

Assessment Report on the project *Percorsi I*

Socio-labour integration paths for unaccompanied foreign minors and young migrants

First evaluations

In line with the European strategy aimed at identifying durable solutions for the inclusion of unaccompanied foreign minors in host Countries, in recent years the Directorate General for Immigration and Integration Policies has launched a series of interventions on the basis of past experiences.¹ In particular, it promoted a project for the enhancement of structured paths aimed at taking charge of youngsters, in an integrated manner, especially in the delicate phase of their transition into adulthood, with the final purpose to help them become autonomous. The tools used consisted of a “personal endowment” and a monetary endowment, guaranteeing the supply of services supporting the qualification of competences, socio-labour insertion and the development of sustainable migratory projects. Therefore, the model proposed was based on strengthening social capital with reference to both the individual and the context in which the latter lives. Basically, a strategic investment capable of building a social and relational bond with the aim to contribute toward an effective inclusion process.

The value of measures aimed at the socio-labour insertion of unaccompanied foreign minors targeted to the whole national territory lies, first of all, in defining the regulations governing the institutional actors and the main subjects involved; secondly, in a more homogenous use of tools, methodologies and resources, though acknowledging the diversity of the single contexts and of the territorial network system.

Following this consideration, in September 2016 Anpal Servizi issued the Public Notice *Percorsi I*.² The project, valid on the national territory, financed 960 socio-labour integration paths for unaccompanied foreign minors transitioning into adulthood (starting from 16 years of age) as well as young migrants (up to 22 years of age) received in Italy as unaccompanied minors, including those applying for or holding humanitarian or international protection and in condition of inactivity or unemployment. The Notice was addressed to **subjects** authorised to carry out intermediation activities at national level pursuant to Lgs.D. No. 276/2003 Title II - Chapter I and following amendments and integrations. It was also addressed to public and private subjects accredited by the

¹ Period 2012-2014. A series of interventions realised with *Notice 2/2012* of the Directorate General for Immigration and Integration Policies within the European Social Fund (ESF) - National Operational Programme (PON) Governance and System Actions Convergence Objective and with the *Notice for job insertion of foreign unaccompanied minors and young migrants*, financed with resources of the Fund for migratory policies and addressed to all the remaining Regions issued by Italia Lavoro (now Anpal Servizi). The results of the monitoring and assessment are described in the thematic paper “*Formazione, lavoro, autonomia: la sperimentazione del sistema delle doti per i minori stranieri non accompagnati*” (“*Training, employment, autonomy: the experimentation of the endowments system for unaccompanied foreign minors*”).

² The first implementation phase of the project *Percorsi* was financed with the Migratory Policies Fund - year 2015 (€ 6,000,000.00), granted with D.D. of 29 December 2015; the period of realisation was 12 February 2016 - 31 December 2017. In its first implementation phase the project was realised in synergy and complementarity with the project *Programmazione e gestione delle politiche migratorie* (Programming and management of migratory policies).

Italian Regions to supply labour services, as long as said Bodies were qualified by regional laws to promote apprenticeships. The project financed a specific **path typology** consisting of a “personal endowment” that provided for the supply of a series of services within three specific areas (reception and taking charge; training; employment), as well as the recognition of: a **contribution** granted to the proponent subject (equal to € 2,000 for the activities to be carried out - up to a maximum of 64 hours - aimed at fostering the addressee’s socio-labour insertion), an apprenticeship allowance granted to the addressee (equal to € 500 a month for participating in the 5-month apprenticeship), and a contribution granted to the subject hosting the apprenticeship (equal to € 500 for carrying out tutoring and apprenticeship activities up to a maximum of 16 hours).

The aim of this Report is to share the first evaluations on the interventions realised. Therefore, it will start by providing a detailed description of the profiles of the subjects involved. Then, it will analyse the qualitative/quantitative results emerged from the monitoring activity³ carried out with reference to the process and internal effectiveness of the project as well as to its outcomes and performances.

³ The semistructured interviews to company tutors and youngsters (161 realised throughout the whole national territory) and the focused group interviews (3, in the territories of Milano, Napoli and in Piemonte) were carried out between March/June 2017.

1. The Notice and its figures

The recipients' characteristics

In all, **316 Bodies** applied to participate in the Public Notice, of which **277 (87.7%)** resulted **qualified** to implement the financed interventions. The following Table (Table1) shows the **territorial distribution of the qualified Bodies**: **Southern Italy** resulted to be the **macro-area** with the highest amount of recipients, 56.7% of the qualified Bodies, with a peak of about 22% in Sicilia; Campania ranked second with 12.3%, and Calabria ranked third with 9%. **Northern Italy's macro-area** (27.4% of the qualified Bodies) recorded the highest percentages in Piemonte (9.7%) and Lombardia (7.2%), whereas Emilia Romagna highlighted a shortage in the presence of Bodies (only 12, 4.3%). Lastly, the **macro-area in Central Italy** was characterised by 44 qualified bodies, of which 23 in Lazio (8.3%), while only 8 in Toscana (2.9%).

Table 1. Qualified Bodies per regional distribution (A.v. and %)

Region/Aut. Prov.	Qualified Bodies (a.v.)	Qualified Bodies (%)
Emilia Romagna	12	4.3%
Friuli Venezia Giulia	2	0.7%
Liguria	4	1.4%
Lombardia	20	7.2%
Piemonte	27	9.7%
Valle d'Aosta	0	0
Veneto	11	4.0%
Bolzano. A.P.	0	0
Trento, A.P.	0	0
North Subtotal	76	27.4%
Lazio	23	8.3%
Marche	12	4.3%
Toscana	8	2.9%
Umbria	1	0.4%
Centre Subtotal	44	15.9%
Abruzzo	6	2.2%
Basilicata	4	1.4%
Calabria	25	9.0%
Campania	34	12.3%
Molise	5	1.8%
Puglia	16	5.8%
Sardegna	7	2.5%
Sicilia	60	21.7%
South Subtotal	157	56.7%
TOTAL	277	100 %

The recipients of the Notice were mainly **Employment Agencies (91)**, **Training Bodies (78)** and **Social Cooperatives (42)** (Table 2); altogether, these three typologies represented 76.3% of the subjects qualified to activate socio-labour integration paths. Whereas, the participation of Public Bodies was not very relevant from a numerical viewpoint, as in all they amounted to 6 subjects between Schools/Universities and Local Bodies. On the other hand, these were not entitled to the contribution granted to the proponent subjects, but exclusively to the training allowance granted to the apprentices and to the subjects hosting the training. The **active Bodies** that actually submitted application for the no impediment document to launch apprenticeships amounted to **99**.⁴

Table 2. Typology of the qualified proponent Bodies (A.v. and %)

Typology of the proponent Bodies	Qualified Bodies (a.v.)	Qualified Bodies (%)
Employment agencies	91	32.9%
Training Bodies	78	28.2%
Social Coop. and Consortiums	42	15.2%
Associations and other 3 rd sector Bodies	29	10.5%
Employers' Associations and of category	15	5.4%
Bilateral Bodies	5	1.8%
Schools/Universities	4	1.4%
Local Bodies	2	0.7%
Trade Unions	1	0.4%
Employment Centres	0	0
Chambers of Commerce	0	0
Other	10	3.6%
TOTAL	277	100 %

The total number of applications received for no impediment documents to launch apprenticeships amounted to over 1,700, while those analysed up to exhaustion of the endowments available amounted to 1,138. In the end, some of the apprenticeships that were granted the financing did not even begin and some were interrupted in advance; this allowed to analyse and authorise a number of applications exceeding the 960 endowments available. Although the **no impediment documents issued amounted to 1,015**, the **apprenticeships activated, on 30th June 2017, amounted to 975** (which are the ones analysed herein); the remaining 40 applications, though considered admissible,

⁴ As provided for by §12 of the Notice and Implementation Modalities, the proponent subject resulting qualified launches the path realising reception activities, taking charge (the PIP's definition) and defining the training apprenticeship project and requests, upon submission of the documentation listed in the abovementioned paragraph of the Notice, the "no impediment document," that is the authorisation to launch the apprenticeship/overall path.

were not corroborated by the submission of the hosting subject's communications, which to all intents and purposes was a mandatory requirement for the measure to be activated.⁵

With reference to the territorial distribution of the paths activated, it is important to highlight that some recipients - authorised to carry out intermediation activities at national level - operated also outside of their Region, thus not exclusively within their own territory. Therefore, the following analysis will not refer to the premises of the proponent subjects, but to the **territory where the hosting company was located** and where the apprenticeship took place.

Southern Italy's macro-area ranked first in terms of **paths activated** with a percentage equal to **65%**, 634 paths in absolute values, of which 374 (equal to 38.4% of the total) in Sicily, followed by Marche and Puglia (both 8.4%), Campania and Lombardia (7.8% and 7.6%, respectively). In Northern Italy, the apprenticeships activated amounted to 19.6%, while in Central Italy the percentage was equal to 15.4% (Table 3).

Table 3. Paths activated (A.v. and %) per regional distribution

Region/Aut. Prov.	Total Activated	Total Activated (%)
Emilia Romagna	32	3.3%
Liguria	10	1.0%
Lombardia	74	7.6%
Piemonte	40	4.1%
Veneto	35	3.6%
<i>North Subtotal</i>	191	19.6%
Lazio	29	3.0%
Marche	82	8.4%
Toscana	22	2.3%
Umbria	17	1.7%
<i>Centre Subtotal</i>	150	15.4%
Abruzzo	18	1.8%
Calabria	54	5.5%
Campania	76	7.8%
Molise	30	3.1%
Puglia	82	8.4%
Sicilia	374	38.4%
<i>South Subtotal</i>	634	65.0%
TOTAL	975	100.0%

⁵ Apprenticeships were activated the moment in which the mandatory communications were submitted as provided for by Decree Law 510/1996, converted with amendments by Law 608/1996, as amended by Law 296/2006.

The addressees' characteristics

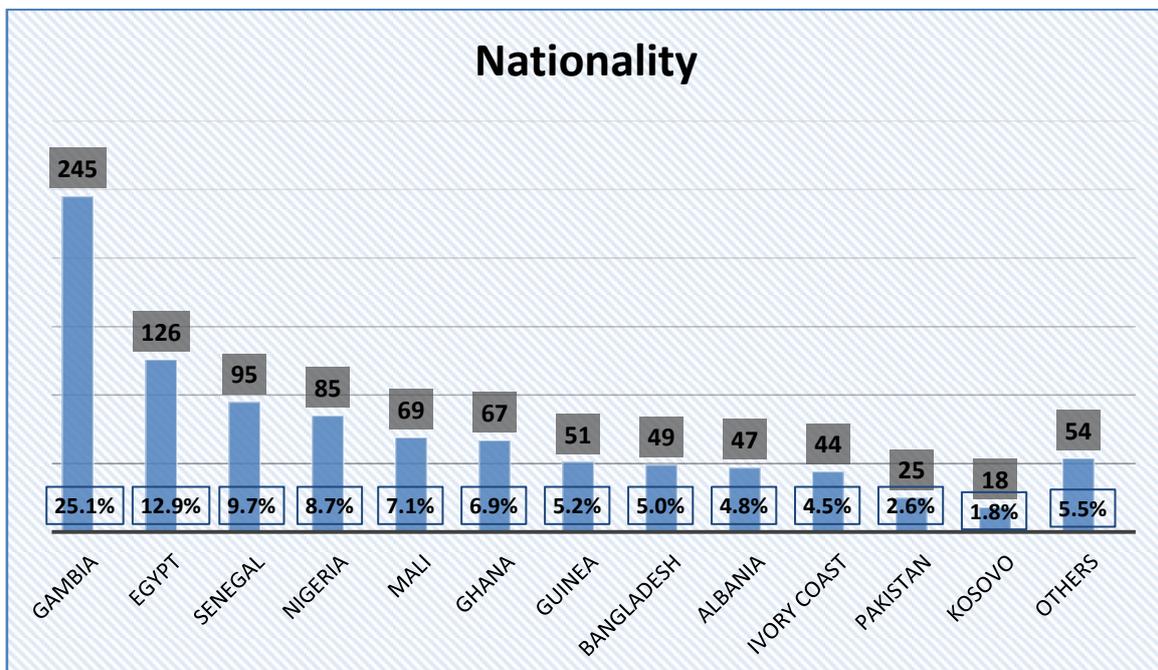
In line with the data on the arrival and permanence of unaccompanied foreign minors in Italy, almost the totality of the youngsters involved in the project (97.8%) was male, while only 21 were female.

General profile of the female apprentice

Nigerian, 18 years old, asylum seeker, with a medium level of education in the Country of origin (8/10 years of schooling), inserted in the Accommodation and Food sector, the Hairdresser sector, and in qualified professions in the Trade and Services sector, throughout the whole national territory.

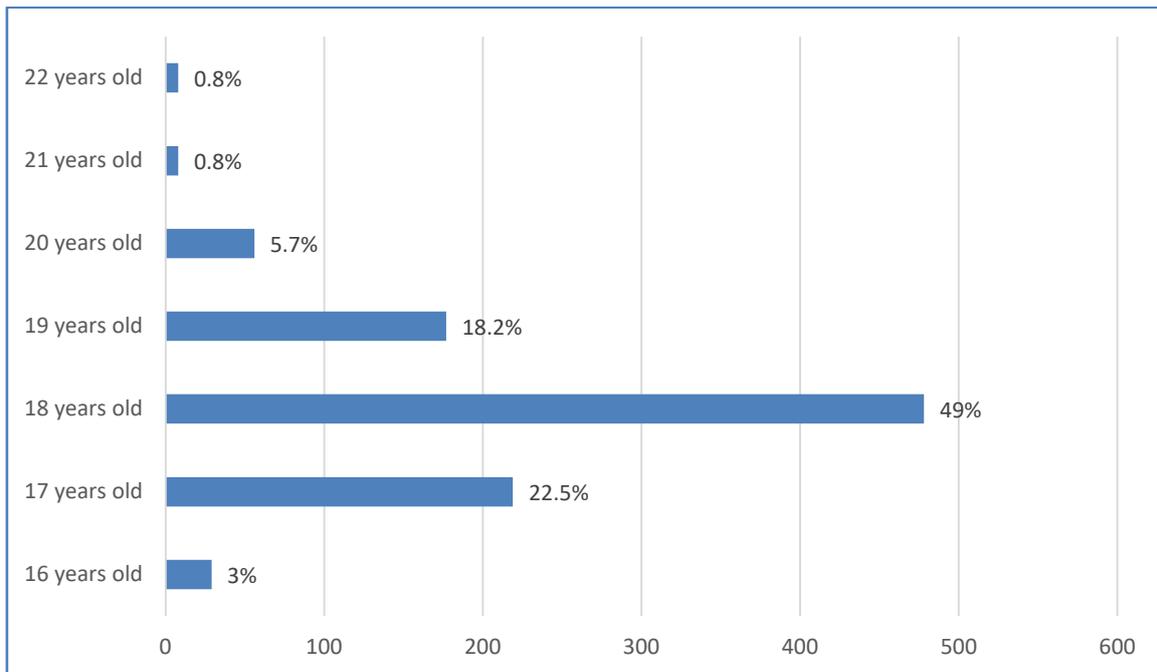
The apprentices were prevalently **Gambian (25.1%)**, **Egyptian (12.9%)**, **Senegalese (9.7%)**, **Nigerian (8.7%)** and **Malian (7.1%)** (Graph 1). Some of these nationalities (Gambian, Egyptian and Nigerian) were actually among the most represented within the population of reference. In all, the youngsters involved in the Notice came from **29 different Countries**.

Chart 1. Addressees per first 12 nationalities (A.v. and %)



The amount of **18-year-olds** involved in the paths was equal to **49%**, followed by **17-year-olds (22.5%)** and **19-year-olds (18.2%)**. Residual the amount of 21-year-olds and 22-year-olds, both equal to 0.8%. In general, the amount of minors in the group of reference was equal to more than 25%, although underrepresented in the 16 years-old bracket (3%) (**Graph 2**).

Chart 2. Addressees per age bracket (A.v. and %)



When cross-correlating the nationality data with the data on the distribution per age (**Table 4**), it is possible to observe a high prevalence of 18-year-olds from Gambia (115), followed by Nigerians (about half the number of the Gambians) and, at a distance, Senegalese (49) and Egyptians (46); whereas, in the 17/19 year-old bracket almost all the nationalities reported were represented. The Gambians ranked first in all the most represented age brackets - with the exception of the 17-year-olds, who were mostly Egyptian - while no 21/22 year-old Gambians were present. Actually, the 21/22 year-old bracket counted altogether a total of 16 youngsters (8 and 8 respectively), represented mainly by Egyptians (4), Tunisians (2), Nigerians (2), Pakistani (2) and Somali (2).

Table 4. Addressees per nationality and age bracket (A.v. and %)

	16	17	18	19	20	21	22	Total nationality	
	years old	years old	years old	years old	years old	years old	years old	a.v.	%
Gambia	8	38	115	67	17	0	0	245	25.1%
Egypt	2	51	46	18	5	2	2	126	12.9%
Senegal	1	18	49	16	10	0	1	95	9.7%
Nigeria	2	9	60	11	1	2	0	85	8.7%
Mali	1	14	31	16	6	0	1	69	7.1%
Ghana	0	14	34	15	4	0	0	67	6.9%
Guinea	0	11	31	9	0	0	0	51	5.2%
Bangladesh	1	10	30	5	3	0	0	49	5.0%
Albania	5	21	18	2	1	0	0	47	4.8%
Ivory Coast	4	5	27	6	2	0	0	44	4.5%
Pakistan	1	6	12	4	0	0	2	25	2.6%
Kosovo	2	8	7	1	0	0	0	18	1.8%
Afghanistan	0	2	3	2	1	1	0	9	0.9%
Somalia	0	1	1	1	2	0	2	7	0.7%
Benin	0	2	4	0	0	0	0	6	0.6%
Sierra Leone	0	2	3	0	0	0	0	5	0.5%
Burkina Faso	0	2	1	2	0	0	0	5	0.5%
Tunisia	0	0	1	0	2	2	0	5	0.5%
Morocco	2	1	0	0	2	0	0	5	0.5%
Others	0	4	5	2	0	1	0	12	1.2%
Total	29	219	478	177	56	8	8	975	100 %
Total age (%)	3.0%	22.5%	49.0%	18.2%	5.7%	0.8%	0.8%	100.0%	

More than 70% of the addressees resulted to be asylum and humanitarian protection seekers (36.7% and 33.6%, respectively) (Table 5). The Gambian (214, equally distributed between the two types of residence permits) ranked first in both typologies, followed, at a large distance, by the Senegalese (76, of whom 39 humanitarian protection seekers and 37 asylum seekers). Also the Nigerian asylum seekers were well represented (44), while humanitarian protection seekers mainly came from Ghana and Mali (41 and 41, respectively), both Countries well represented also as to asylum seekers (23 and 22, respectively). The third most represented residence permit within the population of reference was that for minors (14.7%), with Egyptians ranking first (58), followed by Gambians (20) and Albanians (14). Of interest is the datum concerning Kosovo, with 10 permits for minors granted (in all, the youngsters coming from this region were 18). Also the foster care residence permit shows quite significant figures (6.5%), granted prevalently to Albanians (19 cases). Residual were the permits for

study and work reasons, and waiting for employment (in all 4.8%) issued, with all likelihood, to youngsters at the coming of age and above 18 years of age. The above mentioned three permit typologies concerned, especially, **Egyptians (20 cases) and Senegalese (4)**. The **refugees amounted to 11** (from: Gambia, Somalia, Nigeria, Senegal, Ivory Coast, Afghanistan), while **16 were the cases of subsidiary protection** (from: Nigeria, Mali, Gambia, Afghanistan, Somalia, Ivory Coast, Guinea). Lastly, also **9 permits for minors' integration** were represented, granted to Albanians (3), Kosovars (3), Egyptians (2) and to 1 boy from the Ivory Coast.

This approximate analysis of the **three macro-categories** of permits held by the addressees participating in the intervention highlighted a prevalence of international and humanitarian protection permits (73%). Whereas, the other typologies generally destined to minors (foster care, minors and minors' integration) were slightly above 22%. Ranking last, with about 5%, the permits granted to youngsters of age (work, study, waiting for employment).

Table 5. Addressees per nationality and typology of residence permit (A.v. and %)

		Gambia	Egypt	Senegal	Nigeria	Mali	Ghana	Guinea	Bangladesh	Others	RP Typology	
											a.v.	%
International and Humanitarian Protection	Asylum	3	0	1	2	0	0	0	0	5	11	1.1%
	Subsidiary Protection	2	0	0	4	4	0	1	0	5	16	1.6%
	Humanitarian Reasons	111	13	39	27	41	41	20	12	24	328	33.6%
	Asylum Seekers	103	25	37	44	22	23	26	18	60	358	36.7%
Minors	Foster Care	4	8	6	3	0	0	0	9	33	63	6.5%
	Minors	20	58	8	4	2	3	4	7	37	143	14.7%
	Minors' integration	0	2	0	0	0	0	0	0	7	9	0.9%
Transition into adulthood	Work	1	3	3	0	0	0	0	0	5	12	1.2%
	Study	0	10	0	0	0	0	0	0	5	15	1.5%
	Waiting for Employment	1	7	1	1	0	0	0	3	7	20	2.1%
	Total citizens	245	126	95	85	69	67	51	49	188	975	100 %

The data provided in the following Tables (Tables 6 and 7) refer to **educational qualifications** gained abroad and in Italy, and their recognition. These data must be read cautiously as they are based on information that the proponent Bodies collected through interviews with the youngsters and on considerations related to their competences, without, in most of the cases, being able to verify reliability. The variable related to the years of schooling can help provide a more correct interpretation. In this context, what is worthy of notice is that almost **75% of the addressees lacked educational qualifications**: 46% stated not to have carried out any schooling whatsoever in Italy, and 32% resulted with no schooling abroad; whereas, about 21% stated to have a lower secondary education (mostly gained abroad, or with brief paths in Italy). Those with a primary education amounted to about 5%, with an Italian qualification or a foreign one recognised in Italy; whereas, the percentage of those with a secondary education is not significant: 4 cases with an Italian qualification or a foreign one recognised in Italy, and 10 with a foreign qualification not recognised. Lastly, 11.5% of the youngsters presented a foreign qualification in phase of recognition, presumably from primary education (ISCED 1) and lower secondary education (ISCED 2).

Table 6. Addressees per educational qualification (A.v. and %)

	Italian qualification/ foreign qualification recognised		Foreign qualification not recognised	
	a.v.	%	a.v.	%
ISCED 0: pre-primary education	726	74.5%	675	69.2%
ISCED 1: primary education	45	4.6%	122	12.5%
ISCED 2: lower secondary education	200	20.5%	168	17.2%
ISCED 3: upper secondary education, post-secondary non-tertiary level of education	4	0.4%	10	1.0%
ISCED 4: tertiary education and advanced research qualifications	0	0	0	0
TOTAL	975	100.0%	975	100 %

Table 7. Addressees per years of schooling (A.v. and %)

Years of schooling	in Italy		abroad	
	a.v.	%	a.v.	%
0	452	46.4%	307	31.5%
1	351	36.0%	9	0.9%
2	109	11.2%	9	0.9%
3	41	4.2%	21	2.2%
4	10	1.0%	29	3.0%
5	6	0.6%	71	7.3%
6	1	0.1%	94	9.6%
7	2	0.2%	59	6.1%
8	2	0.2%	100	10.3%
9	1	0.1%	75	7.7%
10	0	0	138	14.2%
11	0	0	43	4.4%
12	0	0	13	1.3%
13	0	0	2	0.2%
14	0	0	2	0.2%
15	0	0	3	0.3%
TOTAL	975	100.0%	975	100.0%

Among the **typologies of apprenticeships** carried out by the addressees within the Notice (**Table 8**) the **C** typology prevailed, **with reference to disadvantaged persons (44.5%)**; significant the percentage (29.6%) of the **B** typology, that is insertion and reinsertion. Following, 171 youngsters carried out an apprenticeship of type **D**, targeted to social inclusion, autonomy and rehabilitation, in the perspective to enhance the path devoted to taking charge and social integration. The amount of youngsters who stated to have had previous apprenticeship experiences was equal to 16%. Moreover, 118 youngsters (12%) stated to have “experienced” the Sprar network (however, the data do not enable to identify the nature of the contact), of whom only 9 stated to have undergone previous apprenticeship.

Table 8. Typology of extracurricular apprenticeship (A.v. and %)

	Typology of apprenticeship	
	a.v.	%
A. Training and orientation apprenticeship ⁶	75	7.7%
B. Job insertion/reinsertion apprenticeship ⁷	289	29.6%
C. Training and orientation apprenticeship or for job insertion/reinsertion in favour of disabled persons as mentioned in Law No. 68 of 23 March 1999 or of disadvantaged persons as mentioned in Law No. 381 of 8 November 1991⁸	434	44.5%
D. Orientation, training and insertion/reinsertion apprenticeships targeted to social inclusion, autonomy and rehabilitation in favour of persons taken in charge by professional welfare services and/or by competent healthcare services ⁹	171	17.5%
N/A	6	0.6%
TOTAL	975	100.0%

⁶ Art. 1 lett. A Guidelines on apprenticeships of 24 January 2013 - Agreement sanctioned within the scope of the State-Regions Conference, updated on 25 May 2017.

⁷ Art. 1 lett. B Guidelines on apprenticeships of 24 January 2013 - Agreement sanctioned within the scope of the State-Regions Conference, updated on 25 May 2017.

⁸ Art. 1 lett. C Guidelines on apprenticeships of 24 January 2013 - Agreement sanctioned within the scope of the State-Regions Conference, updated on 25 May 2017.

⁹ Agreement sanctioned within the scope of the State-Regions Conference of 22 January 2015.

The hosting Bodies' characteristics

Finally, **Tables 9 and 10** provide data concerning the **sectors of economic activity** (Ateco 2007) and **professional profiles** (Cp-Istat 2011). Said data, distributed per the **Northern, Central and Southern macro-areas**, were derived from the employers' mandatory communications.

Among the prevailing activities identified, the **Accommodation and Food Services (25.3%)** ranked first and especially in the **Southern macro-area (147 cases)**, with the highest amount of endowments granted (634); following: the *Manufacturing activities* sector (14.3%), and the *Wholesale and retail trade* and the *Motor vehicle and motorcycle repair* sectors (12%). Moreover, the *Agriculture, forestry and fishery* sector was well represented (9.5%), together with the *Healthcare and welfare services* sector (8.5%).

The **professional profiles (Table 10)** were equally distributed among **Artisans, skilled workers and farmers (24.5%)** and **Qualified professionals in the trade and services sector (24.2%)**, both more present in the Southern macro-area (148 and 128 cases, respectively).

Very relevant were also the *Non-qualified professionals* (22.1%). Whereas, *Technical professionals, legislators, entrepreneurs and top managers* and *Executive professionals with clerical duties* were all above 7%. Residual the remaining typologies.

General profile of the male apprentice

Gambian, 18 years old, asylum seeker, with a medium level of education in the Country of origin (8/10 years of schooling), inserted in the Accommodation and Food Services sector, in the Trade and Motor vehicle and motorcycle repair sectors, as skilled worker, artisan, qualified professional in services, throughout the whole national territory, with particular incidence in the South.

Table 9. Sectors of economic activity per territorial distribution (macro-areas). A.v. and %

	Italy		North		Centre		South	
	a.v.	%	a.v.	%	a.v.	%	a.v.	%
Accommodation and Food services	247	25.3%	61	31.9%	39	26.0%	147	23.2%
Manufacturing activities	139	14.3%	43	22.5%	29	19.3%	67	10.6%
Wholesale and retail trade sector; motor vehicle and motorcycle repair sector	117	12.0%	16	8.4%	13	8.7%	88	13.9%
Agriculture, forestry and fishery	93	9.5%	15	7.9%	15	10.0%	63	9.9%
Healthcare and welfare services	83	8.5%	11	5.8%	12	8.0%	60	9.5%
Other services	73	7.5%	4	2.1%	15	10.0%	54	8.5%
Public administration and defence; mandatory social insurance	45	4.6%	2	1.0%	3	2.0%	40	6.3%
Hiring, travel agencies, services aimed at supporting enterprises	43	4.4%	19	9.9%	8	5.3%	16	2.5%
Construction sector	38	3.9%	9	4.7%	6	4.0%	23	3.6%
Art, sports, entertainment and amusement activities	28	2.9%	1	0.5%	3	2.0%	24	3.8%
Water supply; drainage system, activities related to waste management and reclamation	20	2.1%	2	1.0%	1	0.7%	17	2.7%
Education	19	1.9%	0	0.0%	2	1.3%	17	2.7%
Professional, scientific and technical activities	13	1.3%	3	1.6%	1	0.7%	9	1.4%
Transport and warehousing	11	1.1%	2	1.0%	2	1.3%	7	11%
Information and communication services	6	0.6%	3	1.6%	1	0.7%	2	0.3%
TOTAL	975	100%	191	100%	150	100%	634	100%

Tab 10. Professional profiles per territorial distribution (macro-areas). A.v. and %

	Italy		North		Centre		South	
	a.v.	%	a.v.	%	a.v.	%	a.v.	%
Legislators, entrepreneurs and top managers	74	7.6%	19	9.9%	1	0.7%	54	8.5%
Intellectual, scientific and highly specialised professionals	9	0.9%	1	0.5%	1	0.7%	7	1.1%
Technical professionals	75	7.7%	11	5.8%	4	2.7%	60	9.5%
Executive professionals with clerical duties	73	7.5%	3	1.6%	3	2.0%	67	10.6%
Qualified professionals in the trade and services sector	236	24.2%	59	30.9%	49	32.7%	128	20.2%
Artisans, skilled workers and farmers	239	24.5%	46	24.1%	45	30.0%	148	23.3%
Plant operators, workers of fixed and mobile machinery, vehicle drivers	27	2.8%	8	4.2%	3	2.0%	16	2.5%
Non-qualified professionals	215	22.1%	38	19.9%	41	27.3%	136	21.5%
Armed forces	1	0.1%	0	0	0	0	1	0.2%
N/A	26	2.7%	6	3.1%	3	2.0%	17	2.7%
TOTAL	975	100%	191	100%	150	100%	634	100%

2. Main findings

In order to simplify the reading and interpretation of the many data collected through the physical and qualitative monitoring of the Notice *Percorsi I*, the analysis was carried out keeping into consideration the viewpoint and evaluations of the persons of reference, the operators, the tutors (proponent and hosting Bodies; regional and local institutions; labour, training and social sectors) and the final addressees of the project.

This plurality of voices resulted to be necessary in order to report the internal effectiveness of the intervention, as well as its procedures, process and performances. Hence, the outcomes and results of the project were analysed especially on the basis of the addressees' appreciation and of the possibility to autonomously realise training and work paths consistent with the expectations typical of the migratory project.

Therefore, the two levels of observation and analysis (**process** and **outcomes**) are closely interconnected. Moreover, as highlighted in the previous pages, it is important for both the process and outcomes to be enhanced - as lessons learned - within the scope of a more comprehensive definition and programming of systematised actions on the target.

a. *Governance and process*

The focused interviews highlighted a series of aspects referable to at least three dimensions:

- enhancement of the territorial networks (actors and services),
- specificities of the target,
- applicability of the active policy measures, in particular those linked to education and training paths.

The complex framework of reference (including legislative novelties¹⁰ and their interpretation by the operators of the sector) is not favourable for acquiring an accurate knowledge on the phenomenon. Actually, it presupposes a series of obstacles that hinder the effective and good outcome of projects. This is true especially when considering the complex connection between relevant competences and lack of systematic resources. Therefore, the Notice *Percorsi I* is a valid opportunity owing to both the construction of the framework (actors/services/measures) and the financial endowment available. However, there is also evidence of the need to share, integrate and structure governance processes to a greater extent.

¹⁰ Law No. 47/2017, the so-called "Legge Zampa."

The overriding element that emerges when analysing the monitoring data concerns the networks and resources of the territories involved in the intervention. Indeed, general positive opinions were expressed especially in those cases in which the municipal direction (and in some cases, the regional direction) facilitated the integration of the intervention (also of economic resources) and the coordination, in a subsidiary way, between the labour, training and social services system and the so-called third sector.

Most of the territories highlighted the need for structured networks of multi-actor and multilevel actions and relations capable of analysing, profiling and planning the interventions in a pertinent manner. Such indication should be kept into consideration for future programming.

Moreover, it was highlighted that the Municipalities' role could be even more enhanced, especially when present specifically devoted offices/services, competent for taking charge of the unaccompanied foreign minors, beyond the "bureaucratic" and procedural aspects provided for by the Notice (statement concerning one's presence as unaccompanied foreign minor and compliance with compulsory schooling).¹¹

With reference to the proponent subjects, it was requested for them to be involved and selected not only on the basis of the authorisation/accreditation regime, but also on the strength of the experience acquired with the addressees who manifest specific needs and requests. This criticality was often brought up, especially with reference to the preliminary phase devoted to identifying the population of foreign minors to involve in the intervention. It was also brought up during the planning phase of personalised paths, thus when needing to keep into due consideration multidimensional issues which involved also the migratory projects of single individuals.

On the other hand, awareness activities within the business demand and scouting system resulted to be more effective in the presence of networks with consolidated and structured relations. They were also more effective when the proponent subjects had a consolidated informative and intervention patrimony concerning the dynamics (demand/supply flows) of the labour market.

Finally, the knowledge of and integration with what offered by the educational and training system for adults (CPIA - Provincial Centres for Adult Education) did not result satisfactory, as well as what offered by education and vocational training (FP - Vocational Training). These potential places for receiving the addressees' applications did not satisfy the need to strengthen linguistic competences and obtain secondary education and vocational qualifications, necessary to increase employability and to access several active policy measures.

Some of the limits and criticalities emerged - especially with reference to the heterogeneity of the interventions implemented - were clearly determined by concomitant causes pertaining both to the social capital of the different territories and the specificities of the target population.

¹¹ Annex 7 of the Public Notice *Percorsi*.

The dynamicity, mobility and continuous evolution of the phenomenon strongly conditioned the different modalities of the taking in charge at local level and the interaction between the subjects and competences involved. Despite the connection and distribution of the system for receiving minors throughout the whole national territory, a strong concentration of unaccompanied foreign minors remain near the main landing places: more than 40% of those registered lived in Sicily. Moreover, the implementation of the interventions was very much affected by issues connected to the transition into adulthood: the large majority of unaccompanied foreign minors residing in Italy turn 18 within less than two years from their arrival. This latter circumstance entails a series of criticalities to which even European recommendations have devoted particular attention, ranging from the limited time for maturing legal requirements to convert residence permits, to the frequent situation of precariousness also immediately afterwards, once coming of age and exiting the reception system. The time necessary to implement the projects did not always coincide with the administrative, procedural and regulatory timeframes; sometimes it did not coincide with the even longer time necessary to develop and establish (for operators and youngsters) activities aimed at orienting, analysing and redefining migratory trajectories, as well as the taking in charge and identification of measures.

In particular, especially for the age bracket closest to the coming of age, it is clear that the prevailing need for economic independence coexisted with the need to regain possession of adolescent situations not totally experienced: work/training, welfare and leisure/social relationships were all reported as assets of the more comprehensive taking in charge.

Therefore, the suggestion is to improve and share among services the target population's profiling (variables linked to personal data, the environment, family networks, period of arrival, legal condition, socio-economic indicators) and the analysis of migratory trajectories. This should be carried out with reference to objectives, procedures and tools, so as to plan integrated interventions *ad personam*. The evaluation of complex needs and requests, in fact, requires the possibility to provide structured and stratified answers with reference to the competent subjects and the measures put at disposal. The interviews highlighted that it is necessary to balance the diversified supply with the addressees' personal characteristics (in particular, the age bracket), the training and socio-economic variables, the time of arrival, and the use of reception services in the Country of arrival. In addition to profiling activities, other important aspects consist in identifying competences and in reconstructing the minors' experiences quickly, in view of the validation of their availability on the labour market and the continuation of their educational and training paths. Individual resources are enhanced by acknowledging the patrimony of knowledge and competences acquired also in informal contexts. This allows to develop paths capable of redefining projects aimed at strengthening the addressees' motivation to learn and ability to become autonomous.

The interviews and working groups often highlighted that the comprehensive work experiences need to go along with socio-educational interventions, as well as with paths aimed at autonomous accommodation, training inclusion, the strengthening of social and affective relationships (also through youth sport and associations) and the recovery of the patrimony inherent the identification of one's origins (especially linguistic). These holistic interventions require integrated financial resources, flexible organisational models, the qualification of service operators, the integration of specially devoted professional figures (cultural mediators, professional educators, *in primis*). However, it is impossible to provide for all the above within a single, although significant, public notice.

As regards the services and measures planned in the Notice *Percorsi I*, the most pertinent considerations, in the majority of the cases, concerned the diversified procedures adopted by unaccompanied foreign minors and young migrants in accessing labour services and active policy paths.

The issue presents many criticalities, especially with reference to extracurricular apprenticeship, in its various forms. This active policy training measure was promoted in the Notice with the aim to implement learning paths in a working environment capable of favouring the addressees' entry in the labour market and their employability. Over the years, this measure has been object of various policy and regulatory provisions, further stratified by regional interventions regulating it at territorial level. However, it presented several limits in its applicability to unaccompanied foreign minors above sixteen years of age with reference, in particular, to the requirement to fulfil compulsory schooling. In fact, the need to prove said compliance generated diversified territorial procedures. The fulfilment of compulsory schooling is the main theme of Law 196/1997 (art. 18), which establishes that only the "subjects who have already fulfilled compulsory schooling, pursuant to Law No. 1859 of 31 December 1962 [...]" can have access to training and orientation apprenticeships.

However, the troubled training careers and life trajectories of this specific target population caused the latter to have more difficulty than others to fulfil compulsory schooling or prove relevant fulfilment. Therefore, it was deemed necessary to examine several regional territories (as briefly reported in the document annexed hereto) with the aim to analyse the adoption of alternative tools or solutions, reproducible on a larger scale, connecting training and work experiences.

In general, the indication that emerges for unaccompanied foreign minors in the age bracket between 16 and 18 years old is to further enhance the dual system through paths that alternate study/work¹² in the EVT system (Education and Vocational Training) and the first level apprenticeship.¹³ From a curricular viewpoint, these paths are considered the first work experience and are strongly anchored to obtaining secondary education, post-secondary and advanced qualifications.

¹² Lgs. D. 77/2005 and L. 107/2015.

¹³ Lgs. D. 81/2015 and L.D. of 12 October 2015.

Whereas, with reference to the modalities for proving the fulfilment of compulsory schooling, various adopted and adoptable solutions were identified, still under discussion:

- integrated paths at the CPIAs (Provincial Centres for Adult Education) aimed at recovering an educational path and achieve an educational/vocational qualification in Italy;
- recognised modular vocational training paths, more flexible for the target population, calibrated on age brackets and the time of arrival and permanence;
- the use of a type D extracurricular apprenticeship addressed to disadvantaged persons,¹⁴ in a view of social inclusion and rehabilitation and guidance toward autonomy, on the basis that obtaining educational qualification falls within priority aims; in particular, with reference to foreign minors in a state of proven vulnerability/disadvantage, it was deemed possible to activate paths for an insertion in social cooperatives of type B;
- in the absence of an equivalent educational qualification, the insertion in an extracurricular apprenticeship for basic competences provided for by Ministerial Decree No. 139 of 2007, upon a prior evaluation subject to passing integrative tests, concerning also the implementation of the obligation.

When analysing the issue more in depth through the monitoring activities and territorial observation, the difficulties identified were ascribable, to simplify the matter, to several dimensions not focused directly on the fulfilment of compulsory schooling, although in part related:

- limit of age for issuing the Statement of Immediate Availability (DID: Dichiarazione di immediata disponibilità);
- typology of residence permit requested for issuing the DID;
- requirement of “residence,” as mentioned in Art. 11 paragraph 1 letter c of Lgs.D. 150/2015.

Generally speaking, it emerged that, in almost all the Regions involved, the unaccompanied foreign minors were allowed to register at Employment Centres (CPI) and issue the Statement of Immediate Availability (DID) starting from 16 years of age, the so-called “working age.” The condition was to have already fulfilled compulsory schooling, as mentioned in Law 296/2006, Art. 1 paragraph 622.

Only three Regions (Emilia Romagna, Toscana and Veneto) were an exception to this general trend, as they consider schooling compulsory up to 18 years of age, that is up to the gaining of an educational qualification (therefore even over 18 years of age). From the analysis carried out within the scope of the Notice, it emerged that the documentation required to prove the fulfilment of compulsory schooling can vary from territory to territory. In many cases, it was sufficient to submit to the

¹⁴ Guidelines on apprenticeships aimed at orientation, training and insertion/reinsertion for social inclusion, autonomy of persons and rehabilitation of 22 January 2015.

Employment Centre a copy of Annex 7 of the Notice, containing the Municipality's statement on the taking charge of the unaccompanied foreign minor and the fulfilment of the obligation.

Moreover, in order to access labour services it is necessary to be in possession of a residence permit that authorises to work, pursuant to national legislation: this is the case, for example, of the permit for family reasons, waiting for employment, or asylum application, after 60 days from said application. In the majority of the cases, in fact, the Regions did not provide specific indications concerning labour services. Therefore, they had to apply the national regulations on residence permits. However, several criticalities and heterogeneous procedures emerged when a foreigner held a residence permit which was not provided with the national legislator's express specification whether or not it authorised to work (this is the case of the permit for minors, recently provided for by Art. 10 of Law 47/2017, which gave space to various interpretations). Lastly, there is a criticality concerning the possibility to access labour services for international protection applicants lacking an identity document and in possession, exclusively, of the Questura's written statement concerning the formalisation of the application (Form C3).

With reference to the "residence" requirement, it emerged that the specific labour services did not generally require the addressees of the Notice *Percorsi I* to register their personal data. In fact, it was almost always sufficient to state their habitual residence or domicile. Whereas, in exceptional cases, lacking an identity document, they were required to register their personal data, or provide a self-certification. In other cases, instead, in order to prove their residence, it was sufficient for the person of reference of the hosting structure to submit a hospitality statement.

Lastly, the many elements collected - also owing to the integration of monitoring tools - allowed to identify, besides the aspects analysed above, general elements of criticality and of strength related to the taking charge model provided for by the Notice:

- the intervention enabled a virtuous consolidation of the territorial services network for the socio-labour insertion of vulnerable subjects; however, there is the need for a greater operational involvement of the CPIs, CPIAs and FPs;
- the involvement of subjects authorised and accredited in labour services enabled to develop new territorial operational fields; however, these need to develop a specific qualification on the themes of disadvantage and vulnerability connected to the migratory condition;
- the overall chain of services proposed resulted to be significant and adequate to the addressees' needs and the activities required for managing the personalised paths; the request is to provide for additional services strengthening social integration, in particular through measures enhancing the learning of Italian and autonomous accommodation;

- the presence of minors with multiple vulnerabilities (in psychic terms) raised particular interest, as their taking charge required multidisciplinary and multi-actor processes; the proposal is to insert, in particular, type B social cooperatives among the actors of the process;
- in some cases, the lack of schedule flexibility, the excessive strictness of the paths and the weekly hours of commitment in the apprenticeship (especially in sectors such as bread-making and/or characterised by cycles, such as agriculture) resulted to be not very consistent with the reality of the daily work organisation; indeed, these aspects risk to affect negatively the youngsters' overall training;
- the duration of the apprenticeship was considered too brief, especially for some economic sectors which require a more extended timeframe, from 6 to 12 months;
- the tutoring resulted to be important, as it produced positive outcomes owing to the constant monitoring of the quality of the activities offered and the impact on the addressees' motivation and on the general holding of the paths;
- the bureaucratic delays in the payments of the monthly allowance sometimes entailed the risk of withdrawing from the path, besides generating in the apprentices a lack of trust and a sense of frustration.

b. Appreciation and outcomes of the intervention. The word to the addressees

The first evaluation of the outcomes of the apprenticeship paths realised through the Notice was carried out through 161 semi-structured interviews with the addressees and of just as many contextual company visits, distributed throughout the various regional territories in a measure proportional to the number of endowments granted. Even though a statistically representative sample was not created, the universe of the interviewees reflected the personal characteristics within the entire population of reference (975 apprenticeships launched): the majority belonged to the 17/19 year-old bracket, with a peak at 18 years of age, almost one third of those interviewed; the 20 year olds were represented, while those in the age bracket between 21 and 23 years of age were less than ten. There was a sharp prevalence of males, as females amounted to about ten. The most represented nationalities among those interviewed were Gambia, Egypt, Nigeria, Senegal, Albania, Mali, Bangladesh.

To give an account of the interviewees' main characteristics constitutes a necessary condition when wanting to describe the outcomes of the planned and realised paths. Indeed, gender, age, social and family bonds, training background, migratory trajectory, as well as the sensitivity of the single individuals and the social capital typical of each landing area can condition and polarise the

representation of the appreciation of the interventions experienced. Therefore, the final analysis kept into consideration the main aspects:

- related, first of all, to the sphere of appreciation, to the quality of the interventions, to their ability to satisfy expectations and enhance experiences and competences, to involve and motivate the addressees, also through the relationship with the tutors (both within companies and belonging to the project);
- secondly, the dimensions investigated give an account of the usefulness of the paths with reference to life trajectories in the short-term: increase of personal, relational, professional, training, housing autonomy; redefinition and/or confirmation of the migratory project; implications for the immediate future.

In general, youngsters showed a high level of awareness and the ability to focus the attention on the themes proposed in the interview. In their comparison with peers (especially belonging to the reception community), they were aware of the fact that the insertion within the activities offered by the Notice gave them the practical possibility to put themselves to the test, learn a job, view the future with greater optimism, reduce fears and anxieties.

The paths realised and, in particular, the apprenticeship experiences were generally considered positive because:

- they enabled to improve life conditions, not only in economic terms;
- they increased the possibility to choose one's own professional path, owing to the fact of experiencing one (also when not corresponding perfectly with personal desires and expectations), and the ability to orient oneself autonomously in the labour market and system of services;
- they enhanced previous training experiences, especially when realised in Italy, and work experiences, when present, carried out in a friendly and informal environment in the Countries of origin;
- they increased the technical-professional knowledge and competences, also in view of a wider spendibility of the same;
- they increased opportunities to strengthen one's relational capital with a universe outside one's own community (of reception or national);
- they constituted an actual opportunity to learn something new, to enter the labour market and to start earning immediately;
- they oriented and focused the self-awareness of one's employability.

The work environment - generally considered welcoming - was defined by some youngsters as a “friendly environment,” the “final destination of the journey.” The apprenticeship experiences were considered an opportunity, also when they did not have a positive outcome or did not fully meet personal expectations. The stated confidence-based relationships with the tutors undoubtedly affected the addressees’ experiences and evaluations; in particular, the company tutor resulted to be very present in guiding and training the youngsters, in inserting them in the organisational units and in supporting the development of solid and positive human relationships. Moreover, the tutoring resulted to be important for developing, in the youngsters, the ability to read and interpret the operational and professional contexts, thus to carry out self-diagnosis and problem solving.

The company managers stated to be, in general, satisfied with the youngsters, especially from the viewpoint of organisational behaviours, of their motivation, of their respect of the context and availability. They complained about the scarce knowledge of Italian, especially in the initial phase of the insertion, as in some cases this impeded communication and the possibility to understand and interiorise jargon, mansions and technical instructions; nonetheless, the relational and work context, the fact of belonging to a professional community, the relationship with colleagues and tutors helped increase a good command of the language. Sporadic misunderstandings were reported, due to culture, related to the difficulty to understand the subjects’ competences and the wrong interpretation of the system of rules connected to the operational context.

It will be interesting to measure the actual employment outcomes in the follow up phase of the project, beyond the intentions manifested by the company managers interviewed. The interest to continue the relationship through apprenticeship contracts for the younger ones and/or employment contracts is, in any case, subject to a greater qualification (through internal and external training) from training and technical-professional viewpoints.

The sector within which the training was carried out did not result to be always consistent with past studies and training. The field proposed was, sometimes, distant also from the initial dreams of a job considered prestigious (soccer player, journalist, doctor, ...), or from what one thought to be a personal bent. In any case, the training experiences within work environments raised new training requests and unexpressed passions, stimulating the reformulation of professional objectives, the will to qualify in the sector of activities experienced and continue studies - if interrupted - or to obtain or have recognised non-linear educational qualifications and paths. The attendance of courses set up at the CPIA networks enabled the youngsters to increase their competences in Italian, to gain educational and vocational qualifications, to launch social integration paths. The learning of Italian, one of the dimensions mostly reported, increased technical competences and the possibility to understand and make oneself understood by the surrounding environment. Nevertheless, the youngsters often expressed the need to have a good command of the jargon in use at work, because

the ability to communicate is acquired, according to their opinion, in the contexts of life, within the group, in the relationship with peers, more than in those of exclusive guided and formalised learning. The older ones, in transition into adulthood or already of age, exiting or already out of the reception system, paid particular attention to the accommodation dimension and expressed their concern for the future, due to the fear of loneliness, to the awareness of the need to acquire autonomy as adults, without the protection, support and help received up to that moment. Indeed, the apprenticeship experience made them feel strengthened, from the viewpoint of competences and relationships. For the older ones, the monetary endowment of the apprenticeship represented an added value, an amount to set aside with prudence in order to find autonomous accommodation. Therefore, the fact of not receiving it or receiving it late created a sense of distress and concern.

Most of the minors, instead, used the endowment as remittal to the family of origin for ordinary expenses and to face unexpected ones (a sister's wedding, Ramadan, ...). However, there were also situations in which it was used for the "here and now," for personal needs (clothing, telephone calls, transport, ...), or as an expression of gratitude/thankfulness and contribution to the hosting family's board and lodging expenses.

This latter component - especially with reference to the very young addressees inserted in communities and families - emphasises the bond with the reception territory, enhanced through a regular participation in games and sports, viewed as an opportunity to develop better and more stimulating social networks.

