



European Foundation for the Improvement of Living and Working Conditions

# **Case Study on Diversity Policy in Employment and Service Provision**

## **Torino, Italy**



Authors:

Andrea R. Torre and Alessio Cangiano

Centre on Migration, Policy & Society (COMPAS) – University of Oxford

© 2008 European Foundation for the Improvement of Living and Working Conditions  
Wyattville Road, Loughlinstown, Dublin 18, Ireland  
Telephone: + 353 1 2043100, Fax: + 353 1 2826456

## Table of Content

<b>1</b>	<b>The country: Setting the city and its diversity policies in context.....</b>	<b>5</b>
1.1	History of migration and composition of the migrant populations.....	5
1.2	National policy context: the law and policy on diversity in employment and the..... provision of services .....	6
1.2.1	Employment national legislation .....	6
1.2.2	Access to services .....	7
1.2.3	Equality national legislation .....	8
<b>2</b>	<b>The city.....</b>	<b>10</b>
2.1	Brief description of the city: its location and history.....	10
2.2	The city’s migrant population, its history and characteristics .....	11
2.3	The city authority: tier of government, responsibilities and structure.....	14
<b>3</b>	<b>The city’s approach to diversity .....</b>	<b>15</b>
3.1	Historical background and objectives of the policy approach.....	15
3.2	Responsibility: Elected representatives and officials .....	16
3.3	Collaboration with social partners and NGOs .....	17
3.4	Policy and practice on monitoring progress.....	18
3.5	Key challenges faced in implementation and broad lessons learnt.....	18
3.6	Potential future policy development .....	19
<b>4</b>	<b>Employment policy, practice and outcomes .....</b>	<b>19</b>
4.1	Profile of city employees: data .....	19
4.2	Employment diversity policy and challenges in the development and..... implementation of this policy .....	19
4.3	Recruitment, promotion and training.....	20
4.4	Equal pay and working conditions.....	21
4.5	Harassment, discrimination and complaints .....	21
4.6	Accommodation of cultural and religious needs .....	21
4.7	Health and safety.....	21
4.8	Recognition of qualifications.....	22
4.9	Special Initiatives.....	22
4.10	Monitoring .....	22
4.11	Impact of policy and lessons learnt.....	22

<b>5</b>	<b>Diversity in the provision of services.....</b>	<b>23</b>
5.1	Services provided and contracted out .....	23
5.1.1	Reception of asylum seekers and refugees .....	23
5.1.2	Health care services .....	24
5.1.3	5.1.3 Education and training .....	25
5.1.4	Employment advice and job-seeking support .....	25
5.2	Diversity policy in services.....	25
<b>5.3</b>	<b>Access to services and monitoring .....</b>	<b>26</b>
<b>5.4</b>	<b>Cultural awareness of staff .....</b>	<b>26</b>
<b>5.5</b>	<b>Special initiatives.....</b>	<b>26</b>
<b>5.6</b>	<b>Impact of policy on access to and quality of services and lessons learnt .....</b>	<b>27</b>
<b>6.</b>	<b>Conclusion: Key challenges, lessons and learning for CLIP .....</b>	<b>27</b>
	<b>Bibliography .....</b>	<b>30</b>
	<b>Appendix .....</b>	<b>32</b>

## Foreword

This report is part of the Eurofound project "Cities for Local Integration Policy" (CLIP), which started in 2006.

The City of Torino is one of the 25 European cities that cooperate in exchanging information on their Integration Policies to start with on the terrain of housing and in the future on more terrains.

The project aims at collecting and analysing innovative policies and their successful implementation at the local level, supporting the exchange of experience between cities and encouraging a learning process within the network of cities, addressing the role of social partners, NGO's, companies and voluntary associations in supporting successful integration policies, providing objective assessment of current practice and initiatives and discussing their transferability, communicating good practices to other cities in Europe and developing guidelines to help cities to cope more effectively with the challenge of integrating migrants, supporting the further development of a European integration policy by communicating the policy relevant experiences and outputs of the network to: European organisations of cities and local regional authorities, the European and national organisations of social partners, the Council of Europe and the various institutions of the European Union.

The CLIP network is also a cooperation between cities and research institutes. Five research institutes in Bamberg, Amsterdam, Vienna, Liege and Oxford are taking care of the publications of the CLIP project. The researchers of the *Centre on Migration, Policy and Society* (COMPAS) of the University of Oxford are responsible for this report on the City of Torino. Together with the contact person of the municipality of Torino, Aurora Vitagliano - Office for Foreigners and Nomads- , an enormous effort has been undertaken to find all necessary data for this report. Many officials and other parties who are involved with integration and welcome policy have been interviewed, as the list at the end of the report shows. They have provided us with reports, statistics and comments on the concept version of this report. Secondly the representatives of local institutions and organisations - listed at the end of this report- have been willing to provide us with information. We want to thank all those who have cooperated in giving information and particularly Aurora Vitagliano for coordinating the search of data.

The author is completely responsible for the content of this report and the copyright of the report remains with Eurofound.

Andreea R. Torre and Alessio Cangiano

1 March 2008, Oxford

# 1 The country: Setting the city and its diversity policies in context

## 1.1 History of migration and composition of the migrant populations

For more than a century Italy was a country of emigration rather than one of immigration. The shift occurred in the 1970s and 1980s when the number of immigrants arriving balanced that of Italian people emigrating (Martiniello, 1996; Ambrosini, 2001; Zincone and Caponio, 2005). By the second half of the 1980s, foreign workers in the country were more than 300,000 (Reyneri, 2002).

The immigrant population in Italy is characterised by a large pool of irregular residents. This is the result of many migrants either overstaying a residence permit or tourist visa or – to a lesser extent – entering the country without the necessary authorisation. Thus, the evolution of the legal foreign presence in Italy has been largely affected by the chronology of the frequent regularisation programmes. Following the first two regularisation programmes carried out in 1986 and 1990, the number of valid permits in 1991 was already above 600,000. In the 1990s, the number of residence permits grew slowly until the third amnesty, carried out at the end of 1995. More than 250,000 applications were submitted, giving rise to a sudden increase in the amount of legal foreigners. A similar situation occurred three years later with over 253,000 applications submitted for the fourth regularisation programme. However, the real turning point in the evolution of the legal foreign population in Italy took place with the most recent regularisation programme, following the new immigration law enacted in 2002 (the so-called "Bossi-Fini"). More than 700,000 applications were submitted and more than 650,000 new permits were issued, implying a 50% increase in the legal foreign resident population.

Estimates combining the different available data sources suggest that the overall legal foreign population living in Italy at the beginning of 2007 numbered about 3.6 millions people, accounting for 6.2% of the total population (ISMU, 2007; Caritas, 2007). In addition, other 350 thousand irregular migrants were estimated to live in the country at that time (ISMU, 2007). The most stable part of the migrant population – the resident foreign population, i.e. those registered with the local municipalities – numbered 2,938,922 people (1,465,849 women and 1,473,073 men) (ISTAT, 2007). Minors represent nowadays a significant part of the foreign population (666 thousand or 22.6% were less than 18 years old) and contribute substantially to its growth. After the substantial increase that occurred in response to the 2002 regularisation, the foreign population is continuing to grow due to relatively high numbers of births (58 thousand in 2006) and because of quotas for legal entry more generous than in the past (the net migration balance was +238 thousand).

In terms of countries of origin immigration to Italy is rather heterogeneous. Albanians are the largest group (375,947) followed by Moroccans (343,228) and Romanians (342,200). The fourth largest community is the Chinese (144,885) followed by the Ukrainian (120,070, of whom 97,012 are women). Other major migrant groups include Filipinos, Tunisians, Poles and former-Yugoslavians.

## **1.2 National policy context: the law and policy on diversity in employment and the provision of services**

### *1.2.1 Employment national legislation*

According to the Italian Constitution, statutory jobs in the civil service are limited to Italian citizens. Furthermore, according to the Article 48 of the institutive Treaty of the European Community (25<sup>th</sup> March 1957), workers' free circulation within the EEC does not concern employment within the public administration. Therefore EU citizens can be employed in the civil service only if jobs are not linked directly or indirectly to the exercise of the state sovereignty.

Non-EU citizens can not access public administration positions. There are, however some specific cases in which non-EU citizens can be employed. Article 27 of the 1998 Consolidated Law on Immigration concerning special conditions of entering the country for work allows employment for specific categories of foreign workers as university language lectures. Another exception includes trained nurses who – according to the Article 22 of the 2002 “Bossi-Fini” Immigration Act (2002/189) – can be employed only for temporary contractual jobs.

However, a large number of non-nationals work for public authorities without being employed by them or receiving associated benefits, for example as subcontracted labourers in cleaning services or the construction industry.

Non EU-citizens must hold a residence permit – and meet the other criteria which apply to all workers – in order to obtain a social allowance. Those who transfer their residence abroad lose their right to this allowance but retain their matured social security rights. Non-EU workers legally employed (i.e. paying social security contributions) have the same rights as Italian citizens. With the necessary requirements, she/he can obtain rights to services provided for by Italian legislation.

The main public institutions which grant social security rights to public and private employees are:

- INPDAP (National Institute for Social Security of Public Administration Employees) which deals with the social security tutelage of public employees;
- INAIL (National Institute for the Insurance of Work-related Accidents) which protects employees who have an accident at work or contract a professional disease, guaranteeing them the necessary financial and health services;
- INPS (National Institute for Social Security) which is the main organisation insuring private workers, both employees and the self-employed, providing them with income support when certain events occur (old age, unemployment, maternity, illness).

Contributions paid during the period of work in Italy by a non-EU worker are saved indefinitely in the INPS archives and constitute the insurance status for each worker. This status is ready to be reactivated in the event of renewed employment in Italy, or to be used for payment of a pension.

### 1.2.2 Access to services

Although the Italian immigration law differentiates between legal and illegal immigrants and their right to access social services, irregular migrants are guaranteed essential rights such as most public health care services and access to public schools for their children.

Italy's *health care system* is regionally based and provides universal coverage free of charge at the point of service. The National Health Plan for 1998-2000 prescribed that it should be organised according to several principles, most notably those of *human dignity* (equal rights for everyone irrespective of personal or social characteristics), *health need* (everyone in need has a right to health care) and *solidarity with the most vulnerable people* (Romero-Ortuño, 2004).

Therefore, the National Health Service (Servizio Sanitario Nazionale) guarantees health care to all citizens, Italian and legally present foreigners, without any difference in treatment. Health care is provided in addition to dependant family members of foreigners legally residing in the country. Enrolment in the National Health Service is necessary for those who wish to take advantage of the right to health care services. Foreigners legally resident in Italy but who are not registered with the National Health Service are guaranteed the following services: urgent hospital care in surgeries and in day-clinics which must be paid for upon discharge, and non-urgent health care upon previous payment of the appropriate tariffs. Health care for those insured by foreign institutions is, instead, governed by international agreements.

According to current legislative provisions, and even after the implementation of the 2002 centre-right reform (the so-called Bossi-Fini Act), migrants in Italy have the right to receive urgent and essential primary and hospital care due to illness or accident, with guarantee of the principle of *continuity* of care; pregnancy and maternity care; *full* health care if under 18; vaccinations according to the rules and within the areas of intervention set by the regions; interventions of international prophylaxis; prophylaxis, diagnosis and treatment of infectious diseases; prevention, treatment and rehabilitation of toxic dependencies. Irregular migrants are given a special anonymous public health card (*Codice SPT: Straniero Temporaneamente Presente*), valid for six months and which allows them to use the above-mentioned health care services in the same conditions as Italians. They are asked to pay the normal contribution or to declare they are unable to pay it (Rima Al-Azar, 2007; Romero-Ortuño, 2004).

In some Italian Regions, Health Information Centres (*Centri di Informazione Sanitaria – ISI*) have been established on experimental basis (i.e. in Piedmont for instance) for foreigners who do not register with the National Health Service. Foreigners without a resident permit, for instance, can have access here to both therapeutic and preventive aspects of the National Health Service facilitated at these centres. Assistance is given in related bureaucratic matters by cultural mediators.

As far as *education* is concerned, access to public schools for minors, even if irregular, is compulsory and remains free.

Adults wishing to attend school can register at the Permanent Territorial Centres (*Centri Territoriali Permanenti*) which are devoted to the education of foreign citizens. These centres operate in some Italian Regions (e.g. Piedmont and Lombardia). They offer a wide range of courses (e.g. courses of Italian and foreign languages, pre-professional training, personal assistance to disabled or elderly people). There are also courses of preparation for the acquisition of the elementary and middle school certificates, as well as preparation for

younger people who wish to proceed to higher secondary and university education. Many centres offer also more culturally oriented courses (e.g. from cinema to psychology, to handiwork, etc).

Other public services delivered to regular migrants include:

- *Housing support* - People with migratory background have the same rights as Italian citizens with regard to access to public housing, help in buying a house, and building a first house for habitation.
- *Legal Representation* - “The State-subsidized Free Defence Institute” guarantees adequate legal assistance (by a lawyer) to low income citizen. This means that the cost of the legal assistance (of the lawyer and her/his consultants) are paid by the Italian state throughout the trial process and for all the related procedure.

However it has to be stressed that, within the immigration law in force, the condition of regularity is considered as a mandatory condition for social integration. Indeed the law specifies that all social integration measures are limited to legal immigrants only. Local councils are not allowed to provide any kind of shelter even in the event of exceptional illegal influxes – something which was permitted by the *Turco-Napolitano* Act (Romero-Ortuño, 2004). Also private organisations (for example, Catholic associations such as the Caritas) are in principle forbidden to assist or host illegal immigrants, although this regulation is not observed by many NGOs and religious organizations.

### 1.2.3 Equality national legislation

The Italian 1948 Constitution includes a general principle of equality requiring equal treatment irrespective of “personal and social conditions”. Specific and detailed legislation against discrimination on the grounds of race, ethnic origin and religion was introduced in the Italian legal system only in 1998. Before that, the only specific legal tool was the criminal legislation concerning “hate speech”, which included also references to discriminatory acts of a different nature (Simoni 2004).

The Immigration Law 40/98 (*Legge 6 marzo 1998, n. 40*) which regulates immigration and norms concerning the foreigner’s settlement conditions in the country aimed also at facilitating the full integration among people of different origins. To this end, it established major principles to guarantee the equity of treatment irrespective of race and ethnic origins and to promote diversity as a value within public institutions<sup>1</sup>.

Advanced antidiscrimination rules were enacted with the 1998 Consolidated Law on Immigration (*Decreto Legislativo 25 luglio 1998, n. 286: Testo Unico*). This law provides a good set of remedies against racial, ethnic and religious – direct and indirect – discrimination by individuals and public authorities. Protection extends to discrimination on ground of nationality. This Immigration bill also introduced the possibility for migrants to vote for the administrative elections, but this have never been implemented so far. Up to now, only EU citizens residing in Italy have the right to vote and to stand as a candidate at municipal elections, under the same conditions as Italian nationals.

---

<sup>1</sup> For instance, article 36 paragraph 3 of the 1998 Act states that public schools have to welcome linguistic and cultural differences as values for a reciprocal respect, tolerance and interchange among cultures. To this end public schools have to promote and support initiatives aiming at safeguarding languages and cultures and implementing of intercultural initiatives.

There are not many reported judicial decisions based on the 1998 Act. However, some of the reported decisions attracted significant interest because of their application to public bodies.

In addition, in order to transpose Directives 2000/43/EC and 2000/78/EC in the Italian law, and to implement strands of the European Employment Directive (Council Directive 2000/78/EC), the Italian government approved two decrees in July 2003:

1. The Legislative Decree n. 215 of the 9<sup>th</sup> of July 2003 which implements the normative 2000/43/CE for the equal opportunities independently of race and ethnic origin. According to this law, all types of direct or indirect discrimination are prohibited.
2. The Legislative Decree n. 216 of the 9<sup>th</sup> of July 2003 according to which, in addition to race and ethnicity, discrimination in employment, on grounds of religion or belief, became unlawful. Therefore this law opposes all forms of direct or indirect discrimination, restrictions or preferences in access to work, selection, employment conditions, appointment and promotion, based on religion, creed or philosophy of life, as well as disability, age or sexual orientation.

Unlike the 1998 Consolidated Law on Immigration, the above decrees do not mention discrimination on ground of nationality. Furthermore, all legal rules concerning the condition of third countries nationals and stateless persons are explicitly excluded from the scope of application of the decrees. In doing so, both decrees mention not only the rules on entry and residence, but also access to employment, assistance and welfare.

The exclusion of discrimination on ground of nationality, although admitted by the Directive, raises practical problems since often in Italy racial discrimination is disguised under the appearance of discrimination against “non-EU citizens” (Simoni, 2004).

In its Third Report on Italy (2006), the European Commission against Racism and Intolerance reported also that the current Italian legislative framework concerning diversity policies and antidiscrimination policy do not call for statutory obligations on behalf of public administrations to promote equality and prevent discrimination in the process of fulfilment of their functions. According to ECRI, this particular aspect needs to be introduced within the national legislation.

It is worth noticing that the introduction of clear legal remedies for those who are victims of racial or ethnic discriminatory acts is a relatively new subject in the Italian legal and political debate. The low priority given to combating discrimination by social and political actors implies also that there is little information and empirical research on the dimension of the actual problems.

Although racial and ethnic discrimination towards people of migrant origin can often be observed, the reaction to xenophobia has not taken the form of well-defined policy proposals, as the debate has been mostly focused on immigration law, and not on – strictly speaking – antidiscrimination law. When action was taken at the parliamentary level to introduce antidiscrimination rules (e.g. the 1998 Consolidated Law on Immigration), it was given little visibility, probably in order to avoid political costs.

The above mentioned legislative decree n. 215/03, issued by the Italian Government to enforce the EU directive n. 2000/43, has also established a specialized body for the promotion of equal treatment and the fight against discriminations based on race or ethnic origin. Indeed, the National Office Against Racial Discrimination (*Ufficio Nazionale*

*Antidiscriminazioni Razziali, U.N.A.R.*) was set up in 2004 to monitor the operativeness of protection tools for equality treatment.

UNAR is not an autonomous body, since it is established within the Department for Equal Opportunities of the Presidency of the Council of Ministers. According to its founding act, the competences of the office include: providing independent assistance to victims of discrimination in pursuing their complaints; carrying out independent surveys on discriminations; promoting the adoption of specific measures aimed at eliminating or compensating the disadvantages related to a certain race or ethnic origin; proposing legislative reforms concerning racial and ethnic discrimination; issuing recommendations on matters related to racial and ethnic discrimination; disseminating information concerning the rules on equal treatment between persons irrespective of racial or ethnic origin; and launching a strong awareness-raising campaign on equal rights of people of any race or ethnic origin.

## 2 The city

### 2.1 Brief description of the city: its location and history

Torino is a major industrial city as well as a business and cultural centre in the northwest of Italy. It is the capital of Piedmont region and it is located mainly on the west bank of the Po River. Here, the headquarters and main production lines of the car company Fiat are located. Other important Italian companies were founded in Torino: Lancia, Pininfarina, Bertone, Sparco, Italdesign, Ghia, Fioravanti, Stola, Intesa Sanpaolo, Superga, Invicta, Lavazza, Martini & Rossi, Kappa and the chocolate factory Caffarel. The city is also well known for its aerospace industry: Alenia. Torino is also the birthplace of some of the country's main companies, such as Telecom Italia (telecommunications) and Rai (television), which have then moved their headquarters to other parts of Italy.

The town currently has a large number of rail and road work sites. This activity has increased as a result of the 2006 Winter Olympics. Some of the work sites deal with general roadwork to improve traffic flow, such as underpasses and flyovers, but two projects are of major importance and will change the shape of the town radically. One is the Spina ("spine") which includes the doubling of a major railroad crossing the town. The railroad previously ran in a trench, which will now be covered by a major boulevard. The town rail station on this line will become the main station of Torino (Porta Susa). The other major project is the construction of a subway line based on the VAL system, known as Metrotorino. This project is expected to continue for years and to cover a larger part of the town.

The 2006 Winter Olympics, but also the rail and roadwork still happening in the city, is been attracting a large part of migrant workers, especially from Eastern Europe, who have been employed in the many working sites as builders, plasterers, painters, carpenters, and so on.

According to the most recent data, Torino's total population was of 906 075 in July 2007. Its agglomeration totals about 1.7 million inhabitants, while its metropolitan area has a population of 2.2 million of inhabitants. In the past decades the population of the city grew mostly thanks to internal migrants from other areas of Italy. Like many cities in Italy, the population is rapidly ageing – 30.1 percent is above retirement age, while only 14.5 percent is under 18.

## 2.2 The city's migrant population, its history and characteristics

The population of Torino grew mostly from internal migrants from other areas of Italy, as well as from an increasing amount of foreigners particularly from Eastern Europe.

Migrants living in Torino account for 9.4% of the total population (84 843 foreigners at the beginning of 2007 (Tab.1). Romanians are the largest group (25 688), followed by Moroccans (15 503), Peruvian (6 031), Albanian (4 750), and Chinese (4 081).

As far as the gender distribution is concerned, there is overall an almost perfect balance between men and women. Yet, this is a result of a strong feminisation of the new arrivals since the beginning of the decade. In fact, back to the 1990s, when the main area of origin of immigrants in Torino was the Maghreb (Morocco), the male population accounted for 60% of the total immigrant population in the city (Rava, 2007).

However, the overall gender balance of the immigrant population is the result of very different gender ratios across national groups. While some groups are gender balanced (e.g. Romanians, Chinese) some others are either female-dominated (e.g. 77% of Ukrainians and 67% of Nigerians are women) or characterised by a prevalence of men (e.g. 87% among Senegalese, 65% among Egyptians, 60% among Moroccans).

**Table 1.** Foreign resident population in Torino and selected demographic characteristics for the top 10 nationalities, 1<sup>st</sup> January 2007

Country of nationality	Number of residents	Women (%)	Less than 18 years old (%)
Romania	25 688	50.9	20.1
Morocco	15 503	39.5	24.5
Peru	6 031	61.8	20.4
Albania	4 750	44.6	22.4
China	4 081	48.0	29.5
Egypt	2 678	34.5	34.5
Philippines	2 364	56.4	23.0
Nigeria	2 302	66.6	25.4
Moldova	2 154	59.4	20.8
Brasil	1 630	58.4	15.0
All foreign nationals	84 843	49.5	21.6

Source: own elaboration on data from the Statistics Office, Torino City Council

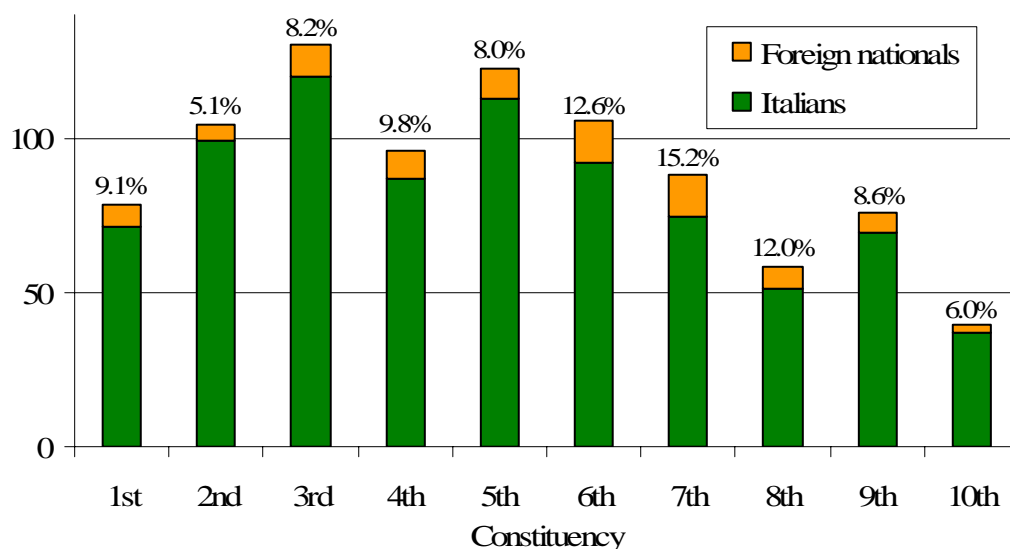
When looking at age distribution, Torino's foreign population presents a majority of thirty-years-old (30.7% of the total foreign population). However, the number and proportion of minors is rapidly increasing as a result of both new births and family reunions. In 2007 21.6% of the foreign population was less than 18 years old, but this percentage is much higher within some groups – e.g. 35% of Egyptians and 30% of Chinese.

On the whole, the educational attainments of foreign nationals are higher than those of the Italian population. 48.2% of foreign residents have a secondary school diploma (7.8% in graduated) compared with 29.1% of Italians. Nevertheless, the unemployment rate among foreign residents is significantly higher than among Italian nationals – 14.3% against 5.1%. The distribution across economic sectors shows that 53% of foreigner nationals are employed

in the industry – but this proportion is higher for specific nationalities, e.g. Albanians and Moroccans – while a very low concentration of foreigners is to be found in the public administration, only 0,2%.

The territorial distribution across the municipality shows that the migrant population is fairly evenly distributed, although some areas experience a higher concentration of foreign residents (see fig. 1 and the Appendix for a map of the city). The largest number of foreigners reside in the 6<sup>th</sup> and 7<sup>th</sup> constituencies (*circoscrizioni*). In the 7<sup>th</sup> the largest proportion of foreigners in the population is also found (15.2%). *Centro Storico Nord*, a borough of the 9<sup>th</sup> constituency, houses alone more than 50% of the constituency's foreign population: here over 30% of the total population is made up by foreign nationals. The 10<sup>th</sup> constituency, on the contrary, hosts the smallest number of foreigners, while the 2<sup>nd</sup> constituencies shows the smallest relative incidence (5.1%). Looking at a smaller geographical scale, the following boroughs host more than 20% of foreign nationals in their resident population: Borgo Dora (27.3%), Aurora (24.1%), Monterosa (23.5%), Villaretto (22.8%), San Salvario (22.3%), Monte Bianco (21.0%).

**Figure 1.** Italian and foreign population in Torino by constituency, 2007

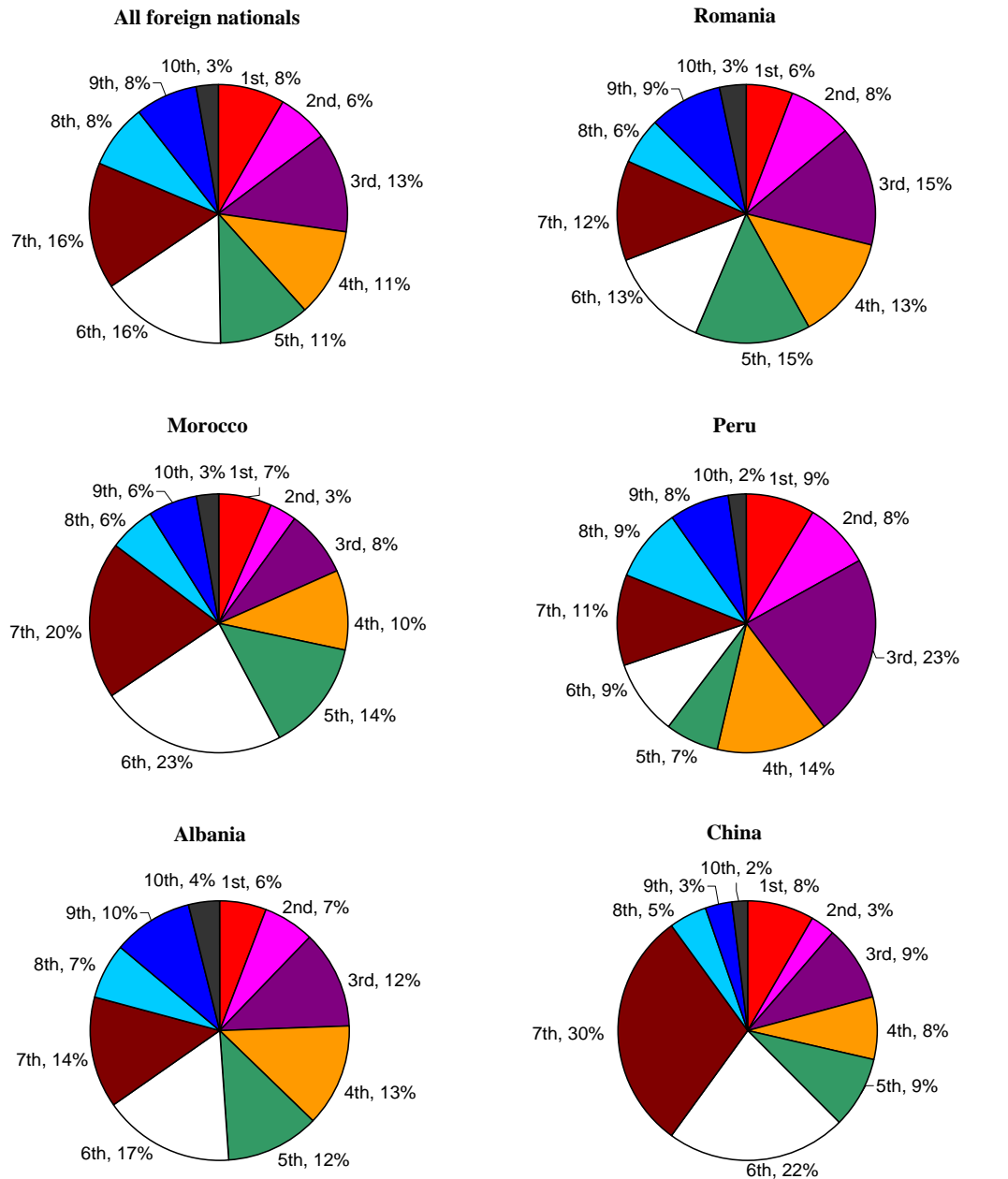


Source: Statistics Office, Torino City Council

Another way to look at the geography of the migrant settlement in the Municipality is to consider the distribution of the major migrant groups across the city:

- Romanians tend to spread in the semi-peripheral and peripheral areas of the city: Borgata Campidoglio, Parella and on Corso Francia as well as in the hills area;

**Figure 2. Territorial distribution of foreign nationals in Torino (total and major groups) across Torino's constituencies, 2007**



**Constituencies**

1<sup>st</sup> Centro, Crocetta

4<sup>th</sup> San Donato, Campidoglio, Parella

7<sup>th</sup> Vanchiglia, Aurora, Madonna del Pilone

10<sup>th</sup> Mirafiori sud

2<sup>nd</sup> Santa Rita, Mirafiori nord

5<sup>th</sup> Madonna di Campagna, Borg. Vittoria, Le Vallette

8<sup>th</sup> San Salvario, Cavoletto, Borgo Po

3<sup>rd</sup> San Paolo, Cenisia, Pozzo Strada

6<sup>th</sup> Barriera di Milano, Regio Parco, Falchera

9<sup>th</sup> Nizza Millefonti, Lingotto, Mercati generali

Source: elaboration on data from the Statistics office, Torino City council

- Particularly high concentration of Moroccan population is observed in Montebianco, basso S Donato, in Via Bologna, and in the south in Via Nizza, and in the hills area of Madonna del Pilone;

- The Albanian population has a territorial distribution similar to Romanian one. Some neighbourhoods with a significant Albanian population are: the south part of S. Salvario, Pozzo Strada, Via Bardonecchia, Borgata Paradiso.
- The Peruvian community instead, although somehow dispersed on the territory, seems to prefer semi-peripheral areas. Their settlement in the area of the Porta Nuova train station is very significant, but also in the neighbourhoods of Borgo S. Paolo, and Borgata Cenisia.
- The Chinese population is settled in relatively few areas of the city. High density of population in these areas is the main characteristic of their settlement. Main areas of settlement: North of Porta Palazzo, Vanchiglia and S. Salvario, and Borgo S. Paolo.
- The Filipino community is characterised by a high concentration in the hilly area of the 7<sup>th</sup> and 8<sup>th</sup> constituencies. This peculiarity is related to the type of jobs they do (domestic work), which see them often living in their employer houses. The same reason explains the relatively high concentration in high-income areas as Crocetta and Via della Rocca-corso Cairoli. Other areas are: S. Salvario and Venchiglia.
- The Egyptian population, instead, live in areas where migrants have traditionally settled such as: S. Salvario, Montebianco, the Northern area of Porta Palazzo, Borgo S. Paolo.

As far as mobility within the city is concerned, there is an important trend characterised by a movement from the most central areas (“historical” immigrants’ settlements) towards more peripheral districts (5<sup>th</sup> and 6<sup>th</sup> Constituencies, in the north of the city). This internal mobility is caused by the social and economic regeneration of the central neighbourhoods which brought with it an increase in prices on the housing market.

Therefore, although it can be said that in the last ten years Torino has seen a spread of the foreign population in almost its entire territory, the central neighbourhoods do not represent anymore a medium or long-term settlement option. In most of the cases, migrants settle here at arrival, for short periods of time.

### **2.3 The city authority: tier of government, responsibilities and structure**

Italy is a democratic republic subdivided into 20 regions. It is further divided into 109 provinces (*province*) and 8 101 municipalities (*comuni*). Competencies are shared among the various tiers of governments – e.g. health services are mainly managed by the regions, while housing is more the responsibility of the municipalities.

The City Council is the tier of government closest to the individual, providing the basic civil functions (e.g. registry of births, marriages, deaths, registry of deeds, etc.) and covering the collective needs of the inhabitants (e.g. public works, social services, public order, housing, education, etc.). The communes have also to implement policies of higher authorities. The City Council is headed by a mayor (*sindaco*) who is elected directly by the residents and occupies his/her position for a period of five years. The mayor is assisted by a Council of Aldermen (*Consiglio Comunale*) and by a Town Committee (*Giunta Comunale*).

### 3 The city's approach to diversity

#### 3.1 Historical background and objectives of the policy approach

In Italy there is not a long tradition of policy development in the fields of integration and diversity, which mirrors the fact that the country turned into a destination for international migrants only relatively recently. For instance, as mentioned above, the enactment of antidiscrimination rules ratifying for the first time the right for foreign citizens to equal treatment as the Italian citizens took place only with the 1998/286 Consolidated Law on Immigration.

Despite this lack of a long-established national framework setting the principles and providing the guidelines for the local implementation of a diversity policy, Torino undertook some pioneering initiatives to promote forms of political representation for foreign nationals. For instance, on the 4<sup>th</sup> of October 1994, the Municipal Council of foreign citizens and stateless people was instituted. As a consequence, 21 foreign, representatives of the different migrant communities residing in the area were elected as councillors of the local administration. These councillors had right to intervene at the City Council assembly but not the right to vote – they could only produce recommendations for the local administration on issues concerning foreign citizens living in Torino. The Council has ceased its activities in 1998. Given the current developments of the migratory phenomenon, the Municipality of Torino has, more than once, expressed its intention to bring the Council in force again with broader and more specific authority.

A very important step for the policy development in the domains of integration and diversity was the establishment in 2005 of an Aldermanship for Integration Policies. Its aim is to promote the process of integration, seeking means of socio-economic emancipation of new city dwellers and sustaining their participation in public life. This unit is also tasked with developing a strategic policy and specific services aiming to facilitate the process of integration and participation to the city's life of the residents with migrant background.

In terms of policy development, the city's approach does not focus on diversity but on equality of access for all Torino's population – particularly in relation to employment opportunities and service provision. The City is committed to advancing equality as a key feature within all its activities, and aims to tackle discrimination and ensure that no individual or group is discriminated against for any reason. The Equal opportunities Committee has the task to watch over every kind of discrimination in the working place and on the equal opportunities at work.

To better illustrate the city's approach it is worth reporting on some major initiatives:

- Torino took part into the European programme “*EQUAL*” (phase 2) co-financed by the European Social Fund for the period 2000-2006. According to the European Strategy for Employment, the initiative aimed at “innovating the approaches and policies designed to combat discrimination and inequalities in the labour market”. The programme, therefore, wants to be the *locus* for experimenting and sharing new initiatives on transnational bases, and follows three main guidelines of action: a stable combination of labour policies; the development of a non-discriminatory knowledge based society; development at local, social and employment levels. Within this programme three projects were developed together with the Municipality of Torino: “*Abilità*”, “*Valore Lavoro*” and “*Da Donna a Donna*”. Although all three projects are geared towards all

residents of the city without distinction of nationality or ethnic origin, and even though they do not concern directly employment of immigrants in the local authority, the Municipality of Torino sees this programme as relevant for the introduction of new employment policies with a view to combating any forms of discrimination and inequalities hindering those wishing to enter or who are already incorporated into the labour market.

- The Voluntary Civil Service – *Young Immigrants in Torino* – which has started in autumn 2007, is aimed towards twenty young immigrants aged between 18 and 25 who do not have Italian citizenship as yet, but who are born in Italy or who arrived very young in the country. The programme is part of a larger project titled “If not now, then when?” (*Se non ora, quando?*) providing Italian courses for students and families and updating training for teachers. The involvement of young immigrants, throughout the development of actions adding value to their social and cultural competences, wishes to acknowledge the social role of young second generation immigrants.
- In October 2007, the *International Fair of Rights and Equal Opportunities for All* was organised in Torino by the Aldermanship for Equal Opportunities of the Piedmont Region and Expo 2000 to celebrate the European Year of Equal Opportunities and to disseminate its values and principles. Central themes of the fair were human and social rights, equal opportunities and the fight against all the forms of discrimination based on gender, sexual orientation, religion or personal beliefs, age, ethnic origin or disability. The Fair was an opportunity to confront and compare different experiences and policies that aim to prevent and limit discrimination. It was an occasion for the different regional, national and international organisations working on anti-discrimination to meet and learn from each others’ practices and contrasting approaches. It was also a networking event as well as an opportunity to inform public opinion of the advantages deriving from a society which values diversity and offers the same opportunities for all. The Fair proposed itself as a “container” for events, seminars, laboratories, workshops, exhibitions and other initiatives proposed by different organisations in the public, private and voluntary sectors.

### **3.2 Responsibility: Elected representatives and officials**

Within the Torino City Council, the *Office for Foreigners and Nomads*, which is part of the Department of Social Services, is in charge of receiving and promoting the process of integration of immigrants, Roma and Sinti. This unit deals with developing a strategic policy and specific services aiming to facilitate the process of settlement and participation to the city’s life of the new city dwellers. It also provides recommendations and support to the other offices as far as immigration-related issues are concerned. There is no explicit appointee for diversity-related matters within this Office, which reflects the lack of an overarching approach focusing on the management of diversity.

In 2005, an Aldermanship for Integration Policies has been established in support of the existing Municipal Foreigners and Nomads Office, attesting to the increasing relevance of this policy area in the local administration. The Aldermanship provides the political guidelines underlying the planning and implementation of policies and practices in the fields of migrant integration. Together with the Municipal Foreigners and Nomads Office, it coordinates the network of service providers for the immigrant population in order to enhance a synergy action among actors involved in policies planning and service provision.

### 3.3 Collaboration with social partners and NGOs

As far as implementation of policies is concerned, the subsidiarity principle (*principio della sussidiarietà*) is an important characteristics of the *modus operandi* of the City of Torino. In fact, cooperation with social partners and non governmental organisations is frequent and well structured. Answers to the migrant population needs are given in partnership with these actors. An important role in this collaboration is played by the third sector and especially by Catholic voluntary organisations.

In line with the national trend the non-profit third sector is still the main provider of assistance for immigrants. The most important associations and facilities have links with the Catholic Church which often provides important resources such as significant volunteer staff, clerical personnel experienced in basic reception services, spaces well-equipped for reception and often located in the city centre. It is worth mentioning some of these organisations often working in partnership with the local authority:

- *Ufficio Pastorale Migranti* take a number of tasks, including the provision of information and training, first reception, Italian courses and legal advice.
- *Alma Mater* is an organisation for migrant women. Among its activities, the organisation provides training courses, a crèche for the children of migrant workers, and first reception. It also organises theatre courses, Italian courses and provides ethnic catering.
- *The Centres Frantz Fanon e Mamre*, centres of etno-psychiatry, receive people having mental problems or illnesses. Their work is based on the idea that people coming from different cultures can not be taken care of following criteria of the western psychiatry.
- The associations *La Tenda*, *Sermig*, *Gruppo Abele*, *Ufficio Pastorale Migranti*, the *Centre Frantz Fanon* and other organisations are also members of partnerships as “*Tavolo Rifugio*”. This partnership works for the reception and integration of asylum seekers and refugees. This is one of the most urgent emergencies of this period in the city of Torino which sees the arrival of a significant number of Somali and Sudanese citizens.

*Trade Unions* also play a very important role in the delivery of services to migrant workers. They have specific offices for the immigrant population residing in the city, and they provide information and help as far as bureaucracy, discrimination issues, and other difficulties related to employment are concerned. However, the Union’s scope of intervention is not limited only to employment-related issues. The system of protection of migrant workers operated by the Trade Union’s foreigners offices is in fact based on the idea of the foreigner as a person with a family, a person who works and who is entitled to specific rights related to her/his specific status (Fabeni, 2005). Therefore, trade unions are involved also in assisting and supporting migrant workers and their families in a wide range of questions related to their residence status, citizenship rights, welfare, health and social security, housing, childcare, schooling of their children, language courses, antidiscrimination, as well as reception and settlement within the local context. They also offer information concerning the functioning of local institutions and services provided by the city, as well as practical help in filling out various forms, and often function as mediators with the local police headquarters to solve issues related to residency in the city .

Furthermore, as it has been highlighted during our visit to the CGIL (one of the major Italian Trade Unions) Foreigners Office in Torino, the policy action of the CGIL, at both national and local level, is proactively committed to the question of representation. In fact, a new

Migrants National Committee was created in 2003 at national level. The aim of this Committee made up of ten members with a migration background is to facilitate migrant workers' participation within the Union's activities. At city level, instead, a large majority of the representatives of the CGIL Foreigners Office are migrants themselves.

### **3.4 Policy and practice on monitoring progress**

Monitoring, intended as evaluation of efficiency of the policies actuated, is not a very common procedure as far as local policies are concerned.

One way to monitor progress in relation to employment and services provided by the city is the "Prefecture's Inter-institutional Observatory" (*Osservatorio Interistituzionale della Prefettura*), which is published every year, and which contributes to the understanding of social and labour integration of immigrants in the city. Institutions and associations working with immigrants contribute to the Observatory's drafting.

In terms of service provision, monitoring is actuated throughout the registration of immigrants when accessing a specific service. For instance the Piedmont Region registers every single code given out when a citizen access for the first time the Health Information for Immigrants Centres (I.S.I) in each of the municipalities.

Another instrument for monitoring is the "Area Social Plan" (*Piano di Zona Sociale*). The Area Social Plan plans and implements the integrated system of social interventions and services. The role of this instrument is to identify priority needs of the people and local communities and to programme adequate answers to those needs. The Area Social Plan has a specific focus on elderly and immigrant population. It investigates and intervenes on four key areas: education, employment, housing, and health.

### **3.5 Key challenges faced in implementation and broad lessons learnt**

As there is no clear focus on the management of diversity as a resource for the city, there are not many initiatives that specifically aim to highlight the benefits of diversity. Policies for migrants in Torino have two main tiers: reception and access to equal opportunities in all domains of economic and social life.

The local administration emphasised that a major barrier for the implementation of policies for its foreign population is the scarcity of resources, and particularly the lack of sufficient funds transferred from the State to the municipalities. Furthermore, as those funds are in most cases aimed at far-reaching, mainstream European projects (i.e. Freedom, Hopeland, Equal), resources for more innovative and locally-targeted projects are particularly scarce. The national approach also tends towards short-term intervention rather than medium- to long-term planning.

Another hindrance to policy implementation is some resistance from the public opinion, often influenced also by the media, especially local newspapers, which often put great emphasis on crime news involving migrant citizens. Such attitude is responsible for the increasing perception of public insecurity even if the reality is showing a substantial reduction of the number of crimes committed in the city. For instance, the phenomenon of the so called "mini-pushers", minors used for illegal activities as drug deal, pick-pocketing and begging has reduced its impact in the recent years.

### **3.6 Potential future policy development**

The creation of the Town Aldermanship for Integration Policies had a profound political meaning. It mirrored the will of the Torino Local Authority not only to offer a response to emergency issues but also to plan a long-term immigration policy. For example, the issues concerning second generations are among the priorities of this Aldermanship.

## **4 Employment policy, practice and outcomes**

### **4.1 Profile of city employees: data**

The total number of employees within the city authority is of 13 000 employees.

At December 2006 only 0.2% of the immigrant population in Torino was employed in the public administration and public service provision, accounting for 1% of the workforce in the sector. As far as occupation and level of seniority are concerned, 20 people with a migration background were employed in managerial position and 95 were employed as office or clerical workers (Comune di Torino, 2006).

### **4.2 Employment diversity policy and challenges in the development and implementation of this policy**

Following a national approach, the city of Torino aims at guaranteeing all foreign workers and their families, if legally resident on Italian territory, equal treatment and full equality of rights in the same manner as it is guaranteed to Italian workers.

However, as emphasised in the previous section, the total number of foreigners employed by the Torino local authority is very low and reasons for this can be found primarily in national regulations impeding their access to these positions.

In fact, a major barrier to access public employments is the requirement that applicants for permanent positions must have the Italian or an EU citizenship. This is the case for the vast majority of the positions in the city's administration, and in general for all jobs which are directly related to the execution of public authority or activities which have to protect the general interests of the government. This statutory requirement, jointly with a restrictive law regulating the acquisition of the Italian nationality, virtually exclude non-EU migrants from jobs in the public sector for about ten years since their arrival. Important in the Italian migration scenario is that from 2007 on, because of the Romania's accession to the EU, Romanians will be allowed to participate in public competitions and access public selections.

There is also a concomitant factor which is responsible for the complete exclusion of migrants – even naturalised citizens – from employments in the public administration, As a matter of fact, in Italy the public employment has been used for many decades as a social security cushion, that is there was the explicit political intention to hire unemployed and disadvantaged people in the public institutions instead of subsidising them through the benefit system. This led to an over-sized public sector workforce. Since the 1980s, with a public sector employing nearly 30% of the workforce, the State had to reduce significantly the recruitment of new personnel – and at that time very few migrants had entered the country. Furthermore, since 2001, the complete stoppage of the employment of permanent personnel

in the public administration has been introduced (see Article 19 of the 448/2001 Law) and new forms of temporary employment contracts have been encouraged. This stoppage concerns the recruitment of Italian and foreign staff in the same manner.

For contractual recruitments, instead, there are no nationality requirements. All foreign nationals who have their legal residence in Italy can access these jobs, the only exceptions being jobs related to the public authority and the protection of the interests of the local government. However, in this case their contract is temporary (normally 1 year) and they are hired not as employees but as consultants.

Another requirement that often constitutes an obstacle for employment in the public administration is the qualification. Often, recognised qualifications and a number of years experience are required. Furthermore, the level of Italian language proficiency also needs to be reasonably high. This may exclude more disadvantaged groups and, as the process to get the equivalence of foreign diplomas is long and hard, especially those who do not have transferable qualifications. As a consequence, the influx to jobs in the public administration with qualifications requirements is relatively low while it tends to be higher as far as so-called unskilled jobs, with no diploma requirements are concerned – i.e. cleaners, doorkeepers, and so on.

A way for the local authority to avoid legal obstacles to hire people of immigrant origins, is to appeal to contracted providers. This is the way in which most intercultural mediators – the position where most of the foreigners in the public administration are to be found – are employed. Intercultural mediators are provided by cooperatives and work in schools, local health centres, hospitals, law courts, public libraries etc<sup>2</sup>. Some foreign residents, also employed through contracted providers, work in the local health centres and hospitals.

The recourse to contracted providers is not seen positively by Trade Unions and the Provincial Employment Offices because of its potentially negative implications for the working conditions. This is because to contract out the services needed the city turns to call for tenders which typically favour the providers proposing the lowest price. Therefore, competition among providers to cut the cost of the service often lead to the attempt to reduce the labour cost – in other words to lower salaries and poorer working conditions for their employees. Another implication is that the local administration does not carry out a direct selection of the workers, which means there is no quality check in terms of skills, no control of legal status of employees, and broadly speaking, that the city's diversity policy in employment can not be extended to all workers in the local administration.

Finally, the Municipality of Torino has also a municipality regulation concerning 307 positions for the employment of disadvantaged residents. This regulation includes also disadvantaged residents of immigrant origin. No immigrant has been employed throughout this regulation until now.

### **4.3 Recruitment, promotion and training**

The practices and challenges for the recruitment of migrant workers within the public sector have been outlined in the previous paragraph.

---

<sup>2</sup> An exception to this is a pilot project which selected 25 intercultural mediators to be directly employed by the Torino Province

No initiatives have been reported in relation to promotion of the staff with a migration background, which is not surprising given the very small numbers involved.

The City has a number of training courses in which quotas are designated – or wholly reserved – to people with a migration background. One of this is the training course for intercultural mediators. The intercultural mediator is a significant figure representing the *trait d'union* between foreign citizens and public institutions. They are trained for specific areas of intervention – i.e. for schools, public libraries, police headquarters, prisons, hospitals etc. Furthermore, they also play a bidirectional role, acting also as informal trainers for the municipality's Italian employees.

Training courses for teachers, focussing on intercultural matters, are organised by individual public schools and the Intercultural Centre of the Torino Municipality.

There are no specific language courses for employees of the Local Authority. However, a number of training courses are organised by the Foreigners Office aiming at intercultural orientation and to foster the understanding of the immigration regulation.

#### **4.4 Equal pay and working conditions**

For all City's employees, equal working conditions are guaranteed, irrespective of their nationality or ethnic background.

#### **4.5 Harassment, discrimination and complaints**

The policies and regulation on equal opportunities protect, in the entire country, citizens against sexual harassment in the work place, mobbing and discrimination. The city of Torino receives and implements this national regulation through its Equal Opportunities Committee. This body takes responsibility of ensuring equal opportunities to all workers in terms of pay and working conditions. It is especially vigilant on issues of gender discrimination and sexual harassment.

#### **4.6 Accommodation of cultural and religious needs**

In the city of Torino there are companies and employers who allow different working hours for their Muslim employees during the Ramadan period, arrange for specific areas for prayer, and show great respect for different religious beliefs.

Within the local administration, given the very low number of foreigners employed, there are no arrangements to accommodate particular cultural or religious requirements in relation to food, dress, religious holidays or prayer facilities. However, the Legislative Decree n. 216 of the 9<sup>th</sup> of July 2003 – according to which, in addition to race and ethnicity, discrimination in employment on grounds of religion or belief became unlawful – is applied.

As far as public schools are concerned, in crèches, elementary schools and secondary schools, different menus are provided for children of different religions if asked for by their parents.

#### **4.7 Health and safety**

As far as health and safety conditions in the workplace, the city actuates the national laws concerning these issues. There is no specific information process directed towards foreign nationals, and the city does not provide much material translated concerning health and safety regulations. However, the City organises in the workplaces training courses directed towards all its employees, so that information is circulated.

#### **4.8 Recognition of qualifications**

As far as foreigners integration in the labour market and therefore also as far as their employment in the public administration is concerned, the recognition of the educational qualification constitutes a significant barrier. The bureaucratic process the aspiring employee has to face is very complicated and time consuming and in most of the cases titles are not recognised. As some of our interviewees told us, often people would find more convenient starting school again, maybe working during the day and attending courses in the evening, rather than facing this difficult and often humiliating bureaucratic procedure. There is therefore the need for a new system of recognition of educational certificates allowing for the transferability of skills.

#### **4.9 Special Initiatives**

The city of Torino in partnership with other social partners started the VELA project intended for *family workers* (caregivers). Among its goals, the project aimed at recognising the skills those women had acquired in their country of origin.

Furthermore, the Labour Councillorship has planned a training course for Romanian citizens aiming at their employment in the local public transports (GTT). However, since January 2007, this project could not be implemented because of the Italian citizenship obligation still in force in Italy (see par. 4.2).

#### **4.10 Monitoring**

One way to monitor progress in relation to employment and services provided by the city is the “Prefecture’s Inter-institutional Observatory” (*Osservatorio Interistituzionale della Prefettura*), which is published every year, and which contributes to the understanding of social and labour integration of immigrants in the city. Institutions and associations working with immigrants contribute to the Observatory’s drafting.

#### **4.11 Impact of policy and lessons learnt**

As it was emphasised during our visit, an active process of training for public administration employees concerning immigration and diversity matters is not yet part of the city’s approach. There are no systematic policies as yet to foster the cultural awareness of the municipality’s staff. Therefore, one of the major needs identified is that of improving the knowledge of the immigration phenomenon.

The municipality faces the latent racism among some parts of the Italian population towards potential foreign public employees. City’s initiatives aiming at migrants social or labour integration are looked upon with suspicion especially by those Italian citizens part of disadvantaged categories. An example of this kind of initiative is the city’s programme “*Cantieri di Lavoro*” aiming to help unemployed people with specific economic difficulties. This programme has some quotas for foreign citizens residing in the city. Currently this quota is of 13%. This kind of initiatives are often perceived as social threat, and often Italian public opinion sees foreigners benefiting of these initiatives as a danger, as people ‘stealing’ those jobs that should be granted to the native workers.

Another example of this kind, which shows the great difficulties faced by the local administration, is given by another project put in place few years ago by an NGO, Alma Mater, the Saving Bank (*Cassa di Risparmio*), and the S. Paolo Bank. The aim of this project was that of supporting a training process for ten qualified foreign women finalised at their

employment in the bank. The initiative caused a strong opposition from the public opinion because being the employee of a bank, the same as being employed in the public administration, is considered as a very good and secure position which should be granted to Italian citizens.

The municipality, therefore, needs to create and provide improved instruments, and work on the public opinion perception, to favour migrants' integration within the city. This is not an easy task to be achieved. Indeed, as it was previously mentioned, much of the recruitment in the public administration requires applicants to have an EU citizenship as well as recognised qualifications. As far as the first issue is concerned, it is possible to talk about discrimination within the regulation concerning employment of residents without Italian citizenship, independently of their period of residency in the country. As for the second issue this constitute a great challenge for both immigrants looking for employment, and local administrations willing to employ them.

Another challenge may be related possibly disadvantaged working conditions of workers who provide some services at the local administration but are actually employed by contracted providers. Competition among providers to cut the cost of the service may lead to lower salaries and poorer working conditions for their employees, and there is no control from the local administration over these workers – and no taking on of responsibility. There is a need for more information on contracted providers in terms of how their services are delivered and whether they meet the Municipality's equality objectives in employment practices.

## **5 Diversity in the provision of services**

### **5.1 Services provided and contracted out**

As far as the provision of services for the immigrant population is concerned, Torino has a long experience if compared to other Italian municipalities. The first office for the reception of foreign citizens and nomads was indeed that established by the city. The activity of the office consist mainly of reception of newcomers – in particular refugees and asylum seekers – and consultancy and information for the established migrant population in relation to the access to universal welfare services.

#### *5.1.1 Reception of asylum seekers and refugees*

Torino is part of the National System for the Protection Asylum Seekers and Refugees (SPRAR) and its role is particularly significant within the dispersal process on the Italian territory. In 2007, Torino registered a constant migratory inflow from Central Africa, especially from Sudan, Eritrea and Ethiopia. People were mainly young men (25-28 years old), escaping from wars or extremely difficult environmental and social conditions (i.e. drought, hunger, absence of medicines).

The urban agglomeration of Torino offers structured and equipped residential services made available by organisations such as *Archi*, *Sermig*, *Casa del Mondo* and San Luca Parish. These services are created ad hoc for the reception and integration of asylum seekers and refugees. The city, with its 148 bed-places available every day, is one of the main reception areas in the country.

Furthermore, the Municipal Council (*Giunta Comunale*) wishes to extend the availability of residential services for people with a humanitarian residence permit. To this end, the Municipality intends to start a pilot project which aims to rely on families, or single people, residing in Torino for the temporary residential fostering of adult asylum seekers. The Municipality Foreigners Office will be in charge of a campaign to awaken the public opinion and of the monitoring of this project. Asylum seekers participating in the project will be provided with board and lodging, as well as help for social integration. Initiatives aiming at the teaching Italian language, and offering psychological support, and legal support, will also be offered. The final goal is to provide refugees with the instruments to be independent.

The City of Torino is also one of the 8 Italian cities involved in the *IntegRARsi* project, funded under Round Two of the EQUAL Programme, and due to end in February 2008. In line with the EQUAL Programme, which aims at promoting a more inclusive work life through fighting any type of discrimination and exclusion of disadvantaged groups, *IntegRARsi* has created local networks for the social and economic integration of asylum seekers and refugees.

At national level, the project is developed and implemented in partnership with IOM, ARCI, CARITAS Roma, CIR (Italian Committee for Refugees), ICS (Italian Committee for Solidarity), Anciservizi, Censis, FormAutonomie. Hamburg, Dublin e Lublian are instead part of the international partnership denominated “Aware-Net – working for social inclusion in Europe”, developed within the project.

Activities implemented within the *IntegRARsi* project fall under five major thematic areas: 1) training for local operators and service providers aiming at the strengthening of skills and competences concerning asylum seekers and refugees issues; 2) orientation and information services for asylum seekers in the major areas of settlement; 3) social and labour integration of asylum seekers and refugees through language courses, skills certification, training apprenticeships, and courses for the preparation of Curriculum Vitae; 4) awareness raising campaigns and educational activities aiming at creating a broader culture of protection of asylum seekers and refugees, as well as other vulnerable groups; 5) monitoring and evaluation of strategies and activities carried out by all project partners.

All the project’s initiatives are directed towards both foreign beneficiaries and municipality’s operators, but also various organizations, enterprises, local authorities and non-profit institutions involved in asylum as well as civil society. Besides, local experiences have been shaped for the transfer of best practices at the national and European level.

### 5.1.2 Health care services

As far as health service provision is concerned, legal foreign residents are protected in the same way as Italian or EU citizens.

In the city of Torino, Health Information Centres for Immigrants (I.S.I) have also been established since 1999. Since their opening, they received a constant increase of migrant users. These Centres are part of the Local Health Authority (ASL) and provide medical services also for irregular migrants. Usually, centres of first reception such as *Sermig* and *Cottolengo*, organisations such as *Ufficio Pastorali Migranti* and Alma Mater, in addition to the Municipal Foreign Office and the Information Offices for Immigrants displaced in the Constituencies, have direct contact with large part of the irregular foreign population. These institutions are the ones informing migrants and directing them, if necessary, to the I.S.I

centres. Intercultural mediators are employed in these centres and provide information in the users' own languages.

### 5.1.3 5.1.3 Education and training

There is a high presence of immigrant students within schools. Italian courses and intercultural mediation is implemented in most of the city's schools. It concerns in particular first reception, family's orientation and language tuition, and is directed especially as far as integration of Muslim students is concerned.

The Town Councillorship for Integration Policies has started the project "If not now, then when?" ("*Se non ora quando*"), within schools. This project involves twenty young foreigners in self-help aid for immigrant parents, Italian courses for students and families, updating and research for teachers, actions adding value to social and cultural competences and acknowledgement of their social role for young second generation immigrants. The trainees are accompanied by two mediators and coordinated by the Integration Sector to favour creation of a civic network between immigrants and increase their sense of belonging to a local community. All this is aimed at overcoming the creation of barriers between the different ethnic groups and the various generations.

Another two projects, "Sam, try again" ("*Provaci ancora Sam*") and "The Republics Square" ("*La piazza delle Repubbliche*"), are aimed at the integration between schools and foreign families and associations. These projects wish to overcome a significant problem which sees foreign families often far from the interactive Italian model which wants school, family and students working together.

The Municipality of Torino has also an *Intercultural Centre* which, among other activities directed to all residents, provides adult training courses and school study laboratories.

In the city of Torino there are also *Permanent Territorial Centres* (CTP). CTPs organise free courses for teaching of literacy skills in Italian and for the attainment of compulsory education. These courses are essential for the future access to employment of further training courses. Courses aiming at teaching their mother tongue to foreign students are also provided in some schools.

### 5.1.4 Employment advice and job-seeking support

In Torino, as in other Italian cities, publicly-funded employment services are delivered by *Employment Centres*. They act as providers of employment-related information and job-seeking support. Services provided by these centres are directed towards all residents. Within these centres, however, there are specific offices dealing with immigrants. Here, intercultural mediators, together with Italian personnel offer a more targeted help to foreign residents. The Council's "*Sportello Unico per l'Immigrazione*" also provides information on the legal requirements for the employment of foreign workers and for family reunification.

## 5.2 Diversity policy in services

In Torino there is no specific focus on diversity in service provision, the underlying approach being the equality of access. Therefore, the aim is to make all general services equally accessible to all people regularly residing in the city. The main exception to this are the initiatives for first reception, targeting especially asylum seekers who are increasingly landing in the city.

### 5.3 Access to services and monitoring

In the last five years there was an increase of the information points in the city aiming at satisfying necessities of the immigrant population. There is also a significant effort for the creation of an efficient network among different information points, institutions, associations but also schools, local health authority, libraries and crèches. Access to services is facilitated by brochures, pamphlets, and leaflets translated in different languages and spread in different areas and focal points of the city.

In the 3<sup>rd</sup> and 6<sup>th</sup> Constituencies, where there is a large migrant population, two Municipal Offices called *Informastranieri* have been established. These Offices provide information and help closer to the place of residence of the foreign users. Intercultural mediators work as interface between foreign users and the city's services. The webpage "*Informastranieri*" is also translated in six languages (English, Romanian, Spanish, French, Albanian, Arabic). This responds to the need to decentralize the information in places where the presence of foreigners is by now a constant presence.

Monitoring of access to the services is implemented throughout the registration of migrant users when accessing a specific service. Every year, each office within the Foreigners and Nomads Office provides a report on the development of its own initiatives and services together with statistics concerning the influx of users by nationality and gender. Furthermore, the Piedmont Region registers every single code given out when a citizen access for the first time the Health Information for Immigrants Centres (I.S.I).

### 5.4 Cultural awareness of staff

The City considers covering cultural awareness of service providers as one of its tasks. First of all office-workers at direct contact with foreigners are selected on the basis of their motivations and interests. Furthermore, training courses are provided bearing in mind the specificity of each position (i.e. educators/teachers, office workers, intercultural mediators, medical staff).

As an example of the willingness of the local authority's staff to be better informed about the rights and culture of their foreign clients, the request of adequate training by some employees of the Local Health Authority (ASL) was mentioned during our visit to the city. They have specifically requested a training course concerning the immigration regulation and intercultural issues with a particular focus on the Muslim religion and culture.

In 2004, the project *GIRO.TONDO*, planned and actuated by the Municipality of Torino and co-funded by the Province, included a training course of 20 hours titled "Immigration, employment, and legislative aspects" (*Immigrazione, lavoro e aspetti legislativi*). The training course was aimed for municipal employees and intercultural mediators. The main goal of the course was the improvement of their knowledge of immigration and employment regulations and their impact on the foreign population of the city.

### 5.5 Special initiatives

Besides the Foreign Office, within the City Council there is another Office dealing with immigration issues: "*Ufficio Mondialità*". This Office targets foreign children with irregular status and its main activity is ensuring their presence in crèches.

There are also special initiatives directed towards Roma population. These initiatives are implemented by the city in partnership with local organisations and deal mainly with issues concerning children and their schooling, and housing.

The City provides also special advice and information for asylum seekers and refugees as far as reception and housing is concerned, as well as training and language courses.

### **5.6 Impact of policy on access to and quality of services and lessons learnt**

In Torino, the demand for public support coming from the migrant population has significantly increased in the past decade. On the one hand, this is due to the rising number of foreign residents settling down in the city, which sees an increasing presence of families with children. On the other, many asylum seekers, especially from Sudan, Ethiopia and Eritrea landed in Torino fleeing the war in their countries.

This has put increasing pressure on the offer of services, as the resources available for the city to respond to the needs of its migrant residents are limited. This scarcity of financial means reflect the fact that there is not a comprehensive integration policy at national level. In fact, there are very limited transfers from the state to the Municipalities and the other tiers of local governance (regions, provinces) to implement initiatives addressing the economic and social needs of the migrant population. A consequence of this is that it is often difficult to provide services which go beyond the first reception and the resolution of emergency situations.

An excellent example of the good practice in Torino is the way I.S.I centres (Health Information Centres for Immigrants) work providing health care support also to irregular migrants settled in the city. This mirrors the way the universalistic approach of the Italian welfare state is implemented at local level. The same can be said as far as policies and services for irregular minors are concerned. The right to go to crèche, as it was mentioned above, as well as the right to study is provided for by the 286/1998 Consolidated Law which ratifies the right to study also for the children of irregular migrants.

## **6. Conclusion: Key challenges, lessons and learning for CLIP**

Torino is one of the Italian cities which has attracted a large number of migrants, especially in the last decade. As often the case, labour migration has been followed by the settlement of migrant families, and the migrant population has developed significant needs in all spheres of the economic and social life – housing, legal advice, employment, education, health. In addition, in recent years the city is hosting a growing number of refugees and asylum seekers. The lack of a comprehensive national policy for the integration of migrants in the Italian society implied that Torino, as many other Italian cities, has engaged in the planning and implementation of many initiatives and practices aimed at fostering the process of migrant and refugee integration in the local reality. Thanks to the efforts of the local administration and the many social partners, Torino shows a high commitment to receiving newcomers and favouring the access to national and local welfare systems of its increasingly heterogeneous population.

The results of this study in relation to the two major subjects which it addresses – the local policies for the access of migrants to public services and to jobs in the local administration – have to be understood within this context.

As far as employment in the public sector is concerned, only 0.2% of the immigrant population in Torino is employed in the public administration and public service provision, accounting for 1% of the public sector's workforce. However, this does not include people with a migration background who actually work for the local authority but are employed by private companies or third sector organisations contracted out to provide some services (e.g. cleaning, intercultural mediation).

The almost complete absence of migrants among the city's employees goes along with the lack of a specific policy to improve the access of people with a migration background to jobs in the local administration. The issue is not even present in the public discourse, suggesting that the employment of migrants in the local authority is not considered as a feasible strategy to improve migrant integration and access to citizenship rights. However, for a number of reasons it is not surprising that such a policy option has not yet emerged. The most obvious is that diversity policies in the personnel of the public administration aiming at employment equity of immigrants typically originate in countries and cities with a very long immigration experience, which is not the case for Italian cities where immigration is a comparatively young phenomenon. Other major factors responsible for the low participation of people with a migration background in the public sector workforce are the requirement of holding an EU passport – which implies that non-EU migrants have first to go through the naturalisation process – and the traditionally over-sized workforce in the sector – which implied a stop of recruitment for permanent positions introduced when very few migrants had entered the country. Finally, the resistance of the public opinion to the accept the competition of foreign residents in the access to secure jobs – such as the clerical jobs in the banking or public sectors – has also proved to be a barrier.

Furthermore, the recourse to contracted providers may have potentially negative implications for the working conditions. In fact, competition among service providers participating in the public calls for tender pushes down the price of the services offered, which may be an incentive to reduce salaries and worsen the working conditions of their employees. This means also that the city does not take direct responsibility for hiring and employing these workers – which would have an important political meaning – and that its diversity policy in employment can not be extended to all workers in the local administration. In the light of these outcomes, desirable practices for the improvement of the migrant representation and working conditions in the local authority could be:

1. The increase of the direct employment of migrant workers, at least for those jobs which are anyway performed by foreign residents (e.g. intercultural mediators). Even if employed as contract workers, migrants would be secured better and non-discriminatory working conditions. Negative consequences of contractual precariousness could be more effectively avoided. In addition, this would be a significant step forward towards the implementation of a diversity policy in employment and an effective instrument to promote migrant social participation.
2. The monitoring of the employment conditions applied by contracted service providers to their workforce. This could be done by revising the criteria for the evaluation of applications put by participants in the calls for tender, e.g. giving more relevance in the score system to virtuous employment practices.
3. At the national level, less restrictive regulations concerning recruitment for permanent positions in the public administration – which requires applicants to have an EU citizenship – and a more effective system for the recognition of qualifications obtained

abroad. In both domains, tight or unclear rules may entail discriminatory practices against foreign residents.

In terms of personnel policies for the staff already employed within the public administration, an example of good practice is the organisation by the Foreigners Office of training courses taught by intercultural mediators aiming at intercultural orientation and at a better understanding of the immigration regulation. These initiatives also strengthen the importance of the figure of intercultural mediators, who play a bidirectional role: they not only represent the *trait d'union* between the foreign residents and the public institutions but also contribute to improve the capacity of Italian employees to deal with migration-related issues.

This leads to the other area of interest of this report, i.e. the provision of services to the migrant population. In this respect, the city follows a strategy which on the one side aims at providing first reception to an increasing number of refugees, and on the other at offering services accessible for every citizen, whether with a migration background or without.

The increasing pressure on the service provisions clashes with budget constraints which limit the action of the local administration and the scope of services. This scarcity of financial means reflects the inadequate transfers from the central government to the Municipalities and the other tiers of local governance (regions, provinces) to implement initiatives addressing the economic and social needs of the migrant population. A consequence of this – in Torino as well as in most other Italian cities – is that it is often difficult to provide services which go beyond the first reception and the resolution of emergency situations. That is, first aid initiatives for refugees, asylum seekers and women victims of trafficking absorb a significant part of the activities carried out by the Torino's city council.

However, significant efforts have also been made to ensure the access of foreign residents to the universalistic welfare services. This includes the provision of health care services also to irregular migrants and the access to education for their children. Important initiatives have been carried out also to improve the access to the relevant information – multi-language websites and brochures, information points of the Foreigners Office in the constituencies with a large presence of migrants, intercultural mediators employed in schools, local health centres, hospitals, law courts, public libraries etc.

Many social partners are also involved in the provision of advice and guidance to migrants who need public support. Nevertheless, as acknowledged by the local administration itself, this is perhaps an area where there is scope for improvement. The creation of an efficient network coordinating the many actors providing support to the migrant residents – third sector associations, religious organisations, trade unions, schools, local health authorities, employment offices, and so on – could create important synergies and represent a significant added value for the city's integration policy.

## Bibliography

- Ambrosini, M., *La Fatica di Integrarsi. Immigrati e Lavoro in Italia*, Il Mulino, Bologna, 2001
- Blangiardo, G.C. and Molina S., '*Immigrazione e presenza straniera*', in Fondazione Agnelli G (ed.), *Generazioni, famiglie, migrazioni: pensando all'Italia di domani*, Torino, 2006.
- Caritas, "*Dossier Statistico Immigrazione*", IDOS, Roma, 2007
- Comune di Torino, '*Stranieri a Torino: dati e strumenti per un'analisi dell'andamento evolutivo dell'immigrazione internazionale nel capoluogo piemontese*', 2006
- Fabeni, S., *Antidiscrimination policies and affirmative actions: the Italian experience of the CGIL on the edge of citizenship rights and the idea of diversity*, paper presented at International Labour Organization Conference, Brasilia, 11-14 April 2005, [http://www.cgil.it/org.diritti/documenti/omofobie\\_00029.htm#\\_ftn18](http://www.cgil.it/org.diritti/documenti/omofobie_00029.htm#_ftn18)
- ISMU, *XIII rapporto sull'immigrazione*, Milano: Franco Angeli, 2007
- Marini, L. (ed.), '*Formare una professione o educare al lavoro? I fabbisogni professionali degli immigrati secondo gli imprenditori del Nord Est*', Quaderni Fondazione Nord Est, Venezia, 2002
- Martiniello, M. 1996, '*Italy: the late discovery of immigration*', in Thranhardt, D. (Ed.) *Europe: A New Immigration Continent*, Münster, LIT, 1996
- Rava, A., '*Dati statistici sull'immigrazione straniera a Torino*', in *Osservatorio Interistituzionale sugli Stranieri in Provincia di Torino*, Statistics Office, Torino City Council, Torino, 2007
- Reynery, E., *Sociologia del Mercato del Lavoro*, Il Mulino, Bologna, 2002
- Rima Al-Azar, '*Italian Immigration Policies: the Metaphor of Water*', in Bologna Centre Journal of International Affairs, No. 10, 2007 <http://bcjournal.org/2006/italian-immigration-policies/>
- Romero-Ortuño, R. (2004), '*Access to health care for illegal immigrants in the EU: should we be concerned?*', in European Journal of Health Law, No.11, 2004, pp. 245-72
- Simoni, A., *Discrimination Based on Racial or Ethnic Origin. Italy. Executive Summary* 2004, [http://www.migpolgroup.com/multiattachments/3459/DocumentName/itsum05\\_en.pdf](http://www.migpolgroup.com/multiattachments/3459/DocumentName/itsum05_en.pdf)
- Zincone, G. and Caponio, T., *Immigrant and immigration policy-making: The case of Italy, IMISCOE Working Paper: Country report*, 2005

## Interviews

(Dates of field visit: 2<sup>nd</sup>-4<sup>th</sup> October 2007)

### *Participants in the round- table organised by the Torino city council*

Aurora Vitagliano (Foreigners and Nomads Office and city representative for CLIP)  
Roberto Samperi (Head of the Foreigners and Nomads Office)  
Marisa Cortese (Education Services Department)  
Barbara Graglia (Alderman for the Employment Policies)  
Laura Marzin (Foreign Minors Office)  
Donatella Giunti (Prefecture of Torino)  
Silvio Virando (Head of the Public Housing department)  
Giovanni Magnano (Senior executive of the Public Housing department)  
Laura Campeotto (Social Services Department, 7<sup>th</sup> Constituency and Senior executive of the Foreigners and Nomads Office)  
Antonella Sterchele (Province of Torino – Employment Centre)  
Grazia Bosello (4<sup>th</sup> Local Health Authority, Director of the 2<sup>nd</sup> Health District)

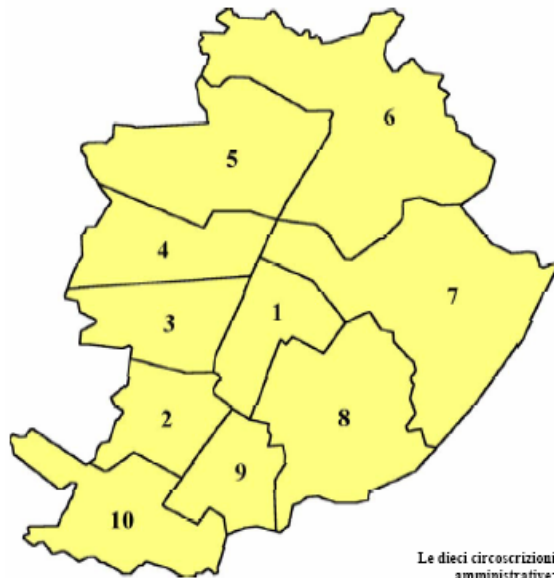
### *Participants in the round- table organised by the Employment Centre of the Province of Torino (Unit for foreign employees)*

Six cultural mediators of different nationalities

### *Interviewed experts*

Piero Ramasso (President of the 7<sup>th</sup> Constituency)  
Jaouhari (Trade Union CGIL – Senior Executive of the Foreigners Office)

## Appendix - Map of Torino's constituencies (*circoscrizioni*) and statistical zones (*quartieri*)



Le dieci circoscrizioni amministrative:

1. Centro - Crocetta
2. Santa Rita - Mirafiori nord
3. San Paolo - Cenisia - Pozzo Strada
4. San Donato - Campidoglio - Parella
5. Madonna di Campagna - Borgata Vittoria - Le Vallette
6. Barriera di Milano - Regio Parco - Falchera
7. Vanchiglia - Aurora - Madonna del Pilone
8. San Salvario - Cavourto - Borgo Po
9. Nizza Millefonti - Lingotto - Mercati generali
10. Mirafiori sud

Le 92 zone statistiche di Torino



- |   |                                       |                                  |
|---|---------------------------------------|----------------------------------|
| 1 Municipio                               | 32 Corsia                             | 63 Vercelli Union                |
| 2 Palazzo Reale                           | 33 San Paolo                          | 64 Anconetico                    |
| 3 Palazzo Caviglioglio                    | 34 Moncalmuro                         | 65 Le Vallette                   |
| 4 Piazza S. Carlo-Erasmus-Carlo Felice    | 35 Polo Nord                          | 66 Strada di Lanzo               |
| 5 Piazza Statuto                          | 36 Cimitero Grande                    | 67 Biuse di Stura                |
| 6 Piazza Vittorio Veneto                  | 37 Madalene                           | 68 Barriera di Stura             |
| 7 Borgo Nuovo                             | 38 Montebianco                        | 69 Fucinetto                     |
| 8 Censurati militari                      | 39 Monte Bianco                       | 70 Fucinetto                     |
| 9 S. Salvario - Valeriano                 | 40 Regio Parco                        | 71 Madonna del Pilone            |
| 10 Porta Nuova-San Secondo                | 41 Barriera di Milano                 | 72 Sassi                         |
| 11 Vanchiglia                             | 42 Borgo Vittoria                     | 73 Valgrande-Carriera            |
| 12 Borgo Dora                             | 43 La Foresta                         | 74 Val Forno-V. di San Martino   |
| 13 Parco M. Maddalena-Borgo Po            | 44 OMBone Scaglioso                   | 75 V. di S. Carlo                |
| 14 Motorcolonna                           | 45 Madonna di Campagna                | 76 Valterno                      |
| 15 Piazza Cenisia                         | 46 Barriera di Lanzo                  | 77 Falchiera                     |
| 16 San Donato                             | 47 Corsica-Morbaratto                 | 78 Villaggio S. Albano di Stura  |
| 17 Porta Susa - Nuovo Tribunale           | 48 Lascaris                           | 79 Entella                       |
| 18 Politecnico                            | 49 Parco della Politecnica            | 80 Sussego                       |
| 19 Piazza S. Maria                        | 50 Parola Libretto                    | 81 Moncalmuro                    |
| 20 Corso Duca - Porta Sabazia             | 51 Pozzo Strada                       | 82 Raggio-Fiora e Ombi           |
| 21 Ossatorio                              | 52 Parco Ruffini-Dorotea Lanza        | 83 Santa Margherita              |
| 22 Vanchiglietta                          | 53 Santa Rita                         | 84 Ermenegildo-Zecca             |
| 23 Ronca                                  | 54 S. Maria Consolata-F. di S. Andrea | 85 San Vito                      |
| 24 Aurora                                 | 55 Istituto di Riposo per Invecchiati | 86 Parco della Rimembranza       |
| 25 T. di S. Carlo - S. Andrea di S. Carlo | 56 Marconi-Gesualdi                   | 87 Cavourto - V. di Falchiera    |
| 26 Crocetta                               | 57 Molinetto-Miliferoni               | 88 Strada Ronca-Tetti Grunavilla |
| 27 Casale Mazzarino                       | 58 Lingotto-Ermenegildo Zegna         | 89 Giardino C. Geronzi           |
| 28 Corso Lepanto                          | 59 Corso Sussego                      | 90 Europa Mirafiori              |
| 29 Campidoglio                            | 60 F. di Mirafiori                    | 91 Dora                          |
| 30 Le Tonnelle                            | 61 Corso Torino                       | 92 Cimitero Torino sud           |
| 31 Borghetto                              | 62 Certosa                            |                                  |