

CLUSTER (C_A.3.1_0014)

WP6 – A.6.1.1 Mapping of Policy Frameworks Italy Report ARCES Association

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Introduction and Methodology

The report is the result of the activities relating to the project Output 6.1 (A.6.1.1 - *Mapping of Policy Frameworks*), implemented within Work Package number 6 (*Raising awareness of public authorities to create supportive environment for employment*).

This report is therefore the result of several different actions carried out by **ARCES ASSOCIATION (PP1)** in coordination with the **WP6 leader (General Agency for Regional Development, PP7)**, the Project Coordinator (**IEMed, BEN**) and all the project partners (PPs), namely: design and translation of the consultation for mapping policy frameworks related to fostering employability of youth and women; conduction of the consultation with public authorities and Civil Society Organisations (CSOs); and analysis of the feedback received complemented by desk research. This consultation and the elaboration of the report lasted for two months (October – November 2022).

The questions tackled the employment landscape in each project targeted country/region in the context of COVID-19, in addition to addressing the challenges of NEETs in accessing the labour market and the role of public institutions in combating their exclusion. The consultation also refers to the level of trust young people have in Public institutions and the synergies that already exist between the government and external employment initiatives. This specific set of questions was designed by PP7 with the input and comments of all other PPs and the Project Coordinator.

ARCES Association carried out desk research through data collection in order to gather information on the economic and employment situation in the region of Sicily for young people aged 18 to 30. These official and therefore reliable statistics come from various institutions, mainly ANPAL SPA and CIAPI, as well as ISTAT and EURISPES, in order to get official statistics, analysis and reports on the NEETs' situation in Sicily.

In parallel, ARCES contacted various employment, youth support and social inclusion structures such as CESIE Organisation, Fondazione Comunitaria di Agrigento e Trapani, The Regional departmental of employment¹, the Metropolitan City of Palermo / Municipality of Palermo and some of these organisations responded to its invitation by sending a written report while some other answered by phone to the planned interviews.

¹ Source: <https://www.regione.sicilia.it/istituzioni/regione/strutture-regionali/assessorato-famiglia-politiche-sociali-lavoro/dipartimento-lavoro-impiego-orientamento-servizi-attivita-formative>

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We spent more than one month for the report elaboration process, due to the limited time of availability of the local and regional actors, as they did not respond to the consultation in time, due to other urgent commitments.

In particular, we have chosen two relevant organizations to investigate the main issues related to the NEET phenomena and high rate of youth unemployment in the Region of Sicily, namely ANPAL SPA and CIAPI, each of which covers a large and important area in the field of labour market active policies.

Employment Landscape

During the first quarter of 2022, labour market performance was positive thanks to employment growth, which led to a fall in the unemployment rate to 7.9%, (the lowest since 2009).

Employment in recent months has been above 23.3 million, the highest figure since June 2019 and up 2% compared to the corresponding months of 2021.

Also due to the decline of the population of working age, the employment rate in June 2022 reached a historical high of 60.4%, then decreased slightly to 60.3%.

With reference to the categories of employment, in the first half of 2022 the phase of growth of dependent employment continued, driven by the thrust of the term workers - which, surpassing the value of 3 million, in the second quarter reached 17,3% of employees. The trend of self-employment, which is still below the pre-pandemic period, is less lively.

In detail, in the second quarter of 2022, the economic growth of employment was generalized, with two sectors, namely construction and services, showing the highest increases (respectively: +61 thousand and +94 thousand employees compared to the previous quarter).

According to the ISTAT², in October 2022 the number employed people rose, while **a drop was recorded for both unemployed and inactive persons**. On a monthly basis, the growth of employment (+0.4%, +82 thousand) involved both genders and people over the age of 50, while for others decreased. Overall, the employment rate rose to 60.5% (+0.2 p.p.).

² Source: PRESS RELEASE, EMPLOYMENT AND UNEMPLOYMENT (PROVISIONAL ESTIMATES) - OCTOBER 2022: <https://www.istat.it/en/archivio/278385>

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In the last month, the drop of unemployed persons (-0.4%, -8 thousand) was recorded for men and all age groups except 25-34 years. The unemployment rate declined to 7.8% (-0.1 p.p.), the youth rate to 23.9% (-0.2 p.p.).

In October 2022 the decrease of inactive people aged 15-64 (-0.5%, -62 thousand) concerned women, people aged 25-34 years and those having more than 50 years. The inactivity rate fell to 34.3% (-0.2 p.p.).

In the last three months, unemployed persons fell (-1.7%, -34 thousand) while an increase was registered for inactive people aged 15-64 years (+0.1%, +13 thousand).

Compared with October 2021, the number of employed persons increased by 2.2% (+496 thousand), the growth concerned both genders and all age groups except 35-49 years; the employment rate showed an increase of 1.5 p.p. .

On a yearly basis, the rise of employed people was accompanied by a decrease of both unemployed persons (-14.0%, -321 thousand) and inactive people aged 15-64 (-2.6%, -336 thousand).

According to Istat, in 2021³, the unemployment rate was different on the territory: 16.4% in the Mezzogiorno area, more than three times higher than in the North-East and almost two times higher than in the Centre. In Sicily the rate was reaching 18.7%.

In 2021, the NEETs in Italy are 23.1% of the population aged between 15 and 29. In the South, the incidence is double compared to the Centre-North.

In the 6 Italian regions, Molise, Campania, Puglia, Basilicata, Calabria and Sicily, the NEETs have outnumbered the working youth. In Sicily, Campania, Calabria for 2 employed young people there are 3 others who are NEET⁴.

Among the worrying consequences of the pandemic on the labor market we have the increase in inactivity and the phenomenon of NEETs among young people aged 15 to 29. In Sicily, the inactivity rate in 2021 was one point higher than in 2019 and the share of young people not included in either a study program or a job program was the highest in Italy (36.3%)⁵.

³ Source: Noi Italia 2022, ISTAT available at <https://noi-italia.istat.it/pagina.php?L=0&categoria=16&dove=ITALIA#>

⁴ Source: <https://www.lasicilia.it/lavoro/news/in-sicilia-piu-need-che-lavoratoti--1623726/>

⁵ Source: <https://www.palermotoday.it/economia/sicilia-regione-piu-giovani-nullafacenti.html>

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The COVID-19 context and the Russian/Ukrainian conflict

Even in Sicily, like the rest of the country, the health emergency has caused an economy contraction of dimensions which we have never seen since the post-war period.

However, the **economic activity in Sicily** has been growing since spring of 2021, which was aided by the acceleration of the vaccination campaign and by the gradual relaxation of the restriction measures.

The recovery in economic activity has been resulted in an improvement in employment levels. In the private non-agricultural field, during the first eight months of the year, a higher number of employees were employed, particularly in the fields most affected by the health emergency (tourism and recreational services) through fixed-term contracts.

Job creation has involved young people and women in Sicily. The use by companies of wage integration measures has been reduced compared to what was observed in the acute phase of the pandemic, but remains high.

Signals of recovery have occurred in the labour market during 2021. On average, **in the first half of the year, our Region registered a moderate increase of the employment rate for the population aged 15-64** compared to the corresponding figure for 2020.

In comparison with the pre-pandemic period, **employment levels in Sicily have remained lower**. The improvement of the employment prospects compared to 2020 has led to a recovery in the labour supply, which has determined an increase in the unemployment rate.

Data from the mandatory communications of Ministry of Labour and of social policies relating to employment relationships confirm an improvement in the employment situation since spring this year. The balance between activations and cessations has been positive since March, and net job creation has intensified in the following months.

Employment dynamics have been particularly positive for the areas more affected by the pandemic (tourism, art, culture, sport, leisure and other services), whose new working positions, during the first eight months of the year, accounted for over four fifths of the total.

The resumption of recruitment also involved the youngest (15-24 years) and women, categories that had suffered the most last year; in both cases net activations are higher than in the first eight months of both 2020 and 2019.

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Last year, employers in the Mezzogiorno area were given the opportunity to benefit from a partial de-contribution of paid employment.

In the first half of the year, the number of new VAT entries arose: according to data from the Ministry of Economy and Finance, those open in the region, referring to more than three quarters of individuals, increased by 19,5 per cent compared to the first half of 2020, when they had fallen by the same percentage year-on-year; the level remains lower than observed in the pre-pandemic periods.

Negative consequences, however, are also recorded in the Sicilian territory also for the cascading effects of **the Russian/Ukrainian conflict**.

Policy Framework and Responses

There are no constraints and shortcomings in the Italian legal system that lead to the exclusion of young people and women from the labour market⁶. On the contrary, women and young people are the beneficiaries of specific measures both for their integration into working life (traineeships, incentives for the firms they employ, etc.) and for the creation of businesses.

As for young NEETs at European level, different experiences are based on the outcome-based mechanisms that are the achievement of results such as:

1. **Prevention - "Energise Social Impact Bond"**, (SIB) in UK to support the employment prospects of adolescents at risk of becoming NEETs;
2. **Work placement - "Academia de Codigo"**, (SIB) in Portugal to support the employment of unemployed young people through intensive coding bootcamps;
3. **NEET cluster with high need relevance - "Back on track" program** of the Flemish Government, funded through a SIB to support the socio-occupational integration of homeless young people (and at risk).

The Youth Guarantee Programme and **the New SELFIEmployment initiative**⁷ are the most relevant national measures in Italy. Of course, these two national measures apply to the context of Sicily Region, but beside these national measures there are further regional measures.

⁶ Source: Neet working - Piano di emersione e orientamento giovani inattivi 2022 – Ministro per le politiche giovanili – Ministero del lavoro e delle politiche sociali. https://www.politichegiovani.gov.it/media/fodnvowp/piano_neet-2022_rev-gab.pdf

⁷ <https://www.invitalia.it/cosa-facciamo/creiamo-nuove-aziende/nuovo-selfiemployment>

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The **Phase 2 Youth Guarantee Programme** is a European initiative⁸ born from the necessity to address the difficulties of employment and youth unemployment. It's addressed to Young Neet aged 15-29 of all the regions and the Autonomous province of Trento. Young people up to 34 years of age living in Abruzzo, Basilicata, Calabria, Campania, Molise, Puglia, Sardinia and **Sicily**⁹, whether or not engaged in training or education, can take advantage of the opportunities of Axis 1bis.

Young people shall receive a high-quality offer of work, education or training within a limited period of time following the onset of unemployment or the abandonment of formal education. The Programme includes: job offer, continuation of studies, apprenticeship or internship. The offer is personalised and considers the elements that make the employment more difficult (e.g., territorial, demographic, family and individual variables). The offer must be made within 4 months of the start of unemployment or the exit from the education or training system.

ARCES association plays an important role in the design and implementation of initiatives and project supported by the EU and other National/ Regional stakeholders, such as ANPAL Servizi S.p.A., CIAPI, etc. ARCES is one of the main partners of both organisations, namely ANPAL Servizi S.p.A. and CIAPI, being enrolled in several initiatives carried out by these structures.

ANPAL Servizi S.p.A. operates institutionally as an instrumental body of ANPAL, Agency supervised by the Ministry of Labour and Social Policy, which determines the guidelines and objectives for the promotion of employment in Italy and abroad. The sole shareholder of ANPAL Servizi S.p.A. is the Ministry of Economy and Finance

ANPAL Servizi S.p.A. services supports ANPAL in the implementation of the following tasks:

- Implementing active employment policies for job seekers;
- Strengthening employment services for the particularly disadvantaged (migrants, victims of trafficking and labour exploitation, disadvantaged persons within the meaning of Law 381/1991 and Legislative Decree 276/2003 and beneficiaries of inclusion income);
- Relocating unemployed people through the use of Naspì, Dis-Coll or Asdi.

ANPAL implements tools and methodologies to support public and private labour market operators; it manages projects aimed at identifying stable employment opportunities, especially in favour of workers involved in company crises and promotes initiatives of self-employment in a single and associated form.

In addition, it promotes the strengthening of the role of the Education and Vocational Training system (EVTS) in the development of school-work placements and the transition between education, training and work, including through apprenticeship contracts at first and third level, and in building stable relationships with businesses.

⁸ <https://ec.europa.eu/social/main.jsp?catId=1079&langId=en>

⁹ Source: <https://www.regione.sicilia.it/istituzioni/regione/strutture-regionali/assessorato-famiglia-politiche-sociali-lavoro/dipartimento-lavoro-impiego-orientamento-servizi-attivita-formative/avvisi-bandi-fondo-sociale/garanzia-2-fase>

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Below are mentioned the main measures of Youth Guarantee two, managed as a platform by CIAPI.



- **Orientation:** Cognitive interview to identify the path of insertion customized according to the individual, formative and professional characteristics.
- **Formation:** Specific training path oriented towards work or reintegration into the training paths.
- **Apprenticeship:** Employment contract for the integration of young people which provides training content.
- **Traineeship:** Training period in the company with a monthly attendance allowance.
- **Civil Service:** Experience of civic and social participation in projects of solidarity, cooperation and assistance that provides a salary.
- **Self-employment:** Services in support of entrepreneurial attitudes, with training, assistance in writing the entrepreneurial project, support to the startup, access to credit instruments.
- **Professional mobility:** it encourages mobility in Italy and other EU countries and provides a voucher to cover travel and accommodation costs for 6 months.

Here below we also mention **some initiatives** aiming at promoting employment in the Region of Sicily:

- Promoting entrepreneurial education by providing young people with the skills needed to manage a sustainable enterprise as a tool to foster youth employment | **STARS4SD project**
- Establishing a system to identify, promote and accompany young people in their entrepreneurial process, improving their initiatives, potential, knowledge and skills, and ensuring the most successful process and results | **YOPEVA project**
- Stimulating, in a logic of Community Welfare, the construction of a system of public-private partnerships, towards the inclusion of working, housing and social immigrant youth | **ALI project**
- Supporting young people in a conscious planning of their professional future: helping them to deepen the dynamics of the contemporary world of work and to have an active approach to job search | **Talenti project in Comune**
- Developing a training and integration scheme based on the model of Rural Social Innovation (RSI) in order to create new and sustainable employment opportunities and self-employment for young women | **InnovAgroWoMed project (ENI CBC MED)**
- Encouraging the development of cooperation mechanisms between private social actors and public administrations to promote the social and occupational inclusion of vulnerable groups, including NEET | **MoreThanAJob project (ENI CBC Med)**

Main Challenges

Among the main **barriers** to youth employment, we would like to mention the following ones:

- The Labour market that does not offer many opportunities, especially in the southern regions of the country, such as Sicily, Calabria, Campania, etc.

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- Difficulty in entering the labour market for those with low or no qualifications;
- Gap between training provision and labour supply, including weak link between educational institutions and enterprises.



Sicily, in absolute terms, **is the main factory of NEET** (young people who do not study and do not work) in Italy. If we do not act with effective policies, we risk becoming the more dramatic social problem in the coming years. The "lost generation" phenomena is not an inevitable destiny, it is a risk. Our NEETs want to bet on themselves and to exercise a positive role, but it is also true that they are quick to demotivate and get lost if not stimulated and encouraged to be enterprising.

NEETs are the category most at risk of slipping into a negative corrosive spiral, that is, falling into a state of deprivation not only economic and employment, but also widening (horizontally) to other spheres of life and decreasing (vertically) deep into affecting the ability to react and rise. The more one remains in this condition, the more personal frustration increases, leading first to distrust of institutions and a deterioration in the sense of social belonging, and then eventually to the point of generating insecurity, disaffection and loss of self-confidence. The use of available resources is the only possible response tool to put the NEET back at the centre also in relation to the additional opportunities that could be arranged by political decision-makers.

The reasons that keep young people NEETs out of the training system and the labour market are many and the **main risk factors** are:

- Have a low level of educational achievement;
- Living in a low-income household;
- Come from a family where a parent has experienced periods of unemployment;
- Have been growing with only one parent;
- Being born in a country outside the EU;
- Living in a rural area;
- Have a disability.

It is desirable to take decisive actions to combat the NEET phenomenon by making use of Programmes already active - such as **Youth Guarantee Programme** - which should be strengthened by supporting more local projects financed by municipal or regional contributions and managed by third sector associations.

In doing so, one protected space will be created to facilitate the matching between the Programme and local needs.

Without enhancing the above-mentioned Programme, there is a high risk of proposing solutions that are not very different from those implemented to tackle long-term unemployment and therefore not very effective for the specific target groups.

As mentioned in the **2022 Youth Report of the Giuseppe Toniolo Institute**¹⁰, young Italians -in comparison with their European peers – have fewer opportunities to find jobs in Italy. Young people have high hopes for the National Recovery and Resilience Plan (NRRP), which includes

¹⁰ Source: https://www.istitutotoniolo.it/wp-content/uploads/2022/06/Comunicato_RG_22_DEF.pdf

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measures that concern them, from school to work transition targeting young people under the age of 30, but unfortunately these measures are fragmented and disconnected.

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For young people, the pandemic crisis should represent the jump from a country in which they struggled to grow - which unfortunately did not create opportunities equal to the potential of young people - and a country based on a new economic model that focuses on the sensitivity of young people to the environment, advanced skills in the digital transition and technological and social innovation.

Social and civil society organizations (CSOs) can foster trust among young people because they allow to strengthen those social skills and "life skills" that have been greatly reduced during the two years of the pandemic, which ultimately leads to increased employment opportunities.

The young "NEET" is in a condition of marginality that weakens self-confidence, while the commitment to volunteering and civil service does the opposite: it makes him feel active in something that is useful and does not feel, therefore, disadvantaged subject.

In the virtuous circuit of learning and doing where a Neet can acquire a large part of soft and entrepreneurial skills, the certification of such skills is the fundamental tool to support his/her integration in the labour market.

The same Report states that more than 60% of the Italian (18-34 years) wants a new economic model that combines "inclusiveness, social and environmental sustainability, and lastly enhancement of diversity."

It highlights a lack of confidence by this age group towards institutions, particularly national ones. This lack of confidence is also confirmed by ISTAT (report of May 2022).

According to the data of "Il Rapporto Italia" cured by Eurispes – now in its 34th edition ¹¹– the level of trust of young people towards public institutions appears to be marked by a substantial negative trend, particularly worsened by the pandemic crisis and, above all, the increasing flow of young people wishing to leave the island to end the cycle of university studies or to find a stable employment elsewhere.

In Italy, the excessive segmentation and differentiation of services aimed at young people (branches, information services, training, guidance, counselling, placement etc.) combined with fragmentation at different levels of government (municipal, provincial, regional, national, European), produces a disorientation effect, as well as a dispersion of energy and public resources.

It is important to ensure one national structure is created, capable of both defining a single strategic perspective and enabling innovation processes aimed at facilitating local partnership projects and exchanges of good practice.

¹¹ Source: <https://eurispes.eu/news/risultati-del-rapporto-italia-2022/>

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We look forward to having a central control room that defines methods and paths based on the regional specificities and different contexts in which young people live, which should promote the construction and development of collaborative territorial networks where recipients and implementers of the intervention work together with a view to design "customized" interventions.

In addition, the structure of announcements addressed to young people should also be changed: posters hanging in the city would be more useful to publicize both the job opportunities and the bodies to turn to.

In terms of future improvements, some limitations of the current systems should also be mentioned here below:

- Difficulties of private social actors in coping with the high bureaucratic level of local authorities and institutions;
- Fragmentation of local initiatives that generate in turn difficulties to develop synergistic opportunities capable of responding more effectively to the needs of the NEET;
- Institutions and public administration often have a shortage of staff which makes it difficult for them to participate actively in collaborations with other local actors (for example, civil society organisations, training centres, etc.)
- Lack of an information-gathering centre on training initiatives and job opportunities to allow greater coordination between the different local actors and therefore, greater possibilities of collaboration for the development of services and initiatives that respond to the needs of citizens;
- If we consider the abovementioned Programme, we could also say that the governance of Phase 2 Youth Guarantee is entirely entrusted to the managing authority operating at the central level. There are no particular problems with the intermediate bodies and the regions, but it would be desirable to set up a Youth Policy Department in Sicily.

Approaches Going Forward

The main challenge is to be able to effectively integrate the need for strategic governance with the existing potential of our territories. We should be able to identify mechanisms capable of reconciling:

- the ability of existing actors operating in our territories to create fruitful collaborative relationships to implement actions in favour of young people - and
- the need to guide interventions within a unified national framework according to strategic governance.

Among the possible initiatives, there is one initiative that deserves attention aiming at encouraging and/or consolidating the creation and animation of spaces for young people - hubs of communities - dedicated to experimenting with forms of activation bottom-up and collaboration around the theme of training and guidance through the activation of accompanying experts, the definition of integration objectives, the identification of paths, the re-elaboration of experiences and the promotion of entrepreneurship.

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Listening to young people is also fundamental to understand if their conventional concept of society is the same as the one in which we presume to insert them.

First, and foremost, we would like to insist on our shared responsibility to carry out our programme of work aiming at the development of the following tasks:

- Implementation of initiatives that involve the engagement of different actors – from training institutions (TVETs) to public administrations – to promote the employment of the most vulnerable groups;
- Analysis of the labour demand and development of training opportunities to enable young NEETs to integrate more easily into the labour market by responding better to the current supply;
- Capitalization of experiences and attempts at collaboration between different local actors;
- Creation of an information center that allows to collect the integrated offer of existing services in our territory;
- Networking by public operators to set up a single nodal center dedicated to the matching between job supply and demand that highlights the use of different measures "cumulative" adopted by the decision-makers both at national and regional level.

References

- Source: PRESS RELEASE, EMPLOYMENT AND UNEMPLOYMENT (PROVISIONAL ESTIMATES) - OCTOBER 2022: <https://www.istat.it/en/archivio/278385>
- Source: <https://www.lasicilia.it/lavoro/news/in-sicilia-piu-neet-che-lavoratoti--1623726/>
- Source: <https://www.palermotoday.it/economia/sicilia-regione-piu-giovani-nullafacenti.html>
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- Source: <https://www.invitalia.it/cosa-facciamo/creiamo-nuove-aziende/nuovo-selfemployment>

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Annex: Table of Stakeholders Consulted

Name	Type/ Mission	Website	Status
ANPAL SERVIZI SPA	ANPAL Servizi S.p.A. is a joint-stock company, whose sole shareholder is the Ministry of Economy and Finance. (Regional / National agency dealing with Labour Market active policies)	https://www.anpalservizi.it/azienda/missione	Contacted.
CIAPI	C.I.A.P.I. aims at implementing trainings targeting students, workers, NEET, unemployed people, etc. with the final aim of reducing poverty, promoting social inclusion, and improving people's living conditions.	https://www.ciapiweb.it/	Contacted.
CESIE	CESIE is a European centre of studies and initiatives established in 2001.	https://cesie.org/en/about-us/	Contacted.
Fondazione Comunitaria di Agrigento e Trapani	Community Foundation of Agrigento and Trapani is a civil society organization - which promotes social, economic, cultural and environmental development in the territory of the provinces of Agrigento and Trapani.	https://fcagrigentotrapani.it/chi-siamo/	Contacted.
Metropolitan City of Palermo / Municipality of Palermo	Local authority	https://www.ponmetropaleramo.it/asse-3-servizi-per-l-inclusione-sociale	Contacted.
The Regional departmental of employment	Regional authority	https://www.regione.sicilia.it/istituzioni/regione/strutture-regionali/assessorato-famiglia-politiche-sociali-lavoro/dipartimento-lavoro-impiego-orientamento-servizi-attivita-formative	Contacted.

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