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# FINAL RESEARCH REPORT

**ANALYSIS OF REGIONAL  
POLICIES AND OF THE  
SUPPLY OF SOCIAL AND  
HEALTH SERVICES IN  
PROBLEM AREAS USED  
BY MIGRANTS**





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## Introduction

The five surveys started in October 2020 and were completed in July 2021. Therefore, the start coincided with the outbreak of the second Covid19 pandemic wave, which led to changes in the research path, especially where the fieldwork, i.e. the direct observation of the territorial context of analysis, on the one hand, and the carrying out of the interviews, on the other, was planned.

Two research projects had to deal with these critical issues. The other three - being second-level research - followed the planned design without any particular problems. The set of the research efforts involved about 25 researchers (5 seniors and 20 juniors, mostly researchers with a well-established research experience) and 6 trade unionists of the Placito Rizzotto Observatory. The research projects were coordinated - from the scientific point of view - by Francesco Carchedi, in close cooperation with the corresponding research managers.

The five research projects - to which two others have been added since the end of July 2021 (one to be carried out in Campania and the other in Sicily, with a methodological approach in part similar to and in part different from the previous ones) - focused on the knowledge needs expressed by the partner-regions during the project, in particular, on the structural aspects giving rise to the phenomena correlated with illegal gangmastering, or forms of labour exploitation detectable in the agro-food sector.

The research work assignments, which the respective researchers have adequately fulfilled, were specifically concerned with:

- Analysis of demographic and immigration dynamics
- Analysis of regional laws, the system of supply to migrants, the rate of use of territorial services
- A reasoned survey of the main sources of funding
- Territorial case study: Piana di Sibari (Calabria), Alto Vulture-Bradano (Basilicata)
- Territorial case study on the value chain related to tomato growing in Alto Vulture Bradano.

The case studies were supported - with reference to the empirical part, i.e. in the phase concerning the identification/involvement of key actors to be interviewed - by the Placido Rizzotto Observatory - FLAI CGIL, coordinated by the Head Jean René Bilongo and Tina Bali of the National Secretariat - Agriculture Department. In particular, a close collaboration was put in place to conduct the case studies: both for the analysis of the tomato value chain conducted by Prof. G. Martino, and for the two case studies about the working conditions of workers of foreign origin carried out by Prof. E. Pugliese.



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## RESEARCH ABSTRACT:

# “Analysis of regional policies and of the supply of social and health services in problem areas used by migrants”

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## Premise

The main objective of the research was to analyze the policies/actions on foreign immigration adopted in the regions of Basilicata, Calabria, Campania, Apulia and Sicily, i.e. the five partner regions.

In each of these regions, a statistical and quantitative analysis of the system of services provided to migrants was carried out, as well as a qualitative evaluation of their use, taking into consideration the regulatory framework and the supply of health, social, housing and employment services offered to migrants at the provincial/municipal level, as well as the level of funding provided (where possible) to make these services available and the rate of use of the same services by the citizens ( both Italian and foreigners).

Obviously, the services provided by reception centers for asylum seekers were included in the in the number of territorial services supplied in the area in question.

Because of the pandemic, the only methodology available was that of desk analysis, that is, the collection and analysis of data and information that can be obtained from institutions (at a national, regional and provincial level).

This analysis has allowed to highlight, where possible, data and information concerning the most problematic territorial areas for the presence of illegal gangmastering phenomena, as pointed out by the original project (and mentioned in the Introduction herein).

The strategy adopted was that of splitting the research effort into three phases which included the collection of data, their analysis and the evaluation of the criticalities detected in the construction of the reference framework required by the design of the surveys to be conducted within this program.

## Results

The Report is divided into 7 parts: an introductory and methodological part, and five specific sections on the regions (each divided into three parts: analysis of the legislation, of the supply of services, and of their use by migrants). The final report includes closing remarks and final recommendations/proposals.

### Regional legislation on services for migrants

According to the institutional architecture of the administrative competences (exclusive and/or concurrent) shared by the State and the Regions as provided for by paragraphs 3 and 4 of article 117 of the Constitution, regional policies deal with the tangible living condition of migrants or, to put it differently, with the local welfare inspired by the universal coverage (health system, education, job placement, housing, participation, etc.).

Specifically, with regard to the regulatory framework of the five regions analyzed, it turns out that it is quite varied: the 61 regional regulations (including regional laws, municipal resolutions and presidential decrees) related to the services to migrants are unequally spread among the partner regions of the project with their numbers being higher in Campania and Puglia (with 17 and 16 regulations), followed by Basilicata, Calabria and Sicily (about 9/10 regulations for each region). The quantitative survey was carried out on the basis of three criteria: the significance of regional legislation compared with that of national and international legislation, the coefficient of implementation capacity of regional policies and, finally, the territorial location of the various types of services provided for by the same regional legislation.

As to the first criterion, the significance gradient shows that in the regions of the South the highest scores are obtained for integration (2.8) and reception (2.4), while the lowest scores are those for multi-level governance and inter-organizational networks. The region with the highest score is Puglia (16 points), with Calabria and Campania just a few points behind, with values above the average (14 and 13 respectively) and Basilicata and Sicily with values below the average (12 and 10 points respectively).

A somewhat different scenario emerges with regard to the capacity to implement regional policies: Basilicata and Puglia show a medium and high implementation capacity, while the other three regions, Campania, Calabria and Sicily seem to show a greater implementation deficit: high, medium and low, respectively.

The third criterion finally offers an analytical picture of the actual implementation processes on the basis of the allocation of the types of services in the respective regional regulatory contexts.

## **The system of migrant offers**

The analysis of the supply of services found, through the official data of the Ministry of Labor on the portal "Integrazione migranti", from the Central Statistical Office of the Ministry of the Interior, from the SIPROMI 2019 Report of Cittalia, from the Anti-trafficking report of the Department of Equal Opportunities, that as many as 3,575 different facilities for migrants are located in the five partner regions. These 3,575 services are divided into 2,653 providers of services registered by the Ministry of Labor under the following headings: "Housing", "Education and Learning", "Labor", "Minors and Second Generations" and, finally, "Essential Services"; 522 reception centers counted by the Statistical Office of the Ministry of the Interior in the aforementioned report and divided into residential centers (CAS) and non-residential centers, as well as 368 SIPROMI projects operating in the same regions.

Their distribution among the five regions turned out to be as follows; Basilicata: 210 (5.9%); Calabria: 795 (22.2%); Campania; 900 (25.2%); Puglia; 668 (18.7%) and Sicily: 1,002 (28.0%). At the provincial level, the top five provinces are Naples with 357 (10.0%), Catanzaro with 235 (6.6%), Cosenza with 222 (6.2%) and Reggio Calabria with 210 (5.9%). The type of services offered vary from region to region and even from province to province, and some of them are almost completely absent while others are more numerous. For example, supply-demand matching services account for just 0.5% of the 210 services operating in Basilicata, but 16.3% of the 668 services offered in Puglia. Furthermore, in Basilicata, another example of this, job orientation services for migrants do not seem to be regulated, unlike the situation in Campania where there are four different regulations related to school and cultural integration services.

The ratio between the set of services at the provincial level and the total number of resident migrants is quite inhomogeneous. This ratio indicates three possible situations: the first consists of a high number of services and a low number of migrants, as can be seen in Potenza, for example, where, compared to a percentage of services equal to 4.5% (of the total 3,675), only 5,500 migrants are resident (1.3% of the total number residing in the five regions), with a positive difference of 3.2. Even in Crotone, with 2.7% of the total services (111 out of 3,675) there is a 1.3% (5,500) presence of regularly residing migrants.

Similar trends are observed in the provinces of Cosenza, Avellino and Reggio Calabria with a services to migrants ratio of more than 1.5.

Then the second one that includes, the provinces of Messina, Siracusa and Trapani, characterized by a ratio equal to or slightly higher than 1.0% (difference between percentages of services and those of resident migrants).

And finally a third one characterized by high numbers of migrants (ranging from just over 21,000 in Catania and 91,000 in Naples) and a ratio with the percentage of current services less than 1.0%.

In this perspective the Naples' case is emblematic, it records a percentage of immigrants equal to 21.0% of the total (of migrants in the five regions) and a service rate equal to half, that is 10.0% (always in consideration of the interregional total).

### **The use of services, with particular reference to the work of migrants in agriculture and housing policies**

The analysis shows that the working and living conditions of part of the foreign labour force in the agricultural sector are somewhat problematic: the medium-low importance of the provision of services (of various kinds); the difficulties encountered in accessing dedicated and non, especially care services, socio-educational services (for middle-upper classes) and civil participation. With regard to the status of permanence, the different position of the migrants (also deriving from the distortions that are determined with the so-called "Bossi-Fini", since the resident permit is related to the employment contract) and the critical issues that can be seen not in the reception of asylum seekers, but in the prospects of integration after the end of the reception.

According to the survey of services mentioned above, housing services are among the most inadequate, both because of the lack of interest on the part of the private market and because of the limited impact of public policies in the regions under study. Actions in the field of housing for immigrant families with low incomes and in conditions of housing hardship are considerably scarce in the regions of the South, where housing measures for immigrants are mostly confined to first reception facilities (which are under-size) and information and orientation desks (scarcely used by foreign laborers). This happens in spite of the efforts made in recent years by some regions that have taken steps to organize reception centers where seasonal workers can be housed, but there are still far too few places available. In addition, many migrants are also denied the right to register with the civil registry by many local administrations, thus making it impossible for them to renew their residence permits, obtain permanent residence as a means of accessing local/regional welfare and vocational training, as well as evening schools.

From the official data collected (also with great difficulty), it has not been possible to fully understand the rates of use of social welfare and housing services (of a public nature) for two interrelated reasons: first, because in accessing territorial services, the

nationalities of the users are often not always recorded or when they are recorded, they are mostly incomplete; second, because a precise storage of the data of foreign users can only be partial almost by definition, since only the regular users - i.e. holders of a valid residence permit - could do so (if sufficient attention were paid, as just observed). And among irregular immigrants, particularly in the agro-food sector where the interest of the survey was mostly focused, the use of services is rather low, and almost always occurs through emergency units both hospital-based and private (such as anti-trafficking contact units, or the mobile or permanent outpatient clinics of charitable organizations).

The South - as confirmed by our survey - is an area where the amount of undeclared work (as is known) is important because it is fed, on the one hand, by a supply of foreign workers in a position of social vulnerability who arrive or return there because they find greater acceptance of their condition and fewer institutional controls; and on the other hand, by a demand from small and medium-sized companies that make greater use of undeclared work to keep costs down and face competition (not only national but also international). And in a context of general "functional non-compliance with the rules" gang masters gain "legitimacy" for a series of services (from both employers and workers) that no one else is currently able to offer with the same effectiveness and continuity

## Limits of the research

The major limitations, not completely foreseeable in the planning/operational design phase of the survey, and found in the implementation of the research, were essentially of three types: the first (the one we consider most important) is related to the difficulty that emerged with the pandemic situation of integrating a methodology based on the collection of data and relevant information through official sources of a statistical-documentary nature (desk analysis) with a methodology based on the collection of additional data and information through interviews with those who work side by side with migrants or with groups of migrants themselves (field research). In fact, there was a lack of counterfactual information that only insiders (key-witnesses) and protagonists who contribute to co-determining the phenomenon being analyzed (in this case, migrant workers) can offer and reinforce the knowledge that allows for a qualitative interpretation of mere statistical/numerical data.

Another critical aspect, linked to the first, can be found, in particular, in the fact that the collection of mainly institutional data/information took place only by using the official sites available to the public, as it was not possible to ask (formally) the officials in charge because of the difficulties in communicating/interacting with them (since they were working at home). In addition, in case of doubts about the topicality of laws and any recent amendments thereof, or about regional planning documents (and their possible

passage) and about the reliability of the services recorded in the regional/ministerial databases (e.g. the services in the register at the Ministry of Labor, or of Equal Opportunities, or even those stored in the databases of the same Regions/Capital Towns and Municipalities where the most problematic areas covered by the entire research program are located).

## Operating proposal and recommendations

It is necessary to design and implement continuous and structured support actions (e.g. training, *outreach* and sharing of *best practices*) in order to harmonize policies and actions in support of vulnerable migrant groups, as components of the population that need targeted attention in order to bring about a general change of pace. This can be achieved through systemic actions (regional/interregional, as SUPREME is demonstrating) and an acceleration of interventions with an interregional, regional and then provincial dimension (in each region). This message must reach the municipalities where the concentration of agricultural workers is greater with the aim of targeting action in the most problematic sub-areas, considering them "special areas" in need of *hoc* resource planning (for example, continuing to focus on the areas already identified by SUPREME) reshaping, based on the experience gained, and of a more relevant *governance* aimed at removing social and economic barriers.

At regional level, work must be aimed at widening knowledge to better define real critical areas those areas where the scarcity of services is accompanied by the lack or insufficiency of regional planning rules or, on the contrary, areas in which the relative abundance of rules is accompanied by real deficits in the implementation of services. This should help implement structural harmonisation actions.

In the five regions and in the individual regions where some types of services are particularly lacking, for example, support to active search for housing, should be set up to provide not only guidance services, but also actions aimed at the restructuring of areas of small villages/towns, for housing workers (foreign families, and unmarried). For example, use the offers of "houses for one euro" (promoted by many mayors), through the management of cooperatives set up to this purpose.

At the provincial level, where the supply of services appears quantitatively inadequate in relation to the presence of migrants, and in some of these provinces the supply of services is also of a poor quality, it is necessary to put in place planning policies with the Regional government.

The EU Integration and Inclusion Plan encourages local and regional authorities to involve local communities in the organization and implementation of integration measures and programmes; and more specifically to finance projects to promote



voluntary actions co-designed by migrants and host communities to reduce the distance between migrants and local authorities, especially in large provincial areas where this distance seems greater.

At the municipal level, more attention needs to be paid. It is in the municipal dimension that the integration of migrant takes place, irrespectively of the number of inhabitants.

Municipalities – especially those in rural areas or with a tradition of food processors – are often dynamic from the point of view of the labour market and for this reason they attract migrant workers.

Institutional attention must be targeted at these municipalities, helping them adopt measures to integrate new citizens.

Often municipalities with an agri-food tradition are in need of a workforce, so they implement policies to provide basic and vocational training in this field, thus also acknowledging the qualifications held by migrants.



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