc measures, even though it has in the last 19 years been a lasting phenomenon. In particular, diverse mechanisms in order to protect Somali refugees have been adopted, but never on a wider normative level and always reacting *a posteriori* when situations of uneasiness and difficulties had already come into being. [...] The condition of the Somali refugees was resolved only in 2007, when Italy enacting a European Community norm introduced Subsidiary Protection that was granted to all those who had fled their own country because of armed conflicts – a condition that holds true in the case of Somalia. In the course of the last 18 years, together with the normative shortcomings of the Italian system, a defect in the reception structures and the total lack of a sound strategy of integration, all of which have resulted in an unbearable living condition of Somalis and which, as will be seen, have led to their departure. Particularly the missing residence permit and the ensuing impossibility of taking up any form of work together with the shortcomings of the reception structures have led to Somali refugees' very poor living conditions as well as a situation in which they are denied fair economic resources and housing.” C. Fringuello, *L'esodo dei somali in Italia*, in *Rifugiati. Vent'anni di storia del diritto d'asilo in Italia*, C. Hein (a cura di), Donzelli, Roma, 2010.

¹⁴ See Chapter 1, 1.3.4., “Occupied buildings in the City and Province of Florence”

¹⁵ Article 29 of the Directive 2004/83/CE of the Council (April 29, 2004) which defines the minimal norms for the nations of the European Union concerning the importance of international protection. This Directive declares that each member state, country of asylum, must guarantee that persons entitled to international protection have access to health care in the same measure as it is granted to its citizens, with particular mention of people who show signs of special needs (pregnant women, disabled persons, victims of torture etc.)

registration or a certificate declaring you are actually living in that city and district. To this purpose we would like to quote a study undertaken by MEDU:

[...] it is always impossible to fulfil this basic requirement or at least very difficult for these refugees due to the fact that the Local Authority has systematically denied up to now civic registration for those who live in occupied buildings. Whereas, according to existing norms, the civic registration – which is a fundamental prerogative to social rights – should be guaranteed as a personal right of a human being for Italian citizens as well as to foreigners who habitually live in Italy – without taking into account the nature of their housing or on whether housing is available or not (2). Even in the case of the number of people who are regularly registered, however, only 54 % has a Health Service card. The remaining refugees, even though having the right are not registered with the National Health Service because of the bureaucratic difficulties described above.

The main illnesses are affections of the nervous system (28%, mostly headaches) and affections of the respiratory system of different importance (21 %). Gastro-intestinal disturbances, blood-diseases and contagious diseases or parasites represent 14 % of the cases. As, many of these conditions can be resolved at the out-patient departments, refugees must apply for outsource hospital services – paying much. The impossible registration with the Regional Health Care, denies, indeed, the access to physicians of the general health care system which is the normal access to prevention, diagnosis and treatment of the principal problems concerning health, and which guarantees a therapeutic effect¹⁶.

CHAPTER 7

Recommendations

As a general premise, it is necessary to evidence that the general problem in Italy for refugees and asylum seekers is that up to now there is no specific law protecting their status. This fact influences the insertion of refugees and asylum seekers not only in the VET system, but also in the labour market, in housing, etc. It is fundamental the approval by Italian Government of a comprehensive law on the protection of asylum seekers and refugees, which must be in line with both international instruments and legal standards on the subject and with the national legislation on immigration.

¹⁶ Rule of the Home Office nr. 8 (May 29, 1995). MEDU (Physicians for Human Rights), *Citta' senza dimora, Indagine sulle strade dell'esclusione*, Infinito edizioni, 2012, pp. 94-96

Our specific recommendations take into account the concrete situation of the city of Florence, structural deficiencies, individual problems, etc.. As regards statistics, at local level (as at Italian national level) we have difficulties to have official disaggregated data, which would be of considerable help when organizing the VET system for asylum seekers and refugees on the basis of their specific needs.

Even the school teachers, as the trainers of the local VET system, do not know, and therefore are not able to face, the specific needs, expectations and hopes or problems of this specific target group.

So the first recommendation is:

Monitoring the life situations of refugees, asylum seekers, unaccompanied minors and their educational needs.

In keeping with the specifications currently applicable in Florence, monitoring of integration policy measures and the social and educational reporting puts until now the focus on migrant groups or in a generically defined “foreign origin” group. It does not take account of asylum seekers or persons having the legal title to stay as refugees: in fact the local authorities, schools teachers and professional centres trainers even do not know that this target group exist. It is essential to involve teachers and trainers in the process of checking, analyzing and monitoring the situation and of identifying problems and possible solutions, aimed to eliminate inequality and disadvantages of these groups. Particularly with respect to educational planning, it is important to collect data regularly on the educational participation of refugees in the various districts schools and VET agencies/centres, and to use the data for evaluation of implemented activities. The goal should be to prepare a qualitative, problem-related educational report, giving indications for the policy makers in education and vocational training in Florence.

The second recommendation is:

Creating a network among unaccompanied minors host communities and the local entities concerned with schooling, VET, labour insertion, in order to let unaccompanied minors to be defended from labour exploitation and from the risk to become illegal when 18 years old.

The situation of youngster is even more worse: namely when they arrive in Italy, without parents and often without documents, usually aged around 16 or 17, according to the law, they must be inserted in a host community for minors. In some days 60% of them move away (from some place

the rate arise 100 %), in particular when they are inserted (unlawfully) in centers for adults, as often happens. In order to try to shorten the long times of the procedures for asylum, many other minors declare to be over 18.

It is difficult to know how many among them join relatives or friends and how many enter in the circuit of children labour exploitation. Sometimes, they are put unlawfully into the Immigrants Detention Centers (Centri di Identificazione e Espulsione - CIE) or in the Centres for asylum seekers (Centri di Accoglienza per Richiedenti Asilo - CARA) together with adults. The only legal way in fact is their insertion in community-houses for children or in foster families, but also in Florence, as evidenced by the interviews, many of them live in occupied building, without relatives. Also for those who are regularly in communities, courses of Italian language are not frequently activated and only few of them attend school or VET.

For obtaining the residence permit, when they become adult, they must have regularly frequented at least 2 years of courses. The above mentioned precarious situation in fact compromises this possibility and the day of their 18 birthday often become the day in which they receive the expulsion order from Italy. Usually they don't leave Italy, but they became illegal.

In order to protect minors asylum seekers from the risk of children labour exploitation and from the other above described risks, it is necessary to insert them as soon as possible in the educational system, creating a network among host communities and the other local entities concerned with schooling, VET, labour insertion.