

**OSCE PA AD HOC COMMITTEE ON MIGRATION
FOLLOW-UP VISIT TO ITALY**
(26-27 October 2017)

REPORT



20 February 2018

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I. Introduction

On 26-27 October, a delegation of five members of the OSCE PA's Ad Hoc Committee on Migration, led by Chair Filippo Lombardi (Switzerland), travelled to Italy to assess the effectiveness of European and Italian strategies to address the surge in irregular crossings on the Central Mediterranean migrant route. Members also discussed efforts at the national and local levels to enhance reception capacity for refugees and migrants, as well as integration policies. The visit included a trip to Bolzano and Brenner in the region of Trentino-Alto Adige (South Tyrol) to learn more about how this autonomous border region has been dealing with migration flows to Austria. The visit was organized by Committee Vice-Chair Guglielmo Picchi, together with Committee Member and OSCE PA Vice-President Marietta Tidei and the staff of the Italian senate.

This visit was a follow-up to the Committee's fact-finding visit to Sicily on 7-8 September 2016 organized with the objective of gaining a first-hand impression of the conditions of migrants and refugees in Sicily and the response of Italian authorities.

II. Background

1. Developments across the Central Mediterranean Route

The follow-up visit of the Ad Hoc Committee on Migration took place in October, in the wake of a drop in irregular arrivals across the Central Mediterranean route. Indeed, according to the European Border and Coast Guard Agency (Frontex), arrivals in Italy in September fell by more than two-thirds compared to the same month last year.¹ The third quarter of 2017 saw the lowest number of irregular migrants in the Central Mediterranean for the July-September period since 2014.

A total of 146,849 migrants and refugees had entered Europe by sea in 2017 through 18 October 2017, with over 75 per cent arriving in Italy and the remainder divided between Greece, Cyprus and Spain. The total number of dead and missing in the Central Mediterranean was 2,594, compared to 3,174 for the same period last year, representing an 18 per cent decrease.



¹ <http://frontex.europa.eu/news/migratory-flows-in-september-arrivals-in-italy-lower-than-a-year-ago-more-departures-from-tunisia-and-algeria-me32tk>

The reduction in irregular crossings across the Central Mediterranean was largely attributed to Italian engagement with Libya following a visit by the Italian Minister of Internal Affairs Marco Minniti to the country in July 2017. Training and logistical support was provided by the Italian coastguard to Libyan coastguards and the navy, with financial support from the EU, to enhance their search and rescue ability. NGOs carrying out search and rescue operations were also asked to sign a 'code of conduct' in order to be allowed to disembark rescued migrants in Italian ports, against a backdrop of accusations that they were acting as a 'pull factor' for migrants.

On 28 September, the Council of Europe requested a clarification from the Italian Government as to the scope and extent of these agreements, expressing concern that Italy would send back migrants to Libya, potentially exposing them to torture or inhuman or degrading treatment. Both the European Commission and Italian authorities have denied sending back migrants to Libya and have emphasized that Italy's actions are in full compliance with international law.

2. Overview of the Italian Reception System

- The **Protection System for Asylum Seekers and Refugees (SPRAR)** was created by Law No 189/2002 and is made up of the network of local institutions that implement reception projects with funding from the National Fund for Asylum Policies and Services, managed by the Ministry of the Interior and provided under the Government finance law. At the local level, the local institutions, in cooperation with voluntary sector organizations, undertake 'integrated reception' activities going beyond the simple distribution of food and housing, to also include legal and social guidance and support, as well as individual programmes to promote socioeconomic inclusion and integration.
- The **Extraordinary Reception Centres (CAS)** were established in response to the huge flow of persons requesting international protection in Italy. In 2014, the Ministry of Interior requested local Prefectures to identify facilities to be used for this purpose. Management of these centres is delegated to private entities, NGOs, or other subjects. The Civil Protection Service and Prefectures coordinate the CAS network. Over the years, the Ministry has issued further notices requesting an increase in the number of extraordinary facilities. Migrants are sent to CAS when there is no space for them in other reception centres, while they wait for a decision on their application for international protection. Their stay is therefore intended to be limited until they obtain a place in governmental structures (CARA or SPRAR). In practice, however, migrants have spent up to one year in such facilities. There is a lack of clarity surrounding the functioning of the CAS network, compounded by the fact that their management is regulated by a number of administrative acts. Moreover, there is a lack of transparency regarding their number, location, management, hiring policies, funding, etc. Prefectures do not perform periodical checks on the management, conditions or financial situations of the CAS, intervening only if asked.

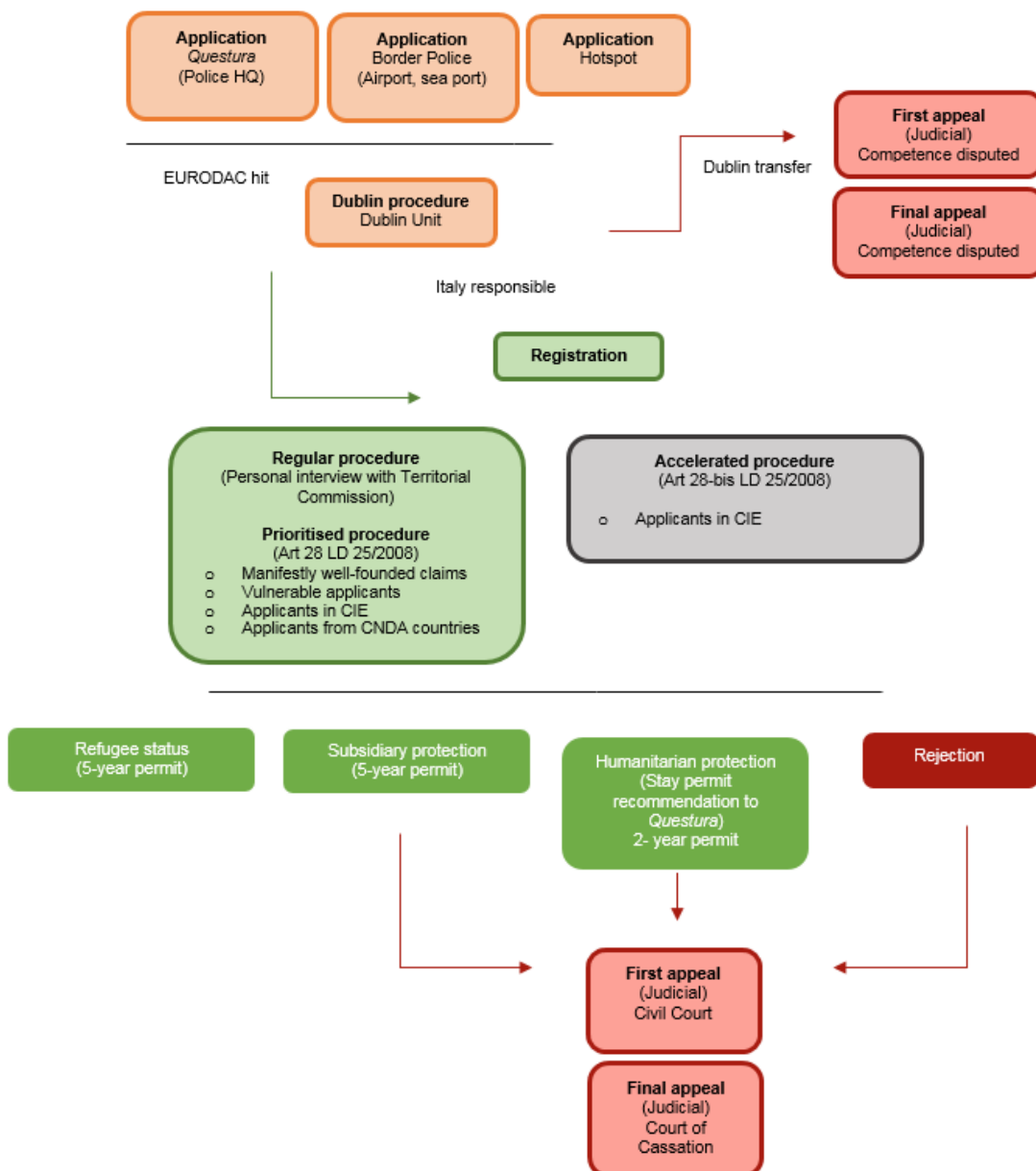
There are also a number of other facilities, including:

- **Reception Centres for Asylum Seekers (CARA)** where irregular migrants who require international protection are sent for identification and initiating procedures related to international protection.
- **Centers for Identification and Expulsion (CIE)** where foreigners who have arrived irregularly and who do not apply for international protection or do not have the requirements are detained.

3. Asylum procedures

The authorities competent to examine asylum applications and to take first instance decisions are the Territorial Commissions for the Recognition of International Protection (CTRPI),² and the Sub-commissions, which are administrative bodies specialized in the field of asylum, under the Interior Ministry.

Decree-Law 119/2014 which entered into force on 23 August 2014, provides for expanding the number of Territorial Commissions from 10 to 20, as well as the creation of 30 additional sub-Commissions in the entire national territory, in order to improve the management of the increasing number of applications for international protection.



² Each Territorial Commission is composed of four members: 2 representatives of the Ministry of Interior, one of which is a senior police officer; 1 representative of the Municipality (or Province or Region); and 1 UNHCR representative.

4. Minniti-Orlando Decree

The Minniti-Orlando Decree approved on 12 April 2017 by the Chamber of Deputies contains urgent measures to speed up procedures regarding international protection and countering illegal immigration. The law provides for the abolition of the second level of judgement (appeal) in procedures for the granting of the international protection. Other provisions relate to the creation of sections specialized on immigration and asylum in tribunals; the introduction of new technologies in the procedure; the employment of asylum seekers in socially useful activities; the acceleration of identification procedures and of the definition of the juridical position of citizens coming from outside the EU; as well as the enhancement of identification and expulsion centres (CIEs, now renamed *Centri di permanenza per i rimpatri*, with one center in each of the twenty regions (20 centres in all instead of 4) and a total capacity of 1,600.

Some NGOs have criticized the Decree since they fear that an expansion in the capacity of the centres could lead to a multiplication of human rights violations as has allegedly already happened in the Identification and Expulsion Centres (CIEs). The new structures have also been criticized because this new formula risks transforming social workers employed there into public officials supervising asylum applications. Some legal experts have also hinted that the document might be unconstitutional since it eliminates the second level of appeal.

5. Unaccompanied minors

Between January and September 2017, over 13,418 unaccompanied minors have arrived in Italy (accounting for more than the 12 per cent of total arrivals).³

New legislation on “Protection Measures for Unaccompanied Minors” (law n. 47/17) entered into force in Italy on 6 May 2017. This law filled significant gaps in the protection of unaccompanied minors (UAMs), introducing important provisions, for example on age assessment procedures, and improving existing provisions, such as those regarding the legal status of non-asylum seeking unaccompanied minors. The law contains an absolute prohibition of *refoulement* and mandates better reception conditions. It also grants unaccompanied minors access to the Protection System for Asylum Seekers and Refugees (SPRAR) and creates simplified procedures for temporarily entrusting minors to families. The main changes that this law brings to the Italian legislative system concern the reception of minors and the strengthening of their rights and their protection.

A number of concerns have been expressed with respect to effective implementation of the new law, notably the fact that some of the new provisions must be implemented with no additional costs for public finances. It has also been underlined that the legislation does not address serious gaps in the reception system for unaccompanied minors, leading more and more children to be placed in inadequate reception centers.⁴

³ <http://www.cir-onlus.org/wp-content/uploads/2017/10/Scheda-contenuti-settembre-2017.pdf>

⁴ See, e.g., Elena Rozzi, “The new Italian Law on Unaccompanied Minors: A Model for the EU?” (13 November 2017), at: <http://eumigrationlawblog.eu/the-new-italian-law-on-unaccompanied-minors-a-model-for-the-eu/>.

III. Italian Migration and Asylum Policies (Rome, 26 October)

1. Meeting with Undersecretary for Interior Affairs, Mr. Domenico Manzione

The visit kicked off with a meeting with the Undersecretary for Interior Affairs, **Mr. Domenico Manzione**, who updated the delegation on recent initiatives to deal with the surge in irregular crossings along the Central Mediterranean, and the issue of engagement with Libya as well as the code of conduct for NGOs. Mr. Manzione stressed that security is not a unilateral matter and that it concerns also people on the other shore of the Mediterranean, not only the receiving nation. He noted that a very significant decrease of 23 per cent in flows across the Central Mediterranean had been achieved. At the same time, Italy was also working with UNHCR and IOM to assist migrants in Libya with the aim to create facilities managed by humanitarian organisations and where the human rights of migrants would be respected. He also outlined a number of projects aimed at supporting the micro-economy at the local level in Libya which the EU will hopefully support.

The Undersecretary outlined efforts made to distribute migrants throughout Italy's territory with the aim of promoting socio-economic sustainability and integration, together with local authorities. However, this SPRAR⁵ reception system which rests on the shared responsibility of central and local authorities, faces challenges due to the large numbers of arrivals (over 500,000 migrants have arrived in Italy over the past three years) as well as economic and social crisis. A positive development was the **progressive closing of the larger reception centres**, as had been envisaged when the SPRAR legislation was adopted. However, such large centres were still inevitable given that there were at times up to 12,000 persons arriving in the space of 24hrs. The **voluntary principle** on which the SPRAR system rests is dependent on incentives for local authorities. Still, this approach was deemed preferable to fixed mandatory percentages.

The delegation was also briefed on the situation with respect to **unaccompanied minors** (UAMs), where new legislation had been recently adopted.⁶ In 2016, about 26,000 unaccompanied minors arrived in Italy. Efforts are made not only to receive them but also to provide access to education and vocational training. The average reception cost for an UAM is about 50 per cent higher than for adults. Italy is also dealing with the large number of requests for individual guardianship. In conclusion, Mr. Manzione noted that the main challenges was how to manage migration flows rather than to be managed by them, underlining that the best approach was to open legal challenges. At the same time, he noted the significant difficulty of managing flows in an orderly fashion given that Italy was dealing with 500,000 people.

The Undersecretary also touched upon the **integration plans** for persons granted international protection, based on learning of the language and respect for fundamental values as a first step. Agreements have also been signed with the Ministry of Labour to facilitate access to the labour market. Undersecretary Manzione stressed the key importance of **access to the labour market** for successful integration. Unfortunately, integration was also being hampered by security concerns. He also praised local communities for the huge efforts being made while acknowledging the fears of certain voters with respect to migrants and which can be an obstacle to integration.

⁵ The Protection System for Asylum Seekers and Refugees (SPRAR) was created by Law No 189/2002 and is made up of the network of local institutions that implement reception projects for forced migrants by accessing, within the available resources, the National Fund for Asylum Policies and Services, managed by the Ministry of the Interior and provided under the Government finance law. At local level, the local institutions, in co-operation with voluntary sector organizations, undertake 'integrated reception' interventions going beyond the simple distribution of food and housing, also providing complementary services such as legal and social guidance and support, and the development of individual programmes to promote socioeconomic inclusion and integration. For more, see: <http://www.sprar.it/english>.

In the discussion, the issue of **returns** was raised. Mr. Manzione stressed that the process of appeals at the second level needed to be exhausted first. He called for enhancing programmes for **assisted voluntary returns** which were being implemented with the IOM, possibly through agreements with local authorities. Forced returns needed to be increased as well. Centres for repatriation had been established in each region with this objective in mind, replacing the Centres for Identification and Expulsion (CIEs) which created many problems as some of the residents had been living in them for periods of up to 18 months and had committed crimes. Mr. Manzione also emphasized that returns also depended on the will of the receiving country. Efforts were also being made to **speed up the processing of asylum claims** through the establishment of territorial commissions consisting of representatives from the Interior Ministry, police, local authorities and a representative of the Office of the UN High Commissioner for Refugees (UNHCR).

In conclusion, Undersecretary Manzione noted that the system could cope with up to 200,000 persons including 10,000 unaccompanied minors. The main challenge was to deal with the peaks in arrivals. He also emphasized the need to pursue co-operation with other countries.

2. Meeting with the Parliamentary Committee of Inquiry on the Reception and Detention Centres for Migrants

The delegation subsequently met with Ms. Elena Carnevali, member of the Parliamentary Committee of inquiry on the reception and detention system for migrants which has been monitoring Italy's reception system since 2015.⁷ Originally established to monitor the human rights of migrants in identification and expulsion centres, its terms of reference have evolved over time. Currently chaired by Federico Gelli, the Parliamentary Committee has published a number of reports, including a report on the identification procedures in the 'hotspots'; a minority report on the 'hotspots' as well as a report on unaccompanied minors. A number of working groups have also been established to examine the issue of access to health care as well as the quality of the current system of reception centres and procurement procedures.



In the **discussion**, the question of how to prevent **profiteering by criminal organizations** in connection with large reception centres was raised. Ms. Carnevali also underlined the huge efforts which Italy had made with respect to the important migration flows and that improvements had been made, e.g., with respect to fingerprinting and photos. Here the main challenge was to establish

⁷ The Committee of Inquiry on the reception, identification and expulsion system; and on the conditions of detention of migrants and on the public resources used (hereafter "Parliamentary Committee") was established in 2014 by the Chamber of Deputies and started its activities in 2015. The initial period of activity of the Commission – one year – was extended until the end of the current legislature. Its mandate is to check conditions in reception centres, to check that the structures are efficient and that no illegal acts or human rights violations occur. In case such practices are discovered, it proceeds to their assessment through inquiries. Moreover, it evaluates the work of the authorities involved in the management of the centres and evaluates the economic sustainability of the system, suggesting new strategies to manage arrivals. Its findings are published in an annual report. The Committee is composed of 21 MPs appointed by the Speaker of the Chamber of Deputies in proportion to the party representation in Parliament.

uniform procedures while respecting human rights. Legislative improvements have also been made. She also acknowledged that there had been criminal irregularities in the extraordinary reception centres (CAS) which report to the prefects. The Parliamentary Committee also found that local authorities differ in their willingness to organize the reception of asylum seekers.

The SPRAR system appears to be functioning well, and represented an improvement on the previous system based on the CAS. She also stressed that there was an ongoing call for tenders in the SPRAR and that the Parliamentary Committee was continuing its monitoring through field missions. It was also noted that the **Dublin regulation** according to which asylum claims must be examined in the country of first arrival was placing a huge strain on Italy and that a solution must be found to alleviate in the countries of first arrival. The particular vulnerability of minors of victims of human trafficking as well as the psychological problems experienced by migrants due to their prolonged stay in centres was also highlighted. Italian legislation has been amended to reduce the period of detention for **UAMs** and to enable their quick transfer to SPRARs which are more suitable for children. The aim is to reduce the delay in transfer from 60 to 30 days.

3. Field visits in Rome

- *Pietralata CAS*

The delegation also carried out two field visits in Rome. The first visit was to the largest of the five extraordinary reception centres (CAS) in Rome which shelter a total of 360 people. The Pietralata



CAS is an open centre managed by the Italian Red Cross and falls under the jurisdiction of the Prefecture of Rome. The director of the centre together with a number of other staff and representatives of the Italian Red Cross briefed the delegation on the activities of the CAS and highlighted a number of challenges. Opened in 2016, the centre was currently housing 147 male asylum seekers from a number of countries, mainly Nigeria and Bangladesh. Activities included Italian language classes as well as sports in

order to promote integration in the local community. The centre is fully funded by the Italian government and residents receive a per diem. The centre's residents are hosted for the entire duration of their asylum process. The centre's director noted that turnover was very low: indeed, only two persons had returned voluntarily with IOM assistance. The majority (101) were waiting for a decision by the territorial commission, while 17 had already receive international protection, 19 were appealing, and one person had not applied for asylum.

- *Centro Astalli SPRAR*

The delegation also visited Centro Astalli in San Saba, Rome, which is one of the four SPRAR's (Protection System for Asylum Seekers) managed by the Italian branch of the Jesuit Refugee Service with a total capacity of 150 persons.⁸ Centro Astalli has existed since 1981 and hosts 20 persons, including young men as well as women and families, mainly from Pakistan, Afghanistan,

⁸ The overall SPRAR capacity in Italy is 30,000 persons of which 789 places in Rome.

Mali and Nigeria. About half of the residents had already been granted protection while the other half was awaiting the results of the appeal process.

The president of the Astalli Foundation, Alessandro Manaresi, highlighted the lack of sufficient places in the SPRAR which were originally also intended for the reception asylum seekers. However, due to the large numbers of arrivals, the Italian government established a two-stage process with the introduction of emergency facilities (CAS). Due to the lack of places, persons granted international protection continued to stay in the CAS until a SPRAR place becomes available. Manaresi also emphasised the participation of municipalities in the SPRAR network, noting that there were currently SPRAR initiatives in 3,000 out of Italy's 8,000 municipalities. The maximum length of stay at a SPRAR is foreseen to be one year (after the granting of asylum). However, the focus of activities at the centre is long-term with the aim to promote integration. He also highlighted the good relations with the local community, including the nearby school.



4. Meeting with Stephane Jaquet, UNHCR Regional Representative for Southern Europe

The delegation also met with UNHCR Regional Representative for Southern Europe Stephane Jaquet to discuss recent developments along the Central Mediterranean route. Mr. Jaquet



stressed that, following a decrease in arrivals in Italy in the summer months, no real decrease in arrivals had been observed in the autumn, unlike in previous years. Nevertheless, the overall arrivals in 2017 appeared to be 50 per cent lower than what had been projected. According to Jaquet, the reasons for this dramatic reduction in irregular arrivals was largely related to the situation in Libya. He also cautioned that this reduction was not necessarily a reflection of improvements there but rather the lack of available boats. While Italy's initiatives have had immediate and direct results, he questioned the sustainability of these efforts.

Much depended on the dynamics between the different factions in Libya.

Jaquet also highlighted the negative consequences of Italy's policies, namely the **human rights cost** when persons intercepted in Libyan territorial waters are sent back to the terrible conditions prevailing in detention centres. While he highlighted UNHCR's efforts to obtain the release of detained migrants he also noted that UNHCR did not have access to the detention centres run by militia or traffickers. A new trend of **arrivals from Bangladesh** in 2017 was also noted, which had led to the signing of readmission agreements with that country.

While Mr. Jaquetmet was reluctant to make any predictions for 2018, he believed that a repeat of the situation in 2015 was unlikely. Rather, arrivals along the Central Mediterranean route were estimated to be in the range of 200-250,000. He furthermore expressed significant doubt that the March 2016 EU-Turkey agreement would collapse.

The **discussion** focussed mainly on **conditions in detention centres in Libya**, where the involvement of UNHCR and IOM had contributed to some improvement. The **global compacts** on refugees and migration were also discussed, with an emphasis on the different negotiation process behind them. While recognising the necessity of distinguishing between refugees and migrants, the UNHCR representative stressed that the protection of migrants' rights needed to be strengthened. Indeed, granting the same rights to migrants risked leading to a collapse of the refugee protection system. The difficult process of reforming the Dublin system was also pointed out, with a recommendation to separate discussions on the Dublin regulation (which is based on the principle of responsibility) from the discussion on mechanisms to promote solidarity.

IV. Regional responses to cross-border migration (Bolzano, Brenner, 27 October 2017)



On 27 October, the delegation travelled to Bolzano, capital of the province of Bolzano, located in the region of Trentino Alto Adige (South Tyrol) with the aim of learning more about regional migration policies in this border region which enjoys a significant degree of autonomy.

Until the summer of 2015, the mountainous South Tyrol, Italy's richest region, was relatively untouched by the migrant crisis.

Most migrants would make their way up to Ventimiglia, in the hope of crossing over to France, until French authorities effectively 'closed' the border in August 2016. During the summer of 2015, South Tyrol experienced an increasing stream of migrants from the Middle East and Africa trying to reach Germany or Scandinavia through Austria. Those who did not have the correct documents were escorted off the trains at Bolzano which is the last major stop in Italy before the Austrian border. Exacerbated by its own influx, Austria has also sent hundreds back to Italy.

In May 2016, Austria hinted at building a 375-metre long fence unless Italy stemmed the flow of migrants. Fearing the impact on trade – the historic Brenner Pass is a crucial lifeline for exports to northern Europe – Italy was swift to react, eventually leading Austria to back down on its threats. Controls at the Brenner Pass are also sensitive as the frontier there separates two regions that feel closely connected - Austria's Tyrol and Italy's South Tyrol which was once part of the wider Austro-Hungarian empire but was annexed by Italy at the end of World War One. In July 2017, Austria sent armored vehicles to its border with Italy and announced that it had placed 750 troops on standby to block migrants trying to head north. After the announcement by Vienna, Italy summoned the Austrian ambassador in Rome. The Italian governor of South Tyrol, Arno Kompatscher, sought to defuse tensions. In mid-August 2017, the Austrian army sent 70 soldiers to the Brenner Pass, stepping up checks on freight trains and passenger trains. It is estimated that up to 1,000 migrants are now being apprehended by Austrian authorities each month and sent back across the Brenner Pass.

Under a government plan, South Tyrol, which has a population of 511,000, must take in 0.9% of the total number of migrants who seek asylum in Italy. Migrant centres were hurriedly built across the region in 2015, with the majority accommodated in the city of Bolzano. A centre was also established in Brenner which had become a prominent transit hub, assisting 17,000 persons in 2015, few of whom remained in the town. A number of other centres, managed by the NGO Caritas, have sprung up in other towns. Alto Adige hosts around 1,400 asylum seekers (March 2017 estimate) in 30 centers. The main nationalities are: Gambia, Mali, Senegal, Nigeria and Ghana.⁹ There are currently, nine reception centres in Bolzano.

1. Briefing at Bolzano Prefecture

The delegation was thoroughly briefed by the Prefect of Bolzano, Mr. Vito Cusumano, the Deputy Chief of Police Mr. Luigi Nappi as well as the Prefect's Cabinet member for social policy Ms. Martha Stocker. Prefect Cusumano outlined the initiatives of the autonomous provincial authorities, explaining that their area of competence was reception policy but not migration policy. One main point under discussion was the Memorandum of Understanding at the national level regarding **territorial quotas for migrants** (3.5 migrants / 1,000 inhabitants). The prefect also presented the legislative framework for the recognition of refugee status and asylum, including provisions in the Italian Constitution which envisages decentralisation of power, as well as Law Decree no. 142 (2015) on the regulation of migration policies which defines asylum seekers and which authorities are responsible for them.¹⁰ Thus, the central government is responsible for the recognition of refugees and the stay of foreign citizens on Italian territory: either juridical recognition of the permit to stay (up to 5 years); subsidiary protection permit to stay (up to two years); or a permit to stay under emergency situation (one year).

Prefect Cusumano also touched upon regional policy, noting that prefectures have a single unit dealing with migration which includes representatives of the chief of police as well as employment centres. He also outlined his country and his region's experience with migration flows which started growing in 2011, 2012 following the 'Arab Spring', leading to the establishment of reception centres by the Interior Ministry, with the involvement of local authorities and NGOs. In 2014, a reception network was set up and in July 2014 a regional plan was agreed upon at a meeting of ministers and local authorities consisting of rescue at sea and first assistance followed by a pre-identification phase and preliminary health screening. A territorial quota system was also agreed upon in July 2014. The quota system is implemented with the input of the prefect who intervenes to ask the provincial authorities to identify reception centres. The management of these centres is monitored through unannounced audits and tenders are organised for major services.

The Prefect also highlighted the positive experience of Alto Adige in receiving migrants, underlining the lack of hostility and readiness of local communities to welcome the newcomers. The positive experience is also due to the fact that the numbers of migrants accommodated have never exceeded the assigned quotas. Prefect Cusumano also noted a lack of sufficient places in the SPRAR, despite an increase in government funding. About 1,600 asylum seekers who have been rescued at sea are currently living in Bolzano of whom about half are distributed in 8 reception centres (CAS). The rest are accommodated in temporary centres or in facilities outside of the city in order to ensure equitable distribution. The prefect also noted the problem of migrants coming autonomously to the area (about 250-300 persons).

⁹ http://www.provincia.bz.it/famiglia-sociale-comunita/persone-in-difficolta/downloads/Richiedenti_asilo_e_rifugiati_in_Alto_Adige_3_2017.pdf

¹⁰ Law Decree No. 142 incorporated the EU Reception Conditions Directive and Asylum Procedures Directive into Italian legislation.

Ms. Martha Stocker, Cabinet member for social policies, also outlined initiatives in the area of **vocational training**, notably in the tourism sector which offers the greatest opportunities, despite the need to know two languages (German and Italian). She also touched upon cross-border flows, which amounted to about 30 persons arriving from Austria each week as well as about 50 persons being returned from Austria each month. She also noted that there had been a **drop in inflows** in October, compared to August/September, with 68 asylum applications of which 27 were accepted (compared to 153 applications in September of which 59 were accepted; and 105 applications in August of which 51 were accepted).

During the **discussion**, one member of the delegation asked about the average duration of the asylum procedure in Italy which, at present is 2 years (in the 'worse case' scenario). Members also discussed the issue of education of refugee children, as well as whether the reception centres were adapted to the special needs of women and families.

2. Field visit to Brenner

From Bolzano, the delegation travelled north to Brenner on the Austrian border where it visited a migrant reception centre established in 2014. The centre was designed as a transitional centre for limited stay (one night only) to assist migrants going north to Austria or those who had been returned to Italy. The centre has a capacity of 50 and provides minimal services (food, clothes, as well as information on the procedures) and works together with the police. A total of 3,372 persons have transited through the centre since March 2017, mainly citizens of North African countries. Capacity has not been an issue due to a reduction in flows.

The delegation was also briefed by Vice-Prefect Francesca De Carlini on trilateral patrols (Austria, Italy and Germany) carried out on the trains crossing the border as well as a new agreement enabling checks to also be carried out on cargo trains by both Austrian and Italian authorities.

V. Debriefing and Conclusions

In the debriefing, the Chair of the Ad Hoc Committee on Migration Filippo Lombardi noted that the current reception system in Italy was not adequate for the scale of the migration flows which Italy was facing which had resulted in overburdening. He also stressed the importance of differentiating between migrants and refugees in order to prevent abuse of the system. While acknowledging that the measures taken by Italy since July had resulted in reduction of irregular crossings, this was not a long-term solution. He also called for the UNHCR and IOM to be allowed to manage centres in Libya and raised the possibility of screening to be done in Libya already. Finally, Chair Lombardi underlined the vital importance of reforming the Dublin system and of stabilising countries of origin in order to achieve durable results.

ANNEX I
OSCE PA Ad Hoc Committee on Migration
Follow-up Visit to Italy, 26-27 October 2017

Final Programme

THURSDAY, 26 OCTOBER

- 10:00 Meeting of the Ad Hoc Committee on Migration
(*Italian Senate - 14th Committee meeting room, Piazza S. Eustachio, 83*)
- 11:30 Transfer by bus from the Senate to the Ministry of Interior
(*Piazza del Viminale, 1*)
- 12-13:00 Meeting with the Undersecretary for Interior Affairs, Mr. Domenico Manzione
- 13:30-14:30 Meeting with Ms. Elena Carnevali, Member of the Parliamentary Committee of Inquiry on the reception and detention system for migrants.
(*venue: Chamber of Deputies - Via del Seminario, 76 1st floor;*)
- 15:30 Visit of the Pietralata Extraordinary Reception Centre (CAS) managed by the Italian Red Cross, under the jurisdiction of the Prefecture of Rome
(*Via di Pietralata 188*)
- Briefings by Italian Red Cross officers:
- Mr. Pietro Giulio Mariani, Director
 - Mr. Lino Posteraro, Head of the Social Activities Area
 - Ms. Flavia Cuniolo, Social Activities Area
 - Mr. Emanuele Argento, CAS Co-ordinator
 - Ms. Laura Pedicone, President's Office
 - Ms. Alessandra Filograno, Head of Press Office
 - Ms. Francesca Cartisano, Press Office
 - Mr. Gian Fabio Lupo, Press Office
- 17:00-17:15 Visit of Centro Astalli (SPRAR - Protection System for Asylum Seekers and Refugees) (*San Saba, Piazza Bernini, 22*)
Briefings by the Officers running the Centre
- Mr. P. Alessandro Manaresi, President of Fondazione Astalli
 - Ms. Chiara Peri, Head of the International Relations Office
- 18:30 Meeting with Mr. Stephane Jaquet, UNHCR Regional Representative for Southern Europe

FRIDAY, 27 OCTOBER

- 06:45 am: Transfer by high speed train from Roma Termini station to Bolzano
- 11:30-14:00 Meeting on the management of migration flows with Mr Vito Cusumano, Bolzano Prefect, Mr Luigi Nappi, Deputy-Chief of Police (*Vice Questore*), Mr. Claudio Naldi, Head of Cabinet, and Mrs Martha Stocker, Cabinet Member for Social Policies, Bolzano Province
- 16:00-16:30 Visit of the Brenner Migrants Reception Centre under the jurisdiction of the Bolzano Province, with Vice-Prefect Francesca De Carlini
- Debriefing

List of Participants

Mr. Filippo LOMBARDI (MP, Switzerland), Chair
Ms. Sena Nur CELIK (MP, Turkey), Vice-Chair
Mr. Guglielmo PICCHI (MP, Italy), Vice-Chair
Ms. Marietta TIDEI (MP, Italy)
Mr. Kyriakos KYRIAKOU-HADJIYIANNI (MP, Cyprus)

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