

# Report to the Evaluative Clause

with reference to Regional Law 5/2004 -  
Norms for social integration of immigrant foreign citizens  
(Art. 20 of the R.L. 5/2004)

**May 2013**

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## Introduction

The Emilia-Romagna region, through the regional law n. 5/2004 "Rules for the social integration of foreign immigrants", has had the merit of recognizing the phenomenon of migration as a structural and organic component of the regional context and, consequently, has placed the policies of integration within the planning in each sector.

This meant going out from the logic of emergency which unfortunately stands out and permeates the national legislation, and also avoiding the definition of separate parallel planning for foreign people only.

The integration policies can not be designed exclusively for immigrants, but, as the first principle of European integration policies reminds us, "integration is a dynamic and bilateral process of mutual accommodation between immigrants and all the residents."

When our regional law was approved, the context was characterized by a migratory phenomena strongly growing, year after year, with inflows especially for work, and a growing presence of women.

Today the scenario has changed. Together with the economic crisis, which has started in 2009, the increase of foreign people living in the region has slowed down, programmed inflows for reason of work basically got stuck, while the demand for care-work and processes of family reunification seem to have suffered less kickback.

As this change takes place, it has become even more urgent and necessary to perform a valuation to monitor the results of integration policies in Emilia-Romagna.

What we present in this volume, the Report to the Evaluative Clause as per Art. 20 of R. L. 5/2004, wants to go in this direction: creating indicators across multiple sectors, monitoring them over time, expressing a series of evaluations with respect to the level of social integration reached by foreigners.

Overall, we are a region with a good level of integration and social cohesion.

It is a result which has been achieved gradually, and which in the coming years will have to find new energies, solutions and protagonists.

We are really all involved, each one with their own skills, and we have the responsibility to strengthen this result by focusing always on quality and on active protagonism of migrants themselves.

The first opportunity will certainly be represented by the definition of the new three-year regional Program for the social integration of citizens, for an appropriate reinforcement and support to the recognition of a regional multicultural community.

**Teresa Marzocchi**  
Councillor for Social Policies

## Premise

With the approval of R. L. (Regional Law) n. 5 of 24 March 2004, the Emilia Romagna region has innovated its legislation on policies for the integration of immigrated foreign citizens by identifying three general purposes on which inspire the set of the regional policies:

- the removal of barriers to the full social, cultural and political inclusion;
- the mutual recognition and appreciation of cultural, religious and linguistic identities;
- the enhancement of the awareness of rights and duties related to the condition of the immigrant citizen.

Among the innovations introduced by the aforementioned legislation, in this context it should be noted:

- the prevision of a three-year program of activities on immigration (article 3 paragraph 2 R. L.5/2004) that explores the issues of immigration in a transversal logic, involving all sectors of the regional intervention;
- the prevision of an evaluation tool, called evaluative clause (art.20 R. L. 5/2004), referred to the implementation of the law and to the results obtained so as to improve the level of social integration of foreign nationals.

The Final Report of the Triennial Program 2006-2008 for the social integration of foreign nationals (November 2009) is configured as a first cognitive contribution in the field of evaluative clause for the purpose of an overall assessment on the effectiveness of the regional regulations.

With this report, for the contextual final report to the 2009-2011 Three-Year Program for the social integration of foreigners, it is intended to respond directly and specifically to the questions posed by Art. 20 of Law 5/2004 (evaluative Clause):

- a. what the evolution of migration in Emilia-Romagna was and how the foreign citizens' conditions of life changed;
- b. what the situation is in terms of discrimination and exploitation of immigrant citizens and what interventions have been put in practice in the region in order to counter and correct these phenomena;
- c. to which extent the foreign citizens have access to services and contributions provided for by this Law;
- d. what actions have been taken to increase the participation of immigrant foreign nationals in local public life and to foster the communication among the different cultural identities in the area;
- e. what the perceptions and attitudes prevailing among the citizens about the phenomenon of immigration are;
- f. what the opinions of the actuators and of those working in the field about the efficiency of the measures provided by law are.

The document is the result of a collective work, coordinated by an interdepartmental Regional Technical Group, which involved several directions and regional services<sup>1</sup> and, besides, could be supported by the researches and documentations prepared annually by the Regional Observatory on migration<sup>2</sup>.

This report consists of a text which responds directly to the six questions posed by evaluative Clause, and of an attachment "Final Report on the 2009-2011 three-year Program for the social integration of foreigners" in order to provide the reader with additional information and data about the issue of integration of

immigrant foreign citizens in Emilia-Romagna.

The Annex reassembles the set of individual programs and interventions made by the Region during the Three-year period 2009-2011, thus offering an immediate cross-sectoral vision of the migration phenomenon and of the answers fielded by each department.

The report also includes and comments a number of indicators that are part of a regional dashboard of indicators of social integration, monitored annually by the aforementioned interdepartmental Technical Group, and also means to be a first technical contribution in anticipation of the new three-year Program for the social integration of foreigners and of the new regional Health and Social Care Plan.

1. The Interdepartmental Technical Group (established with Determination 14255/2010) is coordinated by Monica Raciti and run for the technical-operational aspects by Andrea Facchini. It consists of the following regional employees: Andrea Facchini, Clara Tommasini, Daniela Salvador, Viviana Bussadori, Alessio Saponaro, Maria Teresa Paladino, Clara Curcetti, Vittoria Pastorelli, Michele Zanelli, Serenella Sandri, Nilde Tocchi, Samantha Arsani, Antonella Busetto, Maura Serrazanetti, Sandra Poluzzi, Sergio D'Alesio, Maurizio Marengon, Fabio Abagnato, Gianni Cottafavi, Claudia Serra, Sonia Bonanno. Al presente lavoro hanno contribuito anche Simonetta Puglioli, Barbara Burgalassi, Marzio Barbieri, Carla Brezzo, Andrea Stuppini, Giorgio Palamidesi, Giovanni Sacchini, Rosanna Preuss, Andrea Schiassi, Elena Cantoni, Graziana Galati.

A total of 14 Services /regional structures were involved, belonging to 6 General Directorates.

2. The Regional Observatory is the cognitive tool of the Emilia-Romagna Region, formally established under Article 3, paragraph 4 of Regional Law 5/2004, for acquiring more and more reliable knowledge, evaluations, estimates on the social phenomenon of immigration.

## A. What the evolution of migration in Emilia-Romagna was and how the foreign citizens' conditions of life changed.

The actual number of foreign citizens legally present on the territory is difficult to quantify, as we still lack an exhaustive archive of data. An estimate of the people in the area is possible by integrating the information contained in the archive of valid residence permits (Ministry of Interior) and in the archive of foreign residents registered in the municipal registry office (Istat - National Institute for Statistics).

But both archives provide a partial view of the phenomenon.

The archive of valid residence permits does not count, in fact, children under 14 years (registered in the residence permit of the householder), nor even the EC citizens.

The archive of the residences register also provides a partial view of the phenomenon because the non-EU citizens waiting for the residence permit cannot enroll in the registry just as those who instead have a permit but no adequate income and / or a house with habitability.

Through the integration of the information contained in these two files (and those in the INAIL - National Institute for Work-Related Injury Insurance - archive of employed) for Emilia-Romagna the most recent estimate indicates<sup>3</sup> the regular presence of about 555,000 foreign citizens on 31.12.2011 compared to 530,015 residents registered at the registry office.

This estimate places the region at the third place after Lombardy (about 1,180,000) and Lazio (about 615,000), but in terms of percentage Emilia-Romagna, since 2010, occupies permanently the first place (in 2011, we are at 11,9% of the total number of foreign residents and at 12.4% if we consider the estimate of the legally resident).

Since 2005 the Region, in collaboration with the provinces, does a direct detection of the foreign resident population, by age and sex, and by sex and citizenship on the municipal registers, in order to have more timely and controlled data with respect to the reconstruction carried on by Istat (Data and statistics service).

Over the last few years, the awareness about the need to monitor both the phenomenon of migration and the results of integration policies has been growing at European, national and local levels.

Since the adoption of the Common European Principles for integration policies (2004) the need to set clear goals, indicators and evaluation mechanisms has been increasing.

From a technical point of view, the Region has established an interdepartmental working group that, in parallel with the preparation of the draft of the Triennial Program for Immigration (2006-2008 and 2009-2011) has proceeded to the selection and definition of a dashboard of indicators on integration to be monitored annually.

This is an experimental work, which began in a context still devoid of national guidelines, and that, right down to the present, has been able to deal only with some European guidelines (Declaration of Zaragoza, April 2010 and European Commission Communication on the Europea Agenda for the integration of third-countries nationals, July 2011).

3. Source Caritas/Migrantes, Statistical Dossier on Immigration 2012

In this framework, the technical Group has identified 35 synthetic regional indicators belonging to five "macro families"<sup>4</sup> which will be monitored in the coming years conforming to future methodological directions at European and national levels.

### Evolution and status of foreign citizens

During the period 2009-2011 the growth of foreign residents in Emilia-Romagna has been confirmed, but also its progressive slowdown: if on 1/1/2009 they were found to be 462,840, a 10.5% of the total resident population, on 1/1/2012 they turn out to be 530,015, equal to 11.9% of the total population. In absolute terms there are 67,175 new residents (in the previous three years they were approximately 132,000) for a total percentage increase of 15% over the same three years (in the previous three years it was 45%).

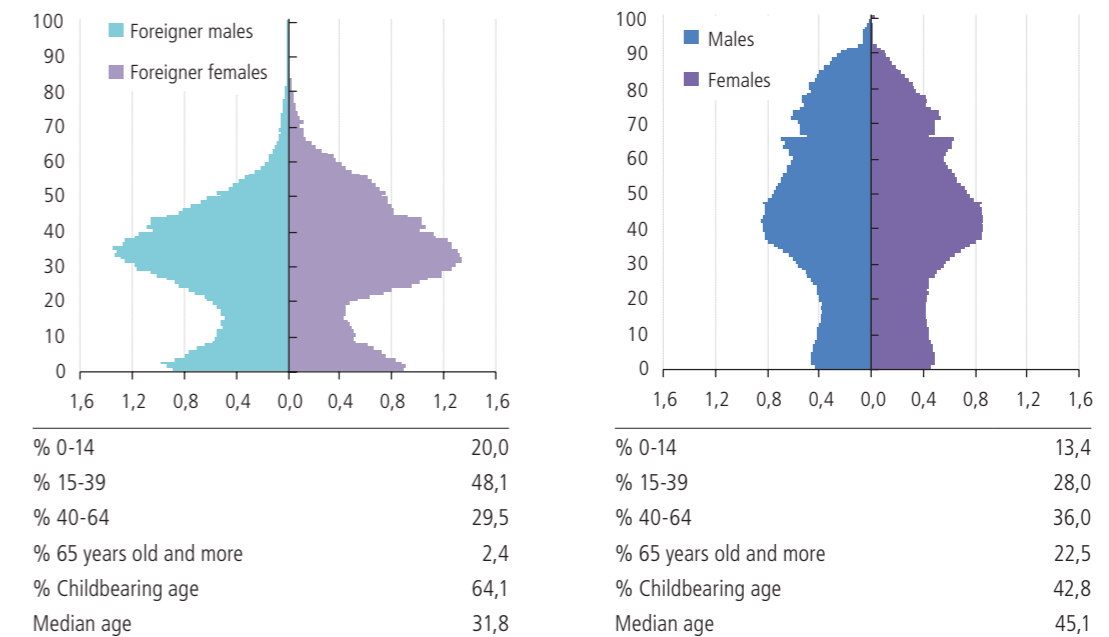
It should be noted that more than a half of the new residents come from an European country. In particular, approximately 14,000 new residents come from the new EU countries (Romania, Poland, Bulgaria, etc.), and approximately 21,000 new residents come from other European countries (Moldova, Ukraine ...).

The constant increase of the foreign population is basically the only factor responsible for the increase of the total resident population, while the population of Italian citizenship falls slightly from year to year (-2,623 units in 2011).

There are significant differences in the age structure between the population as a whole and the foreign nationality one, since the population of foreign nationality has a higher percentage of both children and population in middle age compared to all the residents and the elderly population is, on the other hand, almost absent. The prevalence of young population determines a mean age of 31.8 years compared with the 45 of the total population. Foreign minors account for about 23% of the total number of foreigners. Almost 70% of the foreign population is less than 40.

4. The five families of indicators are: Elimination of inequalities, Access to services, Acquisition of skills, Social stability, Job placement.

Age structure and demographic indicators for the foreign population (left) and total (right) up to 1.1.2012



Total minor residents and foreign minor residents in the region Emilia-Romagna sorted by province up to 1.1.2012

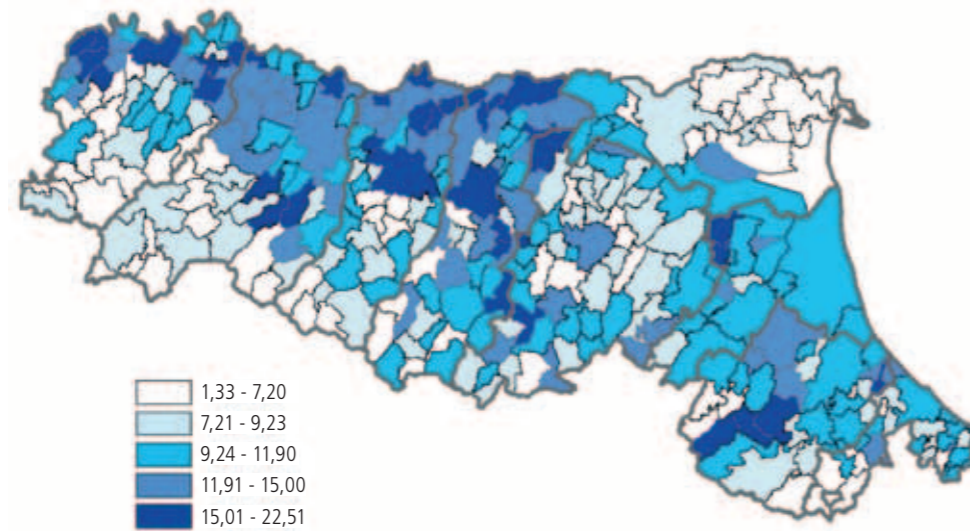
Province	Foreigners	Foreigners minors %	Foreigner minors on total foreigners %	Foreigner minors on total minors %
Piacenza	41.081	9.888	24,1	22,5
Parma	58.233	12.972	22,3	18,8
Reggio Emilia	72.342	18.308	25,3	19,2
Modena	94.359	23.336	24,7	19,6
Bologna	109.698	23.543	21,5	15,5
Ferrara	29.067	6.515	22,4	13,8
Ravenna	46.164	9.633	20,9	16,0
Forli-Cesena	44.170	9.963	22,6	15,7
Rimini	34.901	6.885	19,7	12,6
<b>Regione Emilia-Romagna</b>	<b>530.015</b>	<b>121.043</b>	<b>22,8</b>	<b>17,2</b>

Source: Elaboration of Observatory on migration – RER from statistics data Service - RER

With regard to the geographical distribution, instead, the municipalities of Emilia-Romagna which have exceeded 10% of foreign residents have increased from 140 in 2009 to 176 in 2011 (more than half of the total 348, therefore). In addition, in 2011 about 38 municipalities have had values between 15-20% of the total population. Among the provincial chief towns, Piacenza and Reggio Emilia have the highest incidence of foreign population (17.7%), while Bologna is the first in absolute terms (over 52,000 residents), but it's 60th as for percentage incidence<sup>5</sup>.

5. For a detailed list of the top 50 Municipalities with the largest number of foreign residents, and percentage incidence of the population, see: The foreign immigration in Emilia-Romagna Edition 2013, regional Observatory on migration, Emilia-Romagna pp.46-47.

### Impact of foreign population by municipality of residence up to 1 .1.2012



From the point of view of geographical distribution, even in the context of gradual homogenization of the presence, some differences between the provincial areas are confirmed: in particular the provinces of Piacenza, Parma, Reggio Emilia and Modena continue to have an incidence of total resident foreign population well above the regional average: compared with an average 11.9%, in these provinces the incidence exceeds 13%, and of 14.1% for the province of Piacenza.

### Incidence of foreign residents on the total resident population by province and sex in Emilia-Romagna up to 1.1.2012

Province	Resident Foreigners			Percentage % foreigners		
	M	F	Total	M	F	Total
Piacenza	20.588	20.493	41.081	14,5	13,7	14,1
Parma	28.249	29.984	58.233	13,1	13,1	13,1
Reggio Emilia	35.884	36.458	72.342	13,7	13,4	13,5
Modena	46.843	47.516	94.359	13,6	13,2	13,4
Bologna	51.580	58.118	109.698	10,7	11,2	11,0
Ferrara	12.837	16.230	29.067	7,5	8,6	8,1
Ravenna	22.637	23.527	46.164	11,8	11,6	11,7
Forlì-Cesena	21.559	22.611	44.170	11,1	11,1	11,1
Rimini	15.664	19.237	34.901	9,8	11,2	10,5
<b>Emilia-Romagna</b>	<b>255.841</b>	<b>274.174</b>	<b>530.015</b>	<b>11,8</b>	<b>11,9</b>	<b>11,9</b>

Source: Elaboration of Observatory on migration - RER from ISTAT data and statistics Service - RER

In addition to growth, migration tends towards stability as evidenced by a constant process of family reunion and consequently by an increasing number of women, which during the 2009-2011 period has passed for the first time the male component (51.7% of total residents).

In particular, some female-dominated nationality can be noted: Ukraine (80% of the total), Poland (75%) and Moldova (68%).

Moreover, there is a rich presence of various nationalities, confirming at the first three places, in decreasing order, Moroccan, Romanian and Albanian nationalities (about 40% of the total) but noting that over the past few years there has been a steady growth of the population from eastern Europe, particularly from Romania, Moldova and Ukraine.

### Main countries of citizenship of foreign residents by sex in Emilia-Romagna up to 1 .1.2012

Country of citizenship	M	F	MF	% F su MF	%
Marocco	39.614	33.704	73.318	45,97	13,83
Romania	31.815	40.905	72.720	56,25	13,72
Albania	33.652	28.990	62.642	46,28	11,82
Moldova	9.790	20.896	30.686	68,10	5,79
Ucraina	5.582	23.642	29.224	80,90	5,51
Cina	13.295	12.659	25.954	48,77	4,90
Tunisia	14.681	8.982	23.663	37,96	4,46
Pakistan	12.187	6.596	18.783	35,12	3,54
India	10.117	7.143	17.260	41,38	3,26
Polonia	3.174	9.837	13.011	75,61	2,45
Filippine	5.856	7.095	12.951	54,78	2,44
Ghana	6.941	4.956	11.897	41,66	2,24
Senegal	7.836	2.508	10.344	24,25	1,95
Nigeria	4.704	5.276	9.980	52,87	1,88
Macedonia	5.320	4.374	9.694	45,12	1,83
Bangladesh	5.170	2.936	8.106	36,22	1,53
Sri Lanka	3.412	2.434	5.846	41,64	1,10
Bulgaria	2.597	3.018	5.615	53,75	1,06
Egitto	3.227	1.284	4.511	28,46	0,85
Turchia	2.615	1.877	4.492	41,79	0,85
Altri paesi	34.256	45.062	79.318	56,81	14,97
<b>Totale</b>	<b>255.841</b>	<b>274.174</b>	<b>530.015</b>	<b>51,73</b>	<b>100,00</b>

Source: Elaboration of Observatory on migration – RER on ISTAT data and statistics Service – RER

With respect to the legal status of foreigners in the period 2009-2011 there has been a growth of foreign people (non-EU) titular of an EC long-term residence permit, obtained after at least five years in Italy and responding to specific requirements regarding income and housing characteristics: in 2009 there were 217,495 residents, equal to 49.0% of total non-EU people, arriving at 246,040 in 2010, equal to 54% of total.

If we add to these people - who hold a legal status, objectively more stable - the EC resident foreigners (belonging to the EU 27) that at the beginning of 2012 were 106,000, we can say that now almost 70% of total foreign population enjoy a "strong" legal status, substantially comparable to the ownership of rights which are enjoyed by Italian nationals<sup>6</sup> (see European Directive n.109/2003 and Legislative Decree 30/2007).

#### Non-EU citizens legally present and long-term residents by province and sex, up to 1.1.2012

Province	Non-EU citizens legally present			Long-term residents			% long-term residents on non-EU regularly present		
	M	F	Total	M	F	Total	% M	% F	% Total
Piacenza	15.887	15.429	31.316	8.440	7.396	15.836	53,1	47,9	50,6
Parma	24.413	24.580	48.993	12.587	11.739	24.326	51,6	47,8	49,7
Reggio Emilia	38.510	35.539	74.049	22.881	21.287	44.168	59,4	59,9	59,6
Modena	45.208	43.641	88.849	26.966	26.568	53.534	59,6	60,9	60,3
Bologna	42.447	43.669	86.116	21.825	20.706	42.531	51,4	47,4	49,4
Ferrara	11.596	14.258	25.854	6.463	7.574	14.037	55,7	53,1	54,3
Ravenna	18.437	16.417	34.854	11.201	9.796	20.997	60,8	59,7	60,2
Forlì-Cesena	17.285	15.536	32.821	8.961	7.601	16.562	51,8	48,9	50,5
Rimini	14.288	16.445	30.733	7.126	6.933	14.059	49,9	42,2	45,7
<b>Emilia-Romagna</b>	<b>228.071</b>	<b>225.514</b>	<b>453.585</b>	<b>126.450</b>	<b>119.600</b>	<b>246.050</b>	<b>55,4</b>	<b>53,0</b>	<b>54,2</b>
<b>Italia</b>	<b>1.837.082</b>	<b>1.800.642</b>	<b>3.637.724</b>	<b>959.025</b>	<b>937.198</b>	<b>1.896.223</b>	<b>52,2</b>	<b>52,0</b>	<b>52,1</b>

Source: Istat elaboration on data from the Ministry of the Interior

#### Foreign nationals resident in Emilia-Romagna from Europe. Years 2009-2012 (absolute values)

	2009	2010	2011	2012
European Union	10.707	11.004	11.163	11.355
European Union New EU Countries (*)	73.061	81.167	87.550	95.006
<b>European Union Total</b>	<b>83.768</b>	<b>92.171</b>	<b>98.713</b>	<b>106.361</b>
<b>Total with other European Countries</b>	<b>119.115</b>	<b>132.289</b>	<b>145.861</b>	<b>153.405</b>

Source: Elaboration of Observatory on migration on ISTAT data and statistics Service – RER

(\*) The new EU countries include: Czech Republic, Cyprus, Estonia, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia, Hungary (European Union entry: May 1, 2004) Bulgaria and Romania (EU entry January 1, 2007)

Another stabilizing factor is related to the acquisition of citizenship. Although Italy ranks low in Europe as for the grant of nationality<sup>7</sup>, from a quantitative point of view, however, the cases of obtaining Italian citizenship by foreign nationals in Emilia-Romagna are increasing: if in 2008 they were 6,350, they came to 7,212 in 2009 and in 2010 they reached the number of 7.912 people.

6. With the exception of the political right to vote, which non-EU citizens cannot enjoy.

7. The Eurostat data list Italy at 19th place out of 27 Member States according to the indicator which compares the number of nationality grants in a given country with the amount of foreign residents (Data of 2010).

#### Foreigners who have acquired Italian citizenship by sex, province in Emilia Romagna and in Italy

Province	2008			2009			2010		
	M	F	Total	M	F	Total	M	F	Total
Piacenza	183	184	367	207	237	444	276	261	537
Parma	248	349	597	369	395	764	370	412	782
Reggio Emilia	481	530	1.011	433	629	1.062	704	614	1.318
Modena	569	525	1.094	705	633	1.338	659	548	1.207
Bologna	744	920	1.664	883	823	1.706	923	923	1.846
Ferrara	136	237	373	179	202	381	175	185	360
Ravenna	158	313	471	217	305	522	317	331	648
Forlì-Cesena	124	243	367	269	281	550	325	304	629
Rimini	152	254	406	194	251	445	298	287	585
<b>Emilia-Romagna</b>	<b>2.795</b>	<b>3.555</b>	<b>6.350</b>	<b>3.456</b>	<b>3.756</b>	<b>7.212</b>	<b>4.047</b>	<b>3.865</b>	<b>7.912</b>
<b>Italia</b>	<b>20.993</b>	<b>32.703</b>	<b>53.696</b>	<b>27.228</b>	<b>32.141</b>	<b>59.369</b>	<b>32.567</b>	<b>33.371</b>	<b>65.938</b>

Source: Istat

The trend of births also helps us to better understand that we have a continuous increase in family migration, and to foreshadow the socio-cultural profile of the Emilia-Romagna inhabitants in the coming decades. In this sense we now detect a steady growth of births of children whose parents are both foreigners, with the result that cases in 2011 amount to 24%<sup>8</sup>. If we consider children having at least one foreign parent (which is relevant for the intercultural aspects), they account for about 30% of those born in 2011.

#### Born in Emilia-Romagna and in Italy by type of parents in 2011 (\*)

Type couple of parents	Emilia-Romagna		Italy	
	V.a.	%	V.a.	%
At least foreign father	10.240	25,3	84.765	15,5
At least foreign mother	11.755	29,1	100.474	18,4
Both foreign parents	9.647	23,9	79.261	14,5
At least one foreign parent	12.348	30,5	105.975	19,4
Both Italians	28.100	69,5	440.632	80,6
<b>Total</b>	<b>40.448</b>	<b>100,0</b>	<b>546.607</b>	<b>100,0</b>

(\*) Temporary data taken from the Istat demographical report

Source: Elaboration of Observatory on migration - RER on Istat data

Even the data on the presence of foreign children in schools turn out to be another clear indicator of achieved stabilization. Emilia-Romagna has maintained the record for the period 2009-2011 in Italy in the percentage of foreign pupils in schools at all levels: from 72,000 in the school year 2008/2009 (12.7% ) to approximately 82,000 in the school year 2010/2011 (14.0% of the total). Significantly, about 44% of these children were born in Italy, with an 80% in kindergarten and about 60% in the primary school.

8. Please note that under the current law governing the acquisition of Italian citizenship (L.91/92) these children, at the time of the birth, are considered as foreigners by law.



### Students with non-Italian citizenship enrolled in schools of all levels in Emilia-Romagna in the school year 2011/2012 by province

Province	Nursery school		Primary school		Secondary school		High school		Total	
	Pupils with non Italian citizenship	Perc. %	Alunni con citt. non italiana	Perc. %	Pupils with non Italian citizenship	Perc. %	Pupils with non Italian citizenship	Perc. %	Pupils with non Italian citizenship	Perc. %
Piacenza	1.397	19,8	2.432	20,4	1.542	21,0	1.583	14,6	6.954	18,7
Parma	1.645	15,2	3.060	16,6	1.973	17,2	2.511	13,9	9.189	15,6
Reggio Emilia	2.252	15,0	4.689	18,0	2.772	17,9	2.817	14,0	12.530	16,3
Modena	3.259	16,8	5.730	17,7	3.424	17,5	3.753	12,6	16.166	16,0
Bologna	3.409	13,4	6.323	14,9	3.929	15,5	3.849	11,4	17.510	13,8
Ferrara	799	10,3	1.676	12,8	980	12,6	1.217	8,7	4.672	11,0
Ravenna	1.484	14,5	2.339	14,1	1.410	14,3	1.505	10,9	6.738	13,3
Forlì-Cesena	1.543	14,4	2.559	14,5	1.490	14,3	1.638	10,0	7.230	13,1
Rimini	990	10,7	1.758	11,5	1.191	12,7	2.016	14,6	5.955	12,5
<b>Emilia-Romagna</b>	<b>16.778</b>	<b>14,5</b>	<b>30.566</b>	<b>15,8</b>	<b>18.711</b>	<b>16,0</b>	<b>20.889</b>	<b>12,2</b>	<b>86.944</b>	<b>14,6</b>

Source: Elaboration of Observatory on migration - RER on Information System data and DG Study and Planning of the Ministry of Education, University and Research

### Students enrolled with non-Italian citizenship by type of school. School year 2011/2012

School Type	Total of pupils with non Italian citizenship	of which born in Italy	% of which born in Italy
Nursery school	16.778	13.868	82,7
Primary school	30.566	18.156	59,4
Secondary school	18.711	5.918	31,6
High school	20.889	2.464	11,8
<b>Total</b>	<b>86.944</b>	<b>40.406</b>	<b>46,5</b>

Source: Elaboration of Observatory on migration - RER on Information System data and DG Study and Planning of the Ministry of Education, University and Research

Compared to the working component, in 2011 the Inail data-bank shows 356,825 foreign workers employed in Emilia-Romagna. This is 20.6% of the total workers: a percentage grown over time (in 2009 it was 19%). In 2011, 31.1% of new hires in Emilia-Romagna were foreigner. The first sector of employment of foreign immigrants (both EU and non-EU) is industry (23.6% of the total employed foreigners) followed by the hospitality industry / catering (13.6%), agriculture (10.7 %) and IT and business services (10.6%). Even the building industry registers this last percentage, going down compared to previous years.

### Net insured<sup>9</sup>. Distribution of employees by area of origin in Emilia-Romagna and in Italy in 2011

Area of origin	Emilia-Romagna		Italy	
	V.a.	%	V.a.	%
Italians	1.267.076	79,43	15.953.222	82,36
EU citizens	96.124	6,03	1.215.569	6,28
Non-EU citizens	231.942	14,54	2.201.370	11,36
<b>Total</b>	<b>1.595.142</b>	<b>100,00</b>	<b>19.370.161</b>	<b>100,00</b>

Source: Elaboration Observatory on migration - RER on database of employees - Inail. The data are updated up to September 2012.

### Net insured. Distribution of employees by economic sector and area of origin in Emilia-Romagna in 2011

Area of Employment	Foreigners	%
Industry	77.397	23,6
Hotels and restaurants	44.609	13,6
Agriculture	35.059	10,7
Information Technology and Services to businesses	34.896	10,6
Construction	34.874	10,6
Trade	25.286	7,7
Transport	22.922	7,0
Activities of households	18.680	5,7
Public Services	13.486	4,1
Health and social work	11.247	3,4
Non-specific	3.467	1,1
Public administration	2.619	0,8
Education	1.821	0,6
Financial intermediation	1.094	0,3
Electricity, gas, water	263	0,1
Fishing	195	0,1
Mining	151	0,0
<b>Total</b>	<b>328.066</b>	<b>100,0</b>

This has not prevented an increase in the unemployment rate because of the difficult economic times, (from 9.6% in 2009 to 12.5% in 2011) and a decrease in the employment rate of foreigners (from 67.3% in 2009 to 62.3% in 2011) that has affected most significantly women.

9. Net insured: those are the people, counted once only, that in the reference year have worked at least one day (note that people may have been taken in the reference year or in previous years). In the case of workers with more jobs reported in the period considered for the allocation of company characteristics (economic sector, size business, etc ...) we refer to the first employment if the period.

Indicators of result	Foreigners employment rate			
Family of indicators	LABOR PLACEMENT			
Year survey	Time reference: year	Value %	% M	% F
2006	2005	68,7	81,4	54,1
2007	2006	70,5	85,6	55,5
2008	2007	69,4	87,0	50,5
2009	2008	70,4	86,1	54,4
2010	2009	67,3	78,5	56,4
2011	2010	63,2	77,0	50,3
2012	2011	62,9	76,2	50,8

Indicators of result	Foreigners unemployment rate			
Family of indicators	LABOR PLACEMENT			
Year survey	Time reference: year	Value %	% M	% F
2006	2005	9,7	7,0	13,9
2007	2006	7,1	5,1	9,9
2008	2007	6,2	3,3	11,2
2009	2008	6,6	4,6	9,8
2010	2009	9,6	8,9	10,6
2011	2010	12,6	10,6	15,4
2012	2011	12,5	9,8	16,0

The significant tax and fiscal contribution derived from foreign workers has been confirmed: their contribution revenue in 2010 was approximately 857 million euro (equal to 5% of all pension contributions paid in Emilia-Romagna) and their fiscal revenue is estimated to be 474 million, for a total of about 1.3 billion in revenues.

#### Estimated social security contributions and tax revenue estimate of foreign workers in Emilia-Romagna by provinces. Year 2010

Province	Total social security contributions	Total tax revenues	Total
Piacenza	68.738.200	37.986.900	106.725.100
Parma	110.340.600	60.977.700	171.318.300
Reggio Emilia	119.418.800	65.994.600	185.413.400
Modena	156.343.400	86.400.300	242.743.700
Bologna	192.074.800	106.146.600	298.221.400
Ferrara	31.236.000	17.262.000	48.498.000
Ravenna	60.750.600	33.572.700	94.323.300
Forlì-Cesena	72.709.200	40.181.400	112.890.600
Rimini	46.299.200	25.586.400	71.885.600
<b>Emilia-Romagna</b>	<b>857.910.800</b>	<b>474.108.600</b>	<b>1.332.019.400</b>

Note: The figures of social security contributions include the payments paid by the employer and by the worker. For the calculation of the estimates, data from Istat, Caritas and the Ministry of Interior were used. The estimated revenues include personal income tax, self-employment tax, consumption tax (VAT), taxes on buildings (cadastral, mortgage and register taxes), costs for the renewal of the residence permit, mineral oil tax, state lottery and other lotteries.

Source: Estimates and elaborations by Health and Social Care Agency - Emilia-Romagna Region.

For self-employment, there has been over the years a steady and gradual growth of foreign business owners.

From the data Infocamere up to 31.12.2011 the holders of individual enterprises who were not born in Italy in the Emilia-Romagna region are 34,007 (of which the vast majority, 27,777, were born in non-EU countries), amounting to about 8% of the total enterprises in the region<sup>10</sup>.

They are mostly men (81%), and mainly in constructions (46%) and commerce (24%).

Foreign owners of individual enterprises by economic sector and by province in Emilia-Romagna up to 31.12.2011.

#### Foreign owners of individual enterprise assets by economic sector and by province in Emilia-Romagna 31.12.2011

Sector (*)	Rer	%
Agriculture, forestry and fishing	559	1,6
Mineral mining	1	0,0
Manufacturing	3.877	11,4
Supply of electricity, gas, steam and air conditioning	2	0,0
Water supply, sewerage, management of wastes and remediation	11	0,0
Construction	15.614	45,9
Wholesale and retail trade, repair of motor vehicles and motorcycles	8.318	24,5
Transport and storage	1.027	3,0
Activities of accommodation services and catering	1.664	4,9
Information and communication	328	1,0
Financial and insurance activities	144	0,4
Real estate activities	80	0,2
Professional, scientific and technical activities	309	0,9
Rental, travel agencies, business support services	1.060	3,1
Education	27	0,1
Health and social work	37	0,1
Artistic, sporting, entertainment and recreation	105	0,3
Other service activities	811	2,4
Enterprises not classified	33	0,1
<b>Total</b>	<b>34.007</b>	<b>100,0</b>

(\*) The classification of economic sectors is based on Ateco 2007

Source: Register of Companies Infocamere – Elaboration of the Statistics Office of Chamber of Commerce of Bologna

Growth of presences (albeit slow), stability of settlement and of legal status, increased number of females and of children in school, strong connotation of young people (almost 70% are under 40 years old), employment conditions of foreign persons, which have grown in absolute terms, but which have been affected by the difficult economic situation. These are, briefly, the main evolutionary features of the migration phenomenon observed in recent years in Emilia-Romagna.

10. In 2008 instead they represented 7% of the total enterprises in Emilia-Romagna.

## B. What the situation is in terms of discrimination and exploitation of immigrant citizens and what interventions have been put in practice in the region in order to counter and correct these phenomena.

To answer this question, we will refer to the provision of article 9 of the RL. 5/2004 "Measures against discrimination" and to the regional programs to combat trafficking in human beings and serious form of exploitation (Project Beyond the Street).

With regard to the first thematic axis, with the establishment of the Centre against discrimination from January 2007<sup>11</sup> under the national<sup>12</sup> and regional<sup>13</sup> laws on immigration, Emilia-Romagna was the first Italian region to engage and retain a regional center against discrimination. The Centre is based on a network structure with access points throughout the country.

Over the period 2009-2011 the regional anti-discrimination network has developed into 214 points: 25 province points, 46 counseling services enabled to collect reports, 143 help desks for information and guidance.

A study on the specific interventions implemented (training, research, legal support, promotion and prevention, etc. ...) can be verified in Appendix 1 under the heading "Promotion of activities to fight racism and discrimination."

The Centre gradually introduced an information system of reporting, which starting from 2010 provides a more qualitative dimension on individual cases.

In the years 2010-2011 we noted an increasing number of reports about discriminations by various bodies (Local Authorities, Local Health Authorities and hospitals, schools).

In the majority of cases calls for accessing public employments requiring EU citizenship are reported, or regulations for granting social benefits that require work or a residence permit of at least two years; they are controversial situations, in which the parameters that are required by law are judged to be illegitimate and discriminatory by some courts judgments, expressed after claims of individual foreign nationals and / or protection associations.

This inconsistency makes it particularly complex to discuss about these reports. Among the main fields of both years the work (as it would be expected in a period of economic crisis, increasing from 21% in 2010 to 33% of reports collected in 2011), the house (25-15%) and the access to services provided by public entities (14-23%) are emerging.

Over the years, the number of cases of actual discrimination reported was substantially very limited, albeit slightly and steadily growing.

11. Memorandum of Understanding on regional initiatives against discrimination made between Emilia-Romagna Region, Department of Rights and Equal Opportunities - Presidency of the Council of Ministers, regional representations of ANCI, UPI, Lega A.L., UNCEM, CGIL, CISL, UIL, Employers Organization, Third Sector Forum, ARCI, ACLI, regional Caritas, regional Council for the social integration of foreigners, Ombudsman and Emilia-Romagna Director of Equality, Emilia-Romagna Organizations registered in the register of art. 5 of Legislative Decree 215/03.

12. D.lgs 286/98, art. 44.

13. LR 5/2004, art. 9.

In particular, there was an increase in discrimination based on ethnicity or nationality with respect to those based on other factors, such as gender, disability or sexual orientation: the first pass in fact, from 75% in 2010 to 80% of 2011.

Indicators of result	N. cases of discrimination reported relevant	
Family of indicators	ELIMINATION OF INEQUALITY	
Year survey	Time reference: year	Value
2009	2008*	19
2010	2009*	24
2011	2010	27
2012	2011	64

\* Data UNAR-regional Centre against discriminations.

Discrimination and exploitation are often elements that are interwoven into the history of individuals.

On the issue of the exploitation of foreign nationals, since 1996 the Emilia-Romagna Region promotes and supports a system of interventions, called "Beyond the Street", in (fields such as prostitution, trafficking in human beings, sexual and work exploitation, begging and involvement in various illegal activities (theft, drug dealing, pick-pocketing). "Beyond the Road" is based on a network of public and third sector bodies, working in close collaboration with law enforcement, prefectures, judiciary authorities, trade unions, labor offices.

The interventions in the battle against trafficking are divided into primary care interventions on victims of slavery under article 13 of Law 228/03 and interventions of protection and social inclusion as per article 18 of Legislative Decree 286/98.

A specific study on the interventions (social prevention and health care, system, training, etc...) is described in Annex 1 under "Fight against Trafficking in human beings."

The phenomenon of trafficking for the purpose of exploitation has always been characterized by strong modifications; over the last few years the exploitation at work has been growing increasingly, driven also by the economic crisis, which has pushed migrant workers in precarious conditions and vulnerability, into circuits of exploitation.

Referring to sexual exploitation, a confirmation of several elements has been recorded: forms of coercion with a lower use of physical violence replaced by a psychological subjection, characterized by an "agreement" between the woman and the exploiting organization, although in a relationship which is absolutely asymmetric; prostitution moving indoors; differentiation among targets and typologies.

In the last three years even some criminal organizations have begun to change: beside the mono-ethnic groups (eg: Nigerian and Chinese) that manage the entire chain of exploitation, some new structured groups "specialized" in the management of the various phases (eg: the recruitment or transportation) and connected between each other, have emerged.

### C. To which extent foreign citizens have had access to services and contributions provided for by this Law.

To answer this question, we have identified some key areas of access to services: social, health, housing and education.

Talking about the overall theme of contributions, it seems advisable to reflect on the Regional Law 5/2004, which, within a series of principles and common purposes, refers to the regulations and major acts of sector direction (social, work, education, culture, health, etc.), thus avoiding the definition of separate strategic planning, exclusive and specific to foreign immigrants.

This course has not precluded the possibility of activating a range of services and interventions aimed at foreigners to meet specific needs (eg: Italian language, mediation) to ensure fairness and effectiveness in the welfare system, but from the point of view of providing services and / or contributions, we can say that in general foreign people have benefited from it in the context of interventions for the entire population of Emilia-Romagna.

For further details, please refer to the Annex "Final Report on the 2009-2011 three-year program for the social integration of foreign citizens", in which it is possible to recognize, for each thematic area, the main acts of program direction and the possible regional resources provided during the three years from 2009 to 2011<sup>14</sup>.

#### Access to social services

With regard to the accession to services by foreign users, it should be noted first of all a distinction between those services specifically dedicated to foreigners (residual, defined and addressed to newcomers)<sup>15</sup> and the great part of the services that instead can be accessed universally and which, therefore, are available to all residents in the region. But an access open to all implies that, in the absence of adequate means of detecting information, it can be extremely difficult to quantify exactly the number of foreign nationals who access social services (and what kind) offered by the municipalities. Despite the efforts that were made in this direction, starting from the ongoing project of the Region to get to the definition of a socio-health integrated health information system, the current detection systems are not yet able to accurately determine the different nationalities of the users. However, there are specific information for some areas beginning with the services for minors<sup>16</sup>.

14. In particular, with regard to access to services by asylum seekers and refugees (about 1% of the foreign population), please note the specific section dedicated to the theme "Right to asylum. Asylum seekers and beneficiaries of international protection" which clearly shows that the region annually performs a qualitative and quantitative specific monitoring of presences, reception conditions and critical issues of accessing the services by this specific target (legally different from the economic migrant).

15. The Region, starting from R. L. 5/2004, pursues a policy that is based on equal opportunity of access to the ordinary services, encouraging, especially for newly arrived or people without adequate linguistic tools, methods and orientation courses, intercultural mediation and training of the operators, rather than proposing "separate services". It goes without saying that there are also certain types of services with specialized hosting function, such as counseling services for foreigners or health centers for immigrant women, which support and guide the ordinary services.

16. Since the Information System of Social care and Relief of Minors (SISAM) is based largely on individual data, it is able to survey with some precision the number of foreign children under care, even if, in the analysis, the need to make a distinction according to the type of services provided remains.

There are no doubts, for example, regarding unaccompanied foreign minors (MSNA), since in this case the definition and origin of users is extremely clear. This is certainly a small number, but none the less, for the characteristics of protection and guarantees related to the lower age of the beneficiaries, we are talking about services which are very demanding, even on the level of resources, especially for local governments.

Indicators of result	N. unaccompanied foreign minors assisted by social services		
Family of indicators	ELIMINATION OF INEQUALITY		
Year survey	Time reference: 31/12	Absolute value	% Value (on total minors assisted)
2006	2005	656	1,9
2007	2006	763	5,5
2008	2007	961	4,9
2009	2008	892	4,4
2010	2009	867	3,7
2011	2010	881	3,6
2012	2011	875*	n.d.

\* Estimates inclusive of MSNA arrived as a result of the North Africa Emergency.

Source: Sisam information system - RER.

In this regard, as it is clear from the table, it should be observed that the percentage of MSNA appears in decline (both in absolute and relative terms) from 2006. The data of 2012, yet to be confirmed, follow this trend line, and yet in these last two years (2011-2012) there has been a strong inflow of MSNA following the so called North Africa Emergency (ENA)<sup>17</sup>. In 2011, in fact, 875 MSNA (including 68 ENA) are estimated to have been assisted, while in 2012 the first provisional data tell us that the number of guests is of 603 children (36 of them ENA). Keeping the focus on children, in addition to the specific of those unaccompanied, we have accurate information on foreign minors assisted by social services, who over time increase in absolute value and percentage.

Indicators of result	N. foreign minors assisted by social services*		
Family of indicators	ELIMINATION OF INEQUALITY		
Year survey	Time reference: 31/12	Absolute value	% Value
2006	2005	19.294	38,1
2007	2006	17.098	36,2
2008	2007	19.523	41,4
2009	2008	20.137	41,5
2010	2009	23.349	42,9
2011	2010	24.593	45,9

MSNA are included

Source: Sisam information system - RER

17 The ENA has involved, at national level, a total of 4,176 children: 98% of males and 85% aged between 16 and 17 years. 2% of the female gender has come from Nigeria and Somalia and showed particularly vulnerable situations.

However, it seems appropriate to make some distinctions on the basis of the assistance which foreign minors benefit of - net of individual problems (disability, abuse, addictions, criminal issues, etc.): in fact, it can be noted that most of foreign children (over 71 %) are maintained by municipalities for family economic reasons (64.4%) or housing (7.1%).

Italians assisted for the same problems are overall 40%. Greater weakness of earning capacity, worse housing conditions and great number of children are the main factors contributing to this over-representation. So, if we consider assisted minors with specific individual problems, and therefore net of economic and housing problems, we will observe, in addition to a reduction of more than 50% of assisted children, that the presence of immigrant children is reduced to 28 % of the total.

With regard to the socio-educational services 0-3 years (nursery schools), about 10% of foreign children (compared with a population of 0-3 non-Italian of 23%) benefit of said service, making it clear in this sense that there is a constant under-representation of foreigner users among the complex of the beneficiaries. In the school year 2010-2011 we estimate that while Italian children aged 0-3 years who attend the nursery were about 35% of their peers, foreign children who attend the nursery were about 10% of their peers. This datum appears to be influenced by the higher level of unemployment among foreign mothers compared to Italian, and probably by a network of parental support smaller for foreign mothers in comparison with the Italian<sup>18</sup>.

Indicators of result	N. foreign minors in educational services 0-3 years		
Family of indicators	ACCESS TO SERVICES		
Year survey	Time reference: S.Y.	Absolute value	% Value
2006	2004-05	1.832	6,9
2007	2005-06	2.091	7,5
2008	2006-07	2.238	7,7
2009	2007-08	2.425	7,9
2010	2008-09	2.683	8,2
2011	2009-10	2.739	8,2
2012	2010-11	3.116	9,2
2013	2011-12	3.495	10,3

Source: SPI – ER early childhood service information system - RER

For other kinds of services and beneficiaries (adults) we will have to proceed with other considerations.

First of all we can observe, given the specificity of the migration phenomenon, a substantial absence of foreigners among the users of the services for the elderly and a low representation of immigrants among the service for the disabled (especially among the adults' services)<sup>19</sup>.

18. If we do the same estimate for the last two years (2008-2009) we find that foreign children attending the nursery were about 11% of their peers, while Italian children were about 30% of their peers.

19. The cases of adult disabled people arriving in Italy are few and mainly result from family reunions. It is worth pointing out that, in comparison, the presence of disabilities among foreign minors tend to be oversized (25% of subjects against a migrant population of minors of 16.5% compared to the entire resident population of minor age). The phenomenon of this over-representation, all to be investigated, could be related to a certain difficulty in doing the prenatal screening, associated with behavioral, environmental or lifestyle conditions that increase the risk of disability, or to a greater use of "certification" by operators for kids with "behavioral distress".

So said, from our statistics, elaborated on the basis of surveys about the access to social services<sup>20</sup>, we can calculate that, without the elder people (which alone accounts for 27% of the total number of requests but which is not influenced, for the moment at least, by the population of foreign origin<sup>21</sup>), the percentage of immigrants seeking some form of help services (children and families, adults in need, disabled, etc.) is about 40% of the total. The social contact with the service, moreover, does not mean ipso facto to be taken into care, and in fact, a significant number of accesses are related to residence permits.

Basically, the needs expressed by the foreign people at the social service focus prevalently on the context of economic and housing problems, affecting both individual and families in addition to which specific needs / interventions for social integration (language, mediation, guidance and legal information) are added.

Probably the highest incidence of foreigners is primarily on interventions for income support (grants, tax exemptions) and for housing in emergency situations.

If we instead think in terms of social expenses of Municipalities<sup>22</sup>, since they are not present in the "more expensive" thematic areas such as the elderly, disabled and nurseries (which together account for about 75% of total expenditure), foreign individuals significantly have access to services and interventions that absorb less expense (family, adults discomfort, addictions, immigration).

#### Social expenses of municipalities and FRNA, by areas of intervention. Past expenditure. Year 2012. Absolute values and percentages

Areas of intervention	Total State spending	%
Elders	434.968.357	36,1
Disabled	257.048.205	21,3
Elders and Disable – trasversal intervention	12.115.207	1,0
Family, minor and youngster	373.712.564	31,0
Adults' discomfort	37.754.309	3,1
Addiction	4.855.072	0,4
Immigration	19.579.348	1,6
Multi-users and Systemic Actions	64.842.885	5,4
<b>Total</b>	<b>1.204.875.947</b>	

20. Under Lr 2/2003, article 7 "... The Social help desks provide information and guidance to people about their rights and social opportunities, services and interventions of the local system .... The Municipalities organize the work of the social help desks ....".

21. The share of foreign seniors is just over 2% of all residents over 65 years.

22. Municipalities social spending Istat detection.

## Access to services for housing

Among the main measures in the field of public housing, in the first place we deal with the big stock of public housing (ERP) covered by R.L. 24/2001.

In the introduction it should be remembered that the national legislation on immigration (paragraph 6 art. 40 - Legislative Decree 286/98) provides for restrictions on foreigners: basically only foreigners who hold a residence permit for at least two years and who work on a regular basis, or those who are holders of a residence permit for long-term residents (obtained after at least five years of legal residence in Italy and with an established income, as well as a suitable housing and a certain level of knowledge of the Italian language) can apply and have access to ERP housing.

Secondly, ERP accommodations can be assigned only to families who, among other requirements, do not turn out to be the owners or beneficial owners of their own homes.

This requirement has obvious impacts on the various Italian and foreign population: if Italians live mainly in an owned and / usufruct house (over 80%), foreigners do not exceed 40% (between ownership and usufruct).

The ERP accommodations assigned to foreign families in 2011 are about 6,500, equal to 12, 9% of the public housing stock (approximately 50,700 households). The datum, as can be seen, shows variations contained in time (in 5 years it moves a little more than 2 percentage points and for 3 years it remains substantially around 11, 5%) even while there is a large foreign growth of population (in the same period it raises from 7.5% to 11.9% of residents in the region) and an essentially stable public housing offer.

Indicators of result	N. public housing occupied by foreign assignees		
Family of indicators	ACCESS TO SERVICES		
Year survey	Time reference: 31/12	Absolute value	% Value with respect to the public housing stock
2008	2007	5.504	10,6
2009	2008	5.925	11,2
2010	2009	5.662	11,2
2011	2010	5.938	11,7
2012	2011	6.527	12,9

By observing instead the assignments made in the period 2009 - 2011, on the total number of applications submitted to the municipalities of the region, it appears that of the 6,539 new assignments made according to the priority order defined by the council lists, foreign families which have been given a house are 2,196 (equal to 29.5%), a consistent datum if we look at the number of foreign families potentially affected (approximately 40% of potential beneficiaries families)<sup>23</sup>.

23. By analyzing the Istat data relating to households in the region, and the different housing profiles between the Italian and foreign families, in fact, about 140,000 foreign and 220,000 Italian families are estimated to be potentially in a position to apply for a public accommodation.

A second tool for facilitating housing solution is represented by the Social Fund for the rent that has seen among the beneficiaries a share of around 40-42% of foreigner; even this outcome is understandable with reference to the proportions of potential beneficiaries in Italian and foreign subpopulation we have already seen in the evaluation of ERP assignments.

Indicators of result	N. foreign householders Social Fund for Rent		
Family of indicators	ELIMINATION OF INEQUALITIES		
Year survey	Time reference: year	Absolute value	% Value on the total beneficiaries
2007	2006	18.595	39,1
2008	2007	20.014	43,3
2009	2008	23.860	46,0
2010	2009	21.754	40
2011	2010	21.841	42,4
2012	2011	21.017	42,5

## Access to health services

Looking at the data on access to health services (also in terms of performance and fruition), we observe that, gradually, the behavioral trends of foreigners tend to align with those of the Italians.

A first finding is attributable to a constant improvement of the choice of the family doctor, who in six years has had an increase of nearly 7% in relative terms. It is a significant indicator of effective access to the health service system<sup>24</sup> that may also impact on substantial contraction of improper access to the emergency room. In fact, over time, there has been a steady decline in the percentage of improper access to the emergency room, even if the numbers still remain significant among the foreign population<sup>25</sup>.

Indicators of result	N. enrolled in the SSR (Health Service) with active choice of the doctor*		
Family of indicators	ACCESS TO SERVICES		
Year survey	Time reference: 31/12	Absolute value	% Value (on total foreign resident)
2007	2006	251.484	79,06
2008	2007	291.775	79,78
2009	2008	339.136	80,45
2010	2009	383.224	82,79
2011	2010	426.886	85,27
2012	2011	454.186	85,70

Source: Health and Social Policy Service Information System

24. The datum, however, of a 14% of migrants covered by the National Health Service but still lacking the primary care physician, also excluding those who are not required to compulsory registration with the said Service, appears to be further improved.

25. The percentage of emergency room accesses for "non-urgent" services are referred to 22.5% of foreign nationals against 15.9% recorded for Italians' access.

For irregular migration, it can be observed that there has been a steady decline of Cards issued for “temporarily present foreigners” (STP) which goes hand in hand with a certain slowing down of the conditions of irregularities, especially on the female side, partly as a result of the recent regularization measures for domestic helpers<sup>26</sup>.

Indicators of result	N. STP cards		
Family of indicators	ACCESS TO SERVICES		
Year survey	Time reference: year	Total absolute value	Of which women
2007	2006	16.319	10.500
2008	2007	13.298	8.015
2009	2008	11.598	n.d.
2010	2009	10.011	5.754
2011	2010	6.657	3.537
2012	2011	5.825	n.d.

The growth and stabilization of the foreign population could have been reflected in an increasing and significant number of hospital admissions. This was true up to 2008, but in the following years, there has been a slowdown in the growth of hospitalizations such that in the last four years the indicator has risen of only one percentage point. This trend occurs for both the emergency admissions (probably influenced by the reduction in the number of accidents<sup>27</sup> and - as mentioned - by the greater use of primary care physicians), and ordinary admissions, also affected by a decrease in hospitalizations related to pregnancy assistance (childbirth, puerperium and pregnancy complications) that have possibly been positively affected by the preventive work effectively offered by local services (eg: family Counseling, Immigrant Women Help Desks).

To confirm this, there is an increasing number of foreign women who are turning to counseling help desks (including the Immigrant Women Health Centers services) both for pregnancy assistance and with respect to procreative choices.

In addition, an increased use of counseling by foreign women (who are mostly in childbearing age)<sup>28</sup> is in fact observed, symmetrically with the rate of voluntary abortion, which, although still high when compared to the rate of Italian women (22.7 ‰ versus 6.1 ‰), is still significantly and steadily decreasing.

26. During 2009 and 2012 the Government issued two separate procedures of regularization that have allowed the emergence of approximately 410,000 domestic workers-care givers in Italy (294,000 in 2009, of which 30,000 in the region and 116,000 in 2012, of which 12,800 in the region).

27. More than a quarter of the accesses to the Emergency Room - both of Italians and foreigners - is because of traumas; however, in the case of foreign nationals, traumas for accident at work are more: 22.1% compared with 15.3% of Italians. The economic crisis may have had reductive effects on the number of accidents at work.

28. In fact, less than 2% foreign women come to the help desks for assistance during menopause, compared with 8% of Italian women.

Indicators of result	N. hospital admissions of foreigners		
Family of indicators	ACCESS TO SERVICES		
Year survey	Time reference: year	Absolute value	% Value
2007	2006	50.617	6,0
2008	2007	54.746	6,4
2009	2008	60.357	7,1
2010	2009	62.878	7,5
2011	2010	61.394	7,3
2012	2011	66.389	8,0

Indicators of result	N. Foreigners users from Family help desks		
Family of indicators	ACCESS TO SERVICES		
Year survey	Time reference: year	Absolute value	% Value on total users
2007	2006	37.326	17,6
2008	2007	41.873	19,8
2009	2008	41.692	19,2
2010	2009	46.256	22,5
2011	2010	51.411	25
2012	2011	54.502	27,4

Indicators of result	Abortion rate of resident foreign women in childbearing age residents (15-49 years old)	
Family of indicators	ACCESS TO SERVICES	
Year survey	Time reference: year	Value per 1000
2007	2006	33,4
2008	2007	28,0
2009	2008	25,6
2010	2009	23,9
2011	2010	24
2012	2011	22,7

## Access to schooling

Firstly, if we look those who attend the kindergarten, we see that the trend of accessing is growing in line with the increasing number of children of foreign origin. Over the last 8 years the number of students has doubled, reaching in academic year 2011-2012 approximately 16,700 children, 14.5% of the total. The presence is significantly different depending on the types of schools: foreign students in state public schools have already reached 20% of the total, while in the non-state school (local authorities, religious bodies, private lay bodies) they are around 9%.

Indicators of result	N. foreign children in kindergarten		
Family of indicators	ACCESS TO SERVICES		
Year survey	Time reference: s.y.	Absolute value	% Value
2006	2004-05	8.413	8,2
2007	2005-06	9.832	9,3
2008	2006-07	10.651	10,0
2009	2007-08	11.985	11,1
2010	2008-09	13.471	12,2
2011	2009-10	14.740	13,2
2012	2010-11	15.638	13,7
2013	2011-12	16.778	14,5

Source: Information System and DG for studies and statistics and information systems - MIUR

If we analyze the behavior of Italian and foreign children we will see, however, different rates of attending: in academic year 2010-2011 about 62% of children of non-Italian origin (3-5 years) attended Nursery School in comparison with 97% of Italian children<sup>29</sup>.

As for the educational courses, once they enter into the stream of compulsory education, we have already seen in the first paragraph the high incidence of foreign students in schools of all levels (14%).

We can now integrate access data with some indicators of school success<sup>30</sup>, from the school promotion rates over time, the changes in the differential between the rates of promotion of Italian students and foreign students, and an analysis of school dropouts.

29. If we perform the same estimate two years before (aa.yy.2008-2009) we find that foreign children attending the nursery school were approximately 63.7% of their peers, while Italian children were about 97.7% of their peers.

30. These are synthetic data that could be further examined by crossing the age and the time of school access.

Indicators of result	Tasso di promozione alunni stranieri (scuola primaria)		
Family of indicators	ACQUISITION OF SKILLS		
Year survey	Time reference: s.y.	iscritti	% Value dei promossi
2008	2007-08	24.878	98,9
2009	2008-09	26.879	98,7
2010	2009-10	27.996	97,6
2011	2010-11	29.165	97,7

Source: Information System and DG for studies and statistics and information systems - MIUR

Indicators of result	Difference of promotion rate foreigners-Italians (primary)	
Family of indicators	ELIMINATION OF INEQUALITY	
Year survey	Time reference: s.y.	% Value
2008	2007-08	-0,9
2009	2008-09	-1,1
2010	2009-10	-2,4
2011	2010-11	-2,2

Source: Information System and DG for studies and statistics and information systems - MIUR

The reading of the above mentioned table shows a first substantial alignment in the rates of promotions between Italians and foreigners in primary school (probably because of a larger number of pupils born in Italy, or, even if arrived in our Country later, more able to absorb language and behavioral elements) and a growing divergence as you go to higher grades of school.

Indicators of result	Promotion rate foreign pupils (secondary school)		
Family of indicators	ACQUISITION OF SKILLS		
Year survey	Time reference: s.y.	Enrolled	% Value of promoted
2008	2007-08	13.763	90,4
2009	2008-09	15.410	88,7
2010	2009-11	16.896	88,5
2011	2010-11	17.790	94,2

Source: Information System and DG for studies and statistics and information systems - MIUR.



Indicators of result	Difference of promotion rate foreigners-Italians (secondary)	
Family of indicators	ELIMINATION OF INEQUALITY	
Year survey	Time reference: s.y.	% Value
2008	2007-08	-7,4
2009	2008-09	-8,4
2010	2009-10	-8,6
2011	2010-11	-3,2

Source: Information System and DG for studies and statistics and information systems - MIUR

Indicators of result	Promotion rate foreign pupils (high school)		
Family of indicators	ACQUISITION OF SKILLS		
Year survey	Time reference: s.y.	Enrolled	% Value of promoted
2008	2007-08	15.187	69,2
2009	2008-09	16.839	68,9
2010	2009-10	18.582	69,3
2011	2010-11	19.723	72,5

Source: Information System and DG for studies and statistics and information systems - MIUR

Indicators of result	Difference of promotion rate foreigners-Italians (high school)	
Family of indicators	ELIMINATION OF INEQUALITY	
Year survey	Time reference: s.y.	% Value
2008	2007-08	-16,6
2009	2008-09	-17,3
2010	2009-10	-17,4
2011	2010-11	-15,9

The differential of failures in compulsory education in recent years has never exceeded 2.5% in elementary school, 9% in secondary school and 18% in high school<sup>31</sup> where educational deficits (especially linguistic or curriculum deficits students have when they arrive after the age of elementary or secondary school, and it is which accounts for a significant number of students) ) may affect the school results, associated with the abandonment or neglect of those who, in the meanwhile, have the intention or the need to undertake a work activity. In the last year of detection (s.y. 2010-2011) the rate of promotion of foreign students in secondary and high schools has significantly increased, associated with a reduction of the differential of Italian students' rates<sup>31</sup>, and this is a good achievement.

31. It should be noted that in these data we include school dropouts that, although declining, are significantly higher among foreign students - especially newly arrived - than among Italians (about 3:1).

#### Drop out from secondary school

S.Y.	Italians			Foreigners		
	Tot. enrolled	Dropout (a.v.)	% dropout on tot. enrolled Ita	Tot. enrolled	Dropout (a.v.)	% dropout on tot. enrolled foreign
2008/09	92.587	888	0,96	15.411	414	2,69
2009/10	94.866	764	0,81	16.952	659	3,89
2010/11	96.203	391	0,41	17.984	363	2,02

Source: based on data from Ministry of Education and RER

#### Drop out from high school

S.Y.	Italians			Foreigners		
	Tot. enrolled	Dropout (a.v.)	% dropout on tot. enrolled Ita	Tot. enrolled	Dropout (a.v.)	% dropout on tot. enrolled foreign
2008/09	148.577	1.648	1,11	16.840	761	4,52
2009/10	148.432	1.457	0,98	18.721	754	4,03
2010/11	148.586	1.224	0,82	19.707	669	3,45

Source: based on data from Ministry of Education and RER

Besides, we witness a general decline of dropouts in absolute and percentage terms. On this point, the analysis of the above-mentioned tables shows that there has been an overall decline that affected both Italian and foreign students: the differentials in behaviors of Italians and foreigners is, even in this case, gradually narrowing, particularly in high school. In percentage terms, however, about one-third of dropouts affects foreign students.

Indicators of result	N. scholarships to foreign students		
Family of indicators	ELIMINATION OF INEQUALITY		
Year survey	Time reference: S.Y	Absolute value	% Value on tot beneficiaries
2007	2005/06 *	15.138	29,5
2008	2006/07*	17.122	31,4
2009	2007/08**	3.299	31,6
2010	2008/09***	4.581	34,3
2011	2009/10*	9.792	33,8

\* elementary, secondary and high school students

\*\* high school first three years students

\*\*\* high school students

An interesting indication, however indirect and partial, comes also from scholarships, where the percentage of foreign students is always placed in the order of one third of recipients (even when the scholarships reward only the high school students) representing in this sense a support to the frequency and prospects for successful schooling.

#### D. What actions have been taken to increase the participation of immigrant foreign nationals in local public life and to foster the communication among the different cultural identities in the area.

1. The first area is language learning and civic education fundamental principles, basic elements for a full social citizenship.

The Region has promoted a broad and diverse range of interventions aimed at supporting and spreading the knowledge of the Italian language and the system of civic values underlying the Italian social and political life. This is achieved, at first, through the social area planning and, later, by starting specific agreements and projects on a national and European level. These promotion and direction activities have gradually gone structuring "in the system", anticipating the entry into force of the so said Integration Agreement<sup>32</sup>, introduced by Presidential Decree 179/2011<sup>33</sup> which in fact, from the very beginning, has allowed foreigners who must comply with these obligations to rely on a training offer already structured<sup>34</sup>.

In this context, the fundamental document which defines the areas of intervention and responsibilities among the various actors involved in language training for foreign citizens was formed by the regional Memorandum of Understanding, for supporting and disseminating the knowledge of the Italian language and civic education, aimed at foreign adults, signed in 2011 by Emilia-Romagna Region, Emilia-Romagna Prefectures, regional Education Office, ANCI and UPI Emilia-Romagna.

The Memorandum has allowed the region to establish itself as a structure or governance and support, in collaboration with the other signatory institutions, in order to improve the quality of training and to strengthen the network between the public and private entities who plan and implement courses of Italian language and civic education aimed at foreign nationals. The document, in fact, has helped to identify the instruments of governance to achieve the coordination, the harmonization and the rationalization of the training contents and actions, recognizing in the provincial level the optimal place to compose an overview of interventions supply and planning.

In addition, with a new protocol on the theme of the Italian language, which was signed in September 2012 by the Emilia-Romagna Region and the Third Sector Forum, it is intended to enhance the Third Sector (which for many years has been contributing to the enrichment of the educational linguistic L2 offer) by recognizing its important role in the definition of requirements, the planning of the training and the promotion of access channels to the appropriate language training, especially for people living in conditions particularly vulnerable.

32. With the Ministerial Decree of 4 June 2009, it is stated that at the time of application for residence permit for EC long-term residents, the foreigners must demonstrate that they have acquired an adequate knowledge of the Italian language at least at level A2 of the CEFR. Such knowledge can be demonstrated through the submission of appropriate documentation or, in absence of it, by passing a language test to be performed at the CTP.

33. Presidential Decree 14 September 2011, n. 179. Regulation concerning the discipline of the Integration Agreement between the foreigner and the State, in accordance with Article 4-bis, paragraph 2, of the consolidated provisions governing immigration and rules on the status of foreigner, as for the legislative decree July 25, 1998, n. 286.

34. According to an initial estimate, during the first year of validity of the Integration Agreement (March 2012-February 2013) in Emilia-Romagna about 6,200 people have signed the agreement and at least 5,500 have participated in a civic education training session (of at least 5 hours) prepared by each Prefecture.

The Region has given a fundamental contribution to the realization of this system has realized through the endorsement, from 2007, of 4 successive agreements with the Ministry of Labour and Social Policies (on 12/12/2007, 22 / 12/2009 and 21/12/2010, 27/12/2011) carried out<sup>35</sup> by the Committee through the approval of as many regional Programs for the creation of provincial territorial Plans of action finalized to the diffusion of Italian language for non-EU citizens. The Region has identified in the Provinces the referents for the design and implementation of interventions. The courses of Italian language and civic education, which provide for the acquisition of skills according to the standards of the Common European Framework of Reference (CEFR), were made through the involvement of local networks of actuators of the training modules composed of tens of CTP, Educational institutions, third sector, local authorities, accredited training institutions).

A second activity that has helped to define the system (and which still features the provinces but this time having as partners the educational institutions and the Regional School Office) is joining the European Fund for Integration of third-country nationals (FEI) planning as well as participating in the national technical committee set up at the Ministry of the Interior (as responsible Authority for the Fund itself). As for the language offer in relation to the actions provided by the FEI, the Region has developed and extended the training also with adding experimental courses for teachers<sup>36</sup>.

Since 2009, over 10,000 foreigners have attended the courses activated as a part of National Agreements and regional programs.

Regional programs	N. courses offered	Year of courses realization	Foreign adults attending*
Ministry of Labour Agreement December 2007	190	2009/2010 (a)	2.452
Ministry of Labour Agreement December 2009	177	2010/2011	2.736
Ministry of Labour Agreement December 2010	268	2011/2012	3.890
Ministry of Labour Agreement December 2011	n.d.	in progress	in progress
FEI 2010 "Parole in gioco"	70 (b)	2011/2012	963 (c)
FEI 2011 "Parole in gioco 2"	n.d.	in progress	in progress
<b>Total</b>	<b>705</b>		<b>10.041</b>

\* N. students who have attended at least 70% of the scheduled hours

a. some courses were started in 2008

b. with a further 16 courses for teachers

c. with a further 372 teachers who attended training sessions

35. The courses activated after agreement 27/12/2011 are still being carried out.

36. As part of the FEI planning, together with the "traditional" training modules, some pilot labs are activated, for the ascertainment and evaluation of past and variously acquired expertise, training and updating of teachers, development of tools and teaching techniques, etc..

Of these 10,000 attending the courses, nearly 2,800 have also obtained a certificate of competence valid in the European Union (CEFR). Both the attendance at the courses and the certificate of result can be extremely important in order to obtain a residence permit. Obtaining a certificate of level A2 exempt foreign citizens from supporting prefectural test for the release of the EU Charter of Long Stay (or, in the case of persons who are bound to the agreement of integration, it fulfills this commitment) but also the course attendance alone is very useful, since it facilitates passing the test.

A consequence of this it is evident if we look at the Ministerial data showing that during the period February 2011 - September 2012 (ie after the entry into force of the tests required by the DM 4 August 2011 up to the last available data), in Emilia-Romagna 17,104 non-EU citizens have passed the test (net of those who have had the attestation A2), and have done so with increasing success rates along with the language courses growing offer.

Indicators of result Family of indicators Year survey	Passing Italian test to obtain permit of long stay		
	ACQUISITION OF SKILLS		
	Time reference: year	Absolute value	% Value
2011	2011*	7.323	81,6
2012	2012**	9.781	87,1

\* estimates from 1/2/2011 on Ministry of the Interior data

\*\* data up to 30/09/2012 the Ministry of the Interior

A specific focus on interventions realized for teaching Italian language can be seen in Appendix under section "Promoting learning and alphabetization of Italian language for encouraging integration and offering a full social and political citizenship".

2. The second axis relates to the participation of foreigners in public life and the promotion of active citizenship, beginning with young people of foreign origin.

On these issues the Region:

- has promoted and enabled the regular activities of the Regional Council for the social integration of foreign nationals (Article 6 and 7 of Regional Law 5/2004);
- has confirmed its support to the experiences of local participation (Consultative Committees, Forum, Councillors) providing such indication in its acts of social programming;
- has devoted special attention to associations promoted by foreign women;
- has designed interventions to promote and enhance the active protagonism of young people of foreign origin, and in particular helping to establish a regional network of youth organizations called Rete Together ([www.retogether.it](http://www.retogether.it));
- has activated information campaigns for boys / girls about the knowledge of the fundamental principles of the Italian Constitution and about the acquisition of Italian citizenship when aged eighteen.

The reading of the section on "Participation, representation and citizenship" of Annex allows a further deepening on these suggested actions.

3. The third area is represented by initiatives in schools for foreign children which represent often a first opportunity to meet and communicate with each other for people with different cultural background.

The Region, by financing educational institutions under LR 12/2003 for educational enrichment and enhancement, supports initiatives that often involve the families of foreign students in moments of confrontation and meeting with Italian families too, sometimes with the help of intercultural mediators, in order to improve the sense of belonging to the school community and the level of integration between different cultures.

In some experiences foreign students help as "mediators" for pupils recently joining; multimedia tools in several languages are used; facilitated texts are prepared, to improve the level of communication and support, including reflections on common cultural roots, towards a positive integration.

The reading of section "School and Vocational Training" provided in Attachment allows us to frame the interventions in schools.

4. The fourth area concerns the promotion of mediation and intercultural initiatives aimed at promoting the exchange and recognition of different points of view in order to promote the social inclusion process.

On this area of work, it should be noted that the Region has identified the intercultural mediation as one of the strategic priorities of intervention in the Triennial Program 2009-2011, consistently placing in its programming the support for mediation activities in the services, but also in the territory for a global function of conflict prevention and promotion of social cohesion. In this sense, also, with DGR 141/2009, it has updated the professional profile of the intercultural mediator previously adopted by DGR 2212/2004.

The Region has also maintained a role of technical coordination of the Intercultural Centers (about twenty) and has supported actions to strengthen the network of regional centers; it is engaged on the issue of intercultural communication, which is considered crucial in order to improve the quality of information produced around the themes of immigration (a three-year Memorandum has been signed in 2009 with experts in the field).

Please read the sections entitled "Promotion of a full social cohesion through processes of learning, training and mediation by foreign citizens" and "Initiatives of intercultural communication: media and intercultural centers" provided for in Annex for further details on the above mentioned actions.

**E. What the perceptions and attitudes prevailing among the citizens about the phenomenon of immigration are.**

To answer the aforementioned question, we can make use of the work sponsored by the Security Policies service and by the local Police.

Since the year 2000, this regional Service maintains, within the questionnaire used for an annual survey on the perception of safety on the part of citizens, a series of questions that are specifically related to immigration issues. This choice is attributed to the fact that security and immigration services are perceived as intertwined. Without going into the complex implications of these relationships, the eight questions used in all annual surveys are here taken to document changes (and stability) found in the opinions of citizens resident in Emilia-Romagna in the period from summer 2000 to autumn 2012<sup>37</sup>.

On this issue (the complete documentation can be found at: <http://autonomie.regione.emilia-romagna.it/sicurezza/risorse/statistiche-2>) eight questions are asked:

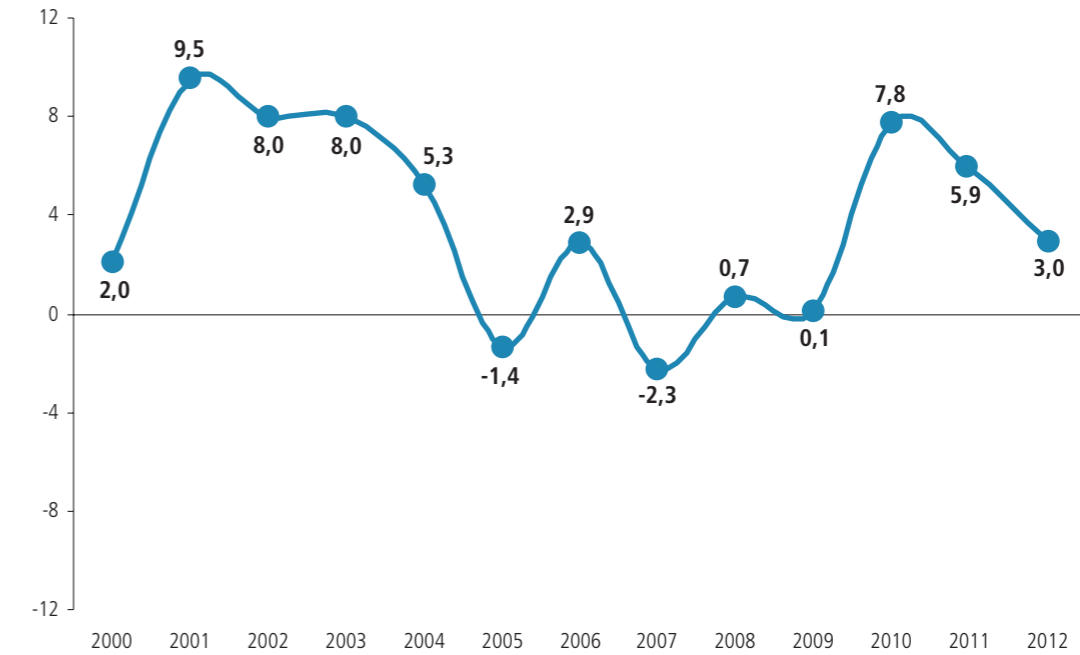
Text of the question	Is it part of the synthetic index?	Is it directed only to those born in Italy?
1. The increase in immigration leads to an increase in crime (negative)	Yes	No
2. The immigration of foreigners is positive because it allows the comparison between different cultures (positive)	Yes	No
3. The newly arrived immigrants have too many claims (negative)	Yes	No
4. Even illegal immigrants should be provided with free medical assistance (positive)	Yes	No
5. Immigrants take jobs away from Italians (negative)	Yes	No
6. It is fair that after a few years an immigrant who has lived in Italy is given the right to vote for mayor	No	Yes
7. Immigrants are needed to do the job that Italians do not want to do	No	Yes
8. The majority of the immigrants are just drug dealers and thieves	No	Yes

Using the results of the first 5 questions, we get a synthetic index which considers the degree of openness or closure of citizens towards foreign immigration and allowing us to identify three different phases in the period 2000-2012 (Figure 1):

- five years from 2000 to 2004, characterized by a prevailing openness, quite strong;
- five years from 2005 to 2009 in which the trend is reversed, also for the previous values of the index where the 'closure' prevails (in 2005 and 2007);
- a new period of openness that characterizes in particular the years 2010 and 2011 (and which – even if in decrease - is also confirmed for 2012).

37. The survey is carried out in the Fall, usually in September and October. All surveys were conducted by telephone interviews with 1,200 adult citizens resident in Emilia-Romagna and were conducted through collaboration between the Security Policies service and the local Police and the Polling Metropolitan Center MEDEC, a special structure of the Province of Bologna. Some of the questions were directed only to citizens born in Italy.

Chart 1 Synthetic attitude of citizens resident in Emilia-Romagna towards foreign immigration in the period 2000-2012



The above considerations are drawn from examination of the single (five) questions that make up the synthetic index and that are reported in full in the following table for the period 2005-2012.

Citizens' response (adults) in Emilia-Romagna to some statements about immigrants. Years 2005-2012. For each year 1,200 interviews have been conducted.

	2005	2006	2007	2008	2009	2010	2011	2012	difference 2012-2011
1 L'aumento dell'immigrazione favorisce l'aumento della criminalità (negativo)									
% Very + agreed (A)	69,4	67	74,1	70,3	71,1	64	63,9	66,1	
% Little + not at all (B)	19,7	29,4	22,8	26,6	25,2	31,4	31,1	30,1	
Difference (A-B)	49,7	37,6	51,3	43,7	45,9	32,6	32,8	36	3,2
2 L'immigrazione di cittadini stranieri è positiva perché permette il confronto tra culture diverse (positivo)									
% Very + agreed (A)	65,4	62,6	58,4	57,5	62,3	63,7	67,2	64,6	
% Little + not at all (B)	29,9	33,4	38,5	39	31,9	30,1	26,7	29,4	
Difference (A-B)	35,5	29,2	19,9	18,5	30,4	33,6	40,5	35,2	-5,3
3 Gli immigrati appena giunti da noi hanno troppe pretese (negativo)									
% Very + agreed (A)	58,9	58,4	66,5	61,1	66,8	61,8	66,8	65,1	
% Little + not at all (B)	31,3	34,3	27,2	31	24,3	29,8	25,8	27,8	
Difference (A-B)	27,6	24,1	39,3	30,1	42,5	32	41	37,3	-3,7
4 Anche agli immigrati clandestini dovrebbe essere fornita l'assistenza medica gratuita (positivo)									
% Very + agreed (A)	45,5	47,4	54,6	48,8	60,4	60,8	60,1	54,7	
% Little + not at all (B)	46,5	44,7	38,9	35,6	34,6	33,7	34,1	40,1	
Difference (A-B)	-1	2,7	15,7	13,2	25,8	27,1	26	14,6	-11,4
5 Gli immigrati tolgono lavoro agli italiani (negativo)									
% Very + agreed (A)	28,8	25,5	25,6	24,7	31,9	26,9	29,8	29,6	
% Little + not at all (B)	64,8	69,9	69,3	70,2	64,4	69,7	66,6	68,2	
Difference (A-B)	-36	-44,4	-43,7	-45,5	-32,5	-42,8	-36,8	-38,6	-1,8

Note: in the table the non-responses are not shown.

Source: Survey on the security of the citizen, Security Policies and PL Service of Emilia-Romagna.

If we consider the last step from 2011 to 2012, the direction of individual questions listed above in Table 1, we observe a deterioration of the items "positive": the [2] and [4], the latter decreased by 11,4 points.

This deterioration is existing together with an improvement of questions [3] and [5], jointly climbing 5.5 points.

In particular, it is interesting to note that exactly the question [5], involving the issue of work, had had a sharp deterioration in the previous survey, losing as many as 6 points between 2010 and 2011. If, therefore, the impact of the economic crisis on the perception of foreigners as "substractors of work" could have effect in 2011, even if later this assumption has been partially revisited, we observe that the big drop is in the indicator that relates to the health care ("to be supplied also to the illegal immigrants") which has fallen of 11.4 points and is able to influence the entire synthetic index<sup>38</sup>.

38. And this in a period that coincides with a drop of unlawful presence and of STP cards following the "regularization" of 2009 and 2012. This view, therefore, may not really mean a "competitive" effect with respect to resources, but the most common objective of the need of some financial attention in terms of public spending.

## F. What the opinions of the actuators and of those working in the field about the efficiency of the measures provided by law are.

The activities of the regional Council for the integration of foreign nationals, as for art. 6 and 7 R.L. 5/2004 and consisting of 34 members including 18 foreign representatives, allowed a continuous direct comparison with those who for various reasons, and with different skills, are committed to the integration of immigrants<sup>39</sup>.

In this sense, the regional Council has devoted a special session<sup>40</sup> referred to R. L.5/2004 in which each component has been able to point out the strengths and weaknesses of the legislation and of its effective actuation<sup>41</sup>.

In this sense, it appears to be shared the idea that R.L. 5/2004 considers immigration as a stable and organic component of the regional community, which leads to the placement of integration policies as stable components of welfare policies.

Being aware that the condition of immigrants is inevitably affected by the national policies (relating to residence, arrival, expulsion and intervention for the integration), it has been crucial for gathering data and introducing evaluation indicators to better understand the weaknesses of the integration actions (from the loss of the house and the residence, the issue of learning Italian, the use of intercultural mediators, the effectiveness of internship, the qualifying projects for domestic helpers, the phenomena of school dropouts and accidents at work).

Among the issues that deserve a new consideration there are the representation (critical advisory system), the active citizenship training which may / should also involve foreign immigrated citizens, the support of associations of migrants, the need for a greater impact of immigrants in local and regional policies, a greater attention to religious pluralism, the need to think of new ways of offering housing (critical emergency facilities) and sport as an effective tool for integration.

Furthermore, in recent years, the opinions and observations of those working in the field have been collected, through the presence of the Region in the Territorial Councils for Immigration (CTI). Established in each province by the DLG 286/98, the CTI shall be convened by the Prefects, who preside over them. All the main actors - which at the local level impact on migration issues - participate to CTI: local State offices, local authorities, employers' associations, trade unions, organizations of volunteering, health services, police, fire-fighters. The topics which are discussed go from the discussion of project guidelines (FEI, FER, UNRRA, etc.)<sup>42</sup> to issues related to inflows, or to the application of law, up to local situations of distress: in this way, this institution can constantly monitor the situation with respect to migration in the territory, and subsequently make reports to its strategic and management bodies.

39. The Council is presided by the Regional Councillor, responsible for the matter, and is composed of: 18 foreign representatives (one of which with function of Vice-Chairman), representing the nine provincial areas, three representatives of local authorities, three representatives of employers' associations, three representatives of trade unions, three representatives of the Third Sector, a representative of the regional School Office, a representative of the regional Directorate of Labour, a representative of the Territorial Councils for Immigration.

40. Session of 18 April 2013.

41. In addition to interventions during the session, other contributions were subsequently sent, written by: Third Sector Forum of Emilia-Romagna, foreign members Luzgarda Frisancho Paz, Bouchaib Khaline, Nadia Karouiti; UPI Emilia-Romagna.

42. FEI: European Fund for the Integration of Third Country nationals; FER: European fund for Refugees; UNRRA Fund: Fund of the United Nations Relief and Rehabilitation Administration (UN).

In addition to direct participation in the committees, the Region has put in place a series of analysis of the phenomenon of migration and of the efficiency of its operations through:

- the reading of the programming of areas and of profiles of the community in order to observe , among other things, the efficiency of the regional lines and if the needs of the area are aligned with the legal instruments at their disposal;
- the realization of that specific thematic surveys, gathered online, aimed to investigate in detail some services and their operators (investigation on points of contact for foreigner and investigation on intercultural mediators)<sup>43</sup>;
- monitoring the various thematic regional Protocols (promoted or signed<sup>44</sup>) through the participation to the expected pilot or monitoring groups.

A series of technical and reading tools have been activated too, including: the regional Observatory on migration; the interdepartmental working group; the technical group of territorial contacts for immigration (consisting of Provinces and chief towns ) that allowed us to read the phenomena in terms of strategic perspective, impact and governance.

In this sense, the technical groups were further points of opinion gathering from the actuators and those working in the field on the effectiveness of the interventions provided by law, both at the Regional level (ie the entity) and at the territory level.

Finally, the same Evaluative Clause may also represent an opportunity to begin an extended and widespread dialogue in the region with the entities operating in the field, in order to improve regulations, programs and/ or processes that will affect political integration of foreign citizens in the coming years. In this sense, the anticipation of the new three-year Program for the social integration of foreign nationals and the new Regional Health and Social Plan will certainly allow the opening of further opportunities for thematic analysis with the various actors who deal with integration policies.

43. See the reports of the research:

"Gli operatori degli sportelli immigrazione: identità professionali e bisogni formativi" ("The operators of the immigration help desks: professional identity and training needs") on web site:

<http://sociale.regione.emilia-romagna.it/documentazione/pubblicazioni/ricerche-e-statistiche/sportelli-immigrazione>

"La mediazione interculturale nei servizi alla persona della Regione Emilia-Romagna" ("Intercultural mediation in services for personal care in the Region of Emilia-Romagna") sul sito:

<http://sociale.regione.emilia-romagna.it/documentazione/pubblicazioni/ricerche-e-statistiche/report-ricerca-mediatori-interculturali>

44. We quote, among others, the Memorandum of Understanding in the field of asylum seekers and refugees (June 2004), The Memorandum of Understanding on regional initiatives to combat discrimination (January 2007), the Memorandum of Understanding on regional intercultural communication (February 2009), the Protocol to support and promote the Italian language and civic education for foreign adults (June 2011), the Memorandum of Understanding between Emilia-Romagna and the Emilia-Romagna Third Sector Forum for the support and promotion of Italian language for foreign adults, (September 2012).

## Concluding synthesis

In a regional context that has become more and more intercultural oriented and which sees a stabilization of settlement by foreign immigrants, the behaviors of the two "subpopulations" (Italians and foreigners) are slowly and gradually conforming.

This is a positive aspects if we consider the issue of access to services, school participation, protection of health; but it also shows that similarly to Italian workers, foreign workers, although increasing in absolute terms, are affected by the recession of Italian economy (especially women), so that we can see a slowdown in the growth of number of employees.

The moment is delicate, but among the Emilia-Romagna citizens during these years an open attitude towards the phenomenon of migration seems to prevail, indirectly confirmed by the limited number of incidents of discrimination reported in recent years.

The same CNEL, with a specific report which has been repeated for almost ten years<sup>45</sup>, has always put the Emilia-Romagna region among the first regions for social integration of foreign immigrants.

In an economic context probably still unstable, the ability to effective include women, who are in constant growth, and the generation of children born and / or raised in Italy, undoubtedly represents some of the major challenges of the coming years, in order to maintain and consolidate the level of social cohesion which has been slowly reached.

45. We refer to the eight CNEL Reports on Indicators for the integration of foreigners in Italy.

## Annex

### REGIONAL LAW 24 March 2004, n. 5

#### **NORMS FOR SOCIAL INTEGRATION OF IMMIGRANT FOREIGN CITIZENS, AMENDMENTS TO REGIONAL LAWS 21 FEBRUARY 1990, N. 14 AND 12 MARCH 2003, N. 2<sup>1</sup>**

Official Bulletin no. 40 of 25 March 2004

#### CHAPTER I

#### Principles, objectives and recipients

##### Art. 1 General principles and objectives

1. The Emilia-Romagna Region, in exercising its own authority, in compliance with Art. 117 of the Constitution and the Consolidated Act issued with Legislative Decree n.286, dated July 25th, 1998, regarding the regulation on immigration and norms related to the conditions of foreigners (then denominated, Consolidated Act, as referred to in Legislative Decree n.286, of 1998), influenced by the principles and values of the fundamental declaration of human rights, dated December 10th, 1998, by the Fundamental Rights Charter of the European Community, proclaimed in Nice on December 7th, 2000 (thereafter denominated, Fundamental Rights Charter of the European Union), by the commitments taken on with the European Charter of Human Rights for Citizens, undersigned at Saint-Denis on May 18th, 2000, and by the Strasbourg Convention regarding participation of foreigners in public life at a local level, adopted by the European Council and ratified with law n.203, dated March 8th, 2004, (ratification and execution of the convention on the participation of foreigners in public life at a local level, executed in Strasbourg on February 5th, 1992, limited to chapters A and B), shares in the defense of citizens from States not pertaining to the European Union, and of stateless individuals, present in the territory, acknowledging them their fundamental rights as human beings, provided for by norms of internal law, by international conventions in force, and by generally known principals of international law.
2. Regional legislation, influenced by Art. 3 of the Constitution, is finalized at contrasting and overcoming cases of racism and xenophobia, and constructing a multicultural society.
3. Regional legislation is motivated in guaranteeing equal opportunities when accessing services, in acknowledging and reinforcing equality, in general terms, and in the principle of directing administrative action, in the regional territory, to the actual exercise of said rights.

1. The Constitutional Court, with judgment n. 300 of 7 July 2005, published in G.U. (Official Bulletin) of 27 July 2005, n. 30, declared the inadmissibility of the topic of the constitutionality of this law, raised by the Chairman of the Council of Ministers with recourse notified on 24 May 2004 and filed at the Court on 31 May 2004, with reference to art. 117, second paragraph, letters a) and b) of the Constitution.

4. In accordance with the principles of the Consolidated Act, as referred to in Legislative Decree n. 286 of 1998, and in law n. 328, dated November 8th, 2000 (general policy law for the realization of the integrated system of interventions and social services), and in agreement with the provisions of regional law n. 2, dated March 12th, 2003 (norms for the promotion of citizen welfare and the realization of the integrated system of interventions and social services) the policies of the Region and of the local Agencies are aimed at:
  - a. the elimination of obstacles to ensure full social, cultural, and political integration;
  - b. the reciprocal recognition and appreciation of cultural, religious, and linguistic identities, motivated by the principles of equality and freedom of religion, in compliance with Art.s 8, 19, and 20 of the Constitution;
  - c. the reinforcement of the knowledge of rights and obligations related to the conditions of the immigrant foreign citizen, as governed by the international conventions in matters related to human rights, and European and Italian regulations.
5. For this purpose, the Region addresses the structuring of the system of social defense and promotion of immigrants with the following objectives:
  - a. acquire knowledge regarding the migratory phenomenon from States not pertaining to the European Union, also for the purpose of placement in the employment sector;
  - b. increase information and sensitization with regards to the immigration phenomenon;
  - c. promote knowledge of the Italian culture and the cultures of origin of immigrant foreign citizens, in order to fully implement forms of reciprocal cultural integration;
  - d. support initiatives aimed at preserving the ties of immigrant foreign citizens with their cultures of origin;
  - e. detect and eliminate obstacles of an economic, social, and cultural nature, in order to guarantee immigrant foreign citizens equal opportunities in housing, employment, schooling, and professional training, as well as offering information regarding the opportunities connected to starting autonomous and entrepreneurial business activities, along with health and assistance services, including interventions of intercultural mediation for this purpose;
  - f. guarantee immigrant foreign citizens adequate forms of protection of rights, and knowledge of the obligations provided for by international Conventions in matters of human rights, and by European and Italian regulations;
  - g. detect and eliminate any possible condition of social estrangement;
  - h. promote communication and reciprocal knowledge between immigrant foreign citizens and Italians, individually or as a whole;
  - i. simplify projects for foreign citizens who return to their country of origin, in accordance with the competences of the Region in said matters;
  - l. prevent cases that tolerate situations of violence or grave exploitation of foreign citizens;
  - m. promote the participation of immigrant foreign citizens in local public life within the framework of the institutions in their territory;
  - n. promote social integration of immigrant foreign citizens, with particular attention given to the processes of social integration for women and minors;

- o. guarantee favorable conditions for developing associationism promoted by foreign citizens, as active subject in the processes of social integration of immigrants;
- p. guarantee, within the framework of their own competences, the realization of cultural mediation interventions for foreign prisoners, aimed at ensuring equal opportunities in legal defense and social reintegration;
- q. guarantee, within the framework of their own competences, itineraries of assistance and guardianship of unaccompanied foreign minors, as well as the reintegration of minors released from juvenile penal institutions;
- r. promote initiatives aimed at detecting and preventing forms of racism or discrimination due to ethnic, geographic, or religious origins.

#### Art. 2 Recipients

1. The recipients of the above stated interventions, provided for by this law, are citizens from states not pertaining to the European Union, as well as refugees, regularly residing stateless individuals, in compliance with current norms in force, residents or domiciled in the territory of the Emilia-Romagna region, except for what is provided for by the Art.s herein. Said recipients are indicated herein as immigrant foreign citizens. The law also applies to those requesting asylum, with exception to the competences of the State.
2. Other recipients of these interventions, referred to in this law, are also immigrant foreign citizens, present in the regional territory, who are in the conditions indicated in Art. 19 of the Consolidated Act, referred to in Legislative Decree n. 286 of 1998.
3. The interventions provided for by this law are also extended to citizens of the European Union, with exception to the community and state laws, if they are not already recipients of more favorable benefits on the basis of the current state and regional norm in force.

## CHAPTER II

### Institutional distribution of functions and regional planning of activities

#### Art. 3 Regional functions

1. The Region pursues the social integration of immigrant foreign citizens through the observation of the migratory phenomenon and the execution of the planning, coordination, and evaluation functions of the interventions referred to in this law, with the exception to the planning competences attributed to the Provinces and Communes, in compliance with Art.s 4 and 5.
2. The Regional Council approves:
  - a. suupon proposal of the Board, the three-year program for the social integration of immigrant foreign citizens, comprising the initiative of implementation of this law. Said program, formulated after having heard the Region Conference-Local Autonomies and the Regional Council for the social integration of immigrant foreign citizens, referred to in Art. 6, and taking into



- account the activities of observation of the migratory phenomenon, referred to in paragraph 4, hereafter, as well as the indications contained in the Regional Plan for interventions and social services, provided for in Art. 27 of Regional Law n. 2 of 2003, defines the policies for the execution of the interventions regarding immigration, referred to in Chapters III and IV of this law;
- b. the select plan of intervention, even in derogation of the ordinary programming referred to in this law, finalized in executing interventions of primary hospitality and accommodation, according to the provisions in Chapters III and IV, on behalf of individuals to whom, in compliance with the current norms in force, was recognized the right to temporary hospitality and accommodation, following migratory fluxes consequent to international crises caused by wars, economic and social crises, or unstable political situations.
3. In conformity with the three-year program, the following functions are the competence of the Regional Board:
    - a. approval of a regional plan of action against discrimination, in compliance with Art. 9;
    - b. allocation of contributions for housing interventions and urban requalification, in compliance with Art.10;
    - c. allocation of contributions for executing the relevant plans and programs referred to in Art.s 4 and 11;
    - d. promotion of programs regarding protection, welfare and integration, as well as approval of criteria, methods of financing and policies relevant to said programs, in compliance with Art. 12;
    - e. issuing of directives to local health units and hospitals, for the enactment of Art. 13;
    - f. issuing of directives to the Communes in matters of sharing expenses for the repatriation of deceased immigrant foreign citizens and their family members who are in a state of need, in compliance with Art. 5;
    - g. promotion of literacy and access to educational services, in compliance with Art. 14;
    - h. promotion of schooling and professional training interventions, in compliance with Art. 15;
    - i. promotion of initiatives for job placement and support of autonomous and entrepreneurial business activities, in compliance with Art. 16;
    - j. promotion of integration and intercultural communication initiatives, as well as realization of regional interventions, referred to in Art. 17, paragraph 1, letter d);
    - k. definition of criteria for the allocation of contributions to associations, in compliance with Art. 18;
    - l. promotion of initiatives for the voluntary return to countries of origin, in compliance with Art. 19.
  4. The Region institutes a regional Observatory, in the competent Assessorship, relevant to the migratory phenomenon, in agreement with the regional instruments of observation for the employment sector, and with the (tripartite regional Commission, governed by Art.s 51 and 53, paragraph 3, of Regional Law n. 12, dated June 30<sup>th</sup>, 2003 (Norms relevant to equal opportunity in accessing knowledge, for all, and for an entire lifetime, through reinforcement of schooling and professional training, and the integration of the two). The Region, also benefiting from the

regional Observatory relevant to the migratory phenomenon, executes the following functions:

- a. presents an annual report relevant to the presence of foreigners, also containing an analysis of the evolution of the migratory phenomenon;
  - b. collects and elaborates, in agreement with similar observatories on a local level, data and information useful in monitoring the migratory fluxes and the conditions of foreigners present in the regional territory, with particular regard towards the evaluation of regional and local policies relevant to the social integration of foreign citizens;
  - c. carries out evaluative procedures regarding employment needs, having heard the social sectors and local Agencies, for a correct programming of policies of hospitality and accommodation, as well as the yearly indications of the quotas necessary for the specific region, with reference to the successive three-year period, also for defining the report provided for in Art. 21, paragraph 4 ter, of the Consolidated Act, referred to in Legislative Decree n. 286 of 1998;
  - d. carries out activities of observation and monitoring, however competent, and in agreement with the Prefecture, for the correct functioning of the centers instituted, in compliance with Art. 24 of the Consolidated Act, referred to in Legislative Decree n. 286 of 1998 and Art. 1, paragraph 5, of Decree Law n. 416, dated December 30<sup>th</sup>, 1989 (Urgent norms relevant to political exile, entry, and stay of non-EC citizens and regularization of non-EC citizens and stateless individuals already present in the State territory), converted from Law n. 39, dated February 28<sup>th</sup>, 1990, and successive amendments<sup>2</sup>.
5. The Region exercises substitutive powers against defaulting local Agencies, according to the methods provided for by the current regional regulations in force<sup>3</sup>.

#### Art. 4 Provincial Functions

1. The Provinces, for the purpose of the social integration of immigrant foreign citizens, execute the following functions:
  - a. participate in the definition and implementation of plans in the areas provided for by Regional Law n. 2 of 2003, in matters of social interventions for foreign citizens, with the duties of coordinating, monitoring, and setting up specific plans and provincial programs for the social integration of foreign citizens, in compliance with Art. 18, paragraph 3, of Regional Law n. 2 of 2003;
  - b. favor consultation and participation in social and institutional life, and exercise the political rights of immigrant foreign citizens;
  - c. allocate contributions to associations, in compliance with Art. 18;
  - d. exercise every other function attributed to said provinces by this law.

2. The Constitutional Court, with judgment no. 300 of 7 July 2005 published in G.U. of 27 July 2005, n. 30, has pleaded untrue the questions on the constitutionality of Articles. 3, paragraph 4, letter d) and paragraph 5, 6, 7 and 10, raised by the President of the Council of Ministers with appeal notified on May 24<sup>th</sup>, 2004 and filed at the Court on 31 May 2004, in reference to art. 117, second paragraph, letters a) and b), 114 and 120 of the Constitution.

3. See note 2.

### Art. 5 Municipal Functions

1. The Communes, for the purpose of the social integration of immigrant foreign citizens, singularly or in association, through intercity associations, mountain communities, and unions of Communes, governed by Regional Law n. 11, dated April 26th, 2001 (Regulations of the associative forms and other provisions relevant to local Agencies, implement the following functions:
  - a. participate in defining the investment plan of the area plans, in compliance with regional Law n. 2 of 2003, even for the purpose of implementing what is provided for in successive Art. 10, relevant to housing;
  - b. favor consultation and participation in social and institutional life, as well as exercise political rights, in a municipal or zonal framework, for immigrant foreign citizens, also through the establishment of the organs referred to in Art. 8;
  - c. program and implement, within the framework of the functions provided for by Art. 15 of Regional Law n. 2 of 2003, the projects of social integration for immigrant foreign citizens;
  - d. participate in the realization of the protection and social integration program, referred to in Art. 12;
  - e. share the expenses sustained for the repatriation of deceased immigrants whose families are in a state of need, according to the methods provided for by municipal regulations. This is guaranteed by the City of residence or, if the conditions differ, by the City where the death occurred.
2. In implementing the principles referred to in paragraph 1 of Art. 118 of the Constitution, the Cities are authorized in exercising any other function concerning the social integration of immigrant foreign citizens.

## CHAPTER III

### interventions targeted towards social participation, measures against discrimination, housing politics, social integration, and health assistance

#### Art. 6 Regional Council for social integration of immigrant foreign citizens<sup>4</sup>

1. The Regional Board, in coordinating the interventions relevant to immigration, also in agreement with the territorial Councils for immigration, referred to in Art. 3, paragraph 6 of the Consolidated Act, referred to in Legislative Decree n. 286 of 1998, benefits of a Council responsible for:
  - a. formulating proposals to the Board for adapting regional laws and provisions to the emerging needs of the migratory phenomenon;

4. See note 2.

- b. formulating proposals and opinions regarding the three-year program for the social integration of immigrant foreign citizens, as well as other regional programs for aspects regarding immigration;
- c. supporting activities of the regional Observatory regarding the migratory phenomenon, also through analysis and thematic sessions;
- d. suggesting proposals and opinions, regarding the regional initiatives and interventions implemented with this law,
- e. supporting the Region in the evaluative procedures referred to in Art. 3, paragraph 4, letter c);
- f. expressing opinions on any other topic submitted by the competent organs of the Region.

#### Art. 7 Structure of the Regional Council for social integration of immigrant foreign citizens<sup>5</sup>

1. The Regional Council for the social integration of immigrant foreign citizens is appointed with a decree of the President of the regional Board and is comprised of:
  - a. the regional Assessor competent in matters and who presides over it;
  - b. eighteen foreign representatives, one as vice-president, selected two for the Emilia-Romagna region;
  - c. three members appointed by the entrepreneurial organizations of employers having a majority of representations;
  - d. three members appointed by the workers unions having a majority of representations;
  - e. three representatives of the regional local autonomies, appointed by the Region Conference-Local Autonomies of the Emilia-Romagna Region, provided for by Art. 25 of Regional Law n. 3 of 1999, and successive amendments;
  - f. three representatives appointed by the Third Sector Regional Conference, provided for by Art. 35 of Regional Law n. 3 of 1999;
  - g. one representative of the territorial Councils for immigration instituted, in compliance with Art. 3, paragraph 6, of the Consolidated Act, referred to in Legislative Decree n. 2896 of 1998, selected upon indication of the Ministry of the Interior;
  - h. one representative of the regional School Board;
  - i. one representative of the regional Employment Board.
2. The members of the Council remain in office until the expiration of the term of the Regional Council
3. The Regional Board governs the operative methods of the Council, except for what is provided for in Art.s 23 and 24 of Regional Law n.24, dated May 27th, 1994 (Regulations for the appointment of regional competences and of the deferment of administrative bodies. Provisions on regional organization).
4. Participation in Council sessions is free, except for the members referred to in paragraph 1, letter b), for whom are applied the provisions of Regional Law n. 8, dated March 18th, 1985 (Amendments to Regional Law n. 49, dated December 1977, and Regional Law n. 23, dated August 21st, 1981, related to compensations and reimbursements due to the members of the collegial boards.

5. See note 2.

**Art. 8 Participation and representation on a local level**

1. The Region, in order to promote an effective participation and leading role of immigrant foreign citizens when defining public politics, favors the realization of itineraries on a local level, with special attention given to a relevant equilibrium and to the areas of origin, and special reference to the presence of immigrant representatives in the Councils of local Agencies and, where allowed, favors the extension of the right to vote for all immigrants.
2. In addition, the Region promotes the institution of Councils for provinces, zones, and communes, also in relation to intercity associations of mountain communities, and the union of communes, governed by Regional Law n. 11 of 2001, for the social integration of immigrant foreign citizens, promoted by local Agencies, along with the presence of social sectors, of third sector subjects, of peripheral bodies of the State, of local health units and hospitals, and with the representation, on an elective level, as far as the component part of immigrant foreign citizens is concerned.

**Art. 9 Measures against discrimination**

1. On the basis of what is provided for by Art. 44, paragraph 12 of the Consolidated Act, referred to in Legislative Decree n. 286 of 1998, and in compliance with Legislative Decree n. 215, dated July 9th, 2003 (Implementation of Directive 2000/43/CE for the equal treatment of people, independent of race or ethnic origin) and Legislative Decree n. 216, dated July 9th, 2003 (Implementation of Directive 2000/78/CE for equal treatment in matters of employment and work conditions), the Region, benefiting from the collaboration of the Provinces, Communes, immigrant associations, associationism, volunteer organizations and social sectors, exercises the functions of observation, monitoring, assistance, and legal consultation for foreigners who are victims of direct or indirect discrimination related to racist, ethnic, national, or religious reasons, as well as situations of grave exploitation, hereafter referred to in Art. 12.
2. The Region, in compliance with paragraph 1 of this Art., and for what is provided for in Art. 21 of the Fundamental Rights Charter of the European Union, related to non-discrimination, institutes an autonomously organized regional Center for discrimination, within the framework of the three-year program policies for the social integration of immigrant foreign citizens, referred to in Art. 3.
3. The Region, Provinces, and Communes, through the appointment of an ombudsman, promote activities, on a local level, to guarantee the correct development of relations among foreign citizens and public administrations, with particular attention given to explicitness, uniformity, and comprehension of relevant procedures.
4. The Region and local Agencies program and realize initiatives to favor the effective possibility of exercising rights for the legal defense and protection of immigrant foreign citizens.
5. The Region, within the framework of the three-year program for the integration of immigrant foreign citizens, approves a regional plan of implementation finalized in defining actions against discrimination.

**Art. 10 Housing politics<sup>6</sup>**

1. The Region and local Agencies, in order to sustain interventions aimed at favoring the location of housing solutions for immigrant foreign citizens, promote and favor:
  - a. the establishment of housing agencies, with a social objective, herein including rental agencies, provided for by Regional Law n. 24, dated August 8th, 2001 (General regulations related to public interventions in the housing sector), capable of managing lodgings, and also aiding in orientation and accompaniment related to housing solutions;
  - b. the use and restructuring of an existing and available building property, also through the definition of a system of securities and tax benefits, in accordance with what is provided for by relevant laws;
  - c. the realization of interventions to facilitate rentals, and credit for purchasing or restructuring a first house, also through the institution of special revolving funds and securities.
2. The Region allocates to individuals, in compliance with the methods provided for in Art. 48 of Regional Law n. 2 of 2003, as well as individuals, as provided for in Art. 14 of Regional Law n.24 of 2001, contributions with capital accounts, for the realization of centers of hospitality and accommodation, as well as housing, in compliance with Art. 40, paragraphs 2, 3, and 4 of the Consolidated Act, referred to in Legislative Decree n. 286 of 1998.
3. Immigrant foreign citizens who regularly reside in the region have the right, at equal conditions, to access public housing, as well as take advantage of the benefits for purchasing, restructuring, or building a first house, in compliance with what is provided for in Regional Law n. 24, dated August 8th, 2001 (General regulations relevant to public interventions in the housing sector).
4. The Region, within the framework of the housing intervention programs provided for by Regional Law n. 24 of 2001, promotes activities of sustainers who guarantee equal conditions for access to the use or the proprietorship of housing for immigrant foreign citizens.
5. The Region, within the framework of urban renewal programs, referred to in Regional Law n. 19, dated July 3rd, 1998 (Norms related to urban renewal), and territorial politics for the development of mountain regions, referred to in Regional Law n. 2, dated January 20th, 2004 (Law for mountain regions), promotes interventions for social integration aimed at immigrant foreign citizens, particularly in Communes characterized by the presence of foreign citizens, with an average percentage that is sensibly higher than the Emilia-Romagna Region, created for eliminating situations of forced concentrations of population settlements, and realizing housing interventions distributed throughout the urbanized territory, integrated with service networks.

**Art. 11 Provincial programs for social integration**

1. For the implementation of the provincial programs referred to in Art. 4, paragraph 1, letter a), the Region allocates contributions within the framework of the resources referred to in Art. 47 of Regional Law n. 2 of 2003.

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6. See note 2.

**Art. 12 Protection and social integration programs**

1. The Region and local Agencies promote, in compliance with what is provided for in Art. 18 of the Consolidated Act referred to in Legislative Decree n.286 of 1998, and with what is provided for in Regional Law n. 2 of 2003, the realization of protection, assistance, and social integration programs for victims of violence or grave exploitation. For this purpose, the Regional Board, in compliance with the three-year program for the social integration of immigrant foreign citizens, approves the criteria and methods of financing, as well as the policies for sustainers.

**Art. 13 Health assistance**

1. Immigrant foreign citizens, who are categorized under the conditions referred to in Art.s 34 and 35, paragraph 1 of the Consolidated Act referred to in Legislative Decree n. 286 of 1998, are guaranteed interventions regarding the health programs provided for by the essential levels of assistance, within the terms and methods governed by the above stated national laws.
2. Immigrant women are guaranteed treatment equal to that offered to Italian women, as well as social welfare, in compliance with the legislation relevant to family consultories, promoting and sustaining social-health services that are attentive to cultural differences. The guardianship of minors, under the age of 18, is also guaranteed, in compliance with the principles established by the Convention on the rights of children, held in New York on November 20th, 1989 and ratified with Law n. 176, dated May 27th, 1991.
3. The Region guarantees immigrant foreign citizens without a valid permit of stay the right, in particular, to clinical and hospital health services, whether urgent or essential, although continuative, for sickness or accidents, and for interventions of preventive medicine and services for treatment related to safeguarding individual and collective health, as well as promoting the prevention and reduction of impairment caused by high-risk and/or promiscuous behavior.
4. The Region promotes, also through the Local Health Units and Hospitals, the development of informational interventions aimed at immigrant foreign citizens, along with activities of intercultural mediation within the social-health field, finalized at ensuring appropriate cognitive elements, in order to facilitate access to health and social-health services.
5. Within the framework of support programs for health systems in the Countries indicated as having priority in the three-year program document related to international cooperation, referred to in Regional Law n. 12, dated June 24th, 2002 (Regional interventions related to cooperation with developing countries and with countries in a transitory stage, to international solidarity, and to the promotion of a culture of peace), the Region develops an exchange of professional experiences in the health field, also through training programs and the issuing of scholarships.

**CHAPTER IV****Interventions in matters of accessing childhood educational services, rights to schooling, education, and professional training, job placement, integration, and intercultural communication****Art. 14 Accessing childhood educational services and rights to schooling**

1. Minors present in the regional territory are guaranteed equal conditions of access to childhood services, educational/schooling services, and to interventions provided for by the right to schooling referred to in Regional Law n. 26, dated August 8th, 2001 (Rights to schooling and learning for the span of a lifetime. Annulment of Regional Law n. 10, dated May 25th, 1999).
2. The Region, within the framework of the interventions of implementation of Regional Law n. 1, dated January 10th, 2000 (Norms relevant to educational/schooling services in childhood), promotes, in collaboration with local Agencies, the qualification of the system for services in childhood, aimed at reaching the total integration of children and their families, also through reciprocal appreciation of the relevant cultures of origin.
3. The Region accepts the matter of integration for foreign children as a priority objective of the indicatory policies for the qualification of pre-schools.
4. The Regional Board, in collaboration with the competent state and local administrations, within the framework of regional educational schools, promotes and implements initiatives, which favor:
  - a. literacy and improvement of the Italian language for minors and adults;
  - b. intercultural education;
  - c. introduction and improvement in learning the languages and cultures of immigrant foreign citizens.

**Art. 15 Education and professional training**

1. Immigrant foreign citizens, including those requesting asylum, have the right to professional training and education, at conditions equal to other citizens. The Region, Provinces, and Communes, within the framework of the interventions provided for by the relevant regional law, promote and favor:
  - a. initiatives regarding information, orientation, internships, and both initial and continuative training in favor of immigrant foreign citizens, aimed at acquiring competence and professionalism congruent with the demands in the employment sector;
  - b. training courses for organizing activities for associations formed by immigrant foreign citizens, regularly enrolled in the registers referred to in Regional Law n. 34, dated December 9th, 2002, regarding Norms for the reinforcement of welfare promotional associations. Annulment of Regional Law n.10, dated March 7th, 1995 (Norms for the promotion and reinforcement of associationism);
  - c. programs for activities related to education and professional training in countries of origin, in compliance with Art. 23 of the Consolidated, referred to in Legislative Decree n. 286 of 1998.
2. The Region, in order to ensure an effective access into the educational system, however competent, operates for the recognition and equivalency of degrees, professionalism, and initiatives finalized in qualified training in countries of origin.

**Art. 16 Job placement and support for Autonomous and Entrepreneurial business activities**

1. Immigrant foreign citizens have the right to equal opportunity conditions with regards to job placement and support for autonomous and entrepreneurial business activities. The Region and the Provinces, within the framework of the competence and the interventions of employment policies, governed by regional laws, favor stable job placements for immigrant foreign citizens, in form of dependent, autonomous, and entrepreneurial employment, also through the qualification of services networks for employment and training of operators.
2. The Region and the Provinces sustain promotional and informational activities aimed at facilitating the development of autonomous, entrepreneurial, or cooperative types of business activities for immigrant foreign citizens.
3. The Region and the Provinces promote and sustain the realization of experimental programs regarding social interventions finalized in jointly confronting the housing topic and the itineraries for training and job placement. These programs, jointly promoted by social sectors and local agencies competent in the territory, are defined through specific agreements with the individuals or agencies involved, who assume obligations in relation to their implementation.

**Art. 17 Interventions for integration and intercultural communication**

1. The Region and local Agencies, for the purpose of integration and the development of intercultural communication, promote the:
  - a. realization and consolidation of intercultural centers, intended as places of mediation and confrontation among cultures, finalized in favoring meetings and exchanges among individuals of different origin, as well as the elaboration and implementation of initiatives to promote social integration;
  - b. development of public informative initiatives regarding topics related to immigration, which favor a correct knowledge and understanding of the causes and realistic aspects of the migratory phenomenon;
  - c. realization of artistic, cultural, and sports initiatives, finalized in appreciating the cultures of the relevant countries of origin and promote occasions for socializing, also in an environment out of the workplace;
  - d. start or support of interventions of intercultural communication on a regional level;
  - e. consolidation of competences regarding social-cultural mediation, according to the relevant regional norm on professional training, finalized in detecting and reinforcing a specific professionalism aimed at guaranteeing both the recognition of the needs of users, as well as obtaining adequate performance from the services;
  - f. training of operators in charge of relations with foreign citizens, finalized in guaranteeing equal conditions when accessing services.

**Art. 18 Contributions and associations for activities targeted towards immigrant foreign citizens**

1. The Provinces, in relation to cultural and social integration of immigrant foreign citizens, exercise the functions related to the allocation of contributions for social, cultural, and assistance activities carried out by associations enrolled in the registers referred to in Regional Law n. 34 of 2002, and by volunteer associations enrolled in the registers referred to in Regional Law n. 266, dated September 2nd, 1996 (New regional norms for the implementation of Law n. 266, dated August 11th, 1991, General policy law relevant to volunteer work. Annulment of Legislative Decree n. 26, dated May 31st, 1993).

**Art. 19 Initiatives for return to and reintegration in countries of origin**

1. The Region and local Agencies, through the participation in programs of cooperation with developing Countries, and within the framework of the interventions of implementation of the relevant regional norm in force, promote initiatives, along with the support of entrepreneurial projects, which favor the voluntary return of immigrant foreign citizens to their countries of origin.
2. The Region and local Agencies, for this purpose, motivate training for the acquisition or improvement of necessary professions, within the framework of the implementation of the regional legislation relevant to professional training.

## CHAPTER V FINAL PROVISIONS

**Art. 20 Evaluative clause**

1. Every three years, the Regional Board, benefiting from the regional Observatory for the migratory phenomenon, informs the Regional Council of the implementation of the law and the results obtained in improving the level of social integration of immigrant foreign citizens. For this purpose, the Board presents to the authorized Council Commission a report, which responds, in documented form, to the following questions:
  - a. what is the evolution of the migratory phenomenon in the Emilia-Romagna region, and how have the living conditions of immigrant foreign citizens changed;
  - b. what is the situation in terms of discrimination and exploitation of immigrant foreign citizens, and which interventions were implemented in the regional territory, in order to prevent and correct these cases;
  - c. in what terms have immigrant foreign citizens had access to the services and contributions provided for by this law;
  - d. which interventions were implemented to increase the participation of immigrant foreign citizens in local public life and favor communication among the diverse cultural identities present in the territory;

- e. which have the prevailing perceptions and behaviors among citizens regarding the immigration phenomenon;
  - f. which have the opinions of the sustainers, as well as those of the individuals who operate in the sector regarding the efficiency of the interventions provided for by the law.
2. An adequate amount of resources were allocated for activities regarding the collection and analysis of the relevant information.

#### **Art. 21 Transitory norms**

1. Until the Regional Council for the social integration of immigrant foreign citizens is not constituted, the three-year program, referred to in Art. 3, paragraph 2, letter a), is approved, except for the proposals and observations provided for in Art. 6, paragraph 1, letter b).
2. In derogation to what is provided for in Art. 7, paragraph 2, during a first appointment, the Regional Council for the special integration of immigrant foreign citizens, remains in office until the expiration of the term of the successive administrative mandate, with respect to that approving this law.
3. The Regional Council for emigration and immigration, provided for by Title III of Regional Law n. 14, dated February 21st, 1990 (regional initiatives in favor of emigration and immigration), assumes the denomination of Regional Council for emigration, in compliance with what is provided for in Art. 22, paragraph 13 of this law. It continues to operate in relation to the specific functions regarding emigration, comprised of what results from the amendments, referred to in Art. 22, paragraph 15 of this law, without the need for specific reappointment of its members.
4. For the procedures referring to immigrant foreign citizens, non yet conclude on the date of the coming into effect of this law, the provision of Regional Law n. 14 of 1990 will still apply, in the text prior to the amendments and annulments effected by this law.

#### **Art. 22 Amendments to Regional Law n.14 of 1990**

1. The title of Regional Law n. 14, dated February 21st, 1990 (regional initiatives in favor of emigration and immigration – New norms for the institution of a Regional Council for emigration and immigration) is amended as follows: regional initiatives in favor of emigration and norms for the institution of a Regional Council for emigration.
2. Il Paragraph 1 of Art. 1 of regional Law n. 14 of 1990 has been replaced by the following: “1. The Region with this law contributes in defending, under an economical, social, and cultural profile, and within the framework of a regional program, coordinating with any of the initiatives of local agencies, immigrants and their families.”.
3. Letter c) of paragraph 2 of Art. 2 of Law n. 14. of 1990 has been replaced as follows: “c) interventions for promoting historical and economic-social studies on the emigration phenomenon.”.
4. Art. 5 of Regional Law n. 14 of 1990 has been replaced by the following:

#### **Art. 5 Social-welfare interventions**

1. Welfare interventions in favor of the recipients of this law are governed by Regional Law n. 2,

dated March 12th, 2003 (Norms for the promotion of social welfare and for the realization of an integrated system of interventions and social-welfare services).

2. The Regional Board also issues provisions to the Communes, in order for the latter, as advanced payment in favor of immigrants who are in a state of need, to provide in the:
  - a. contribution of traveling expenses and transportation of belongings, sustained for ones own definitive return and the return of one’s own family in a Commune of the Emilia-Romagna region;
  - b. contribution of expenses sustained for the transportation in the Emilia-Romagna region of deceased immigrants or their family members, where said costs do not yet encumber on institutions or public agencies.
3. The Communes also guarantee, in favor of immigrants, the information required, also through the indication of the necessary procedures, for a correct and rapid approach with public administrations and effective equal opportunities for resident citizens.
4. The Regional Board reimburses the Communes, upon presentation of payment statements and advanced contributions, in compliance with paragraph 2 of this Art...
5. Art. 8 of Regional Law n. 14 of 1990 has been replaced by the following:

#### **Art. 8 Training and professional requalification**

1. The training interventions provided for by the regional law relevant to professional training also address the qualification or requalification of immigrants definitively returning to their homeland.
6. Art. 9 of Regional Law n. 14 of 1990 has been replaced by the following:

#### **Art. 9 Interventions for the right to education**

1. In order to facilitate scholastic and training placement for children of returning immigrants, the Region, within the framework of the current regional law, promotes language recuperation courses and scholastic reintegration for immigrants.
2. In order to favor the reintegration of returning immigrants, the Regional Board promotes literacy courses, language recuperation courses, and Italian language courses for adults.
3. In addition, the Regional board can, in the absence of similar contributions or allowances, issue scholarships for the children of individuals from the Emilia-Romagna region who are in a state of need, as well as orphans residing abroad, required for attending schools in Italy pertaining to the national education system, referred to in Art. 1 of Law n. 62, dated March 10th, 2000 (Norms for educational equality and provisions regarding the right to schooling and education), and for attending university courses, as well as scholarships for also attending post-university courses of specialization.
7. Art. 10 of Regional Law n.14 of 1990 has been replaced by the following:

#### **Art. 10 Allowances relevant to housing**

1. Immigrants returning to the Emilia-Romagna region have the right to have extended to them the benefits, both in relation to interest accounts and capital accounts, provided for by the

current laws relevant to purchase, restructuring, or new construction of a first house. The allocation of said benefits to immigrant citizens depends upon the acquisition of residency in a commune of the region.

2. Requests for bids and other provisions issued for the implementation of current laws relevant to housing, can establish additional points or conditions of priority in favor of the above stated individuals.
3. The authorized Agencies must announce the provisions referred to in the above paragraphs through publication in the Official Bulletin of the Region, and by sending such to the Italian Consulates abroad and to Associations of Immigrants from the Emilia-Romagna Region..
8. In Art. 12 of Regional Law n. 14 of 1990 the words, and immigrants, have been eliminated.
9. In paragraph 1 of Art. 13 of Regional Law n. 14 of 1990 the words, or as immigrants, have been eliminated.
10. In paragraph 1 of Art. 15 of Regional Law n. 14 of 1990 the words, and/or non-EC immigrants have been eliminated.
11. Art. 17 of Regional Law n. 14 Of 1990 has been replaced by the following:

**Art. 17 Interventions supporting the activities or initiatives of agencies, associations and institutions**

1. The Regional Board, having heard the competent Council Commission, in order to provide in sustaining activities of a social, cultural, and welfare nature carried out by public agencies, as well as by associations, organizations, and private institutions, in a non-profit manner, which have a permanent office) in the regional territory, and which have been operative for at least five years, with continuity and specificity, in favor of immigrants from the Emilia-Romagna region and their families, can allocate contributions for carrying out said activities.
2. The contributions are allocated on the basis of the annual programs of the initiatives to be realized. The recipients must, at the end, present the documents which prove that the activity granted a contribution was effectively executed.
3. The Emilia-Romagna region favors the realization of initiatives promoted by non-governmental organizations, as well as activities aimed at the growth of a culture base on international cooperation.
4. The Regional Board, having heard the Regional Council for emigration, issues directives for the allocation of the contributions referred to in this Art.
12. The index of Title III of Regional Law n. 14 of 1990 has been replaced as follows: Regional Council for emigration.
13. The index of Art. 20 of Regional Law n. 14 of 1990 has been replaced as follows: Regional Council for emigration.
14. In paragraph 1 of Art. 20, and in successive letters e) and g) of said paragraph, the words, and immigration, have been eliminated.
15. Art. 21 of Regional Law n. 14 of 1990 has been replaced as follows:

**Art. 21 Structure of the Council**

1. The Regional Council for emigration is constituted with the Decree of the President of the Regional Board. It is presided by an Assessor, or by a person appointed by the Regional Board, even if the latter is not part of the Regional Board. The duties of the secretary are carried out by a Regional collaborator. The Council is comprised of:
  - a. three members of the Office of the Presidency of the competent Regional Council Commission;
  - b. a representative for each Provincial Council for emigration appointed by the same Councils;
  - c. five experts elected by the Regional Council, with a vote limited to three;
  - d. ten representatives of organizations and associations, also volunteer associations, of a national nature, with a permanent office in the regional territory, which operate, with specificity and continuity, for at least three years in Italy and abroad, in favor of immigrants from the Emilia-Romagna region and their families;
  - e. twenty representatives of Emilia-Romagna origin, permanently residing abroad, of which at least five are young adults, proposed by the associations of individuals from the same region living abroad, taking into account the numeric consistency, the geographic dislocation, and the activities carried out by the same associations;
  - f. three representatives appointed by union organizations of workers, having a majority of representations on a regional level;
  - g. five representatives of institutes of patronage and welfare, which assist immigrants and their families, and which operate on a national and regional level or have offices abroad;
  - h. one representative appointed by the regional Unioncamere (House of Unions);
  - i. one representative of the APT (Azienda di Promozione Turistica Regionale – Regional Tourism Promotion Agency);
  - l. one representative appointed by the Regional Employment Office;
  - m. one representative appointed by each one of the Universities in the region;
  - n. one representative appointed by each one of the Enterprises for the right to a university education in the region;
  - o. the scholastic Commissioner of the region or a delegate of such
16. Art. 23 of Regional Law n. 14 of 1990 has been replaced by the following:

**Art. 23 Executive Committee for the Council and its functions**

1. The executive committee provided for by Art. 22, paragraph 8, is comprised of the President of the Council for emigration, presided by said President, and by eight members, elected by the Council according to the methods provided for by the regulations, of which at least one representing Emilia-Romagna natives abroad.
2. The executive Committee carries out the following functions:
  - a. deliberates an extraordinary meeting of the Council reunions, preparing the order-of-the-day and expressing its opinions regarding the participation in Council sessions of those individual referred to in Art. 22, paragraph 6;

- b. collaborates with the President of the Council for the application and realization of programs and initiatives regarding emigration;
  - c. formulates proposals and expresses opinions to the Board, relevant to administrative acts regarding the application of this law and, if urgent, can express opinions requested by the Council, except when referring to the same in its first successive session.
3. For executing the preliminary and propositional activities within the functions of the Council, the Executive Committee can call consultants, external experts, or interdisciplinary workgroups.
  4. The term for the Committee coincides with that of the Council.
  5. The functions of the secretary are performed by the secretary of the Council.

**Art. 23 Annulment of provisions of Regional Law n. 14 of 1990**

1. The following provisions contained in Regional Law n. 14 of 1990 are annulled:
  - a. Artt. 6, 14, and 23 bis;
  - b. paragraph 8 of Art. 3, paragraph 4 of Art. 7, paragraphs 2 and 3 of Art. 22, and paragraph 10 of Art. 24;
  - c. letter c) of paragraph 2 of Art. 1, letter c) of paragraph 1 of Art. 3, letter l) of paragraph 1 of Art. 20.

**Art. 24 Amendments for Regional Law n.2 of 2003**

1. Letter c) of paragraph 1 of Art. 4 of Regional Law n. 2 of 2003 has been replaced by the following:
  - c. regularly residing foreigners, stateless individuals, in compliance with the state regulations, as well as foreign or stateless minors.

**Art. 25 Financial norm**

1. The costs deriving from the implementation of this law, ascribable to the single laws of the sector, will be met with the funds allocated in the basic planning units and in the relevant capital of the regional budget, also effecting any amendments necessary or establishing special basic planning units and relevant capital, which will be made readily available, in compliance with what is provided for in Art. 37 of Regional Law n. 20, dated November 15th, 2001 (Accounting Code of the Emilia-Romagna Region, annulment of Regional Law n. 31, dated July 6th, 1977, and n. 4, dated March 27th, 1972).



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