

#AccoglienzaToscana



Regione Toscana



White Paper

*White Paper on immigration policies for
asylum seekers and international or
humanitarian protection holders*





THE TUSCAN RECEPTION MODEL

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METHODOLOGICAL NOTE

#accoglienzatoscana
guidelines for migrant
reception and inclusion
policies

The process that led to this White Paper, launched by the project “#AccoglienzaToscana” and promoted by Regione Toscana, got its start in March 2017 featured various phases in both operational and theoretical-design terms. The project involved a working group composed by Anci and Regione Toscana with the external support of the technical representatives of the Municipalities of Florence and Prato and the involvement of the main exceptional reception centre agencies and SPRAR project owners in some key moments of validation and comparison.

In the initial phase, Regione Toscana, in collaboration with Anci Toscana, started a regional expertise improvement process by mapping the experiments carried out by long-standing local reception agencies.

This preliminary phase, which can be defined as “collection and selection of Tuscan **good practices**”, worked on about 200 reception projects in order to transform individual knowledge into shared capital available to the whole system.

In order to do this, a “project survey form” was sent to all the mapped parties. 120 reception experiences were described through the forms, promoting social cohesion and skills growth for immigrants and host communities. Some of these were selected and studied further through **in-depth interviews** highlighting their characteristics and needs.

Based on what emerged from the interviews and thanks to discussions with the main managing bodies, in the context of **two focus groups organised by Regione Toscana**, an initial document was drafted, called “#AccoglienzaToscana - guide to discussion” and reporting the most relevant issues involved in different reception dimensions and some experiences by way of example.

Divided into thematic axes, this document was the basis for the discussion of the **participatory meeting** that took place with the attendance of operators, representatives of local bodies and the third sector on May 27 last year. This all-day event was attended by over 280 people over 12 working tables, moderated by expert facilitators, which discussed **management standards, language training, training-work supply chain, social and health needs and the relationship between immigrants and host community**. At the end of the meeting, a summary report was prepared of what emerged for each thematic area.



The reports of the working tables formed the basis of a further document drafting phase of “#AccoglienzaToscana - White Paper for immigrant reception policies”; each of these was discussed in dedicated meetings with the representatives of the different regional directorates in order to transform the recommendations of the working tables into **objectives and actions**.

Therefore, the following document is a synthesis, in terms of *principles, programmatic guidelines and precise actions, of the dialogue between reception operators, prefectures, Municipalities and regional directorates* responsible for each of the aspects considered.

Hence, this is a programmatic document that tries to integrate and improve the tools already activated by Regione Toscana while setting itself up as a working basis for domestic and European discussions aimed at improving our responses to the phenomenon of immigration in terms of quality, fairness, effectiveness and efficiency.

There are two parts to this White Paper: one designs the Tuscan hospitality system in terms of **governance and basic requirements**, the other identifies objectives and actions for the so-called "complementary" dimensions of reception (language training, work placement, social and health needs, citizenry and social cohesion).



INTRODUCTION

As a Human Community, we are living in historical times where the “migratory flows” question is among the most relevant, as it involves such stresses that public reception policies are having to face extraordinary operational and management issues, both at a national and local level.

The data collected by UNHCR not only make us aware of the drama implied by the numbers but also allow us to observe how, to date, “migratory flows” stand as a structural aspect and no longer as an “emergency”. However, we should never forget that the numbers we read are people with names, families and stories to tell who are now here in our country.

There have been more and more arguments made that reception policies are a threat to European identity and values, whereas “our values” are those indicated in the Charter of Fundamental Rights of the European Union: Dignity, Freedom, Equality, Solidarity. We should remember more often that modern Europe was created in response to war, poverty and need. We must counter the fear that those who are coming to our shores will take away part of our well-being and threaten our “acquired rights” by recalling that the rights we believe to be threatened are also the result of initiatives by those who did not have much, were more vulnerable and suffered.

Now the world has changed, and we know that our welfare system must change too. Perhaps, this great humanitarian crisis is just the opportunity we need to regenerate our welfare and social models. We must take this crisis as an opportunity to recognise the Person in the other and rediscover ourselves as a Community along with our sense of Trust. We must take this crisis as an opportunity for value and social regeneration.

All the work contained within this White Paper was set up starting from this vision. This document addresses the question of reception starting from the assumption that we must deal with those who are here now or soon will be.

This document makes proposals on “how” we receive, not “if” we should. It is an ambitious document that tries to integrate many different dimensions of regional policies and their relationships with the institutions and Tuscan society. It is not a point of arrival but a starting point.

We start from here also to give back to politics and administration the role they should always exercise: meeting today’s challenges by making plans for tomorrow’s society.

Vittorio Bugli
Tuscany Regionale Councillor for immigration policies





... is a very early - initial phase

- We need your support and your ideas to build and maintain awareness together
- Participating in a company you can provide us with advice and help ourselves
- We have the resources to build from local knowledge or make the world, the colleagues, which is needed to make the company to succeed
- We are made a formal system of support in 2010 order

PRINCIPLES

1- Recognising that migration is structural and not an emergency

The numbers and constancy of migratory flows affecting Europe in this historical phase highlight the structural dimension of the migratory phenomenon. We are facing a process of continuous and constant change that, as such, can no longer be considered merely an “emergency”. It is no longer possible to look at this phenomenon as extraordinary and something for which Society declares to be “unprepared”. The need for long-term policies is naturally part of this framework, in terms of local and regional cooperation as well as stronger relations with the countries of origin to work on the root causes of migration. That said, it is undeniable that the effects of these actions are necessarily long-term and that responses to the current humanitarian crisis must be given today. This is why asking ourselves how we should respond to this demand for reception is now a priority. From this point of view, it is necessary to change course, focusing back on the responsibility of acting in the name of universal human family principles, together with working on the need for this to happen by coming up with public policies geared towards the shared and primary objective of Social Cohesion.

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2- Seeing the migrant as a person first of all

Seeing migration as a structural phenomenon means applying a different perspective to reception measures. It means shifting our focus from the initial “rescuing” action to the complex needs of migrants as people in a state of vulnerability. It also means not seeing migrants merely as people who need “to be helped” and “assisted”, delegating meeting their needs and requests to the host community, but considering the needs of the Community in its complexity and each of its members as a potential bearer of need as much as value. In the practice of public policies, this principle translates into reinforcing services for vulnerable people, promoting actions to create relationships between immigrants and host communities and considering immigrants as potential bearers of value and skills through which they can contribute to the well-being of the community of which they become a part.



3. Promoting a system based on widespread and shared responsibility

Considering immigration an ordinary reality, to be governed through wide-ranging public policies, means managing action in a planned and structural manner. The reception and placement of incoming migrants have been for some time the subject of forms of collaboration between the State and the organisation of local Authorities. The system that was outlined has so far been able to work thanks to the proactive collaboration of all the different government levels involved in the supply chain – State, Regions and Municipalities. At the same time, however, the magnitude of the migratory phenomenon has gradually grown to exceptional size, heightening the problems related thereto. Greater awareness is now needed and more widespread and shared responsibilities. For the system to be sustainable, it is necessary to avoid excessive localisation of migrants, encouraging their “diffusion” in different areas instead, through the involvement of the municipalities as much as possible. Precisely because of the characteristics of the migratory phenomenon and the changeability to which it is subject, both quantitatively and qualitatively, it is necessary to provide an efficient system in which extraordinary reception, represented by the Extraordinary Reception Centres (CAS), and ordinary reception, as part of SPRAR, are balanced, with a prevalence of the second. Planning is the essential condition for the system's stability, particularly in view of the prevalence of an ordinary and non-emergency management of the phenomenon. The widespread reception model based on small numbers, which must involve the collaboration of the municipalities with the third sector and volunteering organisations, holds together shared quality and responsibility as a key to social cohesion and safety.

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4. Recognising the central role of public entities as a guarantee of system quality and fairness

To get over the emergency approach to the migration phenomenon and start building a solid public policy profile, it is necessary to review the role of public entities in general and local government in particular. In order for reception policies to be opportunities for generating new social cohesion, the governance of the reception system must be firmly anchored to local areas through a role of governance and coordination that must be assumed by local government bodies, possibly in coordinated form.

Rethinking in this way the role of public entities means building new governance



structures where the public part can perform a role of coordination, direction and above all monitoring the quality and fairness of the actions implemented by the different actors involved, including when it comes to extraordinary reception. In the ordinary SPRAR system, public governance must ensure effective and efficient management of resources, targeting actions so guests can achieve independence, through structured training, work and housing processes, up to exiting the project, while exploiting regional and local networks and positive synergy with the third sector.

5 - Putting local institutions and actors at the centre of the governance system

Reception means first of all the ability to include immigrants in the local community, recognising them as part of a wider community. To this end, a governance system based on solidarity and social cohesion must support and encourage the collaboration of the network of actors who historically represent the local social fabric with local government bodies: voluntary associations, the third sector, trade associations, schools and universities. Setting up the institutional design of the reception system is central to achieving this goal, by defining optimal areas to promote collaboration between Municipalities and encourage horizontal subsidiarity so every area can express the best possible deployment of value and meet the needs of the whole community.

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6 - Ensuring uniform and coordinated procedures and services

Reception and integration are about the living conditions of immigrants, from the basics to the possibility of building a dignified life. The legislation in this area is still fragmented and stratified and our reception system is the SPRAR system, managed by the Municipalities and the third sector, and the extraordinary reception network activated by the Prefectures. Despite the copious increase of SPRAR posts throughout the country, thanks to the increased resources made available by the Ministry of the Interior and the intervention of ANCI and the Central Service, the huge increase in arrivals from North Africa has meant that currently the majority of asylum-seeking immigrants who land on our shores are hosted in extraordinary reception facilities (CAS). Facilities conceived as “temporary and extraordinary” are de facto maintaining the reception system, which must however tend toward



stabilisation by reinforcing the SPRAR system reception model. In light of these findings, getting over the emergency logic is considered increasingly urgent, in favour of a public governance that will guarantee gradual increase in the quality standards of the facilities and therefore certainty of fair access to services, including extraordinary reception, also as a function of their gradual transformation into SPRAR network nodes or of the definition of a “supply chain” system where government centres provide initial reception in line with the provisions of the relevant national legislation. Immigration policies must be considered in all respects an integral part of local welfare systems, only in this way will it be possible to plan and implement integrated projects and actions, which will take into account the social needs of the immigrants and provide answers in terms of local policy makers providing services. In this respect, the definition of standardised and uniform procedures for access to local services means recognising that refugees and asylum seekers can claim rights and not simply considering them the subject of a humanitarian mission by the host society.



THE RECEPTION SYSTEM

01

1.1 > GOVERNANCE AND SERVICE REQUIREMENTS

Objective 1 > CREATING AN INTEGRATED GOVERNANCE MODEL

Creating an integrated and supportive governance model is the precondition for ensuring effective, sustainable and non-emergency system responses.

Starting from the reaffirmation of the need to promote **widespread reception**, this means redesigning the reception model identifying **optimal areas** from which to design and manage integrated reception services in line with local planning. The definition of a supramunicipal level on which to base the management of the system, especially with reference to small and medium-sized municipalities, allows to assess the resources available within a given area and offer efficient answers based on **shared responsibilities and collaboration between local communities**.

In addition, organising the system by optimal areas favours the creation of a management network able to define and promote **uniform standards and shared procedures** for taking charge of asylum seekers and refugees and involve all of an area's actors and resources, as part of a medium-long term strategic vision capable of giving consistency and continuity to the actions undertaken.



Actions

- 1. Opening a working table, composed of the Region, local Authorities and the Government**, to define common policies to be addressed inside Tuscany, including at an experimental level, and to best structure Tuscany's contribution to the national reception system.
- 2. Enhancing the role of the Prefectures'** regional working table as an interface between the regional and national levels.
- 3. Promoting and reinforcing the widespread reception model**, understood not only as the distribution of immigrants in small centres but also and above all as a fair and widespread distribution of people throughout the region, to be realised by fully implementing the national plan.
- 4. Favouring the aggregation of local areas** to plan and organise a reception model with a high degree of municipal involvement, thus promoting a unitary reception model included in local planning.
- Establishing the **figure of the reception** contact for each **district area**, who will coordinate and interface with the local CASs and keep relations with the Region at the supralocal level.
- 6. Strengthening and extending the SPRAR** regional coordination table as a tool for the integrated governance of the regional system in order to standardise administrative objectives and procedures, including through the exchange and dissemination of good practices.
To this end, this working table should include permanent participants (Regione Toscana, ANCI, Municipalities and Prefectures) and "variable geometry" participants depending on the discussion topic.
- 7. Strengthening local public governance in the CAS** system by encouraging the formalisation of direct agreements between Prefectures and supramunicipal institutions (Provinces, Unions of Municipalities, Districts, Health Consortia) or between Prefectures and Provincial Capitals. These institutions are in fact called upon to act in the general interest and to guarantee quality and fair access to services with special attention to the needs and potentials expressed by the local areas.
- 8. Favouring the public territorial governance also in the CAS** system by establishing coordination tables at the area level between the managing bodies and the local contact points for the reception system (Municipalities, Provinces, Unions of Municipalities, Districts and Health Consortia) also with the purpose of defining strategic guidelines for the reception supply chain, distinguishing among the active CASs those that can perform an initial reception function from those that can be geared towards a gradual transformation into SPRAR network facilities.



9. **Creating an inter-institutional research and documentation centre** - in collaboration with universities and regional and national research centres - to support active policies and managing bodies to facilitate the exchange and dissemination of information and experiences.
10. Establishing an **annual regional conference for reception** as an opportunity for sharing and discussing regional policies on the subject of applicants for international protection and refugees.
11. Promoting **training courses on reception topics** addressed to local administrators in synergy with the system of Universities and higher learning.
12. **Creating a platform to upload to the web all regional managing bodies** within the greater “Portale P.A.eS.I.” Platform with the aim of sharing information, regulations, practices and administrative procedures.

Objective 2 > **RECOGNISING THE SPRAR SYSTEM RECEPTION MODEL**

In accordance with the National Immigration Plan, the SPRAR system is recognised as an optimal model for the reception of asylum seekers. For this purpose, tools and incentives are identified to promote their spread throughout the region.

Actions

1. Requesting the Ministry of the Interior to evaluate the current status of the SPRAR tender notice, adding clear procedures for choosing the implementing body.
2. Requesting the Ministry of the Interior to re-evaluate the costs and financing of the economic plans, updating them to the current spending requirements.
3. Requesting the Ministry of the Interior for the possibility of derogating the turnover limits for the recruitment of personnel for the municipalities that activate SPRAR projects, to be financed with project resources.
4. Identifying in the **supramunicipal level** the optimal area on which to base the reception system at the local level, promoting and encouraging the design of SPRARs not for individual municipalities but at the area level.
5. Recognising the **value of local area networks** to foster social cohesion and reception, promoting the **co-designing of services** where appropriate and possible.
6. Experimenting family hospitality as an opportunity to increase the availability of places within SPRAR projects.
7. Establishing an **SPRAR task force** coordinated by Regione Toscana and ANCI to support local planning and management.



Objective 3 > **DEFINING QUALITY STANDARDS FOR EXCEPTIONAL RECEPTION CENTRE (CAS) SERVICES**

Referring to the CASs, defining uniform management standards for migrant reception services is a fundamental element of a reception model geared toward the recognition of human rights and the promotion of positive processes of dialogue, interaction and social cohesion between immigrants and host communities. Defining standard operating procedures would also help simplify the management of services and procedures for the benefit of all the players in the system both in terms of management effectiveness and efficiency.

Actions

External quality standards

- 1. Extending SPRAR quality principles to the CASs** – while maintaining the appropriate differences in terms of purpose, organisational model, schedules, etc. – by defining **basic outline specifications** for the assignment of services to be proposed to the Prefectures in addition to the tender specifications defined by the Ministerial Decree of the Ministry of the Interior of March 7, 2017 (Article 1), highlighting its initial reception centre nature while maintaining the widespread reception and quality model.
- 2.** In agreement with the Ministerial Decree of March 7, 2017, giving preponderant weight to the identification of the best **quality/price ratio** in assigning reception services to economic operators and technical evaluation criteria with respect to price.
- 3.** Referring to facilities subject to authorisation and communication to start up activities, **update and extending to the facilities that host refugees and asylum seekers** **Implementing Regulation 15/R 2008** of Regional Law 41/2005 governing the “Integrated system of actions and services for the protection of social citizenry rights”.
- 4. Encouraging the creation of local area networks** through a reward system to be included in the basic outline specifications referred to above.
- 5.** Rewarding the **offer of integrated profit/non-profit**, association/public body services.
- 6.** Including within the CAS tender notices **elements of reward for projects that also include the organisation and management of volunteering activities** according to the requirements of point “2.4 - Citizenry and Community”.
- 7.** Building **shared tools to inform asylum seekers and refugees** and strengthening the (first and/or second level single access point) PUA system.

Internal quality standards

- 1.** Promoting **recognition of the professional figure of the linguistic-cultural mediator** by activating a working group at the MIUR (Ministry of Education) for the definition of a specific training curriculum.



2. Supporting and **promoting professional growth courses and “reception technician” certifications for operators.**
3. Establishing an orientation table including the university education system and the **regional policy system** in terms of migrant reception and integration to guide and structure high-level training courses in line with local needs.
4. Establishing an **accredited regional register of cultural mediators** one can apply to with recognised training courses.
5. Recognising within calls for tenders the **value of the operators’ professional profile** in terms of skills and experience with special attention to the presence of legal and psycho-social profiles in the teams.
6. Including the presence of accredited cultural mediators in CAS tender notices.
7. Entering the **operator/user numerical ratio** and the organisational model in the CAS tender notices, differentiating them by reception type.
8. Promoting the establishment at reception centres of multidisciplinary teams dedicated to recognising and handling mental illness, the problems of trafficking victims and addictions, including through awards in the CAS tender notices.
9. Promoting **practices of empowerment and participation** of the immigrants through processes of involvement and collaborative management of basic services, as well as through the participation of asylum seekers in the definition of their personalised paths.
10. Promoting the use of **approaches already tested in the context of other social vulnerabilities**: PEP (Personalised Educational Plan), street education and courses on finding a place to live.

Monitoring and assessment

1. **Strengthening the regional social observatory** for monitoring and assessing service standards offered by reception centres.
2. **Establishing a reward/penalty system** for operators at the end of the CAS reception service, based on whether it is assessed that the standards indicated in the reception project were met, such project having been presented during the tender also in light of the assessment and monitoring carried out by the Regional Social Observatory.
3. **Strengthening the information system** through the experimentation and implementation of the **regional system “ASAS”** - Registry of Reception Facilities for Foreigners -.
4. Establishing an **open information platform** representing the number of facilities, including at the Municipal level, and the number of asylum seekers housed therein, including operators and services offered.



Objective 4 > **DEFINING AND REINFORCING RECEPTION PROCEDURES AS PART OF THE WELFARE SYSTEM**

For the reception process to take place in accordance with personal needs and those expressed by the host area, taking charge procedures must be managed in a **perspective fully integrated with welfare policies**. To this end, it is necessary to strengthen the service network and outline the reception process in a transparent and uniform way by defining **standardised and shared information and procedures**.

Actions

General measures

1. Requesting the **upgrading of the Territorial Commissions** to speed up the judgment process (with priority for minors).
2. Soliciting at ministerial level the identification of **common procedures by local police headquarters** for rapid issuing of travel and residence permits, especially permits for humanitarian reasons. Rapid delivery of residence permits facilitates the transition to SPRAR facilities for many, ensuring turnover in emergency facilities.
3. Promoting the **HUB System** as a reference point to standardise the social and health screenings carried out by public services and fostering a balanced and rational distribution of people at the local reception centres (with maximum permanence limit for the time necessary to execute a correct screening).
4. Designing the reception process in a perspective of **territorial continuity** to favour processes of integration and social cohesion.
5. Testing **revocation procedures** with the Prefectures, which should also provide for preventive actions that can be applied by operators and in any case guarantee appropriate notice in the event of revocation, starting from the minimum of 10 days as per art. 10a of Law 241/90.

Special measures for minors

1. Promoting a more equitable distribution of unaccompanied foreign minors (MSNA), establishing incentives for the municipalities that will take charge of them.
2. Strengthening and qualifying the reception capacity of the MSNA's first and second reception system, by activating and expanding the SPRAR network for MSNAs.
3. Promoting the following at national level in synergy with ANCI Nazionale:
 - a) Recognising the resources necessary to strengthen social services staff for the care of minors in municipalities with a high number of MSNAs;
 - b) Recognising the resources to provide reception facilities for minors hosting MSNAs with specialised staff (intercultural mediators, ethno-psychologists, social workers with reception experience) to take care of the needs of this group of users, recalling



- the absence of spending ceilings in the SPRAR design to support this requirement.
- c) Recognising the reimbursement of expenses actually incurred instead of the fixed contribution currently in place.
 - d) Divulging clearly defined procedures per favorire i ricongiungimenti familiari, to support family reunification, giving the Municipalities the necessary information and operational tools.
4. Promoting the formation of the list of voluntary guardians pursuant to Law 47/2017, also in order to reduce MSNA guardian assignment waiting times.
 5. Promoting family fostering, including with hybrid formulas (e.g. only weekends), to encourage the creation of informal support networks.
 6. Managing the reception process with a view to **continuity between the services and the local** authorities.
 7. Supporting and qualifying training and refresher courses for reception and protection system operators.

Objective 5 > **SUPPORTING THE WIDESPREAD RECEPTION MODEL**

A reception system based on widespread and shared responsibility is only possible with a balanced **distribution of immigrants throughout the various areas**. To this end, it is necessary to establish forms of incentive that recognize also financially the efforts made by the host areas, while also supporting and accompanying the various areas in reception planning and management activities.

Actions

1. Fully implementing the national plan, agreed between ANCI and the Ministry of the Interior, for a **fair distribution of migrants** in the various municipalities.
2. Providing for a coefficient in the distribution of **regional funds that will assign** additional resources to areas with a high percentage of asylum seekers.
3. Promoting and supporting the planning and management capacity of the local areas through the SPRAR task force coordinated by Regione Toscana and ANCI under Objective 2.





THE COMPLEMENTARY DIMENSIONS OF RECEPTION

02

2.1 > LANGUAGE TRAINING

Objective 1 > OPTIMISING COORDINATION OF LANGUAGE EDUCATORS

The effectiveness and quality of the educational offer can be expressed exclusively through a service supply chain perspective, exploiting all the local public and private resources with skills in this field. To this end, it seems essential to qualify and standardise the language training system, recognising the importance of Provincial Adult Education Centres (CPIA) in the certification of language learning processes, but without further extending its operations limited by the available resources. It is therefore necessary to assign to them a supervisory and monitoring role while also distributing the language training function in a more efficient way among all the local resources by arranging agreements involving CASs, CPIAs and/or other parties who can provide these services.



Actions

1. Encouraging the strengthening and optimisation of public and private entities dedicated to language training, promoting the **signing of agreements involving CASs, teachers of Italian, SPRARs and accredited certification bodies**, which will also include paying the human resources for their reception work.
2. Enhancing and promoting the relationship between CASs, SPRARs, schools and universities specialised in language training (linguistic and international secondary schools, technical institutes, degree courses in languages and pedagogy) to create opportunities for exchange, including from a linguistic point of view, by promoting “curricular” internships and school-work experiences.
3. Taking action at a regional level to establish **discussion tables** within Area Conferences involving CPIAs and managing bodies coordinated by reception contacts as per Ob. 1, Action 2.
4. Disseminating information on courses and educational materials at a regional level through a specific platform on the “**P.A.eS.I**” portal.
5. **Implementing an app** on local activities and initiatives, such as movies, theatres, museums, etc., that can stimulate the informal learning of the people included in the reception system.

Objective 2 > **DESIGNING EFFECTIVE LANGUAGE TRAINING SERVICES**

Knowing the language of the host country is a fundamental prerequisite for activating the social and work integration of migrants. For this reason, it is essential that the acquisition of basic language skills take place effectively and quickly. To this end, language training **services must be appropriately designed according to the users' needs** and skills and to meet **quality standards**.

Actions

1. **Strengthening the CPIAs' economic, instrumental and personnel resources** in support of their pivotal role in the coordination and quality control of language training courses for asylum seekers and refugees.
2. **Upgrading teacher education**, including through distance learning courses, while also considering the Adult Education Innovation Activity Plan (PAIDEIA) drafted by MIUR (the Ministry of Education) in collaboration with INDIRE, INVALSI and the Regional Scholastic Offices:
 - a) in the teaching of Italian L2;



- b) in the use of new technologies, activating computer literacy courses;
- c) on the figure of the asylum seeker through the activation of thematic focuses.

3. **Innovating the teaching methods** of Italian L2:

- a) Planning and supporting access to **education outside the reception centre** to encourage use of the Italian language, including learning by doing (fewer lectures and more experiential learning workshops).
 - b) Facilitating the use of ICT tools for learning (tablets, smartphones).
 - c) Actualising laboratory activities and informal learning processes with the citizenry.
4. Promoting the standardisation of the quality standards and criteria of the educational/ language offer in tender notices within the regional specifications model for CAS services referred to in section 1, encouraging forms of collaboration for this purpose - where possible - between the reception centres and available local resources rather than providing internal language training services.
5. **Promoting** uniform, modular and documentable language **learning processes** through agreements between CPIAs and managing bodies.
6. Defining and **sharing educational plans** and goals with learners (potential work skills, specific procedures for joining a social group, etc.).

Objective 3 > **MAKING THE LANGUAGE TRAINING PROCESS A VEHICLE FOR SOCIAL INCLUSION**

succeeding in making contact with the host community by using its language allows to break down social barriers and mistrust. A properly designed language training process can become an opportunity to develop interrelations and participation in social cohesion.

Actions

- 1. Enhancing and promoting **language training courses** as being geared toward the acquisition of professional skills.
- 2. Recognising and supporting the value of **cultural projects** (theatre, music, performing arts) as language learning vehicles.
- 3. Assessing the professional and social skills of learners in the classroom in order to create specific educational and social inclusion processes.
- 4. Promoting **language training courses** outside the facility.
- 5. Organising “**open school**” **meetings** between high school students and migrants.
- 6. **Limiting the use of “bridge languages”** inside the centres.



2.2 > THE TRAINING-WORK SUPPLY CHAIN

Objective 1 > **PROMOTING AN INTEGRATED GOVERNANCE MODEL FOR PROFESSIONAL PLACEMENT OF IMMIGRANTS**

Regione Toscana postulates the need to **disseminate the results of the tests** already implemented with regard to migrant employment and social integration, especially as regards the intervention model for the integrated taking charge of work-related and social integration starting from the local work and training service system. In this way, we intend to strengthen and qualify governance among institutional actors, with particular regard to local authorities.

Actions

1. As part of the regional strengthening of employment centres (CPI), **defining a framework of regional planning** guidelines to **assign to the CPIs** the necessary skills in terms of taking charge of the employment integration of asylum seekers and refugees.
2. **Recognising CPIs as “contact links”** to promote regional measures to protect employment integration, including by strengthening internal operator skills in relating to this type of user.
3. Building integration between services to **encourage migrant employment integration** because these individuals are fragile and vulnerable, by **strengthening partnerships with public and private labour operators** and the private social sector.
4. Employing specific agreements to promote **taking charge of a person in a unitary way** through integrated procedures shared among the services involved, which will assess individual needs and abilities according to the interinstitutional MoU model (“Memorandum of Understanding to manage the social inclusion processes of individuals and employment integration of people who are disadvantaged and/or at risk of social marginalisation”) successfully tested in the Prato area.
5. Disseminating among the services concerned the use of **integrated and shared procedures and tools, e.g. programming and monitoring cards, reporting cards, rating grids, databases, software, etc.**
6. **Disseminating the Migrants and Jobs in Tuscany (MELT)** model throughout the region, proposing the activation to the interested parties of structured forms of connection and integration between social, training and work policies.
7. Involving employment centres in local SPRAR table meetings, providing thematic focuses on the topic of the training-work supply chain.



8. Establishing integrated processes for the balance of skills, training and job placement between CPIs and reception centre operators (mediators).
9. Starting processes for the recognition and **validation of formal and non-formal skills** held by asylum seekers and refugees to obtain regional professional qualifications.

Objective 2 > **REINFORCING THE BASIC SKILLS OF IMMIGRANTS AS A NECESSARY PRECONDITION FOR SOCIAL COHESION**

Regione Toscana emphasises the **value of basic education** and knowledge of the Italian language as requirements for the protection of the individual (**as a primary channel for understanding and knowing one's rights as well as safety rules**) and **as a precondition for the cohesion of the community** joined by said individual. Therefore, supporting the educational processes that transmit these skills and introducing personalization and flexibility elements that will make recognising the fulfilment of compulsory schooling not incompatible with migration time patterns make up a central objective.

Actions

1. **Strengthening the role of the CPIAs**, in terms of staff and resources, because designated with the task of assessing and recognising said skills when there are no demonstrable certifications
2. **Promoting and incentivising the schooling** of all the immigrants by connecting the acquisition of basic education skills and a minimum knowledge of the Italian language to the possibility of accessing vocational training courses.
3. Simplifying and accelerating the acquisition of these skills through **personalized and modular processes** managed and promoted by the CPIAs that can recognize **previous experiences** and skills.
4. Establishing the **Social Inclusion Pact** formula through which immigrants can follow professional training courses based on having fulfilled the compulsory education requirement.
5. Producing **multilingual information material** in order to convey to immigrants the value, usefulness and structure of the training process they are undertaking.



Objective 3 > SUPPORTING RECOGNISED PROFESSIONAL TRAINING PROGRAMMES FOR REFUGEES AND ASYLUM SEEKERS

Promoting the social and employment integration of immigrants is the only way to allow **emancipation from the reception system** and to give them the opportunity to **gain experience and skills that could potentially be used in their country of origin** in case of repatriation.

It is the intent of this vision to propose a broader collaboration between sectors, linking that of the reception of asylum seekers and refugees with that of **territorial cooperation**, in order to adopt an integrated perspective that will take into consideration the migratory process in its entirety.

This is why we consider it useful and necessary to **strengthen the tools** for the professional training of asylum seekers, in order to facilitate the contribution of migrants to local social cohesion while waiting for the request for refugee status and at the same time offer them the opportunity to develop skills that can be used throughout the migration process.

Actions

1. Planning professional training courses for asylum seekers in **synergy with the territorial cooperation** sector in order to confer skills that can be used in their countries of origin in case of repatriation.
2. **Stepping up research on the recruitment needs** of companies based on which to plan the educational offer for asylum seekers and refugees.
3. Planning **flexible and customised training activities** as far as length, course level, methodology in relation to users' needs/competences, while also identifying how they will be funded so it will not fall exclusively on Municipalities.
4. Promoting on the **job training**.
5. Promoting the **combination of vocational and language training**.
6. Extending the **Record of Personal Achievement** to asylum seekers.
7. Starting the **skills recognition process** at the beginning of the reception process and proposing it in a recursive way during the project, included during the internship access stage, thus making the matching of personal skills with local business needs more accurate.



Objective 4 > ENCOURAGING COMPANIES TO JOIN THE TRAINING-WORK SUPPLY CHAIN

Businesses are a crucial link for the social and professional integration of refugees and. The contribution of the productive fabric must be considered an integral part of the reception system's response capacity. However, for companies to participate actively in the training-work supply chain, it is necessary to identify "rewarding" methods to encourage their participation and collaboration; it is also necessary to design training courses that effectively respond to the demand of local businesses.

Actions

1. Promoting with the Government a revision of the Consolidated Immigration Act (Legislative Decree 286/1998) to foster the social and employment integration of asylum seekers and refugees and fight undeclared work by establishing requirements for their access to professional training programmes.
2. **Consolidating relations with trade associations**, social partners, companies and the third sector, by means of agreements and memoranda of understanding, to design and strengthen the training-work supply chain for asylum seekers and refugees.
3. **Providing incentives for companies** that join the training-work supply chain dedicated to social vulnerabilities, including refugees.
4. Simplifying and standardising the administrative procedures of companies for the reception of asylum seekers and refugees as trainees and apprentices.
5. **Creating user-friendly ICT devices** geo-referenced to match supply and demand, which companies can also use.



Objective 5 > CREATING SPECIFIC TRAINING COURSES FOR OPERATORS

Helping asylum seekers and refugees get training and work requires the deployment of specific professional skills that can offer management methods adapted to people who come from other countries with other uses and customs. It is therefore necessary to provide the various operators in the supply chain (reception centres, temp agencies, employment centres) with the necessary tools for them to **recognise in different times and ways the skills of the migrants** and come up with the most appropriate training and work programmes for them.

Actions

1. **Applying minimum standards to CAS tender notices** requiring operators dedicated to social and employment integration.
2. **Qualifying CPI operators** to improve the effectiveness of the service rendered to migrants and people seeking asylum.
3. Organizing and providing opportunities for sharing the **skills assessment tool** (use and purpose) in collaboration with employment centres and dedicated to reception centre operators and voluntary associations.
4. Conveying social and employment integration tools for migrants through the involvement of labour consultants and trade association, union and patronage operators, while also providing dedicated training/ information programmes.



2.3 > SOCIAL AND HEALTH NEEDS

Objective 1 > ENSURING COORDINATION OF SOCIAL AND HEALTH SERVICES FOR MIGRANTS

Consolidating an integrated governance system of social and health services, dedicated to the migrant population, is the first objective for improving the reception system's quality and management efficiency. It is necessary to identify governance tools that will encourage dialogue and coordination among all the actors of the system and promote the use of uniform approaches and tools at the regional level, within a system that hinges on district areas/health consortia (Zone Distretto/SdS) as far as social and health services and is in close connection with disease prevention departments.

Actions

1. **Recognising the role of the Regione Toscana Global Health Centre** in the regional coordination of migrant health care in connection with the competent directorates of Regione Toscana.
2. Strengthening the interface role of the **contact network of local healthcare agencies (ASL) for the health of migrants** between the regional level and district areas/health consortia, also in terms of human resources with the team set out by the contact network organisational model.
3. Using the Regione Toscana Global Health Centre to promote coordination **meetings between district area/health consortium level CAS and SPRAR** operators and the contacts of local healthcare agencies for the health of migrants.
4. Promoting the dissemination and use of a single (**syndromic**) **computerised medical history sheet for taking charge** by all the subjects in charge of the first health screening of the migrants, in agreement with the Guideline, "CONTROLS AT THE FRONTIER. THE FRONTIER OF CONTROLS. Health checks on arrival and health protection procedures for migrants staying at reception centres", produced by I.N.M.P., I.S.S. and S.I.M.M.



Objective 2 > **IMPROVING THE QUALITY OF IMMIGRANT HEALTHCARE**

In order to improve the quality of healthcare reception, it seems essential to have a **clear and uniform process to access and take charge of the services** (from first screening to taking charge of the case and finally exiting the system) as well as to qualify the personnel responsible for taking charge of, diagnosing and caring for the immigrants and **intercultural dialogue** reinforcing tools.

Actions

1. Implementing the **ministerial guidelines for the first screening** of migrants, as per point 4 of the previous objective.
2. Creating and **supporting (also distance) training courses for General Practitioners and reception centre operators** in the field of cross-cultural medicine, including the recognition of signs and symptoms of psychological distress, especially as regards people with special needs, for example, victims of torture, trafficking, rape or other serious forms of psychological violence, and shipwreck survivors, as outlined in paragraph 1 of article 17 of Legislative Decree 142 and as mentioned in Objective 3. This is important in order to avoid excessive medicalisation and ensure an appropriate response to discomfort and, where necessary, intervene on a clinical plan in agreement with the Mental Health Service.
3. Identifying in the **social-healthcare HUB model**, managed by the Disease Prevention Departments of the local healthcare agencies or by health consortia and already tested in Tuscany, the optimal model for the first point of contact of migrants with the local system of social and health care services.
4. Where a HUB may not be feasible, entrusting the first visit to social and health care teams that will be able to operate in the districts within dedicated programmes and with cultural mediators present.
5. Strengthening district teams with **staff specifically trained** for migrant care, including mental health.
6. Preserving the continuity of care at the local level as an integral part of a quality social and health care reception system so as to guarantee continued migrant care and appropriate services.
7. Drafting a **practical guide-book to the health care reception of migrants** for social and health care and reception operators, which will clarify the legislation on migrant access to services and provide information on recognising the symptoms of and handling infectious and chronic diseases and mental illness, which may include material already produced in Italy.



Objective 3 > IMPROVING THE SYSTEM FOR TAKING CHARGE OF VULNERABLE CASES

Social-health care services taking charge of the most vulnerable cases is a widely reported need, but also one of the most delicate aspects of refugees and asylum seekers reception. Improving and standardising how the services deal with the most vulnerable people (suffering from forms of mental distress, victims of torture, women victims of violence and minors), while working on **strengthening the network of local services**, is therefore a central objective of the qualification of the social and health care reception system.

Actions

Mental illness

1. Starting from the “Ministerial guidelines for planning assistance and rehabilitation interventions as well as for treating the mental disorders of refugees and subsidiary protection individuals that have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence”, **promoting the sharing of protocols for identifying, verifying, qualified directing to services and taking charge of psychological distress cases** of asylum-seekers related to episodes of violence and torture.
2. **Defining protocols**, detailed in terms of operating procedures, including Prefectures, managing bodies, ASLs, Municipalities and SDSs, for the management of both ordinary and acute or emergency status psychiatric disorders (T.S.O., A.S.O., access to benefits, hospital discharges, subsequent treatment and care, management of people who left the CAS...).
3. **Training professional figures** to be in charge of the mental health of asylum seekers inside mental health centres and with the support of on-call mediators (based on the results of the FAMI SPRINT project tests).
4. **Identifying procedures for taking charge** of daytime or residential care based on pathologies and appropriateness. If dedicated SPRAR services are created, they must in any case abide by mental health criteria and guidelines, including by making changes to the current organisational models.
5. **Defining assistance programmes** by assigning social workers and cultural mediators to those who leave the reception circuit, including with reference to homeless network services.



Minors

1. **Promoting the use of Meyer Children's Hospital** for international health as a regional centre for the overall taking charge of minors as part of reception (screening of infectious diseases, patient history, managing the vaccination schedule, referring to a family paediatrician). In case of a substantial increase in visits to the clinic, promoting the creation of similar services at the district area/health consortium level.
2. Promoting a **multidisciplinary holistic approach** to minor age assessment, including through dedicated experiments, as per the Decree of the President of the Council of Ministers no 234 of 10 November 2016, which provides for detailed provisions to be implemented insofar as they will not conflict with the Law no 47 of 7 April 2017.
3. **Promoting and sustaining training and support opportunities** for operators to manage forms of psychological distress on minors due to trauma and the specific condition in which they find themselves.
4. **Identifying ways to lead those who have newly come of age** towards adult social and health care services.

Gender vulnerabilities

1. **Increasing the presence in consultancy** services of personnel specifically trained to deal with issues of a strong gender connotation such as those related to sexual and reproductive health as well as female trafficking and genital mutilation.



2.4 > CITIZENSHIP AND COMMUNITY

Objective 1 > PROMOTING SOCIAL COHESION THROUGH SHARED PROJECTS

There has been an increase in cultural and voluntary projects for the benefit of guests of reception centres with the goal of promoting intercultural dialogue and social cohesion. These projects can play an important role as “bridges” between the various groups, facilitating dialogue in a climate of mutual partnership. However, in order for these processes to be effective it is important that they are clear in their objectives, shared as for intent and participated by the various reception actors: public bodies, operators, associations and the migrants themselves. It is therefore necessary, for this issue as well, to identify governance tools at the various local levels that will follow in an integrated way the design and development of the projects and support the businesses, not just reception oriented, that develop **social cohesion and intercultural dialogue projects**.

Actions

1. Defining **guidelines for the regional planning** of voluntary projects with the various local actors.
2. **Enhancing local planning tools** (Conference of Mayors, Health Consortia) in order to identify guidelines and thematic areas on which to develop planning, including through PIZs (Area Integration Plans) and PISs (Scholastic Integration Projects).
3. Promoting the creation of **supramunicipal coordination tables** for the planning and monitoring of the offer of cultural and voluntary activities to asylum seekers and refugees.
4. Promoting the **involvement of schools** in the creation of voluntary projects including the school community and refugees (tools: POF, PEZ and POR).
5. **Supporting cultural organisations** that promote artistic, musical and theatrical projects and initiatives that involve asylum seekers and refugees.
6. Directing some Regional Civil Service tender calls in favour of voluntary projects for the guests of the reception facilities.
7. **Involving asylum seekers and refugees in planning** local activities and projects.
8. As part of the CAS tender notices, providing for the promotion of voluntary projects, among the services offered by operators, oriented towards dialogue and contact with the local community, according to the requirements of the next objective and helping the guests make their way within these projects.



Objective 2 > **DEFINING QUALITY STANDARDS FOR PROJECTS OF SOCIAL INTEGRATION AND DIALOGUE WITH THE HOST COMMUNITY**

The key to reception management is in the interaction capable of generating dialogue between the migrant community and the host community lies of welcome, because opportunities for knowledge and cooperation are created through direct contact between native citizens and migrant citizens, networks of interrelation, solidarity and mutual participation. For this reason it is essential that social inclusion and cohesion projects meet quality requirements that will effectively make them an opportunity for mutual exchange, acquisition of skills and relationship building.

Actions

1. **Incentivising projects that prove to be part of an overall strategy** capable of producing positive effects over time and not only during their performance also thanks to a series of quality requirements and therefore:
 - a) are clearly of a voluntary nature and are not unreported or compulsory work scarcely qualified as “payback” service;
 - b) are included in local planning and have **continuity over time**;
 - c) have a **“mixed” character**, involving citizenry and not just refugees;
 - d) based on specifically defined indicators (see action 3 below), prove to have **positive repercussions for both asylum seekers and the local community** in terms of social cohesion, empowerment, skills and civic capital of those involved;
 - e) have a social impact, identified through defined indicators (see action 3 below), dealing with real **local needs**;
 - f) exploit the attitudes emerging from actively listening to asylum seekers;
 - g) help to **raise the awareness** of and inform citizens and migrants on the issue of reception and social cohesion;
 - h) are a training and skills growth **opportunity for all the actors involved**;
 - i) **provide for at least one cultural mediator** within the project team who follows all the users involved;
 - l) **involve asylum seekers** and refugees in the definition of activities.
2. Stimulating the **participation of cultural mediators** in the co-planning of programmes.
3. **Establishing a system for monitoring** project activities and standards through the regional table, in order to identify indicators of empowerment, social cohesion, skills enhancement and response to the needs of local communities and the migrants involved.



Objective 3 > INCENTIVISING THE PARTICIPATION OF ALL ACTORS TO THE PROJECTS

Although building a solid governance whose objective is sharing planning guidelines and defining minimum quality standards is important, adopting all the solutions that can promote greater, more active and aware participation by the various actors involved in the projects, starting with migrants and local associations, is also fundamental. In order to do this, it may be necessary to develop an incentive structure to motivate the actors to participate in person and in a proactive way.

Actions

1. **Establishing a basic agreement model** including CASs, local authorities and voluntary associations for the development of projects involving asylum seekers.
2. Coming up with a **system of certificates** for migrants involved in the projects.
3. Establishing a **system of non-monetary incentives** for participants in the activities (library cards, bus passes, etc.).
4. Developing an “**ethical certification**” **scoring system** usable in public tenders for local associations and bodies involved in virtuous planning.
5. Providing **training opportunities for the actors** involved (members of the associations and migrants) to encourage more aware and adequate planning for the needs.



Objective 4 > **DEVELOPING AN EFFICIENT AND SHARED INFORMATION SYSTEM**

There are many virtuous experiences in Tuscany in the field of social integration and volunteering. To prevent these examples from remaining “on the spot activities”, the result of Individual efforts, they must be networked and shared. This process promotes mutual knowledge as well as regional know-how, affording the option of reproducing virtuous behaviour on a local scale. Promoting local experiences by enhancing the information tools for sharing them seems therefore essential.

Actions

1. Creating a **regional “best practices” database** on the P.A.eS.I. portal with news and in-depth information thereon, in order to replicate their solutions.
2. **Strengthening the network of information nodes** (public relation desks, infoyouth, regionale web portal) to disseminate news on the theme of reception (numbers, facilities, projects).
3. **Valorising the registers of voluntary organisations** and social promotion associations and the regional register of social cooperatives.
4. **Codifying** and making available, through the Region’s portal and a consultancy desk, **administrative tools** that ensure compliance with regulations (Conventions) and security (insurance solutions).



