

International Rescue Committee Italia

PROTECTION MONITORING REPORT

JULY - SEPTEMBER 2026

ABSTRACT

During July–September 2026, refugees and migrants in Italy continued to face significant barriers to accessing international protection, reception and essential services.

This report examines developments in the national migration and asylum context, including the implementation of the EU Pact on Migration and Asylum, and documents protection concerns affecting people supported by IRC Italy, especially **people arriving via land in Trieste and people digitally supported through Refugee.Info Italy.**

In **Trieste**, IRC supported 3,100 people arriving via the Balkan Route, including 534 children. Almost half (40%) of individuals met were from Afghanistan. Monitoring findings highlight that barriers to accessing asylum in Trieste have become structural: the **Questura's appointment system continues to delay asylum registration by several months**, while **requests for documents not required by law further restrict access to the procedure**. **Access to reception remains disconnected from access to asylum**, leaving people homeless for weeks even after their entitlement to accommodation has been recognised. **Unaccompanied children also continued to face obstacles to identification and protection**, while evictions, increased police presence and restrictions on humanitarian assistance further exacerbate their vulnerability.

Refugee.Info, IRC's digital information service, recorded 66,129 active users during the reporting period. Monitoring highlighted **continued demand for reliable information on asylum procedures and residence permits**, alongside **concerns about administrative delays, labour exploitation and housing insecurity.**

Drawing on field monitoring, service data and national secondary sources, the report identifies ongoing protection gaps and the need to safeguard the rights of refugees and migrants and ensure access to protection and essential services.

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Introduction

Protection monitoring is the **systematic and regular collection, verification and analysis of information over an extended period of time**, in order to identify violations of rights and protection risks for populations of concern, facilitate the prevention of these violations and risks, and inform effective responses. It means collecting primary and/or secondary data and analyzing them over time to identify trends in the needs expressed and risks faced by the populations of concern.

Protection monitoring is an important tool for both interventions and advocacy. Collecting and sharing high quality information on these issues is essential to making sure that IRC is able to respond to these needs through programming, referrals and advocacy activities.

As part of its dedicated efforts to enhance its protection monitoring activities, IRC Italy produces quarterly protection monitoring reports. These reports are a reflection of IRC Italy's commitment to systematically oversee and assess the protection conditions of individuals encountered and supported. They capture the profiles, vulnerabilities, protection risks, and needs of IRC clients in Trieste and the rest of Italy, together with significant migration-related context updates covering the whole country. They provide numbers and insights on **clients who use IRC's digital information service, Refugee.Info and individuals arriving in Trieste via the Balkan Route**.

Map of operational sites



BALKAN ROUTE

The Western Balkan Route is one of the **main migratory pathways via land.** It typically involves crossing multiple countries in the Balkans, often starting from Türkiye and moving through countries such as Bulgaria, Greece, North Macedonia, Serbia, and others in the region. **Trieste**, despite being located by the sea, **is one of the main entry points in Italy for people arriving from the Balkan Route.**

CENTRAL MEDITERRANEAN ROUTE

This route begins in North African countries such as Libya, Tunisia, and Egypt, with people attempting sea crossings to reach Italy. Common landing points include Lampedusa, other ports in Sicily, and Calabria.

EASTERN MEDITERRANEAN ROUTE

This route leads from Greece either overland through Albania and the Balkans or directly by sea to Italy, forming a key link for migration from the Middle East and South Asia to Europe.

OPERATIONAL AND POLITICAL CONTEXT

REPORTING PERIOD:
JULY - SEPTEMBER 2026

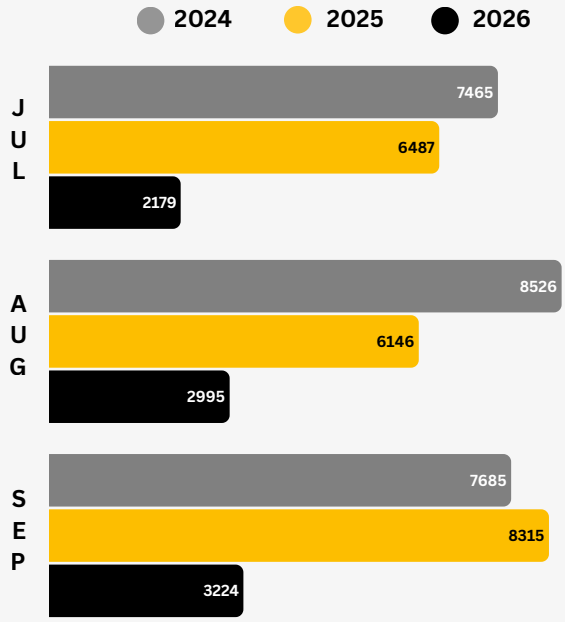
Definitions of terms in *yellow* can be found in the glossary on p. 15

PEOPLE ARRIVING BY SEA

From **July** to **September 2026**, a total of **8,398 people arrived in Italy by sea**, a **60% decrease** compared to the **same period in 2025** (20,948). In line with trends observed during the previous quarter, the majority of newly arrived third-country nationals came from **Bangladesh**, **Algeria, Somalia** and **Sudan.**

Unaccompanied children (UAC) represented around 20% of all sea arrivals recorded between January and September 2026, with **4,566 UAC** out of the total **22,786.** Consistent with the overall decline in arrivals, the number of UACs **decreased by 50%** compared to January–September 2025.

COMPARISON OF PEOPLE ARRIVING BY SEA, BY MONTH

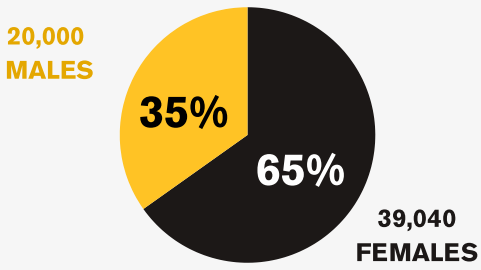


Source: Ministry of Interior, Cruscotto Statistico Giornaliero. Months of July, August and September 2026.

BENEFICIARIES OF TEMPORARY PROTECTION

In September 2026, the number of individuals registered as beneficiaries of Temporary Protection (TP) in Italy **increased** recording **59,040** beneficiaries of TP, a **10.5% increase** compared to the end of September 2025, when **53,450** beneficiaries of TP were registered.

However, this year-on-year comparison should be interpreted with caution, as Italy introduced a new renewal procedure back in June 2025, which led to individuals who had not renewed their status being removed from the administrative statistics.



Source: Eurostat - Beneficiaries of temporary protection at the end of the month by citizenship, age and sex - monthly data

Definitions of terms in *yellow* can be found in the glossary on p. 15

RECEPTION CENTERS

As of September 30, 2026, **126,163 people are being hosted in the Italian reception system**, a decrease of **11%** compared to September 2025 when **142,087** people were registered. This total includes:

- **518 people in hotspots** (reception upon arrival).
- **86,087 in first-level reception centers** (CPA - governmental first reception centers; and CAS - centers for extraordinary reception).
- **39,558 in second-level reception centers** (SAI - Reception and Integration System).

The regions with the highest number of individuals in reception centers were **Lombardy** (12%), **Lazio** (9%) and **Emilia-Romagna** (9%).
In the other regions in which IRC operates, Piemonte, Sicily, Calabria and Friuli Venezia Giulia (FVG), the percentage of people in reception centers was 8%, 8%, 5% and 3% respectively.

Source: Ministry of Interior,
Cruscotto Statistico Giornaliero. Months of July, August and September 2026.

UNACCOMPANIED CHILDREN



13,059

UAC in Italy
as of September 30, 2026

As of **September 30,** 2026, there were **13,059** registered UAC in Italy **(-27%)** compared to the same period of **2025**, when there were 17,874 UAC). **89%** of them were **boys,** and **11% girls**. **The most common age group was 17 years old** (59%).

The most common countries of origin among male UAC were **Egypt** (35%), **Bangladesh** (19%) and **Ukraine** (9%), while the majority of female UAC came from **Ukraine** (71%), followed by **Côte d'Ivoire** (4%) and **Somalia** (4%). Most UAC were located in **Sicily** (18%), **Lombardy** (13%) and **Campania** (13%).

During this quarter, the total number of newly arrived UAC (**3,023** - **93%** boys and **7%** girls) **(+43%)** compared to the previous quarter (April - June 2026), when **2,113** UAC entered the Italian territory (**96%** boys and **4%** girls).

In particular, during this quarter, **840** UAC arrived in Italy in July (95**%** boys and 5**%** girls), **1,056** in August (**93%** boys and **7%** girls) and **1,127** in September (93% boys and 7% girls)

Source: Ministry of Labor and Social Policy, Monthly data on Unaccompanied Children 2026.

POLITICAL CONTEXT

Definitions of terms in *yellow* can be found in the glossary on p. 15

During the third quarter of 2026, Italy continued to advance the domestic implementation of the EU Pact on Migration and Asylum and expanded its externalization agenda, while judicial rulings and detention-related incidents drew renewed attention to rights protection gaps.

On August 2, the Italian government announced plans to propose **EU-funded return hubs in third countries**, modelled on the Italy–Albania scheme, reinforcing its commitment to externalizing migration management and strengthening cooperation on returns. However, judicial challenges continued: on August 4, the Tribunal of Trieste ruled against the application of accelerated border procedures to two asylum seekers arriving through the Italian-Slovenian border, highlighting gaps in the legal framework and raising questions about procedural safeguards under the EU Pact.

On August 6, the Ministry of the Interior published Italy's National Implementation Plan for the EU Pact on Migration and Asylum, outlining **plans to expand hotspots and detention capacity**, **strengthen reception infrastructure,** and **increase resources for health screening and asylum authorities.** The plan also envisaged additional training for reception staff. However, concerns remained regarding access to free legal counselling, the identification of vulnerabilities and the monitoring of border procedures.

Immigration detention conditions remained a major concern. On July 8, the Council of State ordered the Ministry of the Interior to conduct a **comprehensive review of healthcare and psychological support in detention centers** within six months. The death of a Tunisian national at the Palazzo San Gervasio center on August 10 further intensified concerns about detainees' mental health vulnerabilities and living conditions. In September, investigations involving 23 doctors across nine Italian cities over medical certificates declaring migrants unfit for detention renewed debate over medical independence and the protection of detainees' rights.

On September 29, the government adopted Decree-Law No. 168/2026, clarifying the validity of documents issued to asylum seekers under the new procedures. These documents will be valid for one year, renewable, and **allow holders to work 90 days after their applications are formalized.** The decree also extended until 30 April 2027 the transitional arrangements for registering and formalizing asylum applications through a single procedural step, indicating that the adaptation of Italy's asylum system to the EU framework remains ongoing.

Alongside these reforms, on September 24, the government approved Decree-Law No. 170/2026, introducing measures affecting foreign students from the 2027/2028 school year. **A 30% cap** will apply to first-year classes **for non-Italian students** who were not born in Italy or lack sufficient previous schooling in the Italian education system, with provisions for **redistributing students where the threshold is exceeded**. Schools must also report cases in which parents' language difficulties hinder cooperation, allowing social services to offer free Italian courses up to A2 level. The decree also bans face coverings during school activities, except for certified health or educational reasons. Presented as promoting integration, these provisions raised questions about their potential implications for educational inclusion and equal access to schooling for students with migrant backgrounds.

PEOPLE WE SUPPORTED AT A GLANCE

People assisted in Trieste

3,100

Total people supported by IRC staff in Trieste

Total increase **+ 16%**

Compared to same period of 2025 (**2,669**)

People assisted at disembarkation points

5,509

Total people supported by IRC staff at disembarkation points in the South of Italy

Total Decrease **- 67%**

Compared to same period of 2025 (**16,825**)

People assisted with 1:1 Refugee.Info support

1,600

Total people assisted with 1:1 support

Total Increase **0.75%**

Compared to same period of 2025 (**1,588**)



BALKAN ROUTE

People arriving via land from the Balkan Route in Trieste (Italian-Slovenian border)

REPORTING PERIOD: JULY - SEPTEMBER 2026

Definitions of terms in *yellow* can be found in the glossary on p. 15

PROTECTION CONCERNS REPORTED BY STAFF IN TRIESTE

The third quarter of 2026 confirmed that the barriers to the asylum procedure documented by IRC in previous reporting periods are not temporary dysfunctions but structural features of how access to protection is managed in Trieste. The appointment system introduced by the ***Questura*** in the spring became entrenched, adding months of delay before people can even express their intention to seek asylum, while documentary requirements not provided for by law continued to determine who gains access to the procedure. At the same time, **access to reception became further disconnected from access to asylum**: even people who obtain a registered expression of intent to seek asylum are no longer accompanied to first-reception facilities and remain on the street for weeks, while places in those facilities stay empty. Unaccompanied children continued to be turned away by the Questura on the basis of their appearance. These gaps unfolded against a backdrop of increasingly securitized management of asylum seekers in the city, marked by repeated evictions, a permanent police presence in Piazza della Libertà, new restrictions on humanitarian assistance and the continued closure of the authorities towards civil society.

ACCESS TO ASYLUM: A RIGHT DEFERRED BY MONTHS

The appointment slip becomes the rule.

The appointment system introduced by the Trieste Questura during the previous quarter remained in place throughout the reporting period. People who state their intention to apply for international protection at the Questura entrance receive a paper slip with a date to return, which is now set two, three or even four months later.

The paper slip has no legal value as proof that the person has expressed intent to seek asylum: it does not register the application and gives no access to the reception system. IRC observed that these slips are issued without distinction to families with children and to people in situations of particular fragility, including cases that civil society organisations had already reported to the ***Questura***. Among them are the survivors of the drowning in the Kupa (Kolpa) river on the Croatian-Slovenian border, in which five young Afghan men lost their lives on September 25, 2026.

Obtaining the paper slip is itself an obstacle course. According to accounts collected by IRC staff, people typically make three to four attempts, queuing outside the Questura, before they manage to reach the officers and receive a slip. **The appointment itself offers no certainty**: based on IRC estimates across the hundreds of cases followed, approximately one in four people who present themselves on the scheduled date are sent away with a new appointment. In one documented case, a young man who had been in Trieste for about a week obtained a slip on June 21 with an appointment set in mid-September; on that date he received a new appointment for early October, and when he returned he was rescheduled again, for October 26. At the time of writing, four months after first approaching the Questura, he has still not been able to express his intent to seek asylum.

Under Article 27 of Regulation (EU) 2024/1348, the authorities must register an application for international protection promptly and, in any event, no later than five days from when it is made. IRC considers it difficult to reconcile this obligation with a system that postpones the very first contact with the procedure by months, and with it the expression of intent to seek asylum. As a consequence, people are left outside any form of protection, including reception.

Requirements not provided for by law.

Officers at the Questura entrance continue to request documents that the law does not require in order to apply for asylum. People are asked to show a passport or, failing that, a police report of its loss. For some nationalities, at least a photocopy of an identity document is always required: without it, people cannot obtain a slip and are de facto unable to seek asylum. Police also ask people to have any documents that are not in English translated, including documents issued only in the language of the country of origin, such as the Afghan Tazkira (the official national identity card and primary proof of citizenship for Afghan nationals). As a result, people pay for translations out of their own pocket just to access the asylum procedure.

Most people leave the city.

The cumulative effect of these obstacles is that most people do not wait for their Questura appointments. Field staff report that the majority leave Trieste, trying to apply for asylum in nearby cities such as Udine or Gorizia, or leaving the area altogether for unknown destinations. During the eviction of September 17 (see p. 9 of this report), the Questura itself reported that, of the roughly 100 people found under the bus shelter at Largo Città di Santos, about 50 already had an appointment at a Questura in another city, while around 20 held documents issued in Trieste.

Definitions of terms in *yellow* can be found in the glossary on p. 15

Screening under the Pact: inconsistent and incomplete.

When people finally attend their appointment, the screening procedure foreseen under the EU Pact on Migration and Asylum is implemented inconsistently, taking place in some cases but not in others.
In some cases, applicants receive a screening outcome form upon completion of the process, while in many others they leave without any written record. Many individuals report that they did not undergo either a medical check or a vulnerability assessment. Vulnerability screening does take place, as IRC has observed first-hand, but it is not carried out systematically for all applicants.
Information about the procedure continues to be provided almost exclusively through a QR code, despite the shortcomings IRC documented in the previous quarter. IRC has also observed a growing number of screening forms containing instructions to examine applicants' electronic devices for identification purposes.



ACCESS TO RECEPTION NOT GRANTED

From the Questura to a homeless day centre.

Even when people leave their appointment with a registered intention to seek asylum, which entitles them to reception, they are no longer transferred to first-reception facilities and instead leave the **Questura** on foot. Police typically provide a handwritten note directing them to a local day centre for homeless people to seek accommodation. However, the centre is not part of the asylum reception system and has no mandate to arrange placements, so it redirects people to the **Prefettura**, the authority responsible for reception. The Prefecture operates a desk only for a few hours on Monday mornings. As a result, people who are already entitled to reception often remain on the street for several additional weeks, usually two to three, before being contacted by the Prefecture or able to access the desk.

Empty places, people on the street.

Meanwhile, places remain available in the first-reception facilities of Campo Sacro and Casa Malala, yet people entitled to reception sleep outside. The paradox IRC described in the previous reports therefore persists, and now extends to people whose right to reception has been formally recognised. As in previous periods, the number of people sheltering in the Porto Vecchio (Old Port) area changes from day to day, ranging often between 70 and 100.

Border procedures in decline after court rulings.

Accelerated border procedures, which IRC observed being applied to more than 40 people in the weeks following the Pact's entry into application, are now used only sporadically. The decline followed a series of decisions by the Trieste Tribunal in August 2026, which found the procedure inapplicable and questioned both the legal basis relied on by the authorities and the classification of the Italian-Slovenian border as an external border.

Definitions of terms in *yellow* can be found in the glossary on p. 15

Following these rulings, the Ministry of the Interior designated the provinces of Trieste, Gorizia, Udine and Pordenone as border and transit areas by a ministerial decree, published on August 10, 2026. While IRC continues to receive reports of some border procedures, most people are now channelled into the ordinary asylum procedure.

UNACCOMPANIED CHILDREN TURNED AWAY

Obstacles to the identification and protection of unaccompanied children persisted throughout the reporting period. Although IRC and partner organisations alert the authorities as soon as a child is identified, children are routinely directed to the ***Questura*** the following day and then turned away because they are deemed "not minors" based solely on their appearance. This practice is contrary to Article 19-bis of Legislative Decree 142/2015, which requires accommodation in dedicated facilities pending identification and provides that, where age is in doubt, a multidisciplinary age assessment must be conducted and the person presumed to be a minor. As a result, children are left on the street without protection.

SECURITISATION, DISSUASION AND INSTITUTIONAL CLOSURE

Evictions and the closure of the last shelters.

Evictions in the Porto Vecchio continued and intensified during the reporting period. According to the Questura, **14 buildings in the area have been sealed since December 2025.** In September alone, authorities cleared an informal settlement housing around 20 people and later **evicted approximately 100 people sleeping near the Old Port**, many of them asylum seekers or prospective asylum seekers awaiting access to reception. The shelter where newly arrived people had been spending the night was subsequently dismantled. As noted in previous quarters, evictions carried out without alternative accommodation do not reduce homelessness but merely displace it.

A permanent police presence in Piazza della Libertà.

Police have maintained a permanent presence in Piazza della Libertà for several months, with local media reporting round-the-clock monitoring. Each evening, officers check the documents of people remaining in the square, including volunteers and humanitarian workers. Staff also report that **police photograph individuals present and share images and personal data with DIGOS** (General Investigations and Special Operations Division of the Italian State Police). According to outreach teams, this constant police presence has intimidated newly arrived people and made it more difficult to establish initial contact.

Definitions of terms in *yellow* can be found in the glossary on p. 15

The authorities justify this approach with repeated episodes of violence in the station area, including stabbings, involving people forced to live on the street and criminal groups active around the station. As in the previous quarter, IRC notes that a response limited to public order does not address the conditions of exclusion in which these tensions arise.

Fines for sleeping outside.

Police also fine people who are homeless and have no choice but to sleep somewhere, on benches and in the garden of Piazza della Libertà. Together with the evictions and the restrictions on assistance, these measures form part of a broader strategy of dissuasion that obstructs access to fundamental rights, starting with access to asylum and to reception.

Institutional closure and the absence of safeguards.

The **Questura**'s lack of engagement with civil society organisations persisted throughout the reporting period. Organisations reporting vulnerable cases, including individuals who should be promptly referred to screening and protection procedures, often receive no response, even after repeated formal communications. More broadly, the Questura no longer engages with civil society actors. This reinforces the concerns highlighted in previous reporting periods: the absence of meaningful cooperation with the third sector, the lack of an operational independent fundamental rights monitoring mechanism, and the absence of legal counselling at the point of access to the asylum procedure. The shortcomings documented in this report reflect persistent gaps in the management of asylum procedures and reception rather than exceptional pressures on the system.



BALKAN ROUTE

People arriving via land from the Balkan Route in Trieste (Italian-Slovenian border)

REPORTING PERIOD: JULY - SEPTEMBER 2026

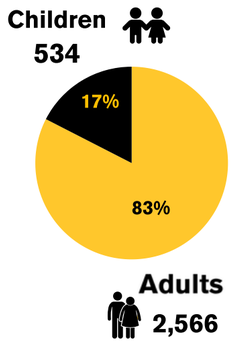
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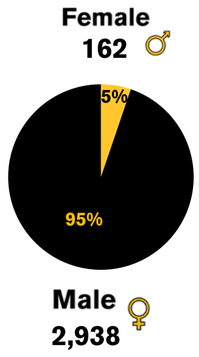
Total number of people supported

3,100

+ 1%

compared to the previous quarter (3,063)





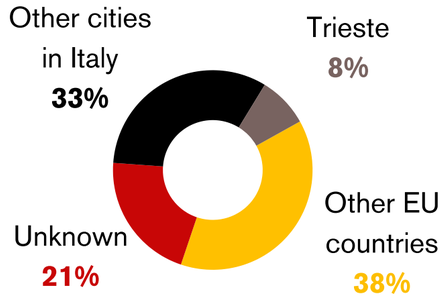


1,225

40%

Coming from **Afghanistan**

MIGRATORY INTENTIONS



MAIN COUNTRIES OF ORIGIN

Afghanistan	1225	40%
Bangladesh	585	19%
Pakistan	417	13%
Türkiye	398	13%
Egypt	118	4%
Nepal	97	3%
India	72	2%
Sudan	39	1%
Iran	34	1%
Iraq	23	1%
Other	92	3%

MAIN DEMOGRAPHIC PROFILES

2,297 Single Adult Men

74%

out of the total individuals supported

2 out of 5 single adult men are from **Afghanistan**

51% of this demographic intends to **stay in Italy,** while **33%** is **in transit to other European countries**, mainly France. The intended destinations of the remaining 16% is unknown.

IRC supported an average of 25 newly arrived single men every day

50 Single Adult Women

2%

out of the total individuals supported

The main countries of origin of single women are Nepal (36%), China (18%) and India (14%)

18% of single women **planned to stay in Trieste,** and **12%** in other Italian cities. **34%** expressed the intention to **reach other European countries**, specifically Spain. The destination of the remaining **36%** is unknown.

IRC supported on average 1 newly arrived single woman every other day

322 Unaccompanied Children (UAC)

10%

out of the total individuals supported

3 out of 4 UAC are from **Afghanistan**

The majority of UAC (**78%**) report to be **in transit towards other countries**, mainly to Switzerland and France. **15%** intends to **stay in Italy** and the intended destination of the remaining **7%** is unknown.

IRC supported an average of 4 newly arrived UAC every day

87 Family Units

Representing **431 individuals, including 214 children**

14%

out of the total individuals supported

The main countries of origin are Türkiye (63%), Afghanistan (17%) and Nepal (5%)

15% of family units plans to stay in Italy, especially Trieste. **37%** intends to travel to other countries, mainly to **Germany** and the intended destination of the remaining 48% remains unknown.

IRC supported an average of almost 1 newly arrived family unit every day

During July–September 2026, the IRC Italy team in Trieste supported **3,100 people arriving via the Balkan Route**, a 1% increase compared with the previous quarter (3,063, April–June 2026).

People from **Afghanistan** represented the **largest nationality group** (40%), followed by **Bangladesh** (19%), **Türkiye** (13%) and **Pakistan** (13%). Other countries of origin included Egypt (4%), Nepal, (3%) India (2%), Sudan and Iran (1% each), alongside other nationalities (4%).

Regarding migratory intentions, **38%** of people expressed an **intention to move to other EU countries**, while **33%** intended to **relocate to other cities in Italy**. A further **8%** planned to **remain in Trieste**, whereas the intended destination of the remaining **21%** was **unknown**. Overall, 41% of people expressed an intention to remain in Italy, either in Trieste or in another Italian city.

Definitions of terms in *yellow* can be found in the glossary on p. 15

WEBSITE VISITORS AND TOP ARTICLES

66,129

Total number of active website users [2]

Total increase **790%**

Compared to same period of 2025 (7,434)

Male 59% **Female 41%**

Top 4 articles visited on Refugee.Info website [5]	Total page views
'*Decreto Flussi* 2026 - 2028: How to get a work permit in Italy'	41,184
'How to check the status of your *permesso di soggiorno* online'	13,036
'Applying for Asylum'	8,979
'Family reunification to Italy'	8,323

TWO-WAY COMMUNICATION

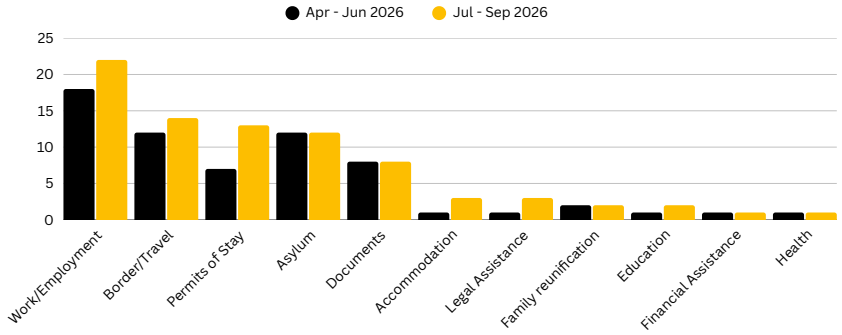
1,600 [1]

Unique clients provided with individualized support

(i.e., **two-way communication** with a moderator)

Between July and September 2026, the Refugee.Info website continued to increase its reach, with over **66,129 active users**, registering a **790% increase** compared to the same period in **2025**. The article on the Decreto Flussi 2026-2028 remained the most visited content, with over 41,000 page views across all language versions, confirming sustained demand for information on regular labour pathways.

Top two-way communication topics [4]



Two-way communication reached around 1,600 individuals, a slight increase compared to the same period in 2025 (1,588). **Work and employment remained the most frequent topic**, followed by Border and Travel, with questions connected to the *Decreto Flussi*. The sharpest increase was in permits of stay, which nearly doubled, reflecting people's needs once they are in Italy and navigating renewals and status procedures. Messages related to asylum and documents remained stable. Accommodation and legal assistance rose from very low levels, while questions on family reunification, education, financial assistance and health stayed marginal.

CLIENT PROTECTION CONCERNS [3]

UNCERTAINTY AROUND THE EU PACT ON MIGRATION AND ASYLUM

Asylum remained the most requested topic, with **questions increasingly focused on the new EU rules.** Users sought step-by-step guidance on application, registration and on which rules apply to claims lodged before June 12, when new EU Pact entered into application. Access to *Questure* remained a major barrier, with users across Italy reporting **repeated unsuccessful visits,** and **difficulties securing appointments** through other organizations. Questions on Dublin cases and appeals against negative decisions also emerged.

PROLONGED DELAYS AND UNCERTAINTY OVER PERMITS

Delays remained a concern, particularly for asylum seekers awaiting their Commission hearing who faced **difficulties renewing permits or obtaining appointments.** In August and September, repeated questions about the validity and renewal of the EU long-term permit suggested a circulating rumour. Other topics included travel with a *ricevuta* or travel document, converting special protection into a work permit, citizenship, and calculating the five-year residence requirement. Some undocumented users also reported being **denied hospital care** for lacking a *codice fiscale*, despite being eligible through an STP code.

DECRETO FLUSSI AND LACK OF HOUSING

Moderators reported **labor exploitation cases linked** to the *Decreto Flussi*, including passport confiscation, forced work and unpaid labour; one user was referred to the national anti-trafficking helpline. Requests from abroad decreased but continued, with users seeking Decreto Flussi employers, asking how to reach Italy from Egypt, Libya and West and Central Africa, and Afghan families facing reunification delays due to pending visa appointments in Tehran. Housing concerns included **homelessness while awaiting reception** and **difficulties renting** despite permanent contracts.

This snapshot presents findings from a quarterly analysis of data collected from IRC's digital information service, Refugee.Info (RI), which provides refugees and migrants with multilingual, accessible, actionable and accurate information nationwide through instant messaging apps, social media and a website.

1 ***Two-way communication*** refers to conversations between clients and Refugee.Info moderators online through Facebook Messenger, Whatsapp and Telegram. Source: Zendesk

2 Source: Google Analytics 4 (GA4), based on a sample of 16,810 users.

3 This finding is not based on quantitative data, but on observations collected from field staff (3 Refugee.Info moderators) through a monthly survey for protection monitoring purposes. Source: Zendesk - Analysis based on a sample of 1191 for Apr - Jun 2026 and 1,236 for Jul - Sep 2026. The graph is based on the **percentages of messages received on specific topics in relation the total number of messages for each quarter.**

5 Source: Google Analytics 4 (GA4). **Unique users** visiting the website are calculated as *active users*, i.e *anyone who has an engaged session or when GA4 collects the "first_visit" event or a specific event parameter relating to time. Disclaimer: The reported data for this quarter may be understated as a result of recent changes to the website domain and temporary indexing disruptions.*



Methodology

In recent months, IRC Italy has strengthened its efforts to systematically and regularly monitor the protection situation of its clients. Monitoring activities aim at identifying shifts in the protection landscape by assessing rights violations, protection risks faced by the affected population, and the information and services needs of people supported. Kindly note that IRC Italy's monitoring efforts do not cover the entire country, rather are limited to reporting observations made and clients reached through IRC programs. The **introduction** and **political context** are the only exceptions, as they are based on secondary data.

Monitoring data is collected using the following methods:

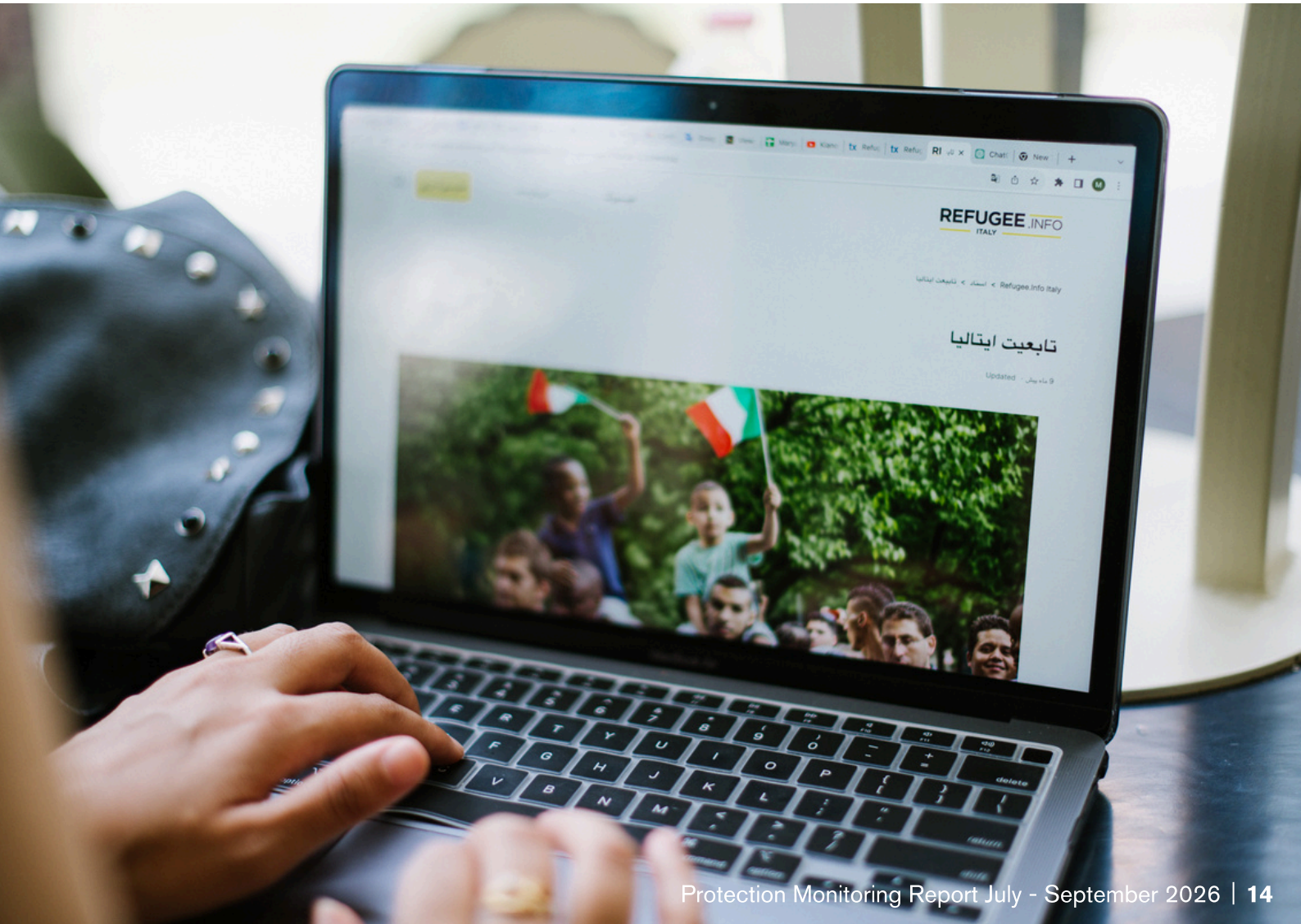
- **Protection at the Borders (Trieste)**: the city of Trieste is one of the main entry points in Italy for people traveling through the Balkan Route. The team, composed of the Area Manager and three field protection assistants, gathers client-related data (e.g. gender, age, nationality, vulnerabilities, pushbacks) while disseminating information and Non-Food Items. All data collected through individual and group interviews is anonymous and documented in a spreadsheet connected to a Dashboard.

- **Refugee.Info (RI):** Refugee.Info is IRC's digital information service which provides refugees and migrants with multilingual, accessible, actionable and accurate information nationwide through instant messaging apps, social media and a website. The RI team tracks the number of messages that are sent to and received by moderators per topic, by tagging messages with "labels". These labels sort the messages into categories. The team also uses labels for clients' ages and genders, and labels indicating if any messages were sent to/from Ukrainian clients or Afghan clients.

Since November 2022, moderators of Refugee.Info and field staff in Trieste have been asked to complete a monthly qualitative questionnaire which serves as an observation tool. The answers to this questionnaire allow IRC staff to monitor changes in the most prevalent migrant profiles and demographics, the most frequently asked questions and requested services, barriers to accessing services, and discriminatory practices faced by clients.

The results of these monitoring activities are presented in this Protection Monitoring Report, which is produced on a quarterly basis. The aim of the report is to provide a summary of the current protection context, highlight developments over the reporting period in terms of demographics, protection concerns and information and services needs, and highlight any trends. It consists of an introduction with information on the current political context, as well as national data on migration flows and the reception system in Italy, followed by two snapshots on Trieste (People arriving via land from the Balkan Route in Trieste) and Refugee.Info project.

A glossary of Italian context-specific terms along with their definitions is presented at end of the report.





Glossary

This glossary will be updated every quarter with Italian context-specific terms contained in the Protection Monitoring Report. All the terms featured within the glossary throughout the report are marked in yellow.

A

Anagrafe – *Office of Vital Statistics or General Registration Office*
The Anagrafe is the population register in which each municipality keeps track of the numbers of the population residing in the area and the changes occurring in it due to natural and civil causes (birth, marriage, death, emigration, etc.).

Source: https://www.treccani.it/vocabolario/anagrafe/

Azienda Sanitaria Locale (ASL) – *Local Health Department*
The Azienda Sanitaria Locale (or Unità Sanitaria Locale, USL) is a local health department where people register to get an Italian health card and be assigned a GP (general practitioner doctor).

Source: https://www.infomigrants.net/en/post/41893/terms-and-acronyms-that-asylum-seekers-need-to-know-in-italy

Assegno Unico Universale per i Figli - *Single and Universal Allowance for Dependent Children*
The Assegno Unico Universale per i Figli is a financial benefit granted by the Italian government to people with dependent children under 21 living in Italy, or to people with dependent children with disabilities of any age. It may be granted to third-country nationals, provided that they meet some income and residence permit-related requirements.

Source: https://italy.refugee.info/hc/en-us/articles/5388918400663-Financial-support-and-bonuses-in-Italy

C

Carta d'identità – *Identity card*
It is an identification document that is issued by the local municipality (Comune – Anagrafe) once an individual has been registered as a resident there.

Source: https://www.infomigrants.net/en/post/41893/terms-and-acronyms-that-asylum-seekers-need-to-know-in-italy

Centro Assistenza Fiscale (CAF) - *Fiscal Assistance Center*
Organizations, listed in a specific register kept by the Revenue Agency, which give fiscal assistance to taxpayers, including third-country nationals, in matters of tax compliance.

Source: https://www.agenziaentrate.gov.it/portale/web/english/nse/glossary#C

Centri di accoglienza straordinaria (CAS) - *Centers for Extraordinary Reception*
Despite the name, CAS (Centers for Extraordinary Reception) are the most common reception facilities for asylum seekers and have the most available spots. CAS are usually managed by civil society organizations and can take the form of big reception centers or apartments. Services available in CAS include food and accommodation, medical attention and support accessing the national healthcare system, social assistance, and cultural mediation.

Source: https://italy.refugee.info/hc/en-us/articles/5388911887383-Your-right-to-stay-in-a-reception-center

Centri di primo arrivo (CPA) - *Governmental First Reception Centers*
CPA (First Reception Centers) are governmental centers for people who have expressed their will to seek asylum. While in these centers, people undergo the identification and fingerprinting process (if not done in the hotspot), submit their asylum application and wait until the Territorial Commission decides on their case. If they are identified as vulnerable, after submitting their asylum application they may be prioritized for transfer to a second level reception center. Services available in the CPA include food and accommodation, medical attention and support accessing national healthcare system, social assistance and cultural mediation.

Source: https://italy.refugee.info/hc/en-us/articles/5388911887383-Your-right-to-stay-in-a-reception-center

Codice Fiscale - *Social security number*
The Codice Fiscale is the Italian social security number, made up of numbers or a combination of numbers and letters on the basis of the individual's first name, family name, date and place of birth. A Codice Fiscale is required for a number of different activities, such as opening an Italian bank account or signing a job contract.

Source: https://italy.refugee.info/hc/en-us/articles/5388910816151-Italian-Social-Security-number-Codice-Fiscale-

Commissione Territoriale per il Riconoscimento della Protezione Internazionale - *Territorial Commission for the Recognition of International Protection*
The Territorial Commissions for the Recognition of International Protection are the authorities who examine applications for international protection. The activities of the Territorial Commissions are coordinated by the National Commission for the Right to Asylum, based in Rome, which is also responsible for the revocation and withdrawal of international protection status.

Source: https://asylum.dlci.interno.it/chi-siamo#:~:text=Le%20Commissioni%20Territoriali%20per%20il%20Riconoscimento%20della%20protezione%20internazionale%20(CCTT,Frontiera%20o%20presso%20le%20Questure.

Comune – *Municipality*
The Comune is an administrative division, roughly equivalent to a township or municipality. The Comune is responsible for many basic civil functions such as a registry of births and deaths, registry of deeds, local residency (residenza), parking permits, garbage tax, etc.

Source: https://www.treccani.it/enciclopedia/comune

D

Dichiarazione di ospitalità - *Declaration of hospitality*
The dichiarazione di ospitalità is a mandatory written communication that every landlord/host must produce to inform the Italian authorities that they are hosting someone in their house. It is compulsory for non-EU citizens, even if they are hosted for one day only.

Source: https://italy.refugee.info/hc/en-us/articles/5392450690711-Italian-Declaration-of-hospitality-Dichiarazione-di-ospitalit%C3%A0

Decreto Flussi - *Flows Decree*
The decreto flussi is an annual policy in Italy regulating the entry of non-EU nationals for work purposes through a quota system. It sets limits on the number of foreign workers allowed to enter the country each year for seasonal, non-seasonal, or self-employment roles, often prioritizing specific industries like agriculture and tourism or countries with migration agreements with Italy. Employers must apply for authorization to hire workers within the quotas, and individuals require a work visa to enter.

Source: https://italy.refugee.info/en-us/articles/20563713139101

E

Esenzione X22 (Assistenza sanitaria stranieri provenienti dall'Ucraina) - *X22 exemption (Healthcare exemption for foreigners from Ukraine)*
The X22 Exemption is a healthcare exemption which is issued to Temporary Protection holders at the time of enrollment in the National Healthcare System and when choosing a General Practitioner and/or Free Pediatrician, following the foreigner's declaration of non-employment. With X22, Temporary Protection holders are exempted from paying the co-pay ('ticket sanitario' in Italian) to access public healthcare services in Italy.

Source: https://italy.refugee.info/hc/en-us/articles/5388954753175-Your-right-to-public-healthcare

H

Hotspot - *Reception upon arrival*

The hotspots are centers, located on EU external borders, where the registration, identification, fingerprinting and medical screening of asylum seekers take place. These operations should be carried out within 48 hours of the asylum seeker's arrival (72 hours in exceptional circumstances).

Source: https://openmigration.org/en/glossary/

I

Indicatore Situazione Economica Equivalente (ISEE) - *Equivalent Economic Situation Indicator (ISEE)*

The ISEE is an indicator of a family's economic condition, issued by the National Institute for Social Security to people with income and assets in Italy. An ISEE is needed to apply for social financial benefits in Italy.

Source: https://italy.refugee.info/hc/en-us/articles/5388954323607-ISEE

"Invito" a formalizzare la domanda di asilo - *"Invitation" to formalize the application for international protection*

The expression of willingness to apply for asylum (or international protection) should not be confused with the formalization of the relevant application, which happens even weeks after the expression of willingness to seek asylum - although it must take place within a short time frame according to the provisions of the current legislation (Legislative Decree 25/2008). From a procedural point of view, the expression of willingness is filed through an "invitation" issued by the territorially competent police headquarters or border police to formalize the application for international protection on the indicated date.

Source: https://www.rescue.org/sites/default/files/2023-08/Abandoned%20Lives%20in%20Trieste%202022-ENG.pdf (p.14)

Idoneità Alloggiativa - *Housing Suitability Certificate*

The Housing Suitability Certificate is issued by the technical office of the Local Municipality where a property is located. This document confirms whether the house is compliant with current health and safety regulations and determines the number of individuals allowed to live inside it without overcrowding.

Source: https://italy.refugee.info/articles/5388944707863

M

Minori Stranieri Non Accompagnati (MSNA) – *Unaccompanied Children* (UAC)

Also sometimes called 'unaccompanied minors', MSNA are children (i.e., people under the age of 18, as defined in article 1 of the Convention on the Rights of the Child) who are outside their country of origin, have been separated from both parents and other relatives, and are not being cared for by an adult who, by law or custom, is responsible for doing so.

Source: https://www.rescue.org/eu/glossary

N

Non-Food items (NFIs)

Non-Food items (NFIs) are items other than food used in humanitarian contexts, when providing assistance to those affected by natural disasters or war or in situation of need.

Source: https://www.unhcr.org/sy/21-non-food-items-nfis.html

Nulla osta - *No Impediments*

A "nulla osta" is an official authorization issued by a competent public authority stating that there are no legal obstacles to proceeding with a specific administrative action, such as applying for a visa, family reunification, or work authorization. Different types of nulla osta exist depending on the procedure, and each is issued by the relevant competent authority.

Source: https://italy.refugee.info/articles/5388944707863

P

Patronato

Patronato is a fiscal assistance center (see definition of CAF above). While the CAF deals strictly with tax assistance, Patronato offers clients a variety of services, ranging from social security assistance to filing claims to apply for various types of benefits.

Source: https://italy.refugee.info/hc/en-us/articles/5388954323607-ISEE

Permesso di soggiorno - *Permit of stay (or residence permit)*

An authorization issued by the authorities of a State that allows a foreigners to reside in their territory in accordance with national and regional regulations.

Source: https://immigrazione.it/docs/2017/glossario-asilo-migrazione.pdf

Permesso di soggiorno UE per soggiornanti di lungo periodo – *EU long-term permit*

An EU long-term permit may be issued to third-country nationals who have lived in Italy for at least 5 years. It allows permanent residency and does not have an expiration date. Also known as 'ex carta di soggiorno', 'permesso illimitato', or '00', this permit prevents people from being expelled from Italy, except in the case of severe State security reasons.

Source: https://immigrazione.it/docs/2017/glossario-asilo-migrazione.pdf

Poste Italiane - *Italian postal service*

Poste Italiane is a provider of financial and postal products and services. It offers a range of products: mail and distribution services; payments, mobile data provider and digital services to individuals and corporate institutions. Among these, there are essential services for migrants, such as the possibility to open a basic bank account and to request the permit of stay and its renewal. The company offers these products and services through multi-regional area offices, post offices, branches and online services.

Source: https://www.poste.it/

Prefettura – *Prefecture*

A Prefettura is a territorial division of the Ministry of the Interior. In Italy, a Prefetto is the Government's representative in a local province. The Prefetto's office is called the Prefettura. There is a Prefettura located in each of the 110 provinces in Italy. Within this office, there is an immigration desk that provides intervention, consultation, and collaboration to protect the rights of migrants.

Source: https://www.unhcr.org/it/wp-content/uploads/sites/97/2020/07/Guida_pratica_rifugiati.pdf

Prenota Facile - *Easy Booking*

PrenotaFacile.it is an online platform that allows migrants, asylum seekers, and refugees to register and book an appointment at the Questura in the city where they live.

Source: https://italiahello.it/en/articolo/prenotafacile-it-what-is-it-and-when-is-it-needed/

Protezione speciale - *Special protection*

Special protection is a form of national protection that may be granted to individuals who do not qualify for international protection if, in case they were sent back to their country of origin, they would be in danger of persecution based on factors such as race, gender, gender identity, sexual orientation, language, citizenship, religion, political beliefs, or personal and social circumstances, or of violations of Italy's constitutional and international obligations. Additionally, consideration is given to the potential risk of these individuals being forcibly relocated from their country of origin to another country where they could face persecution, torture, or cruel and degrading treatment based on the aforementioned criteria.

Source: https://italy.refugee.info/hc/en-us/articles/5388907043095-For-people-who-do-not-qualify-for-international-protection-Permesso-per-Protezione-Speciale

Protezione temporanea - *Temporary protection*

Temporary protection is an exceptional measure to provide immediate and temporary protection in the event of a mass influx or imminent mass influx of displaced persons from non-EU countries who are unable to return to their country of origin. This measure was activated for Ukrainian refugees on March 4th, 2022.

Source: https://italy.refugee.info/hc/en-us/articles/5457658294813-For-people-fleeing-war-in-Ukraine-Permesso-per-Protezione-Temporanea

Q

Questura - *Police headquarter*

The Questura is a territorial office of the State Police that works under the direction of the Ministry of the Interior. Its primary task is to ensure the maintenance of public order and security within the province. The Questura also deals with paperwork related to passports, residence permits, and regularization of foreigners, including international protection applications.

Sourcee: https://www.poliziadistato.it/articolo/960

R

Residenza – *Residency*

Residency is the place where a person has their habitual stay (Article 43 of the Civil Code). Jurisprudence dictates that residency is determined by an individual's physical presence in a certain place (with occasional absences), and their intention to remain there. Residency is evidenced by registration in a public registry of residents, in which each person must register themselves and those under their authority or guardianship.

Source: https://www.treccani.it/enciclopedia/residenza-diritto-civile/

Ricevuta del permesso di soggiorno – *Permit Receipt*

The residence permit receipt ('Ricevuta del permesso di soggiorno' in Italian) is a very important document that proves a person is not irregular in the country while waiting for the renewal or conversion, or the first release of the residence permit. It is an official, legally recognized document within Italian territory. It shows that someone has officially applied for a residence permit ('Permesso di soggiorno' in Italian) or its renewal or conversion.

Source: https://italy.refugee.info/en-us/articles/16727883574557

S

Silos

The Silos is a huge and crumbling privately owned building located next to the Trieste train station. Until June 2024, this building served as an informal settlement for migrants and asylum seekers who lacked access to adequate reception facilities, often finding shelter in tents set up inside. However, on June 21, 2024, the Silos was cleared by Italian authorities, and is no longer used as an informal settlement by people arriving in Trieste.

Source: https://www.rescue.org/press-release/empty-silos-crowded-streets-irc-warns-critical-conditions-trieste

Sistema di accoglienza e integrazione (SAI) - *Centres within the Reception and Integration System*

SAI is a publicly funded network of local authorities and NGOs that provides shelter to unaccompanied children, beneficiaries of international protection, vulnerable asylum seekers and people who have obtained some other residence permits for specific reasons (such as beneficiaries of national protection).
The SAI system consists of small reception structures where assistance and integration services are provided.

Source: https://italy.refugee.info/hc/en-us/articles/5388911887383-Your-right-to-stay-in-a-reception-center

Servizio Sanitario Nazionale (SSN) - *National Healthcare Service*

The SSN is Italy's public health system. It is organized under the Ministry of Health and is administered on a regional basis (see 'Azienda Sanitaria Locale above'). It provides healthcare to all citizens for hospital care, emergency care and primary care provided by general practitioners and pediatricians. Those who are registered to SSN have the same rights and duties of Italian citizens including the co-payment of fees for the services provided (ticket). The contribution varies according to the financial situation of the applicant.

Source: https://italy.refugee.info/hc/en-us/articles/5388954753175-Your-right-to-public-healthcare

T

Tessera Sanitaria - *Italian health card*

The Tessera sanitaria is the Italian health card that gives access to health care services. It can be used to book medical checks and get medicines. It also referred to as the TS-CNS, which stands for "tessera sanitaria — carta nazionale dei servizi" (in English, health and national services card), as it gives access to some public services. For third-country nationals, the Tessera Sanitaria will be valid for the same time as their residence permit.

Source: https://www.agenziaentrate.gov.it/portale/web/english/nse/glossary#R



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