

**Mediterranean City-to-City Migration  
Dialogue, Knowledge and Action**

**Priority Report  
Metropolitan Area of Turin  
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**Irene Ponzo (FIERI)**

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## Project information

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

In this context, the **Mediterranean City-to-City Migration Project** aims at contributing to improved migration governance at city level in a network of cities in Europe and in the Southern Mediterranean region. The project is cofounded by the European Union and the Swiss Agency for Development and Cooperation, and is implemented by a consortium led by the International Centre for Migration Policy Development (**ICMPD**) in partnership with the United Cities and Local Governments Network (**UCLG**) and the United Nations Human Settlements Programme (**UN-HABITAT**) and with the United Nations High Commissioner for Refugees (UNHCR) as associate partner, in the framework of the Dialogue on Mediterranean Transit Migration (MTM)<sup>1</sup>. The city network is composed of the cities **Amman, Beirut, Lisbon, Lyon, Madrid, Tangiers, Turin, Tunis** and **Vienna**.

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

This **Priority Report** stems from the consultation of local stakeholders through individual interviews and a focus group held at the beginning of March 2017. Stakeholders belong to both public and non-public organisations and come from the whole Metropolitan area (see Annex 1 for the complete list). The Report is articulated in four Priorities: 1) labour integration of asylum seekers and refugees; 2) social cohesion and the development of good relations between newcomers and the local communities; 3) migrants' access to decent housing; 4) second generation integration

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<sup>1</sup> The MTM is an informal consultative platform between migration officials in countries of origin, transit, and destination along the migration routes in Africa, Europe, and the Middle East.

## **PRIORITY 1. Labour integration of asylum seekers and refugees**

### **1. Introduction and background information on the topic**

As a consequence of the increase in mixed inflows over the last years, policy priorities of both EU and the Italian government have been mainly focused on identification and first accommodation whereas refugee integration into the receiving society has remained aside until very recently. On the contrary, local actors have always expressed concern for integration being the most hit in case of failures in this regard. They have always underlined the necessity to start working on this since the very first phase after the arrival with a particular attention to the inclusion into the labour market, regarded as a sort of pre-requisite for a positive socio-economic integration into the receiving society.

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

Data of unemployed asylum seekers and refugees are not available. However, we can look at the numbers of unemployed refugees registered in the Employment Centres of the Turin metropolitan area. On 31 December 2015, they were 3,274, with an increase of 15.0% compared to the previous year. The growth in new registrations has been even more impressive than that in stock being equal to 53.5% in the same period<sup>2</sup>. The large majority of unemployed refugees (83%) are men. The main countries of origin are Nigeria, Somalia and Mali with a particular increase of the latter in 2015.

Finally, beside policies concerning asylum seekers, we have to consider that employment services and policies are under reform. As a consequence of the National Law no. 56 of 2014 and the Piedmont Regional Law no. 23 of 2015 the Employment Services has passed from the Metropolitan City to the Agenzia Piemonte Lavoro (Piedmont Labour Agency) which is an agency of the Piedmont Region (see the Turin Migration Profile). At the same time, the central government had planned to set up a national Employment Agency to coordinate the employment services and boost active labour policies that in Italy are still very lacking but this process has been stopped by the rejection of the Constitutional reform with the referendum held in December 2016. This piecemeal reform risks to further hamper effective interventions to support asylum seekers' and refugees' integration into the labour market.

### **2. Position of members of the city stakeholder group: Commonalities and disagreements**

As for the positions of local stakeholders, they all regard refugee integration into the labour market as a sort of pre-requisite for a more general positive socio-economic integration into

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<sup>2</sup> The source of the following data is Città Metropolitana - Servizio Coordinamento Centri per l'Impiego - Servizio Politiche per il lavoro 2016

the receiving society. In fact in Italy migrant integration has always passed through the labour market, given the weak Italian welfare system.

Local stakeholders' positions do not completely converge when it comes to what matters more in favoring refugee inclusion in the labour market, especially in the extra-urban areas, though it is just a matter of emphasis.

a) Part of them regard the local economy's features as the key factor in determining asylum seekers' and refugees' employment opportunities. They underline how the active population decline - which is particularly significant in mountain areas - may open up job opportunities for asylum seekers and refugees who, in turn, could contribute to the growth of the local economy.

b) Others argue that refugees' labour integration mainly depends on organisations which are in charge of accommodation and integration services and, especially on their embeddedness in the local context. This consideration lays on the structure of the Italian labour market whose backbone is constituted by very small enterprises where recruitment passes through personal contacts so that personal networks and trust are crucial assets for job seeking.

Finally, some stakeholders remind that there are other vulnerable migrant categories such as Roma which, though living in the Turin metropolitan area for a long time, have still difficulties in finding jobs in the local labour market with negative consequences on all life dimensions including housing. More generally, the economic crisis started in 2008 has severely impacted on migrant families, including long-established ones, so that unemployment concerns a large share of the migrant population (see Turin Migration Profile). In the perspective, the following challenges and policy options, though focused on asylum seekers and refugees, could be applied also to Roma and other vulnerable migrant categories.

### **3. Main challenges**

The main challenges concerning refugees' labour integration pointed out by local stakeholders are the following:

- *Refugees' low proficiency in Italian language.* Language learning is particularly difficult for people illiterate in their own language that would require very specific courses. Furthermore, the accommodation in collective structures with few contacts with the local population may hamper everyday language practice.
- *Refugees' low educational level.* The large majority of refugees arriving to Italy has a rather low educational level. This may be a problem not only for the immediate insertion into the labour market but also for training activities' outcomes since better education levels seem to favour learning processes.
- *Difficulties in identifying refugees' skills.* Difficulties are greater when specific certifications are missing and competences have been acquired by working in the informal economy or through life and migration experience.
- *Possible social and physical isolation.* This risk concerns mainly refugees settled in rural and mountain areas since ethnic communities, associations and public services, crucial to

increase the chances to find a job, are generally concentrated in the cities. This isolation appears particularly severe because of the relevant cuts in public transport occurred over the last years due to public expenditure reduction.

- *Exploitation*. This risk is increased by the large size of *informal economy* in Italy so that many refugees work for very small money and out of registers, often on daily basis. Whereas this solution may offer a quick, though extremely small, income, it does not allow workers to achieve decent life conditions and it might hamper the participation in training courses leaving refugees trapped in the lowest strata of the labour market.
- *Competition with long-established migrants*. This is rising, especially in agriculture, where many Northern Africans and Eastern Europeans arrived in the last two decades had found job opportunities after being expelled from the manufacture, construction and service sectors because of the economic crisis started in 2008. They have now been expelled from agriculture as well because of the recently arrived refugees who are ready to work for lower salaries, often out of registers.
- *Difficulties in starting business* because of bureaucratic procedures and requirements. In fact, self-employment could be an opportunity for refugees to test themselves on new jobs (or on old jobs in a new productive and cultural context) and earn some money. In this perspective, the turnover could be high since some people may not fit the business and decide to leave. However, this test-approach is difficult to implement given the length and complexity of procedures and the sizable amount of money and commitment required to start business.
- *Inadequacy of public training courses* which are not always effective because of several factors: a) asylum seekers may have difficulties in matching the access requirements (eg. the lower secondary school degree); b) practical skills required to fill labour demand, especially for low skilled jobs in rural area (eg. specific machinery usage), are often not provided by training courses; c) in some cases asylum seekers' skills have just to be updated and adapted to the receiving productive context so that short focused training module in enterprises would be more effective than long training course in classes; d) timing of training courses may not fit the timing of integration paths of asylum seekers arriving through the whole year.
- *Unequal distribution of knowledge on the available integration measures and tools* among social workers and organisations in charge of asylum seeker integration. In fact, professional updating and training are not compulsory and depend on single organisations' decisions. At the same time, successful solutions often remain stuck locally without being spread all over the metropolitan area. The consequence is that the quality of integration support received by asylum seekers largely depends on chance, i.e. on the organisation they are assigned to and the place where they end up.

#### 4. Policy options

Giving the above mentioned challenges, the policy options identified by the local stakeholders are the following.

- *Early screening of asylum seekers' and refugees' skills* and their redistribution over the metropolitan area according to the match with the local labour demand. In order to assess the actual skills that cannot be tested through interviews, 'assessment on the job' should be further developed. Some stakeholders highlight the necessity to consider also asylum seekers' and refugees' *aspirations* since, in order to work in economic niches in rural and mountain areas, willingness to live there and learn such specific jobs may matter more than skills already held by individuals.
- *Access to second and third education* should be considered as an option, given the large share of very young asylum seekers and refugees. The idea that all asylum seekers and refugees are just interested in getting a job as soon as possible is misleading. In fact, for some of them the wish to reach Europe is related to the education opportunities rather than to the economic possibility. Disregarding this articulation of aspirations may produce personal frustration and brain waste and be detrimental for both single individuals and the local society.
- *Early language and vocational training.* The necessity to start immediately language and vocation training is shared by all the local stakeholders. However, many asylum seekers and refugees are keen to start working as soon as possible. Increasing the availability of work&training mixed tracks should allow them to work without renouncing to training activities.
- *Asylum seekers' and refugees' voluntary work.* Some stakeholders have highlighted how the employment of asylum seekers and refugees in voluntary work has helped them to gain skills and especially the local population's trust, thus becoming an asset to subsequently find jobs in local economies. The creation of mixed groups made up of both Italians and foreigners are regarded as particularly important in order to foster language learning and social inclusion, and to avoid the risk of segregation. However, asylum seekers' and refugees' voluntary work has been contested by some local stakeholders since it might be regarded both as a sort of 'institutionalised exploitation' and an unfair competition against foreign and Italian paid workers.
- *Service pooling.* Given the dispersal settlement of asylum seekers and refugees, it might be difficult to provide adequate language and vocational training services (i.e. able to match the differentiated needs) when dealing with low numbers. In order to develop economies of scale, some stakeholders suggest to map the needs over each territorial basin and organise services (or transport to courses/services) by pooling together asylum seekers and refugees with similar needs. In this regard, the *development of innovative transport solutions thanks to ITC devices* (shared transports, on demand public transport, etc) is regarded as another possible way to improve asylum seekers' and refugees' connection with courses, services and associations.

- *Engagement of local entrepreneurs.* The active involvement of local enterprises, though crucial, might be difficult given that the organisations in charge of asylum seekers' accommodation are usually badly connected with the economic world. According to the stakeholders, the means to engage with local entrepreneurs are personal contacts and networks which can be activated through the local development agencies or the involvement of the local civil society including individual volunteers. Furthermore, public tools such as paid internships and stages may represent incentives to employ asylum seekers and refugees. The *match between public institutions' and civil society's tools* is regarded by several stakeholders as the only solution to achieve asylum seekers' and refugees' inclusion into the labour market in a situation of decreasing welfare resources.
- *Entrepreneurship and self-employment support.* In order to overcome bureaucratic difficulties mentioned above, some local actors are trying to start 'community cooperatives' where asylum seekers may become stakeholders without being burdened by paper-work and high economic investment. Furthermore, some services to assist new entrepreneurs during their early years in business by assessing the condition of the business, counseling and tutoring, and supporting them in finding financing opportunities and facilities are already available in the metropolitan area (see Turin Migration Profile). However, this kind of services should be improved, extended and partially tailored on the specific profiles of asylum seekers and refugees (eg. legal status with specific constraints, possible connection with voluntary return, etc.).
- *Enhancing cooperation with private employment agencies.* This collaboration is seen as particularly useful to reach other labour markets beyond the local one. In fact, profiles and skills of asylum seekers cannot perfectly match the characteristics of the local labour market and some of them have to seek job elsewhere. In those cases, employment agencies, relying on national networks, can offer a useful support.
- *Employment of refugees in the organisations in charge of asylum seekers accommodation.* There is a lack of intercultural mediators coming from the countries of origin of current asylum seekers since the large majority of them is from Maghreb mirroring the composition of past inflows. Therefore, after specific training, new refugees can be employed as translators supporting social workers. As explained in the City Profile, local stakeholders are trying to channel those people in training courses for intercultural mediators in order to integrate the language skills with mediation skills.
- *Information dissemination and knowledge-sharing.* In order to cope with the unequal distribution of information among social workers, solutions such as on-line platforms, peer-to-peer learning, professional training should be reinforced. As illustrated in the City Profile, those activities are already carried out within the project MediaTo. However, they should be enhanced and reach also those organisations which are less keen to keep updated.

## **PRIORITY 2. Social cohesion and the development of good relations between newcomers and the local communities**

### **1. Introduction and background information on the topic**

As a consequence of the Italian asylum seekers' dispersal accommodation model designed in the Memorandum of Understanding between the Government, the Regions and the Local Authorities (10 July 2014)<sup>3</sup>, the presence of asylum seekers concerns not only big cities but also small villages located in rural and mountain areas. This is the case also in the metropolitan area of Turin. Many of those localities have little or no experience in migration and diversity, the arrival of foreign people may be thus perceived as a cultural and social shock and raise concerns and protests by the local population. In this regard, it is worth mentioning that the government, together with ANCI, has recently established a precise ratio for asylum seekers' redistribution, i.e. 2.5 asylum seekers out of 1,000 residents. However, in order to avoid further tensions with local communities, this decision has not been accompanied with a reinforcement of the central government's power to impose asylum seekers' settlement against Municipalities' will. Therefore, several Municipalities are rejecting their quotas.

The situation is worsen by the dual accommodation system which the above-mentioned MoU intended to overcome but has remained untouched by now. In fact, the current reception system in Italy is basically two-pronged: there are the 'ordinary' system SPRAR system (Sistema di Protezione per Richiedenti Asilo e Rifugiati - Protection System for Asylum seekers and Refugees), and the emergency system made up of CAS (Centri di assistenza straordinaria - Extraordinary assistance centres) which constitutes the largest share of the accommodation system. Both are funded by the Ministry of Interior. However, the funds for the first are assigned through Calls addressing Italian Municipalities which are responsible for the SPRAR centres - though they usually delegate the actual management to third sector organisations. SPRAR services have to meet rather high standards and are monitored by the Ministry of Interior and ANCI, the National Association of Italian Municipalities. The funds for CAS are assigned through Calls issued by local Prefectures and addressing every organisation available to provide basic services, including hotels, B&B etc. The standards are low - though some Prefectures, as the one of Turin, ask CAS managers to subscribe SPRAR-like guidelines - and the monitoring system is extremely lacking to not say absent. This solution contributes to rise tensions in the local communities since the organisations responsible for the management of the CAS centers may completely disregard the relations with the local community and, more generally, may not have the skills needed to foster positive integration. Furthermore, the decision to establish a CAS center is taken by the local Prefecture without any obligation to consult the local authorities. Although it allows the Prefecture to accommodate asylum seekers in very short time from the arrival on the Italian shores, it somehow threaten local authorities' legitimation and may be perceived as an imposition by the higher institutional levels. Nevertheless, given the inflow size, there are no easy solutions at hands so that it is difficult to figure out alternative scenarios.

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<sup>3</sup> Circolare Ministero dell'Interno - Dipartimento Libertà Civili e Immigrazione - Prot. 0006552 del 24/07/2014.

## **2. Position of members of the city stakeholder group: Commonalities and disagreements**

As for positions of local stakeholders, they all agree that the prevention of xenophobic backlashes is a crucial priority for integration not only of the newcomers but also of old-established migrants and, more generally, for the social cohesion of the whole society. Furthermore, the concerns for the arrival of asylum seekers may feed generalised xenophobic attitudes and prepare the ground for the rise of right, xenophobic parties.

Stakeholders disagree on the kind of setting which better allows the development of good inter-ethnic relations:

- a) Some stakeholders believe that big cities like Turin are better equipped for supporting positive integration and the development of good relations between newcomers and the local society not only thanks to the long-established integration policies and initiatives but also because of the much higher concentration of civil society organisations, including migrant associations.
- b) Other stakeholders believe that small communities offer greater opportunities for developing direct contacts and meaningful social relations, regarded as crucial in order to overcome prejudices and stereotypes and foster solidarity and mutual understanding.

## **3. Main challenges**

The main challenges concerning positive relations between newcomers and the local communities pointed out by local stakeholders are the following:

- *Difficulties in overcoming stereotypes* about newcomers. Prejudices seem to be particularly high against young African men and women who made up the large majority of inflows.
- *Difficulties in developing direct contacts* between newcomers and the local people, given that the first are usually accommodated in collective structures, have little knowledge of the Italian language and might have few chances to attend the same activities and places attended by the locals.
- *The perception that newcomers are competitors over the scarce public resources* which have largely diminished in the last years because of the economic crisis and the austerity measures. In fact, the public expenditure for the accommodation of asylum seekers and refugees is significant and can be perceived as unfair on the backdrop of high unemployment rate and shrinking welfare services.

## **4. Policy options**

Giving the above mentioned challenges, the policy options identified by the local stakeholders are the following.

- *To avoid large incidence of refugees on the local population.* In fact, even when numbers are low, the share of asylum seekers may be significant compared to the size of the local population. The arrival of few asylum seekers, when occurs in small villages, may have a significant impact on the local life.

- *Accommodation in shared apartments* rather than in collective structures. This solution seems to defuse local tensions and favour direct contacts with the local community. Furthermore, it fosters asylum seekers' responsibility preventing the development of service-dependency attitudes and helps them to regain a sense of 'ordinary life' that risks otherwise to stay suspended for years while waiting for the final decision on the asylum claim. However, the shared-apartment solution is generally more expensive than collective accommodation structures and requires additional work by social workers in order to monitor and support the different apartment-groups scattered over the area.
- *The organisation of public meetings with local communities.* This solution has been adopted by the Prefecture of Turin which, because of the rising tensions, has decided to meet the local communities in order to answer questions, clarify doubts, explain the decisions taken, listen to concerns. The results have been good. More generally, these meetings contribute to fight the perception of public institutions as distant subjects unconcerned about the problems of local communities which feel alone in coping with over-size challenges.
- *To value refugees' contribution to local communities.* In this regard, asylum seekers' and refugees' voluntary work is usually perceived by local communities as a sort of 'pay back' for the benefits and services enjoyed by newcomers. Despite the 'duty to pay back' is questionable, asylum seekers' employment in activities of public utility can help to contrast the perception that newcomers are competitors over the scarce public resources. In order to avoid misunderstandings, some local stakeholders suggest to provide voluntary workers with 'voluntary bibs' to make clear that people are working for free, thus avoid accusation of preferential recruitment.
- *The selection of experienced and committed organisations for managing accommodation and integration services.* Developing good inter-group relations may not be an easy task and, more important, is not a mandatory services to provide: to invest on this aspect is largely up to the organisations which are responsible for asylum seekers' and refugees' accommodation. It is thus of crucial importance to select organisations which have experience and commitment in this regard. Also the embeddedness of the organisation in the local context is perceived as important by the local stakeholders since it favours quicker and easier contacts with the local institutions and organisations and with the community in general. Nevertheless, given the rising numbers of people to accommodate, experienced organisations are running out since the ones locally available are already engaged in the management of accommodation services and cannot easily expand their activity. Hence, capacity building and training activities for less experienced organisations are crucial. At the same time, systematic engagement of different services and institutions in newcomer integration is important to not leave the whole responsibility on single organisations.
- *The activation of local associations,* including those not specifically committed on migration, and *creation of public shared places* where migrants and natives can meet directly. In fact, associations organising cultural and social activities may offer good chances for the development of direct contacts between newcomers and the local population.

### **PRIORITY 3. Migrants' access to decent housing**

#### **1. Introduction and background information on the topic**

In Italy, social housing policies are rather weak, as in the other Southern European countries. Social rental housing currently represents about 4% of the national housing stock (CECHODAS)<sup>4</sup>. Therefore, migrants, like natives usually seek apartments in the private market without any or very low public support, either in service or in cash.

The situation has been worsened by the economic crisis started in 2008 since it has significantly affected household income and both evictions and mortgage arrears have increased. Turin has been concerned by this phenomenon more than other Italian cities: the latest available data, referred to the end of 2013, reveal that Turin is at the top of the Italian provinces' eviction rank with 4,643 evictions<sup>5</sup> - however, the number of evictions has decreased since 2015.

On this backdrop, migrants' access to decent housing is hampered by several obstacles, from racial discrimination, to low household income. Furthermore, whereas a large share of Italian families lives in owned houses, migrant families are concentrated in rental housing market. This concentration, together with the low income, makes the share of migrant beneficiaries of the few available social housing measures rather high, as illustrated in the City Profile.

Finally, as said above, a new issue is making the situation more worrying: the difficulties of asylum seekers and refugees in finding jobs and reaching housing independence at the end of accommodation in public structures. In this regard, Turin has been concerned by the greatest Italian (and maybe European) occupation by asylum seekers and refugees with around 1 thousand people living in 4 buildings. That occupation was a direct consequence of the malfunctioning of the so-called North Africa Emergency (ENA) occurred in 2011 and managed directly by the central government with the help of the Civil Protection without any involvement of local institutions. In February 2013, those refugees ended their stay in the accommodation centres of the Turin metropolitan area and had to leave the centres with anything but a humanitarian residence permit and 500 euros, neither job or home. A part of them, with the support of far-left antagonistic movements, occupied those 4 buildings. Despite local institutions were not involved in ENA, the management of the occupation has been on their shoulders. This event further arose awareness of the necessity to invest on refugees' housing integration.

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<sup>4</sup> <http://www.housingeurope.eu/resource-111/social-housing-in-europe>

<sup>5</sup> Ministry of Interior, *GLI SFRATTI IN ITALIA. ANDAMENTO DELLE PROCEDURE DI RILASCIO DI IMMOBILI AD USO ABITATIVO. AGGIORNAMENTO 2014*, May 2015, <http://ucs.interno.gov.it/ucs/contenuti/173373.htm>

## **2. Position of members of the city stakeholder group: Commonalities and disagreements**

As for stakeholders' positions, they all agree on the weakness of housing policies and on difficulties in accessing adequate housing by weaker social strata, with further penalties for ethnic minorities. Local stakeholders' positions do not completely converge when it comes to the factors responsible for asylum seekers' and refugees' housing exclusion, though it is just a matter of emphasis.

- a) Some stakeholders believe that the main obstacle to foreign people's access to proper housing is racial discrimination, emphasizing the socio-cultural aspects.
- b) Other stakeholders think that the main obstacle lays on the characteristics of the Italian housing market, i.e. the low flexibility because of the types of rental contracts or the high economic guarantees requested by landlords given the substantial costs they face when tenants are in arrears.

## **3. Main challenges**

The main challenges pointed out by local stakeholders concern both the supply and the demand side of the rental housing market and are articulated as follows:

- *Racial discrimination.* Migrants suffer from discrimination which seems to be higher in the case of Africans, Roma, Muslim and families with children.
- *Low income.* Migrants have particularly low income and this hampers the access to decent housing. The situation is worsen by the small size of social housing and of public economic contribution to pay the rent.
- *Fragmentation of the rental housing market.* Since a very large share of the housing stock is owned by private households rather than by companies, the Italian rental market is very fragmented and adverse to risk. Because of this, fight against discrimination is particularly difficult.
- *Types of rental contracts.* The Italian legislation foresees very few types of rental contracts, with very rigid limits. Short-term contracts are allowed only under specific conditions (not being resident in the municipality, impossibility to renew the contract, etc.) while the other types of contract have a rather long length (3+2 years or 4+4 years) and thus do not always fit the situation of many migrants which are rather mobile or have short-term work contracts so that they cannot offer economic guarantee on long-time span.
- *Black housing market.* The share of out-of-records rented apartments is large and seems to involve migrants more than natives. Renting an apartment without any contract exposes the tenants to higher risks.

#### 4. Policy options

Giving the above mentioned challenges, the policy options identified by the local stakeholders are the following.

- *Enhancing migrants' access to social housing mainstream policies*, with particular regard to Social Housing Agencies which match landlords and tenants in the private housing market and foster contracts with rental prices lower than market prices as ruled by the National Law 431/1998. Those Agencies provide also economic grants to landlords and tenants.
- *Enhancing collaboration with private brokerage agencies* in order to find apartments and fight landlords' discrimination against migrants.
- *Enhancing collaboration with parishes* which own a consistent housing stock, often empty because of the downsizing of the clergy and thus usable for accommodating migrants at affordable prices.
- *Offering guarantees to landlords to overcome their perceived risk*. Often landlord regard migrants as particularly risky tenants. To overcome this reluctance, economic guarantees can be provided to landlords in order to repay possible arrearages or damages. The devices pointed out by the local stakeholders are the following: a) establishing a guarantee fund; d) activating bank guarantees; c) using a third party guarantor (eg. associations, employers, etc.).
- *Promoting cohabitation*. In order to share housing costs, a possible solution pointed out by local stakeholders is the promotion of cohabitation among migrants, especially when single, or with Italian families which may have spare rooms (eg. because children have left the parents' house).
- *Advertising success stories*. In order to overcome landlord's stereotypes, showing them successful cases through first-hand experience might be more effective than communication campaigns.
- *Making value of Municipalities' empty housing stock*. Besides the social housing stock, Municipalities manage own or others' apartments that can be rented following private market rules, i.e. without passing through the calls and waiting lists of social housing. Those apartments could be rented to migrants at lower prices. In order to avoid accusation of unequal treatment in favour of migrants, the apartments can be rented by associations committed in supporting migrant housing integration.
- *Promoting restoration of abandoned buildings*. According to local stakeholders, this solution is particularly viable in the countryside, where many farmsteads are abandoned because of urbanization. In some cases, the buildings could be rented together with the surrounding land in order to start agriculture business and thus coping with both housing and working difficulties of migrants. However, risks of isolation and distance from services should be considered.

## **PRIORITY 4. Second generation integration**

### **1. Introduction and background information on the topic**

Here we refer both to second generations in a strict sense (the children born in Italy from first-generation immigrants) as well as to those young people who arrived in Italy before the beginning of the compulsory school age. This population is increasing and will continue to grow in the future therefore its integration into the local society is an unescapable challenge.

Second generation is mainly represented by children under 10 years old who attend nursery and primary schools. However, its presence is becoming significant also in high school so that part of them is expected to enter the labour market in the near future<sup>6</sup>.

Furthermore, second generation is beginning to be visible in ethnic and intercultural associations not only as recipients but also as organizers. Two major determinants may account for the creation of organisations set up by second generation. On the one hand, young people don't fully recognize themselves in the associations led by their parents and in their approach towards integration, participation and civic involvement; therefore they have set up their own organisations. On the other hand, the City of Turin policy implemented in the mid-2000s aimed to encourage the participation of foreign young people in the city's life<sup>7</sup>.

However, second generation face serious risks of being left alone. First, the situation described above concerns the city of Turin and contrasts with that observed in the rest of Metropolitan area where second generation is much less visible and organized - and researched. Second, despite the attention to second generation active participation, Turin City's investment in youth policies at large have rapidly declined since mid 2000s because of cuts in public expenditure and this might have negative side-effects on second generation's inclusion in the local society. Finally, the recent increase in refugee inflows have diverted the policy attention towards asylum leaving integration process of long-established migrant population, including second generation's, almost disregarded.

### **2. Position of members of the city stakeholder group: Commonalities and disagreements**

All stakeholders regard second generation as key actors of the future society. However, expectations are different:

- a) Some stakeholders believe that second generation, thanks to its syncretic identity, can play a bridging role between migrant minorities and the receiving society. In this perspective, second generation is somehow regarded as 'integrated by nature' and able to foster integration of first generation as well.

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<sup>6</sup> In the Metropolitana area, 19.1% of foreigners are 0-9 years old, 10.6% are 15-24 and 10.1% are 25-29 (Istat)

<sup>7</sup> Ponzio, I and R. Ricucci, *Second-generations: a new actor on the scene of intercultural policies?*, paper presented at the IMISCOE 8th Annual Conference, 9-10 September 2011, Warsaw

- b) Other stakeholders fear that second generation's expectations will be disappointed because of widespread racial discrimination in the labour market which may create social tensions and long-term segregation, as happened in other European.

### 3. Main Challenges

The main challenges concerning the second generation are the following:

- *Internal heterogeneity.* Second generation is varied as to background, age of arrival, family circumstances and future possibilities, therefore one-fit-all measures are likely to fail.
- *School segregation.* The great majority of second generation attending senior high-school level opts for technical-vocational rather than grammar schools with the risk of reproducing migrants' socio-economic segregation over generations.
- *School performances.* As for school performance, second generation is rather polarized being distributed at the top and at the bottom of performance rank. However, second generation's school performance (PISA results) and work performances (unemployment rates) are generally higher than native peers'.
- *Families' approach towards education.* Some migrant households largely invest in children's education which is regarded as a means of upwards intergenerational socio-economic mobility; other migrant families, because of the long working hours or the scarce cultural resources, cannot follow their children's education properly, or do not value education and push children to start working as soon as possible (eg. Chinese families which run small businesses).
- *Discrimination in the labour market.* Italian employers do not seem keen to treat second generation and their native peers on equal footing. This could be due to several reasons: a) the Italian labour market is still unfamiliar with cultural diversity; b) 80% of Italian enterprises are medium-small sized, therefore they do not have human resource offices and recruitment mainly passes through personal networks so that stereotypes and social capital still play a crucial role in shaping job opportunities. Discrimination seems to be particularly high against North Africans, Sub-Saharan Africans and Muslims.
- *Social penalty.* The chance to enter high-level professions largely depend on social networks and, in this regards, second generation are penalized since social capital is generally inherited from individuals' own family, like any other forms of capitals.
- *Unequipped public services.* Public services such as the Employment Services are not equipped to deal with second generation especially with those with high education, being unable to support them in seeking jobs consistent with their education level and aspirations: Employment Services generally intercept second generation workers when unemployed, i.e. after they failure to enter the labour market, instead of supporting them in successful inclusion into the labour market. Also other public services seem to be unequipped to deal with second generation young people and often treat them as 'foreigners' unfamiliar with the national language and rules, making them feel outsiders in the society where they were born and grew up.

- *The lack of structural interventions in schools.* The development of interventions for inclusion of second generation and, more generally, of migrant pupils is up to the single school and its capacity to develop projects and raise economic resources for this purpose. This creates great disparities among single schools in the same city producing significant effects on second generations' chances.
- *Unfulfilled expectations.* Many second generation young people have mixed social networks<sup>8</sup>, good school performances and thus equal expectations to their native peers. If those expectations will not be met when entering the labour market, the feedback effects could produce negative consequences on personal commitment and life paths which may continue over generations (eg. by fostering devaluation of education as a means of upward mobility).
- *Political participation.* Though not depending on local policies, in Italy access to citizenship is difficult and political rights, even at local level, are denied to third-country nationals. This may generate a sense of exclusion from the local community among young people born and grown in Turin and feeling belonging to this local society but prevented to be full member of it.
- *The risk of non-policy.* Paradoxically, the risk of being disregarded and marginalized is higher in areas where second generation is small sized compared to areas where the high share of young people with an ethnic background creates alarm and attracts policy attention triggering intervention by both public and non-public actors. This risk occurs both in some Turin neighborhoods (especially in the Southern area) and outside the city, in the province, where the population is older and second generation smaller. In other terms, outside the city second generation is far from being a policy priority and because of that, they risk to be left alone.
- *Gender disparities.* Whereas among native youth NEET are balanced by gender, this is not the case for young population with a migrant background. Within some ethnic communities, such as Egyptians, the gender role models impact on the chances of school and labour market integration, eg. young women staying at home face difficulties in learning the national language, developing mixed social networks, accessing high education or entering the labour market.

#### 4. Policy options

- *Opening the school to civil society organisations.* Many teachers have to cope not only with education tasks but also with difficulties in socio-cultural inclusion of pupils with a migrant background. These multiple tasks may draw on time and resources from teaching and create confusion among different roles. Therefore, the collaboration with other professional figures such as cultural mediators, mentors, social workers may relieve teachers and results to be more effective. Specifically the civil society organisations could play the following functions:

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<sup>8</sup> This is fostered by the fact that urban segregation in Italy, like in other Southern European countries, is far lower than in Central and Northern Europe.

- inclusion through entertainment or sport
  - enhancement of language or professional skills
  - support to identity development
  - transmission of the local culture and history (eg. the story of the city is generally taken for granted by natives but it is mainly unknown to the second generation since it is learnt in the family and in social circles rather than taught at school)
  - support in the fruition of the city cultural and social activities (ed. museums, theaters, etc.) which second generation may have lower chances to access compared to their native peers.
- *Enhancing pupil orientation.* Many teachers are not equipped to orient second generation and, more generally, pupils with a migrant background in the choice of upper high school and third education. The risk is that of being influenced by stereotypes or confusing difficulties due to the migrant background and socio-economic life context with difficulties in learning and studying.
  - *Mentoring activities and peer education.* A mentor is a guide who can help the mentee to find the right direction in educational and professional career. Mentors rely upon having had similar experiences to gain an empathy with the mentee and an understanding of their issues. Older second generation students and workers may be mentors of younger peers and support them in relevant choices as those about education and work.
  - *Early orientation towards the labour market.* Intervention by Employment Services has to start early, before second generation young people fail to enter the labour market. The best place to start would be the school because it allows services to prevent failures and to reach almost the whole young population.
  - *Fighting discrimination in the labour market.* In order to fight discrimination, public services should address employers with information and awareness-raising activities.
  - *Enhancing the second generation's participation in civil society organisations.* This participation can assume the double shapes of participation in mixed organisations or in second generations' associations and can make up for the impossibility to vote in local elections and the difficult access to citizenship. This strategy could be particularly effective in contemporary societies where political parties are shrinking and political participation increasingly passes through civic participation.
  - *Creation of public places for youth.* Inclusion passes also through the opportunity to meet and exchange experience, and to participate in public life. However, places conceived for youth in the past decades have not been renewed, thus they do not appear appealing for young generation. The creation of new places which meet young people's new needs where they can gather and develop activities would be important to support inclusion and socialization.
  - *Social street workers.* They work as antennas able to identify problems and challenges which are difficult to catch and may remain invisible to policy-makers. Social street workers

are employed in some Turin neighborhoods whereas they are missing in others and in the rest of the province.

## **Annexes**

### Annex 1: List of Local Stakeholders

#### **Organisations participating in the focus group**

Piedmont Region

Metropolitan City of Turin

Municipality of Ivrea

Municipality of Chieri

Municipality of Riva di Chieri

Municipality of Mocaliari

Municipality of Settimo Torinese

Municipality of Ormea

Municipality of Borgiallo

Marittime Alps Parc authorities

Red Cross - asylum regional hub Settimo Torinese

Social service consortium CISS Pinerolo

Social service consortium CIDIS Orbassano

Esserci Social Cooperative

ORSO Social Cooperative

Mary Poppins Social Cooperative

Progest Social Cooperative

GT Social Cooperative

Valdocco Consortium

Valdese Diaconia

Tra-me Association

Moros Onlus Association

Dislivelli Association

Compagnia di San Paolo Foundation

## **Interviewed Stakeholders**

Labour Service - Metropolitan City of Turin

Social Policies - Metropolitan City of Turin

Vocational Training - Metropolitan City of Turin

Entrepreneurship Service - Metropolitan City of Turin

International Relations - Metropolitan City of Turin

Migrant Pastoral Office