



Ministero degli Affari Esteri  
e della Cooperazione Internazionale

**COMITATO INTERMINISTERIALE PER I DIRITTI UMANI**

***Updates to Italy's Reply to the List of Issues of the Committee against Torture concerning seventh periodic report of Italy (CAT/C/ITA/7 and annexes), submitted on January the 7<sup>th</sup> 2021 under article 19, paragraph 1, of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, for its discussion on the occasion of the eighty-fourth session – (Geneva, 13 April-1 May 2026)***

*March 2026*

**Q. 1.** *In its previous concluding observations (CAT/C/ITA/CO/5-6, para. 48), the Committee requested the State party to provide information on the follow-up to its recommendations on: the implementation of the Memorandum of Understanding of 2 February 2017 between Italy and Libya; the monitoring of immigration detention facilities; and the investigation and prosecution of instances of police brutality or excessive use of force (see paras. 23, 27 and 39, respectively). Noting that replies concerning the information sought by the Committee were provided on 21 December 2018, 30 July 2019 and 5 August 2019 (see CAT/C/ITA/CO/5-6/Add.1 to Add.3) and, with reference to the letter dated 27 June 2019 from the Committee's Rapporteur for follow-up to concluding observations, the Committee considers that the recommendations included in paragraphs 27 and 39 of the previous concluding observations have not yet been implemented. The recommendations in paragraph 23 of the previous concluding observations are considered to have been partially implemented.*

1. Combating irregular migration and fighting human traffickers are undisputed priorities for Italy, shared with the European Union and its members, according to an approach structured around a number of key points: dialogue with countries of origin and transit, as well as support for their stabilisation, the establishment of legal and safe migration channels for economic migrants, and support for development in countries of origin and transit.

2. The 2017 Memorandum – which the Government is committed to renewing and implementing following a motion by the Chamber of Deputies – aims to strengthen the capacity of the Libyan authorities to respond to the migration challenge, in full compliance with the respective human rights obligations of the parties. All actions taken by Italy fall within the framework set out in the Memorandum, improving its effectiveness and pursuing the primary objective of protecting human rights and preventing massacres in the Mediterranean.

3. Italy is encouraging enhanced co-operation between Libyan Authorities and relevant International Organisations (UNHCR and IOM in particular), in order to improve the conditions of migrants, especially vulnerable groups. There have been welcome positive results in the last years in terms of access by International Organizations to detention facilities, and a better co-ordination with local authorities, also in terms of assisted voluntary returns.

4. In this regard, Italy is committed to supporting numerous initiatives in aid of refugees and asylum seekers carried out by the United Nations High Commissioner for Refugees (UNHCR) in Libya. Initiatives such as those that, from 2017 to 2024, have enabled UNHCR to strengthen basic services for asylum seekers and refugees and to evacuate the most vulnerable refugees from Libya, or such as that provided for in the Migration Fund programme.

5. In addition to the above, humanitarian corridors have been opened thanks to the protocol signed in December 2023 by the Italian Ministry of the Interior and Ministry of Foreign Affairs and International Cooperation, the UNHCR, ARCI Association, the Community of Sant'Egidio, the Federation of Evangelical Churches and National Institute for Health, Migration and Poverty (NIHMP).

6. Thanks to these initiatives, people forced to flee their countries due to war and violence and who are temporarily in Libya continue to be rescued. Among them are children, women who are victims of trafficking, survivors of violence and torture, and people in serious health conditions. The strengthening of the Libyan authorities' capabilities in this area has enabled the rescue and recovery of more than 20,000 people at sea during 2025.

7. The fight against human trafficking is a priority for Italy in the multilateral arena, including within the United Nations Human Rights Council, to which our country is a voting member for the three-year period 2026-2028, confirming Italy's credibility and focus on the protection of human rights. During the autumn session of the Human Rights Council, Italy spoke out in strong support of the technical assistance provided by the Office of the High Commissioner for Human Rights to Libya, including by co-sponsoring the resolution providing for its continuation.

8. Finally, it's worth highlighting the ongoing commitment of the Italian Embassy in Tripoli to raising awareness among Libyan authorities – at all levels and building on a solid network of relationships – about respect for human rights. The Embassy itself is firmly committed to this cause, working alongside civil society and rights organisations, and has received expressions of appreciation for the Italian government's efforts in supporting voluntary repatriation programmes for migrants from Libya.

9. See also answer under Q.9 for further context reference.

**Q. 2.** *With reference to the Committee's previous concluding observations (paras. 10–13), please provide updated information on the measures taken to bring the content of article 613 bis of the Criminal Code into line with article 1 of the Convention. Has the State party taken steps to ensure that acts of torture are not subject to any statute of limitations?*

10. With reference to the request for legislative amendments to the offence set out in Article 613 bis of the Criminal Code, as well as to the statute of limitations regime, reference is made to the clarifications and information provided in the previous reply of 2021 (CAT/C/ITA/QPR/7) based on the absolute prohibition of torture under Italian law.

**Q. 3.** *Further to the Committee's previous concluding observations (paras. 16–17), please indicate the measures taken to establish a national human rights institution that complies with the Principles relating to the status of national institutions for the promotion and protection of human rights (the Paris Principles). In view of the establishment in 2014 of the National Authority (Guarante nazionale) for the Rights of Persons Deprived of Personal Liberty as the national preventive mechanism under the Optional Protocol to the Convention, together with the existing preventive mechanisms at the regional and city levels, please provide information on the National Authority's activities and achievements with respect to the prevention of torture and ill-treatment during the period under review. In this regard, please provide information about the steps taken by the State party in response to the recommendations made by the National Authority. Please also provide updated information on the concrete measures that have been adopted to ensure the functional, structural and financial independence of the existing regional and municipal preventive mechanisms for the prevention of torture, as well as information about the coherence and consistency between the central and local components of the national preventive mechanism.*

11. Over the years, including in the current legislature, numerous draft bills to establish a NHRI have been presented to the Italian Parliament, demonstrating the constant attention to this matter paid by the Italian Government and political parties in general.

12. Furthermore, several independent authorities or institutions that promote and protect fundamental rights and freedoms have been already established in Italy, in particular the National Guarantor for the rights of persons detained or deprived of liberty, the National Authority for the Protection of Childhood and Adolescence, the Italian Data Protection Authority, the Communications Regulatory Authority and, since 2025, also the National Authority for the rights of persons with disabilities.

13. The power of delegation, granted to the National Guarantor for the Rights of Persons Deprived of Liberty (GNPL) by Law No. 130/2020, has been exercised in the context of the deprivation of liberty of migrants. The delegation allows the power of visit to be transferred to regional or local Guarantors. Through this mechanism, the GNPL carried out visits to six migrants' detention places (the pre-removal Centers – 'CPR's – in Bari, Brindisi, Turin, and Milan; the Taranto hotspot; and the Isola di Capo Rizzuto first reception center). The GNPL drafted a Summary Document on CPRs: this has been based on the results of the visits, also including the monitoring carried out by local Guarantors between January and March 2023, and was sent to the Ministry of the Interior on April 26, 2023.

14. The GNPL has ensured the annual monitoring of TASER supplies provided to the Carabinieri Corps, the State Police, and Guardia di Finanza, as well as tracking the device individual uses. Furthermore, the use of the TASER has been incorporated into a dedicated joint training programme for Carabinieri Corps.

15. The GNPL continued its activities as *amicus curiae* by submitting memoranda and opinions to both national and international judicial authorities.

16. The version of the 2022 CPR Regulation explicitly provides that: «Upon timely notification to the Prefecture, access [to CPRs] shall be granted to members or staff of the Office of the National Guarantor for the Rights of Persons Deprived of Liberty, as well as monitors specifically appointed by the National Guarantor in the exercise of the functions referred to in Article 8, paragraph 6 of Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008». Therefore, the legal framework now explicitly recognises the prerogative of the GNPL's monitors to access pre-removal detention Centres involved in forced return operations.

17. The Asylum, Migration and Integration Fund (AMIF) National Programme, in line with Directive 2008/115/EC, provides for the implementation of a forced-return monitoring system. The AMIF Responsible Authority has identified the GNPL as the appropriate body for implementing a national system for monitoring forced returns. By enforcing this system, the objective is to ensure that returns are carried out with respect for the human dignity of the persons subject to removal and in full compliance with fundamental rights. Since 2017, some AMIF projects have been implemented by the GNPL, including:

a. 2020–2023, 'Implementation of a forced-return monitoring system': this project built upon the National Guarantor's experience in its role as an effective monitoring system. It provided training for staff involved and adopted a global approach to return operations, extending monitoring to post-arrival and post-return phases through cooperation with the NPMs of the third countries of return.

b. 2024–ongoing, 'Forced returns and protection of rights': this latest project has expanded its functional perspective to external actors (including civil society organisations), who will be trained as monitors and deployed in return operations by the GNPL. The project is based upon a solid collaboration with academic experts (through three action-research initiatives) on themes such as: safeguarding the right to health in CPRs and during return operations; security management models in administrative detention; and the effectiveness and sustainability of return policies in terms of protecting human rights of returnees.

18. During the period under consideration, the GNPL drafted and published three reports on regional visits (to Tuscany, Liguria and Piedmont); 33 reports on ad hoc visits; a summary document on migrants' detention (delegated power of visit to regional and local Guarantors); two thematic reports (special regime 41bis and Youth Offender Institutions); and two reports on follow-up visits.

**Q. 4.** *With reference to the Committee's previous concluding observations (paras. 18–19), please provide information on any new measures taken by the State party during the reporting period to ensure that detainees enjoy in practice all fundamental legal safeguards from the outset of their deprivation of liberty. In particular, please indicate the steps taken, and procedures in place: (a) to ensure that all detainees are informed of their rights and the charges against them, have access to a lawyer, including consultations in private, have the right to request and receive a medical examination by an independent doctor and are authorized to communicate with a relative or any other person of their choice; (b) to keep detention registers up to date; and (c) to ensure the availability of legal aid and interpretation services. What measures have been taken to reduce the current five-day maximum period during which a person may be held in custody following arrest on a criminal charge before being brought before a judicial authority?*

19. Law No. 114 of 2024 introduced the rule of preliminary questioning before the issuance of preventive detention in prison.

20. Other amendments concerning prison buildings and alternative measures have been introduced by Decree Law No. 92 of 2024.

21. With regard to the overall monitoring framework for the protection of guarantees of prisoners in the healthcare sector, it should be noted that, through an Agreement adopted by the State, Regions, Autonomous Provinces and Local Authorities Unified Conference ('Unified Conference') (Rep. Acts No. 53/CU of 7 May 2025), a Technical Monitoring Group was established in May 2025 within the Permanent Consultation Table on Prison Healthcare, tasked with monitoring the implementation of the Guidelines on the modalities for the provision of healthcare in adult penitentiary institutions as well as of regional health care networks (Agreement Rep. Acts No. 3/CU of 22 January 2015).

22. The Technical Group, coordinated by the Ministry of Health, has as its main task the monitoring of prison healthcare provision for adults and minors by the Regions and Autonomous Provinces, as well as the application of the regulations approved by Agreement Rep. Acts No. 3/CU of 22 January 2015. This monitoring activity is reported in a final document submitted by the Regions and Autonomous Provinces to the Technical Group.

23. The monitoring activity covers in particular:

- a. the status of regional and provincial health service networks and their management and operational arrangements;
- b. interregional transfers for health reasons pursuant to primary legislation reforming prison healthcare (Legislative Decree No. 230/1999 and Law No. 354/1975, as amended), with particular attention to monitoring the implementation of procedures specifically detailed in Article 1, paragraph 3, of the above-mentioned Agreement Rep. Acts No. 3/CU/2015 by the Regions and Autonomous Provinces and by Local Health Authorities;
- c. the state of implementation of activities relating to structural and or organisational conditions referred to in Article 3 of the 2015 Agreement, taking into account the programme of interventions provided for by Article 4-bis of Decree-Law No. 92 of 4 July 2024, converted with amendments into Law No. 112 of 8 August 2024, under the responsibility of the Extraordinary Commissioner for Prison Construction.

24. Furthermore, on the basis of the mapping of regional and provincial networks, the Technical Group has proposed the identification and development of uniform management and operational procedures for such networks, according to the regulations approved by Agreement Rep. Acts No. 3/CU/2015.

25. With regard to guarantees relating to medical examinations, a relevant update concerns medical examinations for minors.

26. In order to transpose Directive (EU) 2016/800 on procedural safeguards for children who are suspects or accused persons in criminal proceedings, an Agreement was signed by the Unified Conference (Rep. Acts No. 15/CU of 24 February 2025) concerning the integration of Annex A to Agreement Rep. No. 45/CU/2023, entitled 'Update and integration of the Guidelines for healthcare assistance to minors subject to judicial measures', originally adopted by Agreement Rep. No. 82/CU of 26 November 2009.

**Q. 5.** *Bearing in mind the Committee's previous concluding observations (paras. 44–45), please provide information on the measures taken by the State party to combat all forms of violence against women, particularly with regard to cases that involve the actions or omissions of State authorities or others that engage the State party's international responsibility in accordance with the Convention. Please also provide updated information on the protection and support services available to victims of all forms of violence against women that involve actions or omissions of the State authorities. Please include statistical data, disaggregated by the age and ethnicity or nationality of the victims, on the number of complaints, investigations, prosecutions, convictions and sentences recorded in cases of gender-based violence since the*

*consideration of the State party's previous periodic report. Please provide up-to-date information on the measures taken to strengthen training programmes on prosecution for gender-based violence for law enforcement officers and justice officials.*

27. Numerous measures have been adopted to strengthen the prevention of violence, enhance the protection of victims, and ensure the effective prosecution of perpetrators, as well as to improve coordination across institutional and local levels and to significantly increase the economic resources allocated to this area, to an unprecedented extent. The following legislative updates mark significant progress in the regulatory framework:

- Law No. 69/2019 (the so-called “Red Code”) strengthened procedural safeguards for victims of violent crimes, especially those related to sexual and domestic violence. It also introduced several new criminal offences into the Italian Criminal Code, including permanent disfigurement of a person’s appearance through facial injuries, unlawful dissemination of sexually explicit images or videos, and forcing or inducing a person into marriage. In addition, the law increased the penalties for offences most frequently committed against women, such as ill-treatment within the family, stalking, and sexual violence.
- Law No. 53/2022 lays down specific provisions on statistics relating to violence, aimed at ensuring a structured and continuous flow of information on violence against women. To this end, the Department for Equal Opportunities (DEO) makes use of data and surveys carried out by the National Institute of Statistics (ISTAT) and the National Statistical System (SISTAN). In addition, the law introduces an obligation for all public healthcare facilities to provide data and information relating to violence against women.
- Law No. 168/2023 has tightened the obligation introduced for domestic violence or violence against women crimes by the Red Code. The law introduces measures intended to reduce the duration of criminal proceedings and expedite preventive risk assessments for potential victims of femicide and other forms of violence, including domestic violence. Additionally, the law aims to strengthen preventive measures, enhance efforts to prevent the recurrence of offences against women and recidivism, and improve overall protection for victims. These objectives are supported by increased attention to so-called “reati spia” (early warning offences) and the implementation of stricter measures to ensure more effective preventive protection. This law also introduces, for the first time, measures aimed at reducing the duration of judicial proceedings and expediting preliminary risk assessments for potential victims of femicide or other forms of violence, including domestic violence.
- Recognizing the absence of a legal definition of femicide in the Italian legislative, the Council of Ministers, following a proposal by the Minister for Family, Natality and Equal Opportunities, the Minister of Justice, the Minister of Interior, and the Ministers for Institutional Reforms and Regulatory Simplification, has approved a draft law titled “Introduction of the crime of femicide and other legislative measures to combat violence against women and to protect victims”. This historic bill introduces femicide as an autonomous, distinct, and specific offence in the Italian Criminal Code. It provides that: “Whoever causes the death of a woman, when the act is committed as an act of hatred, discrimination, subjugation, or as an act of control, possession, or domination because she is a woman, or in relation to the woman's refusal to establish or maintain an emotional relationship, or as an act intended to limit her individual freedoms, shall be punished with life imprisonment”. The bill was unanimously adopted by Parliament on 25 November 2025, reaffirming Italy’s strong commitment to strengthening its legislative framework to combat violence against women and girls. Following its adoption, the act was promulgated and published in the Official Gazette, thereby entering into force as Law No. 181 of 2 December 2025. The introduction of the offence of femicide is a fundamental step. Its importance lies not only in the severity of penalties imposed, but also in the cultural impact it is expected to generate. It has implications for all forms of violence against women, including digital violence. Femicide is not a variant of homicide: its roots lie in the centuries-old domination of men over women and in the inability of some men to accept and support women’s newly acquired freedom. Femicide, which represents the most extreme form of violence against women, is a phenomenon that transcends both time and space and is rooted in historically unequal power relations between men and women. The killing of a woman is often the final act in a continuum of violence, which may include domestic abuse, sexual violence, and increasingly, technology-facilitated violence that enables men to perpetrate violence even at a distance through digital means. The law also introduces additional legislative updates, including:

- the strengthening of mandatory training obligations on combating violence against women and domestic violence for members of the judiciary and healthcare professionals;
- the establishment within the Ministry of Health of a permanent technical working group to develop guidelines and recommendations on preventing and combating sexual assaults facilitated by narcotic or psychotropic substances; awareness campaigns are also planned;
- enhanced safeguards for children orphaned as a result of femicide, including in cases involving non-marital intimate relationships, as well as guarantees ensuring access to State-funded legal aid for women victims of violence;
- the possibility for minors victims of violence to access anti-violence centres without the prior authorisation of their parents, for the purpose of receiving information and guidance.

28. In accordance with the Istanbul Convention and national legislation on the prevention and combating of male violence against women - specifically Decree-Law No. 93 of 14 August 2013, converted, with amendments, into Law No. 119 of 15 October 2013 - Italy has adopted a National Strategic Plan since 2015. The Plan aims to integrate the “four Ps” approach of the Istanbul Convention (prevention, protection, prosecution, and integrated policies) into the State’s operational framework for addressing violence against women.

29. The evolution of the Plan’s design is particularly significant. While Decree-Law No. 93/2013 originally introduced an extraordinary action plan in response to the high number of recorded femicides, subsequent amendments have transformed it into a National Strategic Plan, which now serves as Italy’s overarching programming framework in this field. The Plan sets out strategic guidelines and developmental milestones for preventing and combating male violence against women and for supporting victims, whose numbers remain a cause for concern. Moreover, the 2022 Budget Law made the Government's adoption of the Plan structural and mandatory every three years.

30. The 2021–2023 Plan remained in effect until 16 September 2025, when the Authority for Equal Opportunities adopted the 2025–2027 National Strategic Plan on Male Violence against Women and Domestic Violence. To support the prompt and effective implementation of the new Plan, an Operational Framework was developed alongside it. The Framework outlines actions for each Pillar and Priority, identifies required measures, and assigns responsibility to the relevant administrations. The Operational Framework, presented and approved with the 2025–2027 Plan for the 2025–2026 biennium, will be updated periodically.

31. The governance of the National Strategic Plan is based on a multi-level structure that has been confirmed and strengthened over time and is also responsible for monitoring the Plan's implementation and the achievement of its objectives and priorities. The governance system is articulated across three integrated levels:

- a national Steering Committee, with strategic policymaking functions;
- an Observatory, with specialist technical and analytical functions;
- local governance mechanisms, responsible for liaison between central and local government levels and for coordinating local networks addressing the issues covered by the Plan.

32. The 2022 Budget Law amended Article 5 of Decree-Law No. 93/2013 by formally establishing the governance system comprising an inter-departmental Steering Committee, acting as the policy-making body, and an Observatory on violence against women and domestic violence. Both bodies were established by decree of the authority pro tempore responsible for Equal Opportunities. In particular, the Steering Committee, entrusted with policy-making functions, was established by decree of 29 March 2022, while the Observatory was established by decree of 12 April 2022; both decrees were published in the Official Journal on 13 May 2022. The Observatory is chaired by the President of the Council of Ministers, or by the political authority responsible for equal opportunities. It is composed of three internal bodies: the President, the Assembly, and the Technical and Scientific Committee.

33. Data provided by the Regions to the Department for Equal Opportunities indicate that, as of 10 November 2025, 415 anti-violence centres and 528 shelters are operating throughout Italy.

34. Specialized services, including anti-violence centres and shelters, constitute a fundamental component of territorial anti-violence networks. Funding for these centres and shelters is allocated by the Department for Equal Opportunities to the Regions through annual allocation decrees. Only facilities that fulfil specific requirements and guarantee the minimum service standards - established by the Memorandum of Understanding between the State, Regions, and Municipalities of 14 September 2022 - are eligible for funding.

35. Since the beginning of the current legislature in 2022, the Italian Government has confirmed a strong financial support to territorial services, as follows:

- € 40 million for 2022;
- € 55 million for 2023;
- € 80 million for 2024.

36. This positive trend has been also confirmed in 2025. The last decree on the allocation of funds was signed on 29 December 2025, marking the largest allocation to the Regions, totalling EUR 108.7 million. These resources are distributed as follows:

- € 44 million to strengthen assistance and support services for women victims of violence and their children, through the enhancement of the territorial service network by funding anti-violence centres and shelters (€ 22 million to anti-violence centres and 22 million to shelters);
- € 25 million for the creation of new anti-violence centres and shelters (resources allocated for the 2024–2026 three-year period through a parliamentary amendment to the Budget Law);
- € 18 million for regionally managed initiatives aimed at the empowerment of women victims of violence;
- € 6.5 million for other regionally managed initiatives consistent with the objectives of the National Strategic Plan on Male Violence against Women and Domestic Violence 2025–2027;
- € 6 million for training initiatives on the prevention and combating of violence against women and domestic violence;
- € 500,000 for the prevention, support to victims, and elimination of female genital mutilation practices;
- € 5.7 million allocated to associations for the promotion of women's and gender equality rights, and for the prevention and combating of violence and discrimination;
- € 3 million per year, starting from 2025, to strengthen vocational guidance and training for women victims of violence, fostering their economic independence and empowerment.

37. In addition, the 2026 draft Budget Law provides for an additional annual allocation of € 10 million, starting in 2026, to further strengthen anti-violence centres and shelters. Furthermore, through a parliamentary initiative, an additional € 1 million has been allocated for each of the years 2026 and 2027 for the establishment and strengthening of initiatives and activities carried out by anti-violence centres and shelters.

38. In addition, the Italian Government introduced measures to provide economic support for women victims of violence, also recognizing the existence of economic forms of violence: the Freedom Income and the Freedom Microcredit. The Freedom Income was introduced by Decree-Law No. 34/2020 to contain the economic effects of COVID-19, especially for women in vulnerable situations. The measure, which became permanent in 2024, initially provided a financial allocation of € 400 for up to twelve months to support women victims of violence, with or without minor children, who are assisted by recognized anti-violence centres and social services as they leave violent situations. The contribution prioritizes expenses for housing autonomy, personal independence, and the educational and training needs of minor children. For 2024 and 2025, € 20 million has been allocated, with an additional € 1 million in 2025. This funding enabled an increase from € 500 to € 530 per month, following a previous increase from € 400 to € 500. The Freedom Microcredit scheme represents a complementary financial instrument designed to support women victims of violence in achieving

economic empowerment through access to social microcredit and microenterprise credit. These tools cover essential needs such as healthcare, education and training (also for minor children), housing-related expenses, mobility, as well as entrepreneurial activities, including the purchase of goods and services, staff costs and business training. Together, these measures play a crucial role in strengthening women's economic autonomy, reducing dependency on perpetrators, and supporting sustainable pathways out of violence.

39. With a view to ensuring the constant strengthening of activities to prevent and combat violence against women, and to ensure increasingly effective protection for women victims of violence, the information and awareness campaign '...this is NOT LOVE' has continued. This is a permanent initiative by the State Police aimed at spreading greater awareness of the phenomenon in order to encourage the reporting of situations of abuse.

40. On the International Day for the Elimination of Violence against Women (25 November), the Central Anti-Crime Directorate of the State Police published the 9th edition of the information booklet on the abovementioned campaign. The publication, distributed throughout the country and available on the institutional website [www.poliziadistato.it](http://www.poliziadistato.it), is an essential tool for guiding and raising awareness among citizens about the phenomenon of violence against women. As part of the same initiative, all 106 police headquarters throughout the country have promoted or participated in public events aimed at prevention, the dissemination of useful information and the direct involvement of the community.

41. At the same time, the Ministry of Enterprise and Made in Italy, on the recommendation of the Department of Public Security of the Ministry of the Interior, has issued a regular postage stamp belonging to the thematic series 'Social Values'. The stamp dedicated to the campaign "... this is NOT LOVE" helps to spread the message in support of women who are victims of violence and domestic violence, encouraging them to report and bring to light situations of risk. The initiative reaffirms the commitment of the State Police to promoting a society based on respect, fairness and safety.

42. The Central Anti-Crime Directorate of the State Police has also signed numerous collaboration agreements for the organisation of public events, seminars, training activities and opportunities for discussion with various civil society organisations. In particular, the following are noteworthy:

- Memorandum of Understanding with FIPE-CONFCOMMERCIO, Italian Federation of Public Businesses and the FIPE-CONFCOMMERCIO Women Entrepreneurs Group, signed in 2021 and renewed several times, most recently on 10 February 2025, for the development of the #SicurezzaVera Project, a campaign designed to raise awareness and promote in-depth understanding of issues relating to violence against women and tools available to protect victims, involving EGP-FIPE (Public Gaming Operators), SILB-FIPE (Italian Association of Dance and Entertainment Businesses) and, most recently, APCI (Association of Italian Professional Chefs);
- Memorandum of Understanding with 'The Circle Italia Onlus', renewed in September 2024, which provides for the continuation of the #Cerchi Antiviolenza project, a campaign launched in 2023 and designed to promote information and awareness initiatives at a local level;
- Memorandum of Understanding with the national oenology association 'Le donne del vino'(Women of Wine), renewed in 2025, for the implementation of the #TuNonSeiSola (You Are Not Alone) project, a campaign aimed at promoting training, information and awareness initiatives at a local level;
- Memorandum of Understanding signed by the Director of the Central Anti-Crime Directorate and the President of Soroptimist, renewed in November 2023, aimed at promoting the creation and dissemination, at Police headquarters, of spaces dedicated to welcoming victims of violence. The initiative is part of the 'Una stanza tutta per sé' (A Room of One's Own) project and continues the collaboration between the State Police and Soroptimist International Italy that began in 2020. There are 158 rooms available, as well as 11 secure listening kits, distributed across 97 Police headquarters and Police stations, 65 of which were created in collaboration with 'Soroptimist International Italia';

- Memorandum of Understanding between the Central Anti-Crime Directorate of the State Police and Fondazione Conad ETS, signed in May 2025, aimed at promoting education and support initiatives for victims of violence, as well as raising awareness among younger generations about the importance of healthy and respectful relationships through the development of the Respect Project. As part of this initiative, the web portal [progettorispetto.it](http://progettorispetto.it) was created, which provides free educational materials on the topic of violence against women. These resources are designed for use by teachers and students in lower and upper secondary schools;
- Memorandum of Understanding between the Central Anti-Crime Directorate and the "Le Stelle di Marisa ETS' Foundation, signed in June 2025, aimed at developing shared strategies and procedures in favour of 'special orphans', i.e. minors who lose one or both parents in the single violent and dramatic event of femicide. The agreement aims to create an operational synergy between the State Police and the Foundation in assisting 'special orphans' and foster families, through shared methodologies that enable the post-traumatic effects of events suffered to be effectively dealt with. The objective is also to promote awareness among orphans and foster families in contact with the judicial police offices in the early stages following dramatic events;
- Memorandum of Understanding between the Department of Public Security and the "Una, Nessuna Centomila' ETS Foundation, aimed at promoting educational, training and awareness-raising initiatives on violence against women and how to support victims. The agreement, which identifies the Director of the Central Anti-Crime Directorate as the institutional contact person, provides, among other things, for the development of shared guidelines aimed at defining basic elements to recognise the signs of violence, including its online manifestations, as well as methods for risk assessment;
- Memorandum of Understanding, signed in November 2025, between the Central Anti-Crime Directorate and the 'Artemisia' ETS Foundation, for the development of the RIGENERADERMA project, which provides free therapy to women who have suffered disabling scars as a result of a crime committed in the context of domestic violence;
- Cooperation agreement between the Central Anti-Crime Directorate and the 'Nel nome del rispetto' ETS Association, aimed at promoting training, information and awareness-raising activities relating to youth distress, the enhancement of emotional intelligence and personal relationships, signed in January 2026. The prevention strategies implemented by the State Police also include the development of educational initiatives in collaboration with school authorities. In this context, there is a particularly strong commitment to providing information tools to families and teachers, as well as training courses for minors. The aim is to raise awareness among all actors in the social fabric who, thanks to their role, can contribute to reporting any situations of risk or possible abuse.

43. With a view to strengthening the deflationary effect of the Police Commissioner's warning on the so-called 'cycle of violence', the Central Anti-Crime Directorate of the State Police has promoted the signing of cooperation agreements between police headquarters and specialist centres. These agreements allow for the 'taking charge' of warned individuals through a multidisciplinary model to aware about the social disvalue of their conduct, thus helping to prevent its repetition.

44. The notification of the warning measure plays a central role in this system: it is at this stage that the police commissioner, or the delegated police officer, could explain to the recipient the meaning of the measure, its effects and the possibility of undertaking a treatment programme.

45. The deflationary effect of the warning on the 'cycle of violence' is confirmed by a decrease in recidivism among those who have received warnings, further reinforced at the local level through the application of protocols for collaboration with specialist centres.

46. 95 police headquarters have already signed or prepared draft agreements for the referral and treatment of individuals who have received warnings by specialist centres, for a total of 124 agreements, including 29 protocols with the Italian Center for the Promotion of Mediation (CIPM), 16 with the Health Local Units (ASL) and 11 with the Centres for male offenders (CAM).

47. For a detailed overview on the phenomenon of violence against women and to provide more targeted and specialized training to professionals who come into contact with women victims of violence, on the International Day for the Elimination of Violence against Women, on 25 November 2024, the “Training White Paper on Violence against Women” was presented. The Technical-Scientific Committee of the competent Observatory developed this document as a practical tool for fostering the critical recognition at every stage of the process of preventing and combating violence. The White Paper is divided into two parts: the first section provides a description of the phenomenon and its various manifestations (physical violence, sexual violence, and domestic violence, as well as psychological violence, exposure to violence, economic violence, cyberviolence, human trafficking, sexual exploitation, secondary victimization, and femicide). Then, the pivotal role of anti-violence centres is highlighted to confront and combat this phenomenon, playing a decisive part in bringing it to light. The second section of the White Paper is instrumental for the compilation of the “Guidelines for Training on Violence against Women” - pursuant to Article 6 of Law No. 168/2023, in consultation with the Observatory’s Assembly.

48. Over the years, the State Police has organised numerous in-depth courses and seminars aimed at promoting specialised training of police headquarters and police station personnel involved in receiving reports and assisting victims. Already in 2021, seminars dedicated to legal and investigative psychology were held, attended by 700 operators from the Juvenile Offices of the Anti-Crime Divisions and the specialised sections of the Mobile Squads of the Police Headquarters. Furthermore, since 2023, the Central Anti-Crime Directorate has launched the first three editions of the 'Qualification course for operators involved in the prevention and combating of violence against women. Prevention and criminal legislation and related procedures', which were attended by 60 officers from the Anti-Crime Divisions, the General Prevention and Public Assistance Offices and the Judicial Police Offices of the Police Headquarters.

49. In February 2024 and January 2025, the 1st and 2nd 'Seminars on the prevention and combating of violence' were also held at the Police Academy, aimed at managers and officials from the Anti-Crime Divisions, Mobile Squads and the Office for General Prevention and Public Assistance (U.P.G.S.P.).

50. In relation to the collaboration between the Department of Public Security and the 'Una Nessuna e Centomila' ETS Foundation, in November 2025, the Central Anti-Crime Directorate organised professional refresher courses on violence against women. The training, aimed at the seven police headquarters in Bari, Bologna, Florence, Milan, Naples, Reggio Calabria and Syracuse, was provided jointly by the managers of the Anti-Crime Divisions of Police headquarters involved and by operators from the anti-violence centres affiliated with the Foundation.

51. In addition, in December 2025, a seminar was organised on the reception and assessment of the risk of recidivism for 50 operators from the Rome Police Headquarters (Anti-Crime Division, U.P.G.S.P., Mobile Squad, sectional and detached police stations).

52. Finally, according to its professional development programme, this Central Anti-Crime Directorate reviewed and updated the SISFOR online module on 'Gender-based violence – new legislation', integrating it with the most recent legislative provisions. Training material for State Police personnel serving in educational institutions has also been updated in the following areas: 'Abuse against family members and cohabitants', 'Legislation on stalking and 'Gender-based violence - Regulatory overview and best practices'.

53. With regard to Article 7 of Law No. 53/2022, which falls under ISTAT responsibility, the Institute continues the annual production of data concerning specialized services assisting women who have survived male violence, also providing general data on women. This consists of three independent surveys: one on services and support provided by anti-violence centres (since 2017); one on services and support provided by shelters (since 2018); and one on users who have started a “pathway out of violence” with anti-violence centres (since 2020).

54. In April 2025, a dedicated focus report was released presenting data on services and organizational characteristics of shelters and residential social care facilities hosting women victims of violence. The decision to also examine residential care facilities stems from the need, as set out in Article 7, to include structures not covered by the State–Regions Agreement (<https://www.istat.it/comunicato-stampa/le-case-rifugio-e-le-strutture-residenziali-non-specializzate-per-le-vittime-di-violenza-anno-2023/>).

55. In November 2025, a report was prepared on services offered by anti-violence centres and on the characteristics of their users. These surveys were also carried out under the Institute’s collaboration agreement with the Department for Equal Opportunities (signed in 2017 and extended until 2026).

56. In 2025, the design phase of a survey on the characteristics of shelter users was launched and is still in progress.

57. Regarding the protection system, in 2025 ISTAT carried out a regional mapping of formal acts (protocols, agreements, arrangements) establishing collaborative networks to combat violence against women, also identifying governance models across different contexts. This first survey stems from the activities of a “Working Group on Territorial Anti-Violence Networks” composed of representatives from the Department for Equal Opportunities, ISTAT, Regions and Autonomous Provinces, and representatives of associations engaged in combating violence against women and protecting victims.

58. The report was published on 12 December. The analysis examined various aspects of territorial networks, including their members, organizational arrangements, and coordination styles ([https://www.istat.it/comunicato-stampa/prevenire-e-combattere-la-violenza-contro-le-donne-le-reti-territoriali-anno-2025/?mtm\\_campaign=wwwnews&mtm\\_kwd=48\\_2025](https://www.istat.it/comunicato-stampa/prevenire-e-combattere-la-violenza-contro-le-donne-le-reti-territoriali-anno-2025/?mtm_campaign=wwwnews&mtm_kwd=48_2025)).

59. With regard to Article 4 (Health facilities and data collection), ISTAT and the Ministry of Health continue their collaboration, which also led to the joint annual publication of data in November 2025. Compliance with Articles 5 (Statistical surveys of the Ministry of the Interior and the Ministry of Justice) and 6 (Surveys of the Ministry of Justice) is still under definition.

60. Data on homicides of women and femicide are, as every year, published in November 2025 by Istat (<https://www.istat.it/statistiche-per-temi/focus/violenza-sulle-donne/il-fenomeno/omicidi-di-donne/>). In this context, ISTAT also provides estimates of femicides, in accordance with UN guidelines (UN Statistical Framework to Measure Gender-Related Killing (Femicide)). In 2025, estimates on “special orphans” of domestic crimes and additional information on femicides were also provided. Starting in 2025, a detailed review of women’s homicides was initiated to further implement the Statistical Framework.

61. Other data on violence against women from the Ministry of the Interior and the Ministry of Justice (updated to November 2025) have been enhanced and utilized (<https://www.istat.it/statistiche-per-temi/focus/violenza-sulle-donne/il-percorso-giudiziario/>). Monitoring of the judicial pathway has also been activated to analyse secondary victimization through the survey on users of anti-violence centres.

62. Regarding statistical data, furthermore the Ministry of Justice has developed and maintains:

- the author–victim dashboard, used to monitor in real time complaints, investigations, precautionary measures, and the outcomes of proceedings. The dashboard contains data only for proceedings instituted following the exercise of criminal prosecution; the acquisition of data on registered and pending proceedings before the ordinary Public Prosecutor’s Offices, as well as precautionary measures, is under development;
- data extraction tools disaggregated by age, nationality, and ethnicity of the victims (as for ethnicity, which is not extractable, data are differentiated between persons born in Italy and persons born abroad).

63. These data platforms ensure a standardized recording of violence against women proceedings and the automatic classification of relevant offences.

64. Moreover, electronic criminal registers have been updated since 2023 to include a series of additional data fields where offences qualifying as manifestations of violence against women are selected (pursuant to Law No. 53/2022). Filling the Victim–Perpetrator Relationship and Gender Based Violence sections is not mandatory, but is left to the discretion of the user; such information can be pre-filled by the judicial police through the dedicated portal for notifications to the judicial authorities (PNDR, *Portale Notizie di Reato*) which contains the same selections as Judicial Authorities, and can be validated, modified, or freely completed by users of the Public Prosecutor’s Offices and the Courts.

65. Regarding statistical data, it is useful to highlight the Victim–Perpetrator project, which aims to systematically analyse the relationship between victim and perpetrator in relation to offences contemplated by Law No. 53/2022, with the objective of promoting a deeper understanding of the phenomenon and informing the development of more effective policies and interventions. The project provides for the development of an interactive dashboard for the analysis of judicial proceedings, starting from registration before the Tribunal Offices (Investigation Judge and Proceeding Judge), including the crime forms relating to offences listed in Article 53 of Law No. 53/2022, and incorporating the Courts of Appeal. In a subsequent phase, and where possible, the information will be integrated with data from the Public Prosecutor’s Offices; proceedings before the Juvenile Prosecutor’s Offices and Juvenile Courts will be excluded.

66. The reference Datamart and its related dashboard have been tested and have been activated since December 2025; an additional user verification phase is required to adapt and enhance the data navigation dashboard and to present informational details in a complete and coherent manner. To illustrate the potential of the Datamart, a summary of initial and provisional data processed by the dashboard is provided: the analyses cover the period 2019 to 5th December 2025. Statistical data concerning judgments of conviction or acquittal do not always appear in the dashboard, as they require interoperability with the criminal record data. Moreover, the dashboard does not aggregate data on penalties imposed upon conviction, and therefore such values are not reported.

67. Relevant data are provided in dedicated Annex (1).

**Q. 6.** *Taking note of the Committee’s previous concluding observations (paras. 46–47), and noting the State party’s follow-up replies, please provide updated information, disaggregated by the age, sex and ethnicity or nationality of the victims on the number of complaints, investigations, prosecutions and sentences recorded in cases of trafficking in persons since the consideration of the State party’s previous report. Please also provide information on the provision of redress to victims of trafficking during the reporting period, including data on the number of persons who benefited from protection and support measures for victims.*

68. The Italian anti-trafficking system is structured as a complex and integrated model, developed to address the phenomenon of human trafficking through a series of legislative measures, operational actions, and victim support programs. This system is based on a combination of legislative tools, enforcement actions, and cooperation between various public and private institutions, both at the national and international levels.

69. Legislative Decree No. 24 of March 4, 2014, transposing EU Directive No. 36 of 2011 on preventing and combating trafficking in human beings and protecting victims, designated the Department for Equal Opportunities (DEO) as the entity responsible for coordinating, monitoring, and evaluating policies aimed at preventing, combating trafficking, and providing social protection to victims. This designation assigned the Department a fundamental role in national policies, focusing primarily on the orientation and coordination of

interventions for the social prevention of trafficking and victim assistance, as well as on the financial planning of assistance and social integration programs for victims.

70. Victim assistance is provided under the "Unified Program for the Identification, Assistance, and Social Integration of Victims of Trafficking and Exploitation" introduced by the Prime Ministerial Decree of May 16, 2016, and implemented through projects funded by the DEO.

71. On 19 October 2022, the Council of Ministers approved the National Action Plan against Trafficking in Human Beings and Severe Exploitation 2022–2025. Governance bodies were activated, including the Technical Committee for Combating Human Trafficking, which met on 13 July 2023 and 30 July 2024 in the presence of the Minister for Family, Natality and Equal Opportunities. During the implementation period, assistance to victims remained a key government priority.

72. Between October 2022 and February 2024, € 27.2 million were allocated to assistance and protection projects, comparable to the € 27 million allocated in the 2017–2019 biennium. In addition, the Anti-Trafficking Fund was increased by € 2 million in 2023 and by € 7 million annually from 2024 onwards.

73. The projects funded under Call for Proposals No. 7/2025 officially started on 1 August 2025 and will run for a duration of 16 months, until 30 November 2026. These projects are supported by a total allocation of € 28,800,000. In order to address increased operational and management costs, the project duration was reduced while maintaining the overall budget unchanged.

74. 21 projects are in operation, covering the entire national territory and realized through public-private partnerships involving local authorities and NGOs, forming the national anti-trafficking network. It should be noted that Third Sector entities, where involved, must be registered in a specific registry established in 2000 under the Ministry of Labor and Social Policies, certifying their ability to work with trafficking victims.

75. As of December 2023, Italy adopted the updated National Referral Mechanism (NRM) for Victims of Trafficking and Severe Exploitation, aligned with the National Action Plan 2022–2025 and replacing the 2016 version. The revised NRM, developed through a participatory process involving the Technical Committee and multiple stakeholders, reflects evolving trafficking patterns and vulnerabilities. It updated the Standard Operating Procedures (SOPs), providing step-by-step guidance for victim identification, referral and assistance, in line with EU recommendations and the EU Strategy on Combating Trafficking in Human Beings 2021–2025.

76. In this regard, the following strategic points among those developed in the MNR should be highlighted:

- support for intensifying efforts to ensure that all trafficking victims, including those housed in facilities for asylum seekers and beneficiaries of international protection, receive psychological assistance and support aimed at social inclusion, with the help of trained cultural mediators where necessary;
- specific training on trafficking-related issues and appropriate working methodologies for all professionals involved at any stage of the NRM, as well as updates and supervision sessions to accompany these procedures;
- attention to the implementation of proper procedures for the identification and treatment of victims, particularly minors, for whom it is emphasized that every procedure must be developed and implemented in close collaboration with national child protection services.

77. Significant progress has been achieved during the reporting period in combating labor exploitation, developing a multi-agency approach to labor inspections that involves a wide range of stakeholders, including cultural mediators and anti-trafficking members, and recording a steady increase in the number of victims identified.

78. Proactive victim identification represents another pillar of the Italian system. Emphasis is placed on the most vulnerable categories, such as women and children, to ensure they receive the necessary protection and support. Parallely, existing regulations, including those prohibiting recruitment fees for migrant workers, are rigorously enforced, with inspections of recruitment agencies and the imposition of criminal liability on fraudulent recruiters.

79. Furthermore, the National Action Plan 2022–2025 provides for strengthening the capacity of operators involved in identifying victims among asylum seekers, offering sufficient resources to Third Sector entities to ensure adequate support. Various actions have been undertaken to identify trafficking victims among migrants and asylum seekers, thanks to collaboration with international organizations. Territorial Commissions for the recognition of international protection have been equipped with "Guidelines for the Identification of Trafficking Victims among Asylum Seekers", developed in collaboration with UNHCR to ensure proper identification and an adequate referral system.

80. Finally, the DEO is developing Guidelines to strengthen Local Referral Mechanisms, through the creation of a multi-agency Memorandum of Understanding model. This model will be used in different regional areas to formalize coordination networks among various stakeholders.

81. In May 2024, the Department for Equal Opportunities renewed its agreement with the Veneto Region for the management of the National Anti-Trafficking Helpline, active 24/7, and for the development of the national database (SIRIT), ensuring compliance with EU data collection requirements under Directive 2011/36/EU. The agreement includes cooperation with the University of Padua through the Osservatorio project, aimed at improving analysis of trafficking phenomena and response measures. As part of the collaboration between the DEO and the Veneto Region, which manages the National Anti-Trafficking Hotline, a scholarship competition was published on 18 October 2024, on the occasion of the XVIII European Day Against Trafficking. The initiative aimed to reward two theses that deepen the understanding of the phenomenon of trafficking and severe exploitation in Italy, promoting research on social, economic, and legal aspects.

82. On June 28, 2024, the Deputy Prime Minister and Minister of Foreign Affairs and International Cooperation, jointly with the Minister for Family, Natality, and Equal Opportunities, announced the appointment of the Special Envoy on Human Trafficking Issues. The mandate of the Special Envoy on human trafficking issues focuses on strengthening Italy's position both nationally and internationally ensuring a more structured and coordinated dialogue on trafficking. It enables Italy to effectively engage with international partners and organizations such as the European Commission, Council of Europe, OSCE, and UN, promoting collaboration and a unified approach to combat trafficking.

83. The Special Envoy supports various national administrations, including law enforcement, justice, immigration, and social services, ensuring their efforts aligning with international recommendations. Human trafficking is a cross-sectoral issue, requiring expertise and cooperation from multiple actors, including civil society.

84. Finally, on the occasion of the European Day Against Trafficking, on October 18, 2024, the DEO and the National Civil Aviation Authority (ENAC) signed a protocol for the training of airport personnel in the identification of cases of human trafficking. This agreement aims to strengthen early identification mechanisms, as provided in the National Action Plan 2022–2025. Furthermore, a national awareness campaign was launched, focusing on educating the public about the phenomenon of trafficking and the importance of protecting victims. The campaign, inaugurated with a television spot on RAI, highlights the crucial role of collective efforts to prevent and combat trafficking.

85. In the second half of 2025, Italy has introduced significant organisational changes aimed at strengthening the governance of the national anti-trafficking system, notably through the reorganization of the DEO, which

acts as the National Anti-Trafficking Coordinator. The reorganisation formally reinforced and streamlined the Anti-Trafficking Office, consolidating its mandate for strategic coordination, planning, monitoring and financial management of anti-trafficking policies and measures. The renewed structure strengthens the Department's capacity to ensure coherence across prevention, protection, prosecution and partnership activities, in line with the National Action Plan 2022-2025 and Italy's obligations under EU and international frameworks. Two dedicated units within the Anti-Trafficking Office have been enhanced to oversee the programming, funding and monitoring of assistance and protection projects nationwide, including the management of national single-call projects and the coordination of the National Anti-Trafficking Helpline. The reorganisation also intends to improve internal workflows, data collection and reporting capacities, and strengthens inter-institutional coordination with ministries, law enforcement authorities, judicial bodies, regions, local authorities, civil society organisations, as well as with international partners, including EU agencies and UN bodies, to ensure alignment with best practices and international standards.

86. 2025, for Italy marked 25 years of its anti-trafficking system with a national event held in Rome, highlighting achievements, reaffirming priorities and strengthening dialogue among institutions and civil society.

87. On 29 July 2025, the Anti-Trafficking Steering Committee (Cabina di Regia) met at a crucial stage of the implementation cycle of the National Action Plan 2022–2025. The meeting reviewed progress achieved during the triennium and initiated strategic reflection on priorities for the forthcoming National Action Plan against Trafficking and Severe Exploitation 2026–2028, ensuring coherence with EU obligations, including Directive (EU) 2024/1712, and international commitments. This Plan is under development. Building on monitoring activities launched in May 2025, involving central administrations, territorial authorities, third-sector actors and international organisations, it will reflect evolving trafficking patterns and European priorities. It will adopt a streamlined, results-oriented structure based on four pillars, prevention, prosecution, protection and assistance, and cooperation, supported by an Annual Operational Framework to ensure clarity of responsibilities, timelines and flexibility. Based on consultations within the Technical Committee and submitted for consideration by the Steering Committee, key priorities for the new Plan include:

- strengthening governance and coordination mechanisms at national and local level;
- enhancing early identification capacities, including at external borders;
- targeted measures for victims with specific vulnerabilities;
- improving investigative and prosecutorial capacities, including through the use of technology;
- effective territorial implementation of the National Referral Mechanism through multi-agency protocols;
- systematic joint training through a multidisciplinary approach;
- strengthened coordination with the international protection system and labour exploitation frameworks;
- improved data collection and analysis in line with European standards.

88. Furthermore, the transposition of the revised Anti-Trafficking Directive (EU) 2024/1712 has been initiated and will lead to the introduction of new legal provisions aimed at addressing emerging challenges, including new forms of exploitation covered by the Directive, the use of technology in trafficking-related crimes, and the need to strengthen coordination with the international protection system.

#### Data update (SIRIT; additional data are provided below for trafficking offences – Ministry of Justice)

89. Based on data collected by the National Anti-Trafficking Helpline through the SIRIT system, with reference to 2024 and the first half of 2025, new and significant trends have emerged in the field of human trafficking and exploitation in Italy. These trends indicate changes both in the nature of the phenomenon and in the operational responses of actors within the national anti-trafficking system.

90. The Italian reception system is articulated through several types of facilities: Extraordinary Reception Centres (CAS), with 99,201 persons hosted; the Reception and Integration System (SAI), with 38,454 persons;

Unaccompanied Foreign Minors (UAMs), with 16,274 persons; Pre-Removal Detention Centres (CPR), with approximately 3,000 persons; informal settlements, with an estimated 20,000 persons; and the anti-trafficking system itself, which accounts for 1,317 beneficiaries. These data, updated as of 15 June 2025, highlight the complexity of the national reception landscape and show that anti-trafficking reception facilities represent a relatively small component of the overall reception system for foreign nationals. Nevertheless, the recognised expertise of anti-trafficking project staff, together with their multi-level interventions extending beyond reception facilities into the territory through a wide range of services, makes the Italian anti-trafficking system a recognised model at both European and international level.

91. During 2024, anti-trafficking projects intensified outreach and identification activities in specific contexts, particularly at disembarkation points and within informal settlements. In particular, since 2023, the number of ports designated for the disembarkation of migrants rescued by NGOs engaged in search and rescue operations at sea has increased significantly, involving almost all Italian coastal regions, rising from four regions in 2022 to twelve regions.

92. With regard to modes of arrival, data from 2017 to 2025 show a steady decrease in the proportion of arrivals by sea, from 91.3% to 48.1%, and a corresponding increase in arrivals by air, from 4.7% to 34.1%. Significantly lower percentages, below 5%, are recorded for arrivals by train, car and other means.

93. Concerning assessments and case management carried out by anti-trafficking projects, a total of 22,192 assessments were conducted between 2016 and 2024, with a stable presence of minor victims, accounting for approximately 4.6% over the entire period. Of those assessed, 73.2% were women, 24.3% men and 2.5% transgender persons.

94. However, data referring specifically to 2024 indicate a total of 2,854 assessments, of which 4.9% concerned minors. In 2024, 51.1% of assessed persons were women, 45.2% men and 3.7% transgender persons, indicating a significant increase in male victims of trafficking. Partial data for 2025 further confirm this trend, with men accounting for 54% and women for 43.2%. While historically the phenomenon predominantly affected women—reaching 88.8% in 2018—recent years have seen a growing proportion of male victims identified by the anti-trafficking system, closely linked to the type of exploitation detected, primarily labour exploitation. Labour exploitation now represents one of the main forms of exploitation, alongside sexual exploitation, with the most affected sectors being agriculture, construction and manufacturing.

95. With regard to countries of origin, data confirm substantial stability, with a prevalence of victims originating from Nigeria, Côte d'Ivoire, Tunisia, Bangladesh, Pakistan and India. These countries reflect established trafficking routes for sexual exploitation (Sub-Saharan and North Africa) and labour exploitation (South Asia), indicating the presence of structured transnational networks. The presence of Bangladeshi, Pakistani and Indian nationals is particularly significant in contexts of exploitation in agriculture, construction and logistics.

96. In 2024, for the first time since the establishment of the Italian anti-trafficking system, identifications related to labour exploitation exceeded those related to sexual exploitation. Whereas in 2016 sexual exploitation accounted for 80.3% of identified cases, by 2025 this figure had declined to 31.9%, while labour exploitation increased from 9.7% to 55.6%. These data clearly demonstrate the profound transformation of the trafficking and exploitation patterns addressed by anti-trafficking projects.

97. Other forms of exploitation remain residual, including cases emerging from forced criminal activities, domestic servitude, forced marriage and forced begging. This category also includes “collaborators of justice”, referring to foreign nationals who, by cooperating with the judicial authorities in the identification of perpetrators of serious crimes, require protection measures and are granted a specific residence permit for

“reasons of justice”, pursuant to Article 11-bis of Presidential Decree No. 394/1999 and Article 380 of the Criminal Code.

98. It is important to highlight the increase in referral procedures related to cases of forced marriage. Although the absolute numbers remain relatively limited, a slight but steady growth has been recorded, including in cases taken into care by the anti-trafficking system. In 2024, approximately 50% of these cases concerned women originating from Côte d’Ivoire.

99. With regard to referral sources to the anti-trafficking system, in 2024 the largest share consisted of self-referrals, accounting for 15.1% of the total. Referrals from the international protection system followed, representing 11.3%. Referrals originating from private social service providers and from social and health services ranked third and fourth, accounting for 9.9% and 7.6% respectively. Referrals from private individuals or acquaintances accounted for 7.5% of the total, while those from street and outreach units represented 5.5%. Referrals from the International Organization for Migration (IOM), law enforcement authorities and Extraordinary Reception Centres (CAS) showed an increase, accounting respectively for 4.5%, 3.3% and 2.2% in relative terms. A smaller increase was also recorded in referrals from the Labour Inspectorate, with a relative increase of 0.8%.

100. Data collection systems relating to trafficking offences have been strengthened through coordinated action between the Ministry of Justice, Ministry of the Interior, Public Prosecutor’s Offices, and the Department for Equal Opportunities.

101. Proceedings registered for each specific offence for years 2024 and 2023, together with absolute and percentage variations to facilitate comparison, are provided in dedicated Annex (2).

102. Data about the residence permits for ‘social protection’ are provided in in dedicated Annex (9).

*Q. 7. With reference to the Committee’s previous concluding observations (paras. 20–21), please provide information on the measures that have been taken to revise domestic legislation on refugees and asylum seekers to fulfil all obligations under article 3 of the Convention. In this regard, please describe the measures taken during the period under review to ensure that, in practice, no person is returned to a country where he or she would be in danger of torture. Please indicate whether individuals facing expulsion, return or extradition are informed that they have the right to seek asylum and to appeal a deportation decision, including through judicial procedure. If so, please indicate whether such an appeal has suspensive effect. Please also provide detailed information on the measures adopted to identify vulnerable persons seeking asylum in the State party, including victims of torture or ill-treatment, trauma or trafficking, and to ensure that their specific needs are taken into consideration and addressed in a timely manner, including by providing access to medical services. How does the State party guarantee access to free legal assistance and interpretation services during the asylum procedure?*

103. The Italian Department for Civil Liberties and Immigration of the Ministry of Interior has developed and published in 2023 an handbook for the identification, referral and care of persons living with vulnerabilities entering Italy and within the protection and reception system ([https://www.interno.gov.it/sites/default/files/2023-11/vademecum\\_vulnerabilities\\_31-web-eng.pdf](https://www.interno.gov.it/sites/default/files/2023-11/vademecum_vulnerabilities_31-web-eng.pdf)). Its main purpose is to provide standardized procedures for the identification, referral, and care of migrants in situations of vulnerability, ensuring a coordinated and effective response among all actors involved in reception of migrants and asylum seekers, including law enforcement, health authorities, international organizations, and reception services. A Working Group on Vulnerabilities has been established with the intention of promoting a uniform approach to the early identification, referral and care of migrants with specific needs from the arrival on the national territory and in all phases of reception, including access to the international protection or other forms of protection, as well as during administrative detention.

104. A central focus of the handbook is the protection of individuals exposed to violence, human trafficking, and other forms of exploitation, with particular attention to women and girls. The document establishes procedures for the early identification of women survivors of sexual violence, domestic violence, forced marriage, and exploitation. It promotes a victim-centered, sensitive, and trauma-informed approach, ensuring that women are treated with dignity, confidentiality, and respect throughout all stages of reception.

105. The handbook also strengthens mechanisms for the identification and referral of victims of trafficking, ensuring their prompt connection to specialized protection services, legal assistance, medical care, and psychological support. It emphasizes the importance of trained personnel capable of recognizing indicators of trafficking and exploitation, and of activating national anti-trafficking protection pathways.

106. In addition, the handbook provides specific measures to protect women's safety within reception facilities, including safe accommodation arrangements, access to reproductive and sexual health services, psychosocial support, and access to information about their rights. It also promotes coordination among institutions and specialized organizations to ensure comprehensive protection, prevention of re-victimization, and support for recovery and integration.

107. In order to strengthen the protection of UAMs, both girls and boys, the "Operational vademecum for taking charge of UAMs (unaccompanied foreign minors)" has been updated. It was published in October 2025 by the Ministry of the Interior, with the support of the European Union Agency for Asylum (EUAA), and in cooperation with the Department of Public Security, the Ministry of Labour and Social Policies (Directorate General for Immigration and Integration Policies), the Department for Equal Opportunities of the Presidency of the Council of Ministers, the Central Service of the Reception and Integration System (SAI), UNHCR, IOM and UNICEF.

108. The Vademecum provides guidance and good practice for all actors involved in the reception system for unaccompanied foreign minors (UAMs). In particular, the procedures concern the regularization of the minor and his/her integration, as well as the Dublin procedure for determining the Member State responsible for examining the application for international protection and for managing cases involving victims. Vulnerabilities and needs are identified and documented in a safe and confidential environment. This process ensures that specific requirements, whether related to health or of another nature, are taken into account during the minor's stay in the reception centre. The minor is interviewed by a multidisciplinary team, with the participation of a developmental psychologist and the support of a cultural mediator. The multidisciplinary team is responsible for drawing up a file, which includes all relevant information useful for identification and for providing tailored services. Staff adopt preventive measures to avoid any form of violence in the reception centres.

109. Moreover, the Department for Civil Liberties and Immigration, in cooperation with the EU Agency for Asylum (EUAA), delivered a comprehensive training programme in 2024–2025 aimed at strengthening the capacity of Prefecture staff, law enforcement personnel, and reception centre operators in identifying vulnerabilities, protecting asylum seekers, preventing trafficking and violence against women, and ensuring the implementation of EU and national asylum and reception standards. The training includes the following topics:

- Children in Asylum;
- Introduction to Vulnerabilities;
- Reception of Unaccompanied Foreign Minors;
- Conflict Management and Mediation in the Reception Context;
- Human Trafficking – Level 1;
- The Asylum Procedure under the Pact on Migration and Asylum;
- The New Asylum and Migration Management Regulation (AMMR);
- The Reception Conditions Directive under the Pact on Migration and Asylum;

- Vulnerability under the Pact on Migration and Asylum.

110. The Maritime, Air and Border Health Offices (*Uffici di Sanità Marittima Aerea e di Frontiera* - USMAF) are peripheral offices of the Ministry of Health at entry-points and manage international prophylaxis according to the International Health Regulations (2005). Once the Covid-19 emergency was over, they returned to following the usual prophylaxis procedures provided for any infectious diseases present or suspected at the time of arrival. Other health facilities established by regional health services to deal with the pandemic emergency (e.g. USCA), are no longer active.

**Q. 8.** *Please inform the Committee of the measures taken by the State party to resume, support and facilitate search and rescue operations in the Mediterranean and to ensure safe disembarkation arrangements that uphold the principle of non-refoulement and the right to seek and enjoy asylum for persons in need of international protection. Please comment on reports that non-governmental organizations and their members have been subjected to criminal proceedings for engaging in aid work, including by participating in maritime search-and-rescue activities. Please indicate what measures the State has put in place to avoid pushback operations and collective expulsions and to ensure that all expulsion orders are based on an individual assessment and are conducted in strict compliance with the principle of non-refoulement.*

111. In the area of maritime surveillance, an interpretation more suited to the specific scenario of migratory flows has been reached, questioning the assertion of rigid equivalences, instead proposing dynamic solutions within the available institutions.

112. A jurisprudential approach emerges in this context that points to shared and systemic responsibilities, even if within a framework of maximum speed and effectiveness of rescue operations. This emphasizes the long-standing role of substitution played by Italy, with rescue operations conducted in extraterritorial waters, where the intervention would occur in a legal and factual context in which there is no express obligation to provide a safe port.

113. The recent decision by the European Court of Human Rights in the case of *S.S. and Others v. Italy* appears decisive in this context. Italy (application no. 21660/18), which affirmed, on the one hand, the absence of extraterritorial jurisdiction of Italy in the case submitted to its attention and, on the other, the legitimacy of the intervention of the Libyan authorities.

**Q. 9.** *With reference to the Committee's previous concluding observations (paras. 22–23) and the State party's follow-up replies, please clarify whether the State party's cooperation with the Libyan Coast Guard and other Libyan security actors within the framework of the Memorandum of Understanding of 2 February 2017 has been reviewed in light of alleged human rights violations and abuses by the Libyan Coast Guard and other Libyan security actors, the appalling conditions in detention facilities under the control of the Libyan Department for Combating Illegal Migration and the ongoing armed conflict in Libya.*

114. The Support to Integrated Border and Migration Management (SIBMMIL) project was concluded in December 2025. Anyway, within its framework, a constant monitoring of the use of the assets and of related operational activities was systematically ensured, in order to guarantee compliance with the obligations arising from international law, with regard to the respect of the fundamental rights of migrants and persons in need of international protection.

115. Such monitoring is based on the provisions of the Memoranda of Understanding signed on the occasion of each delivery of equipment between the Italian Ministry of the Interior and the Libyan beneficiary authorities (Ministry of Interior or Ministry of Defence), which require that vessels and equipment be used in conformity with international human rights conventions.

116. Furthermore, all training activities delivered under the project included dedicated modules on international conventions and standard operating procedures aimed at ensuring respect for human rights, especially during search and rescue activities.

**Q. 10.** *Please provide information on the number of asylum applications received during the period under review, the number of successful applications and the number of asylum seekers whose applications were accepted because they had been tortured or might be tortured if returned to their country of origin. Please provide updated information on the type of appeal mechanisms that exist, any appeals that have been made and the outcome of those appeals. Please include information, disaggregated by sex, age and country of origin or receiving country, on the number of persons who have been returned, extradited or expelled since the consideration of the State party's previous report. Please provide details of the grounds on which they were sent back, including the list of countries to which individuals were returned. Has the State party put in place mechanisms to monitor the situation of vulnerable individuals and groups in receiving countries after their deportation? Please indicate the number of refoulements, extraditions and expulsions carried out by the State party during the reporting period on the basis of the acceptance of diplomatic assurances or the equivalent thereof, as well as any instances where the State party has offered such diplomatic assurances or guarantees, and what measures have been taken in such cases with regard to subsequent monitoring.*

117. Data on repatriation of foreign citizens over the last three years, by gender and nationality are provided in in dedicated Annexes (10-11-12-13). The age data of repatriated citizens is not structurally stored, as it is recorded in available databases.).

118. Data also include information on the type of measure (judicial or administrative) ordering the repatriation.

119. It is worth noting that a steadily increasing percentage of repatriated foreign citizens benefit from Assisted Voluntary Return (AVR) and Reintegration (EURP - Frontex) programs.

120. All repatriation procedures are carried out in full compliance with legal guarantees.

**Q. 11.** *Please provide information on any new legislation or measures that have been adopted to implement article 5 of the Convention. Please also inform the Committee of any extradition treaties concluded with other States parties and indicate whether the offences referred to in article 4 of the Convention are included as extraditable offences in such treaties. Please describe the legislative and administrative measures taken by the State party to ensure that the Convention may be invoked as a legal basis for extradition in respect of the offences referred to in article 4 of the Convention when it receives an extradition request from a State with which it has no extradition agreement or treaty. Please indicate whether the State party has, since its previous periodic report was considered by the Committee, rejected, for any reason, the request of another State party for the extradition of an individual suspected of having committed torture and whether it has started prosecution proceedings against that individual as a result. If so, please provide information on the status and outcome of the procedures. Please give details of the mutual legal assistance treaties or agreements that the State party has entered into and indicate whether such treaties or agreements have led in practice to the transfer of any evidence in connection with prosecutions concerning torture or ill-treatment. Please provide examples.*

121. No update.

**Q. 12.** *With reference to the Committee's previous concluding observations (paras. 30–31), please provide up-to-date information on educational programmes developed by the State party to ensure that all public officials, in particular law enforcement officials, including prison staff and coast guard (Guardia Costiera) and Guardia di Finanza personnel, are fully aware of the provisions of the Convention and the absolute prohibition of torture, and know that breaches will not be tolerated and will be investigated and that any offenders will be prosecuted. Please include details of the programmes used in the training of police officers and other law enforcement officials in non-coercive investigating techniques. Please indicate whether the State party has developed a methodology to assess the effectiveness of training and educational programmes in reducing the number of cases of torture and ill-treatment and, if so, please provide information on the methodology. Please also indicate the measures taken to give effect to the provisions of article 10 (2) of the Convention.*

122. The training course dedicated to police officers to be employed as repatriation escort personnel includes training sessions held by the National Guarantor for Persons Deprived of Personal Liberty on the protection of human rights.

123. On the SISFOR platform, on December 2, 2025, the educational module “Understanding, recognizing, and responding to antisemitism” was published. In addition, an update module is being developed for National Police personnel who are already qualified as trainers and employed in educational institutions, with a specific focus on issues related to combating anti-Semitism and hate crimes. A new training module entitled “Protection of human rights and prevention of discrimination: the role of OSCAD in strengthening democratic guarantees” is being finalized and will be published on the same platform.

124. As far as the training of the staff of Guardia di Finanza, the topic around torture is included in the curriculum of the basic training courses, encompassing International Humanitarian Law as part of extracurricular (non-university) courses, as follows:

- "Military Culture II" during the 2nd year of the course for officer cadets both of the ordinary and naval-air division;
- "International Law of the Sea" during the 4th year of the course for officer cadets of the naval air division;
- "International Humanitarian Law" during the 3rd year of the three-year course for warrant officers.

125. These courses explore topics related to sources, origins, and rules of International Humanitarian Law, the Geneva Conventions and their additional protocols, the Hague and Ottawa Conventions, the International Criminal Court, the International Committee of the Red Cross, and mechanisms for ensuring respect for fundamental rights in border controls, SAR operations, and repatriations.

126. As for the Navy, prohibition of torture is yet included in the basic training provided by the Naval Academy within the modules of International Law and armed conflicts for students and visitors of all Italian Navy Corps.

127. This thematic area is also considered and discussed as part of the training cycles held in favor of Warrant and Petty Officers by the Naval Schools in Taranto and La Maddalena.

128. The Coast Guard HQ has signed a Memorandum of Understanding with UNICEF aimed at promoting, within the framework of their mutual activities, the protection of the rights of minors and vulnerable individuals, both with respect to adults and minors, as well as strengthening child protection standards and the conditions of refugee and migrant children rescued by Italian Coast Guard assets.

129. The Ministry of Justice (Directorate General for Training), complying with its institutional aims, ensures high training standards for all the penitentiary staff, acknowledging the fundamental role played by the initial and continuous training in the promotion of professionalism, self-awareness and responsibility. Training courses are planned and carried out on tasks of various professionals – both general and specialised.

130. In particular, initial training courses are carried out for prison governors (penitentiary executives) rehabilitation officers, cultural mediators, secretariat officers, accountants and technical staff. Further follow-up courses are carried out for both prison governors and cultural mediators entered into service. Training on the prohibition of torture is a compulsory part of the training of staff involved in the guarding and treatment of prisoners. Induction and continuous training courses are implemented concerning human rights’ protection against torture and other cruel or inhumane treatments and punishments for the professionals involved in the management of persons deprived of their liberty, keeping into account the recent development in international laws.

131. The challenge of managing emergency in the prison environment, with particular reference to critical incidents involving inmates, is central in continuous training courses for prison governors, commanders of

detachments of Penitentiary Police, and rehabilitation officers. Within the scope of human rights protection, initial training on suicide prevention has been delivered to prison governors and rehabilitation officers, including lessons given by experts in nosography of mental troubles and illnesses and by senior experienced prison staff over penitentiary management of those types of inmates.

132. Topics such as legality, professional ethics, data protection, transparency and anti-corruption are included in all training courses for each professional of the prison administration. These topics are addressed in dedicated lessons of professors, professionals, members of the world of culture as well as by senior staff of Penitentiary Administration, including traditional classroom lessons, workshops and training on-the-job.

**Q. 13.** *Please provide detailed information on the training programmes for judges, prosecutors, forensic doctors and medical personnel dealing with detained persons on detecting and documenting the physical and psychological sequelae of torture, including whether they contain specific training with regard to the Manual on the Effective Investigation and Documentation of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (Istanbul Protocol).*

133. In the period 2020–2026, the School for the Judiciary (*Scuola Superiore della Magistratura*) has delivered a total of over 45 training courses relating to the dignified treatment of detained persons, the prohibition of torture and inhuman or degrading treatment, healthcare in prison, the execution of sentences in compliance with fundamental rights, and judicial oversight of detention conditions. The training is organised around distinct and complementary thematic areas — forensic medicine, execution of sentences and judicial supervision, mental health, the European Convention on Human Rights, restorative justice, and alternatives to detention — and demonstrates continuity, progression, and the capacity to adapt in response to developments in national and supranational legislation and case law.

134. In 2022, the School dedicated 7 courses to relevant themes; in 2023, 8 courses; in 2024, 6 courses; in 2025, 8 courses; and in 2026, 6 courses on the relevant topics.

135. For the year 2026, the training programme includes a course dedicated to the fiftieth anniversary of the Prison Administration Act, offering an in-depth reflection on punishment and its execution from a constitutional and Convention-based perspective. Further courses are planned on mental health in the wake of Constitutional Court judgment No. 76/2025, on forensic medicine and crime scene investigation, on alternatives to imprisonment and substitute penalties, on restorative justice, and on the ethics and professional conduct of judges and prosecutors — the latter addressing disciplinary and civil liability, including in relation to conduct that may be injurious to the dignity of detained persons.

**Q. 14.** *Please describe the measures taken and procedures in place for ensuring compliance with article 11 of the Convention and provide information on any interrogation rules, instructions, methods and practices related to arrangements for custody, in particular those that may have been introduced, reviewed or revised since the consideration of the State party's previous periodic report. Please indicate the frequency with which they are reviewed. Please also indicate the steps taken to ensure that all law enforcement officials on duty are equipped with visible identification badges. Taking note of the Committee's previous concluding observations (paras. 32–33), please provide statistical data, disaggregated by sex, age and ethnic origin or nationality, on the number of pretrial detainees and convicted prisoners and the occupancy rate of all places of detention. Please describe the measures taken to reduce prison overcrowding and improve the material conditions in all detention centres, including police detention facilities, including any measures to increase the use of alternatives to imprisonment, both before and after trial.*

136. With regard to the recognizability of the personnel of the Penitentiary Police Corps serving in detention units, pursuant to the Decision of the Head of the Department of Juvenile Justice of 1 October 2024, and implementing Article 1 of Ministerial Decree of 10 December 2014, it has been established that the operational uniform must also be worn in detention sections of Juvenile Penal Institutions (IPM) during service. This measure is intended to promote an appropriate perception, by prisoners, of the public function performed by

Penitentiary Police personnel, in compliance with the principle of legality and with full protection of their rights.

137. Dedicated Annex (3) shows the number of prisoners in IPMs during the period 2021 (from 1 April 2021 to 12 February 2026), specifying admissions and the average daily population, disaggregated by sex, age, ethnic origin or nationality, and by the number of pre-trial and convicted detainees.

138. Since 2010, the Ministry of Justice has implemented the Juvenile Services Information System (SISM), which serves as the central repository for all relevant data concerning minors/young adults, necessary for operational purposes and for the statistical analyses within the Administration's remit. The extraction of data enables the Administration to maintain an updated overview of minors and young adults present in residential facilities (C.P.A., I.P.M., and ministerial or private communities), as well as those in the external penal area under the responsibility of the Juvenile Social Service Offices. With regard to those present within the I.P.M. facilities, it is possible to record the exact placement of each minor/young adult in the sleeping rooms. In particular, data relating to the size of the detention room and the number of beds provided and actually occupied have been added, along with information on the various internal areas of the institutions and their respective purposes. Therefore, by accessing the detailed sheet of each detention space, it is possible to view the list of minors hosted in each room. The verification of occupancy in relation to capacity is carried out daily; this facilitates the identification of any overcrowding issues and constitutes an essential element for evaluating new assignments.

139. With a view to ensuring improved living conditions for minors and young adults held in Juvenile Penal Institutions, the Ministry of Justice Decree of 14 November 2024 — amending the Ministry of Justice Decree of 20 November 2019 and the Ministry of Justice Decree of 19 May 2022 concerning the reorganisation of the Juvenile Justice Centres and Juvenile Services of the Department for Juvenile and Community Justice — provides for the establishment of new Juvenile Penal Institutions in the cities of L'Aquila, Lecce, Rovigo, and Santa Maria Capua Vetere. To date, the institutions in L'Aquila and Lecce have already been reactivated, and the reopening of the Rovigo facility is expected in the early months of 2026. At the same time, in order to recover any available space, preparatory work has begun to refurbish the old detention sections, now unused, at the Juvenile Penal Institution of Turin.

140. At the national level, the occupancy rate of all available overnight accommodation for detainees stands at 98%, with a marked difference between the spaces available for male prisoners and those available for female ones (dedicated Annex 4).

141. As already stated, times in previous similar periodic reports, the so-called "Application 15", remains operational and has now become a standard tool for work and assistance in the management of detention spaces in Italian prisons for adults.

142. It should be noted that "Application 15" allows real-time monitoring of compliance with ECHR parameters and immediate corrective measures to be taken in the event of a reduction in the space available per prisoner in the room.

143. Now that the emergency phase linked to the risk of Covid-19 infection is over, the overcrowding suffered by the national prison system is yet significant. In this regard, below the statistical series of numbers for the years between 2021 and 2025:

- 31.12.21 - 54,134 inmates;
- 31.12.22 - 56,196 inmates;
- 31.12.23 - 60,166 inmates;
- 31.12.24 - 61,861 inmates;

- 31.12.25 -63,499 inmates.

144. In order to increase the prison system's capacity, it should be noted that in March 2019, pursuant to Article 7 of Decree-Law No. 135 of December 14, 2018 a financial plan for the design and construction of 25 new modular medium-security prison wings to be built in available free areas 'intra moenia' at existing prisons. Depending on resources available at the time in the relevant item of expenditure, activities were concentrated on procedures relating to eight modules, each with 80 places, defined as 'high rehabilitation treatment vocation' as they were redesigned according to the model developed by the Commission for Prison Architecture established by Ministerial Decree of 12 January 2021 at the Minister of Justice.

145. By Decree-Law No. 59 of May 6, 2021, the financing (€ 84,000,000.00) of the portion relating to the eight new wings (CR Vigevano, CC Rovigo, CC Perugia, CC Viterbo, CC Civitavecchia, CC Santa Maria Capua Vetere, CC Ferrara, CC Reggio Calabria Arghillà) was included in the complementary measures to the National Recovery and Resilience Plan (PNRR), for which the Ministry of Infrastructure and Transport was identified as the implementing body.

146. Integrated contracts (executive design and works) have been awarded for all the wings except for the one belonging to the Arghillà Institute in Reggio Calabria.

147. With regard to this program, it should be noted that, due to the effects of the new terms provided for in Decree-Law No. 156 of October 29, 2025, these procedures are expected to be completed by December 31, 2028.

148. Among the wings already under construction at the date of the 2021 report, the new 200-place wing of the Sulmona Prison has been completed and activated, and the new 92-place wing for 41-b at the Cagliari Prison has been completed and delivered on 20 March 2024. Work is also nearing completion on the 'New Services Building' needed to ensure the functionality of the wing itself, which is expected to be operational by February 2026.

149. In order to provide a more effective and rapid response to the problem of overcrowding through the implementation of new prison places, by Decree of the President of the Council of Ministers of 19 September 2024 - pursuant to Article 4-bis, paragraph 1, of Decree-Law of 4 July 2024, No. 92, converted with amendments by Law No. 112 of August 8, 2024, a Special Commissioner for prison construction was appointed.

150. The Commissioner's program is divided into four lines of action:

151. Line 1 - Planned/ongoing interventions by the Department of Prison Administration (using the commissioner's powers);

- Line 1 bis - Planned/ongoing interventions by the Ministry of Infrastructure and Transport – MIT (using the commissioner's powers);
- Line 2 - Expansion of existing facilities;
- Line 3 - Optimization of barracks and rooms for the Penitentiary Police;
- Line 4 - National digital platform for the census of prison facilities and potential enhancement of some of them.

152. The measures referred to in "Line 1," when completed, will make 792 places available (implementation of new places and reopening of unavailable places).

153. The measures referred to in “Line 1-bis”, when completed, will make 1,634 places available (implementation of new places and reopening of unavailable places).

154. The measures referred to in “Line 2”, when completed, will make 1,944 places available (implementation of new places and reopening of unavailable places).

155. Net of the places provided by the wings envisaged in the Complementary National Plan for the investments, it should be noted that the action plan launched to combat overcrowding provides for a total of 10,671 prison places to be recovered by December 31, 2027 (between the Ministry of Infrastructure and Transport, the Department of Prison Administration, and Special Commissioner works).

156. The Statistics Unit of the Ministry of Justice has provided a Table concerning the Historical series per semester of the prisoners (2021-2026) with a breakdown per judicial status, gender and nationality.

**Q. 15.** *Please provide information on the State party’s efforts to meet the special needs of women, minors and persons with disabilities in detention. Please indicate whether protocols are in place to meet the needs of other groups of prisoners with special needs, such as persons with disabilities, older persons and lesbian, gay, bisexual, transgender and intersex persons. Please provide information on concrete measures taken by the State party to address concerns about deficiencies in access to appropriate mental health care. What measures have been taken to ensure that prison search procedures are not degrading to inmates or visitors?*

157. As for specific needs of LGBT inmates, in order to prevent and to fight against discrimination, the Ministry of Justice has been engaged, in enforcing Article 1 of the Penitentiary Act, which provides for impartiality of treatment, without any discrimination based on gender, gender identity, sexual orientation, race, nationality, social and economic conditions, political opinions or religious beliefs.

158. The LGBT inmates are a small minority in Italian prisons, but, in full compliance with Article 3 of the Italian Constitution as well as of the above-mentioned Article 1 of the Penitentiary Act, a specific article (Article 14) of the Penitentiary Act, as amended in 2018, is the legislative point of reference for the protection of gender identity or sexual orientation of those inmates. The LGBT inmates are assigned to dedicated prison wings, homogeneously disseminated throughout Italy, subject to their consent, ensuring them an adequate treatment offer, even jointly with the rest of prison population and keeping into account their specific needs.

159. In 2025, several successful treatment initiatives were carried out in many Italian prisons, aimed at meeting the specific needs of that target group, who show particular sensitivity and emotional, social and working vulnerabilities.

160. Several projects carried out in some prisons, where there is a substantial number of LGBT inmates, are worth of mentioning:

- Regional Directorate of Lombardy: at the remand prison in Como there is a transgender inmates wing. Thanks to the cooperation with the psychologists of the project “Donne oltre le Mura” [“Women beyond walls”, N. d. T.], topics relevant to the transgender prison population were dealt with. In this wave, a training course will continue for multi-professional prison staff, aimed at facilitating their understanding of the (psychic) uneasiness of transgender prisoners, due to cultural differences (foreign prison population) and to gender identity. The prison staff is provided with instruments of codification for the various situations that can occur. The project “Donne oltre le Mura” was confirmed, given its positive outcomes concerning the development of inmates’ relational and communication skills
- Regional Directorate for Emilia Romagna: at the prisons of Reggio Emilia there is a wing accommodating transgender inmates. In 2024 and 2025, some specific treatment initiatives were carried out, mainly strengthening the psychological support to the transgender inmates. These interventions brought positive

results, such as the decrease in the number of critical events and of situations of tension, although the need remains to establish a steady psychological support for that type of inmates, whose needs are so peculiar.

- Regional Directorate of Veneto: at the remand prison of Belluno, there is a transgender inmate wing situated on the same storey as a wing of protected prisoners, allowing to carry out common activities of school and of leisure. A further room for activities in common was obtained to meet the needs of those two categories of prisoners. Besides the school courses, the following activities are carried out: a course to learn “how a daily newspaper is generated”, one pilates/yoga course, one monthly film club, several music shows.
- Regional Directorate of Lazio, Abruzzo and Molise: in the remand prison of Rome Rebibbia, that accommodates several different categories of prisoners, there is a transgender inmates wing, for which, in 2025, the following treatment proposals were carried out.

161. Course of self-awareness and promotion of expression for transgender persons, promoted by Association la Ribalta;

- Tennis course in cooperation with Italian Federation for Tennis and Padel;
- Meetings with St. Egidio Community;
- Painting course, promoted by Association la Ribalta;
- Chess course;
- Yoga and meditation course, by Association Seconda Chance;
- Patchwork course;
- Workshop of reflection by Hands off Cain;
- Project “Law and Gender” dedicated to transgender prison population;
- Music workshop “Poetry and lyrics”, dedicated to the expression of feelings and moods through music.

162. Some of those projects brought to theatre performances in the prison. Other sport activities were carried out, too.

163. All the above-mentioned activities were carried out thanks to the contribution of national associations and NGOs, which have been interacting with prisons at local level for a long time, focusing on enhancing the treatment offer to that specific category of prisoners.

164. There are no specific sections for LGBT persons within Juvenile Penal Institutions (IPMs), also considering the fluidity that characterizes the sexual identification of minors who are still in the process of developing and structuring their personality, including with regard to sexual identity. In only one case has there been a transgender person deprived of liberty who was transferred to a female IPM, thereby finding a more appropriate placement.

165. The management of physical disabilities in prison has always been a sensitive topic in order to guarantee persons with disabilities the full respect of their dignity.

166. The Ministry of Justice has adjusted detention facilities by increasing the number of cells, reducing architectural barriers, building tracks fit for moving around the premises, ensuring accessibility and providing adequate hygiene services as well as an adequate cell under any detention regime, thus ensuring persons with disabilities inmates the necessary assistance, a free and autonomous circulation within the prison, including free and full access to the premises dedicated to treatment and rehabilitation activities.

167. As for the juvenile prison population, no general administrative directives have previously been issued regarding the management of minors and young adults with disabilities held in custodial settings, C.P.A. facilities or I.P.M. institutions, due to the low number of minors with disabilities in prisons. Nevertheless, in some juvenile penitentiary institutions, there are already architectural conditions that allow, when necessary, the temporary detention of a person with disabilities.

168. The Ministry of Justice aims at improving detention conditions of the female prison population (amounting to 2,754 inmates on 31 December 2025, out of a total number of 63,449 prisoners) as well as at reducing gender gap in the prisons following a treatment approach of gender mainstreaming.

169. Women are 4% of the prison population in Italy, a small percentage.

170. They participate in education and work activities. In the school year 2024/2025, 1,069 female inmates were registered in school courses of first and second level, and 421 of them got a promotion. As of 31 December 2025, 1,109 women were employed by the Minister and 226 were employed by external enterprises. As for mothers in prison with their children, on 30 June 2025 there were 20 mothers with their 22 children in dedicated prisons or wings.

171. With the aim of facilitating the access to specific medical screenings for women, the Ministry of Justice signed a Protocol of Agreement with the Ministry of Health and with an NGO dedicated to the fight against breast cancer. That initiative was started in a few prisons (in Emilia Romagna region, in the prisons of Forlì, Bologna, Modena, Reggio Emilia and Piacenza).

172. As for the female minors in detention, it is noted that they are housed in two penal institutions: the Rome Casal del Marmo facility (which contains a dedicated female section) and the Pontremoli facility (intended exclusively for female minors in detention). Throughout the reference period, the female population in prison has consistently remained at around 4% of the overall juvenile detention population (in dedicated Annex - 5).

173. Concerning possible developments in procedures of observation and treatment of sexual offenders and perpetrators of domestic violence, the Ministry of Justice focused on pilot-risk assessment tools for specific recidivism, in line with the Recommendation Rec (2021)6 of the Council of Europe regarding the assessment, management and reintegration of persons accused or convicted of a sexual offence. The Directorate General for Prisoners and their Treatment supported the Directorate General for Training in the experimental programme for the training of prison professionals in the use of risk assessment tools, with the perspective of introducing those tools in the daily work processes (HCR-20). The methodology applied and the coordination of the professionals involved have been useful to understand and highlight predictive signals to perpetrate a violent crime, thus enabling to work out a complete profile of the offender, without harnessing in one format the assessment of the observation team members.

174. As an integration of the resources already allocated for the three-year period 2021-2023, just for year 2022 a new budget item was introduced dedicated to the psychological treatment for the reintegration into society of the offenders sentenced for sexual crimes, for ill-treatment against family members and for stalking. Such an extraordinary allocation intended to reply to laws' provisions in force and to the demand of the civil society for an effective system to prevent and to fight against those crimes perpetrated on vulnerable victims. This system should bring a decisive step forward in the delivery of an intensive and specialized treatment to the offenders who, due to their psychological and relational problems, need specified and continuous treatment provided by qualified professionals. Those additional resources allowed to increase the number of psychologists working in prisons and for the planning of intervention – also in cooperation with NGOs and Bodies – aimed at enhancing the rehabilitation treatment of those beneficiaries, through group-works and workshops.

175. Other resources were allocated to integrate the funding for the offenders' observation and treatment, by adding € 5 million to € 4,491,000 initially available. The Fines Funds allocated € 3,150,000 to carry out the project "Integrando – Osservazione" [Integrating – Observation, n.d.t.] aimed at enhancing the actions of observation and treatment of offenders in prisons to achieve a more correct drafting of the offenders' individual treatment plan.

176. For year 2025, € 4,750.000 were allocated on the Budget Item for the Offenders' Observation. This complemented further € 1.5 million allocated on two Budget Items dedicated respectively to the payment of the fees of psychologists involved in the treatment of perpetrators of crimes against women and to the payment of psychological treatment for social reintegration of sex offenders. In 2025, the Fines Fund allocated further resources for the project "Integrando – Osservazione 2025" for a total amount of € 5.5 million: these funds were used by the prisons directors to strengthen the global action of observation and treatment of the offenders, with the aim of identifying the most opportune implementation of the offenders' reintegration plan.

177. As for the offenders' specific healthcare and psychiatric care, in cooperation with Regions, € 4 million, € 4,750,000 and € 4,512,500 were respectively allocated in 2023, in 2024 and in 2025 to carry out rehabilitation activities in favour of prison population.

178. Law No. 112 of 8 August 2024, converting into law, with amendments, Decree Law No. 92 of 4 July 2024, containing urgent measures in the field of penitentiary matters, civil and criminal justice and Ministry of Justice personnel, specifically concerning provisions on detainees' health data (Article 6 bis), provides that the Ministry of Health and the Ministry of Justice mutually exchange, through interoperability mechanisms pursuant to the Digital Administration Code (Legislative Decree No. 82 of 7 March 2005), data stored in databases relating to the Information System on Addictions (SIND) and the Information System on Mental Health (SISM), within the New Health Information System (NSIS), and the Penitentiary Registry Information System SIAP AFIS, limited to prisoners diagnosed with addiction related or psychiatric conditions, exclusively for the following purposes:

- a) continuous monitoring of the activities of penitentiary administration services and National Health Service provisions;
- b) analysis of trends in measures and treatment programme outcomes;
- c) support to the management activities of penitentiary administration services, in order to assess efficiency levels and resource use;
- d) support to the issuance of technical directives for interventions by penitentiary administration services, in compliance with principles of uniformity, appropriateness and quality, as well as related evaluation activities;
- e) production of aggregated data and statistical analyses, support to indicator development and research;
- f) drafting of reports or documents requested by Parliament or by European or international bodies, with data made available in aggregated form.

179. In this field the National Action Plan for Mental Health 2025–2030 (PANSM), approved by the Unified Conference (Rep. Acts No. 177/CU of 29 December 2025) is also relevant. The Plan represents the strategic reference framework for mental health protection and guides the strengthening of pathways for promotion, prevention, care, rehabilitation and socio-health integration throughout the life course, with particular attention to mental health problems of persons deprived of liberty, whether minors or adults. A specific chapter of the PANSM addresses organisational and clinical intervention projects, promoting the need for evidence-based clinical assessments in order to define the most appropriate and personalised care pathways aimed at optimising treatment outcomes.

180. In every initial training course, as well in every refresher training course, specific modules are included dedicated to the analysis of the constitutional principles underlying the penal execution in Italy, with specific reference to the protection of fundamental human rights. As an example, it is worth mentioning the module on International Human Right carried out in cooperation with Italian Red Cross and addressed to the Penitentiary Police staff of every rank and position, aimed at the analysis in depth of human rights' protection at international level, by analysing the main international tools for the protection of vulnerable subjects.

181. Prerogatives of legality guarantee, security and respect of unbreakable human rights, including fundamental rights of persons deprived of liberty, that have been characterizing the Corps of the Penitentiary

Police since its foundation, were highlighted also through the involvement of academic professors as trainers. On this point, the Master Courses organized in cooperation with the University “G. D’Annunzio” of Chieti-Pescara addressed to the Penitentiary Police inspectors and managerial ranks could be mentioned.

182. Moreover, the study of custody modalities to be adopted in prisons in order to ensure opportune security levels as well as the correct implementation of rehabilitation principles is strategic and is aimed to develop high professional skills under both the theoretical and the practical point of view.

183. As for search procedures, training activities for the Penitentiary Police staff are oriented to acquire the necessary skills to achieve a balance between the needs of security and the need to protect human dignity and rights. During practical training sessions, special care is put on awareness-raising of behaviors and procedures to comply with, in such a way as to increase the staff’s professionalism levels and to avoid staff behaviors that – even unintentionally – might arise hostile reactions from prison population.

184. Specialised training delivered to the Penitentiary Police staff is always focused on normative and operational skills for the management of prisoners characterized by criteria of humaneness and to carry out non-degrading treatments. Specific care is given to communication, relationships with vulnerable subjects and the management of restriction measures. These topics are common to initial, refresher and specialised training courses.

185. The core training course focuses on the Operational Handbook for the Penitentiary Police. The training plan includes five thematic areas supervised by the Regional Directorates of the Penitentiary Administration and by the Directorate General for Training. These thematic areas concern the topics of the observation of the inmate, the prevention of violence and self-harm through de-escalation techniques and effective communication, stress management. Among initiatives for the management of critical situations and incidents, the specialized training for the members of the Operational Intervention Group (GIO) is central, with modules regarding the legitimate use of force, negotiations, emergency rescue, prevention and management of critical situation and stress. Worth mentioning are also the courses for Trainers in self-defence (Global Self-defence Method in cooperation with Italian Federation of Judo Wrestling Karate Martial Arts FIJLKAM) with focus on ethics, techniques and stress management.

186. Finally, training course are delivered for training tutors for newly recruited trainees and for penitentiary police staff employed for juvenile justice services. Training courses for registry officers include communication and management of foreign and vulnerable prisoners. Investigation techniques are the main topic of training courses managed by the staff of the Central Investigation Group of the Penitentiary Police, with tasks of judicial police investigating on organized crime, terrorism, and subversion of public order both inside and outside prisons, in full respect of the persons’ dignity.

187. Presidential Decree No. 448/1988, “Provisions on criminal proceedings against minors” regulates juvenile criminal proceedings in Italy and, in compliance with international fundamental principles and laws, is designed to adapt the rules of ordinary proceedings to developmental needs of minors. Among the guiding principles provided in it, there are the following ones:

- adequacy, which requires that measures be applied consistently with the personality and educational needs of the minor;
- minimal offensiveness, which requires that contact with the criminal justice system does not compromise the harmonious development of the minor;
- destigmatization, to prevent marginalization and social devaluation;
- residual detention, which must be a last resort.

188. On this issue, the following activities have been carried out by the Ministry of Health:

- Unified Conference Agreement No. 45 of 19 April 2023, updating and supplementing the Guidelines for health care assistance to minors subject to judicial measures adopted by Agreement Rep. No. 82/CU of 26

November 2009. This Agreement has been subsequently integrated with additional elements relating to the characteristics and timing of initial medical examinations (Agreement No. 15/CU of 24 February 2025, see Q4) in order to update the existing framework governing assistance to minors in light of three main drivers: regulatory changes introduced in the field of juvenile justice and related implications for cooperation between juvenile justice services, social and health services and local authorities; the ongoing transformation of patterns of juvenile and youth distress, which calls for the identification of interventions appropriate to new forms of vulnerability, taking into account both the increase in substance use and changes in types and patterns of consumption; the need to update national guidelines by identifying new organisational orientations for the development of an integrated system of services and interventions for minors and young adults subject to criminal proceedings, in response to evolving institutional arrangements, emerging needs and critical issues progressively identified;

- Agreement No. 61/CU of 28 April 2022, adopted pursuant to Article 9 of Legislative Decree No. 281 of 28 August 1997, between the Government, the Regions and the Autonomous Provinces of Trento and Bolzano and local authorities, based on a proposal of the Permanent Consultation Table on Prison Health Care, concerning the establishment of experimental community-based socio-health facilities with a high level of health care integration, aimed at minors and young adults with mental distress and or substance abuse problems;

- Agreement No. 148/CU of 14 September 2022, adopted pursuant to Article 9 of Legislative Decree No. 281 of 28 August 1997, between the Government, the Regions and the Autonomous Provinces of Trento and Bolzano and local authorities, based on a proposal of the Permanent Consultation Table on Prison Health Care, on the Guidelines for the establishment of experimental community-based socio-health facilities with a high level of health care integration for the placement of minors and young adults with mental distress and or dependency problems, taken in charge by health, social and juvenile justice services.

189. The Ministry of Health has decided to provide for dedicated actions aimed at the creation and or strengthening of the above-mentioned experimental facilities, within the framework of the additional financial resources of the 2021–2027 Cohesion Fund (FSC).

190. With reference to the promotion of activities of vocational training and job placement that can offer opportunities for normalization of lifestyles through the acquisition of specific skills, it is worth mentioning the longstanding commitment of the Ministry of Justice in the promotion of cooperation with the entrepreneurial world and the Third Sector. This kind of cooperation aims to promote the social reintegration of sentenced offenders, by exploiting in a positive way the time of their imprisonment through their involvement in initiatives aimed at enhancing their sense of responsibility, while respecting their dignity, while reducing recidivism.

191. In this field, in 2023 the Office for the “Promotion and coordination of prison work” was established at the Directorate General for Prisoners and their Treatment (DGDET) of the Ministry of Justice – Department of Prison Administration. This Office is intended as a strategic structure aimed at organizing more and more the prisoners’ work through steady mechanisms putting in contact demand and supply, attracting outside enterprises into the prisons, in a synergy with other Offices – namely with those ones in charge of prisons building – in order to exploit all available spaces in the penal establishment and to find even new spaces.

192. To this scope, some actions have been implemented:

- the continuation of incentives provided for by the so-called “Smuraglia Law” (No. 193/2000), that grants tax benefits to enterprises which employ prisoners;
- the signature of Protocols of Agreement at local and national level between the Penitentiary Administration and private enterprises – even multi-national companies, and
- the launch of the National Program of Integration and Fight against poverty 2021-2027 (Models of Intervention for the active integration of inmates), aimed at increasing the number of workshops and premises destined to vocational training in prisons.

193. The Decree regulates alternative measures (probation, home detention, semi-liberty, special cases of probation), referred to as “community-based criminal measures,” emphasizing:

- (a) the positive development of the young personality and his/her rehabilitative path;
- (b) the extension of rules provided for minors to young adults up to 25 years of age;
- (c) the need for the educational plan to be personalized and jointly agreed upon;
- (d) the separation, within juvenile penal institutions, between minors and young adults, and between defendants and convicted persons;
- (e) sleeping quarters hosting no more than four minors;
- (f) at least four hours of outdoor time per day;
- (g) the right to eight visual visits per month and 2–3 weekly phone calls of 20 minutes;
- (h) the possibility of four private monthly visits (lasting 4–6 hours), in designated areas;
- (i) full respect for the principle of territoriality in the execution of the sentence;
- (j) careful preparation for release to support reintegration and coordination with local services.

**Q. 16.** *In the light of the Committee’s previous concluding observations (paras. 34–35), please indicate whether the State party has taken measures to bring the special surveillance regime under article 41 bis of the Law on the Penitentiary System into line with international standards, such as the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules). Please inform the Committee about the measures taken to address concerns regarding other forms of isolation and segregation of inmates, especially court-imposed solitary confinement under article 72 of the Criminal Code. Please include data on the use of solitary confinement during the period under review and an indication of its duration.*

194. The special detention regime referred to in Article 41bis of the prison system is a preventive measure aimed at avoiding contact and communication between members of organized crime, prisoners or internees within prisons, as well as contact and communication between imprisoned members of various organizations and those still acting outside.

195. The Circular 3676/6126 of October 2, 2017 set out provisions aimed at ensuring the most accurate functioning of the regime, concerning the methods of contact between prisoners and internees subject to the regime and with the outside general population, with particular reference to meetings with minors; the duty of the Prison Director to provide a response within a reasonable time to prisoners' requests; the limitation of invasive forms of control of prisoners to cases where this is necessary for security purposes; the possibility of keeping books and other items useful for study and education in the detention room; the possibility of keeping personal effects of various kinds, also with a view to promoting the emotional well-being of prisoners and their contact with family members. The essential condition for respecting these sets of rights is to ensure, through the establishment of binding rules, the consistent application of detention rules and practices in accordance with the provisions of Article 41-b of Penitentiary Act within prisons. The Circular therefore provides specific guidelines for achieving uniform regulations of activities in prison sections, in full compliance with the law and based on the powers of the Penitentiary Administration.

196. Following the entry into force of Circular No. 3676/6126 of October 2, 2017, the Supreme Constitutional Court issued rulings that modified some of the enforcement procedures.

197. In the Judgment No. 30 of February 25, 2025, filed on March 18, 2025, and published in the Official Journal on March 19, 2025, declared "the constitutional illegitimacy of Article 41-b, par. 2-quater, letter f), first sentence, of Law No. 354 of July 26, 1975 (Penitentiary Act), limited to the sentence ‘for a duration not exceeding two hours per day, without prejudice to the minimum limit referred to in the first paragraph of Article 10’. The Constitutional Court ruled that: "The prohibition on staying outdoors beyond the second hour, as established by the contested provision, while restricting, to a much greater extent than the ordinary regime, the possibility for prisoners to enjoy natural light and air, does not benefit the community in terms of security, which, on the contrary, is ensured, and must be ensured, the careful selection of the socialization group, together with the adoption of measures that exclude the possibility of contact between different socialization groups. Since it does not correspond in any way to the institutional function of the differentiated regime, and

therefore results in an improper “surplus of punishment” (judgment no. 18 of 2022), the contested provision violates the principle of reasonableness, referred to in Article 3 of the Constitution, together with the rehabilitative purpose of punishment, referred to in the third paragraph of Article 27 of the Constitution.

198. The declaration of constitutional illegitimacy of the two-hour maximum limit provided for by the contested provision has resulted in the expansion of the general rules referred to in Article 10 of the Penitentiary Act, both in terms of the number of hours provided for in Article 10, paragraph 1, P.A. (four per day), and for the reduction criterion referred to in Article 10, paragraph 2, P.A., which provides that “for justified reasons, outdoor time may be reduced by order of the director of the prison”. Following the Supreme Court ruling, a specific general provision was drafted to regulate implementing procedures, amending the corresponding part of Articles 11 and 11.2 of Circular 3676/6126 of October 2, 2017.

**Q. 17.** *Please provide information on the measures taken during the period under review to ensure security inside prisons. Please report on incidents of violence among detainees and riots, including cases involving possible negligence on the part of prison personnel, the number of complaints made in this regard and their outcome. What preventive measures have been taken?*

199. With regard to acts of violence between inmates and riots that occurred during the period under review, the following aggregate data are provided:

- fights between inmates, which increased steadily during the period 2021-2025: from 2,748 events in 2021 to 5,117 in 2025;
- injuries resulting from assaults: from 400 cases in 2021 to 685 in 2025;
- attempted murders: at negligible levels;
- an extremely low number of murders, occurring in isolated years and not on a systematic basis.

200. As regards riots, between April 2021 and December 2025 there will be a limited number of events overall, with a higher concentration in 2024 and 2025, specifically:

- 1 event in 2022;
- 2 events in 2023;
- 7 events in 2024;
- 4 events in 2025.

201. During the period of interest, organizational, operational and preventive measures have been adopted and strengthened, including:

- the enhancement of measures of surveillance and monitoring;
- the adoption of procedures of continuous monitoring of critical incidents;
- the enhancement of activities of observation and prevention of suicide risk;
- the implementation of operational protocols to manage situation of tension and collective troubles;
- the update of IT tools and of tools to survey events.

202. Measures adopted are aimed at ensure prisons security, prisoners’ and staff’s safety and protection, and the constant improvement of the prevention and intervention skills.

203. Due to critical events in juvenile detention facilities, the Ministry of Justice seeks to take all useful measures to contain overcrowding, promoting rehabilitative activities capable of reducing periods of inactivity within the facility, while at the same time strengthening internal security systems and supporting the principle of executing sentences as close as possible to the minor’s home territory. Data for the period 2021-2025 are provided in in dedicated Annex (6).

**Q. 18.** *With regard to the Committee’s previous concluding observations (paras. 36–37), please provide statistical data regarding deaths in custody during the period under review, disaggregated by place of detention, the sex, age and ethnicity*

or nationality of the deceased person and the cause of death. Please provide information on the results of the investigations into those deaths and on the measures taken to prevent similar cases occurring in the future. Please indicate whether relatives received compensation in these cases.

204. From 2021 to the present, no deaths of prisoners have occurred in Juvenile Penal Institutions. Data concerning suicidal events in Juvenile Penal Institutions from 2021 up to February 2026 are provided in dedicated Annex (7).

205. Deaths recorded within prisons are mainly attributed to the following main types:

- deaths from natural causes: they represent the majority, with figures ranging from 64 cases in 2021 to 129 in 2024, reaching 109 in 2025;
- accidental deaths: they are few and unevenly spread throughout the period, with isolated and sporadic events;
- deaths from causes to be determined: they show greater variability, with a significant increase in 2025, for which the necessary investigations are being or have been carried out by the relevant authorities;
- suicides: they represent a significant component of deaths in custody, with a variable trend over the period considered: from 45 cases in 2021 to 83 in 2024, down to 74 in 2025.

206. It should be noted that all deaths are immediately reported to judicial authorities and relevant procedures are activated, including the necessary health and administrative checks.

**Q. 19.** *With reference to the Committee's previous concluding observations (paras. 26–27), and noting the State party's follow-up replies, please provide data on the visits to places of detention carried out by the National Authority for the Rights of Persons Detained or Deprived of Personal Liberty and its regional counterparts during the period under review and clarify whether these preventive mechanisms have unhindered access to all places of detention, including immigration detention facilities, without prior notice. Is the State party considering the possibility of authorizing monitoring visits to reception centres for asylum seekers and migrants, including "crisis centres" and centres for unaccompanied children, by non-governmental human rights organizations and other civil society actors?*

207. On 19 May 2022 a directive was adopted by the Ministry of the Interior, concerning detention centers.

208. Article 7 (Access to the Centres) of the directive provides that the following persons/bodies have right to access the detention centers (CPR) without prior authorization from the Prefecture:

- members of the Italian Government and the Parliament, as well as persons accompanying them for official reasons; members of the European Parliament, as well as persons accompanying them for official reasons; judicial authorities acting in the exercise of their functions; local ombudspersons responsible for safeguarding the rights of persons deprived of their liberty; UNHCR delegate in Italy and his/her authorized representatives; other persons provided for under Article 67 of Law No. 354 of 1975 (for example, authorities with powers to visit places of detention);
- the National Authority for the Rights of Persons Deprived of Personal Liberty;
- International bodies for the prevention of torture as members of the CPT (European Committee for the Prevention of Torture); Members of the UN Subcommittee on Prevention of Torture.

209. Other persons may enter the Detention Centres with Prefecture authorization (family members, journalists and photographers/videographers, accredited ministers of religion, consular or diplomatic staff, lawyers, representatives of organizations supporting holders of international protection, volunteer associations or social cooperatives, organizations operating on behalf of UNHCR, and any other individuals submitting a justified request).

210. With regard to reception facilities, according to Articles 7 and 10 of Decree No. 142/2015, representatives of the United Nations High Commissioner for Refugees (UNHCR) have access to reception facilities in order to carry out their supervisory and protection functions. Entities and associations operating in the field of

protection of applicants for international protection, with proven experience in the sector, may also be granted access to reception facilities, subject to authorization by the competent Prefecture.

Scope of intervention	Number of facilities visited during the 2022 – 2026 period	Number of reports
<b>Criminal detention</b>	208	3 reports on regional visits
<b>Migrants</b>	30	33 reports on <i>ad hoc</i> visits
<b>Health protection</b>	31	1 summary document on migrants' detention
<b>Police Forces</b>	21	2 thematic reports (special regime 41bis and Youth Offender Institutions)
<b>Total</b>	<b>290</b>	2 reports on follow-up visits

**Q. 20.** *With regard to the Committee's previous concluding observations (paras. 24–25 and 28–29), please indicate the measures taken by the State party during the reporting period to ensure that the detention of asylum seekers and migrants is used only as a last resort, where necessary and for as short a period as possible, and to further implement in practice alternatives to detention. Please include statistical data on the number of asylum seekers and migrants in detention awaiting administrative deportation in the State party. Please also provide information on the State party's efforts to increase the reception capacity of the so-called "hotspots" and immigration detention centres, as well as to improve the material conditions in all immigration facilities.*

211. Regarding the reception system, the Minister of the Interior, by decree signed on 4 March 2024, approved new tender specifications. These provisions include all services provided in reception facilities, including Extraordinary Reception Centres (CAS), governmental centres, hotspots, and Repatriation Detention Centres (CPR), ensuring a uniform and regulated management framework across the national reception system. In all the centres material assistance (food, clothes, etc.), social assistance services, linguistic and cultural mediation and healthcare services are provided. In addition, in hotspots and detention centres legal information and psychological assistance are provided.

212. Legislative Decree No. 20/2023, as converted into Law No. 50/2023, introduced a new type of temporary reception center, so called hub, in which services provided in addition to material assistance are healthcare assistance and linguistic-cultural mediation services.

213. As regards hotspots, there are 12 facilities with an overall capacity of 3,653 places: Isola di Capo Rizzuto (80), Roccella Jonica (200), Reggio Calabria (200), Vibo Valentia (280), Taranto (293), Lampedusa (640), Porto Empedocle (280 + 50), Catania (650), Messina (200), Pozzallo–Modica (490), Augusta (250), and Pantelleria (40).

214. In particular, significant improvements were made at the Lampedusa hotspot in response to rising arrivals: an agreement was signed on 24 May 2023 entrusting the Italian Red Cross with reception services at the hotspot. The agreement has been extended until 31 December 2027. Italia Red Cross management improved the level of services and made it possible the renovation of previously vandalized and unusable areas.

215. With regard to first reception centres for asylum seekers, there are 8 governmental centres with an overall capacity of 3.242 places; 6903 extraordinary centres for adults/families activated by the Prefectures with an

overall capacity of 98750 places; 65 extraordinary centres for UAM with an overall capacity of 1363; 37 AMIF projects for UAM with an overall capacity of 800 places.

216. The CPRs in operation are 11 as follows: Bari, Brindisi, Caltanissetta, Gorizia-Gradisca d'Isonzo, Milan, Nuoro (Macomer), Potenza-Palazzo San Gervasio, Rome, Turin, Trapani and Gjader (Albania).

217. The table below shows the current capacity of the abovementioned CPRs:

LOCATION	CAPACITY
BARI	90
BRINDISI	48
CALTANISSETTA	92
ROME	101
TURIN	70
POTENZA	108
TRAPANI	84
GORIZIA	150
MACOMER	50
MILAN	72
GJADER	96
TOTAL	891

218. A formal framework agreement has been signed for extraordinary maintenance and renovation works for CPR facilities. This agreement was intended for a duration of 4 years and covers multiple CPR locations across the country. Specific upgrading and renovation works have already been implemented in some of those Centres.

219. Please see also information provided for Q. 7.

**Q. 21.** *Please provide information on the number of persons deprived of their liberty in psychiatric hospitals and other institutions for persons with psychosocial disabilities, including care homes. Please indicate what the situation is with respect to alternative forms of treatment, such as community-based rehabilitation services and other forms of outpatient treatment programmes.*

220. Regarding the detention sections “Mental Health Protection Units” dedicated to the protection of mental health of inmates, their implementation is ongoing, as is the establishment of the relevant health facilities within detention facilities. In many cases, the necessary healthcare is provided by the psychiatric unit in the general wards.

221. Following the requests received by the General Directorate for Prisoners and Rehabilitation Treatment from prison administrations and judicial authorities throughout the country for the appropriate allocation of prisoners with psychiatric disorders, several measures taken in this regard are outlined below.

222. Following discussions and agreements between the General Directorate for Prisoners and Rehabilitation Treatment and the relevant regional authorities (Regional Prison Administration Office for Piedmont, Liguria, and Valle d'Aosta, and the Directorate of the Turin Prison ‘Lorusso e Cutugno’), two places for Mental Health Protection Unit have been identified within the IAS Department - Intensive Assistance Service of the aforementioned detention facility, formalized by a specific decree signed by the then Minister of Justice on May 11, 2022.

223. For the prisons in the Triveneto region (Friuli Venezia Giulia, Veneto, and Trentino Alto Adige), the renovation work carried out by this Minister has been completed, allowing for the creation of a dedicated area for the care and treatment of individuals with psychiatric disorders, through the establishment of a special Mental Health Protection Unit at the Verona prison, appropriately separated from the Psychiatric Observation Section pursuant to Article 112 of Presidential Decree No. 230/2000.

224. The General Directorate for Prisoners and Rehabilitation also agreed to the proposal to create an adequate Mental Health Protection Unit in the so called “filter section” of the Ancona Montacuto prison, which is awaiting further developments, put forward at the end of 2025 by the then Regional Governor of Emilia Romagna and Marche.

225. Finally, the reorganization and expansion of the Mental Health Protection Unit at the ‘Ugo Caridi’ prison in Catanzaro has been secured through necessary funding. This initiative would allow for a significant increase in the number of beds in the ward, which is the only one in the region.

226. Following the Supreme Constitutional Court Judgment No. 22 of 27 January 2022, which highlighted the urgent need for a comprehensive reform of the system, on 30 November 2022, an updated regulatory framework for the REMS system was approved through an Agreement within the Unified Conference (Rep. Acts No. 188), drawn up by the Permanent Consultation Table on Prison Health Care, updating and supplementing the previous 2015 Agreement.

227. The document introduced significant updates with the aim of proposing organisational and management solutions. In particular, the Agreement: enhanced the role of the Department of Mental Health, responsible for ensuring care and rehabilitation pathways through its own service network and that of the Health Authority, established structured forms of regional coordination through Regional Single Access Points, implemented modalities for involving the Ministry of Justice in the various phases of the taking in charge of persons subject to security measures, as well as in coordination and monitoring activities relating to the functioning of existing REMS facilities and other mental health protection instruments applicable under the alternative security measure of supervised release.

228. The Agreement also provides for the establishment of an inter institutional Steering Committee within the Permanent Consultation Table for monitoring activities, which is in the process of finalisation.

229. In addition, in the field of alternative measures and rehabilitation, reference may be made to the Agreement of 28 April 2022 concerning the “Guidelines for the implementation of an integrated system of interventions and services for the socio labour reintegration of persons subject to judicial measures limiting or depriving personal liberty” (Rep. Acts No. 62/CU/2022), drawn up by the Consultation Table for the implementation of the integrated system of social interventions and services for the social reintegration of persons in the execution of criminal sentences and of minors and young adults taken in charge by juvenile justice services, established by decision of 17 December 2020 (Rep. Acts No. 172/CU).

230. Furthermore, on 18 July 2023, a Working Group was established within the Cabinet Office of the Ministry of Health for the study of provisions concerning the completion of the process of overcoming Psychiatric Judicial Hospitals. The Working Group is composed of representatives of the Ministry of Health, the Ministry of Justice, a representative of Agenas and several sector experts.

231. As for minors, on 14 September 2022, during the Unified Conference, the Agreement on the “Guidelines for the establishment of Community Facilities for the placement of minors and young adults with psychological distress and/or addiction-related issues under the responsibility of health, social and juvenile justice services”

was signed. This agreement defined a model of residential facility intended for minors and young adults under the care of juvenile justice services, in compliance with the territorial jurisdiction established by the Judicial Authority.

232. The above-mentioned Agreement provides an analytical overview of the implementation status of the process aimed at establishing the aforementioned communities across the national territory. This is also in light of the fact that, within the framework of the Working Group on Prison Healthcare established at the Unified Conference, the Department for Juvenile and Community Justice firmly highlighted the urgency of defining operational strategies for the implementation of highly integrated socio health communities. This request was promptly met with a positive response by the Ministry of Health – drawing on resources allocated within the National Programme “Health Equity 2021–2027”, which forms part of the broader National Programme “Inclusion and the Fight Against Poverty 2021–2027”, promoted by the Presidency of the Council of Ministers in cooperation with the Ministry of Labour and Social Policies. The allocated resources will be used to establish six new experimental socio health communities, following a criterion of territorial equity that provides for the allocation of 80% of the funds to the Southern Regions and 20% to the Central and Northern Regions. On 23 September 2024, the Lombardy Region signed a Programme Agreement pursuant to Art. 15 of Law No. 241/1990 for the activation of three high integration socio health communities, providing a total of 36 places. Two of the three planned facilities are operational, offering a total of 21 places.

233. The Coordination Body relating to the process of overcoming Psychiatric Judicial Hospitals, established pursuant to Article 1, paragraph 2 bis, of Decree Law No. 52 of 31 March 2014, and set up in 2021 to exercise monitoring and coordination functions over the activities of the Regions and Autonomous Provinces in order to ensure completion of the process of closing Psychiatric Judicial Hospitals, concluded its activities in May 2023.

**Q. 22.** *Further to the Committee’s previous concluding observations (paras. 24–25 and 38–41), and noting the State party’s follow-up replies, please provide updated statistical data on complaints of acts of torture, ill-treatment and excessive use of force recorded by the State authorities during the reporting period. Please include information on investigations, disciplinary and criminal proceedings and convictions and on the criminal or disciplinary sanctions applied.*

Disciplinary sanctions to the Penitentiary Police staff – update 2021 – 2025

234. 2021: TWO alleged cases of ill-treatment/excessive use of force and crime of torture were recorded.

- One penal proceeding, against 10 Penitentiary Police officers, concluded with sentences of 3 years, 6 months’ imprisonment, 5 years, 4 months’ imprisonment, 3 years, 4 months’ imprisonment, 4 years, 2 months’ imprisonment. Following this conviction, seven officers are still suspended from duty. Two officers retired due to age limits.
- The second penal proceeding is against four Penitentiary Police officers, still in its preliminary phase. At the outcome of the penal procedure, the disciplinary assessments will be carried out.

235. 2022: FIVE alleged cases of ill-treatment/excessive use of force and crime of torture are recorded

- one penal proceedings against one Penitentiary Police officer ended by a sanction of suspension from duty for one month, following a penal sentence to a fine;
- one penal proceeding against 23 Penitentiary Police officers, in the phase of committal to trial;
- one penal proceeding against one Penitentiary Police officer concluded by a dismissal;
- one penal proceedings against one Penitentiary Police officer concluded by a sanction of suspension from duty for three months;
- one penal proceedings against one Penitentiary Police officer, currently in the phase of preliminary investigations.

236. 2023: SEVEN alleged cases of ill-treatment/excessive use of force and crime of torture are recorded:

- one penal proceeding against three Penitentiary Police officers, pending sentence;
- one penal proceeding against ten Penitentiary Police officers, in the phase of preliminary investigations;
- one penal proceeding against three Penitentiary Police officers, in the phase of preliminary investigations;
- one penal proceeding against two Penitentiary Police officers, in the phase of preliminary investigations;
- one penal proceeding against thirty-three Penitentiary Police officers, of whom eleven in the phase of preliminary investigations and twenty-two committed to trial;
- one penal proceeding against ten Penitentiary Police officers, in the phase of preliminary investigations;
- one penal proceeding against forty-four Penitentiary Police officers, in the phase of preliminary investigations.

237. 2024: FIVE alleged cases of ill-treatment/excessive use of force and crime of torture are recorded.

- one penal proceeding against twenty-five Penitentiary Police officers, in the phase of preliminary investigations;
- one penal proceeding against three Penitentiary Police officers, concluded by dismissal of the penal proceeding;
- one penal proceeding against four Penitentiary Police officers, in the phase of preliminary investigations;
- one penal proceeding against one Penitentiary Police officer concluded by a sanction of suspension from duty for one month;
- one penal proceeding against five Penitentiary Police officers, in the phase of summons to trial pending hearing.

238. 2025: THREE alleged cases of ill-treatment/excessive use of force and crime of torture are recorded.

- one penal proceeding against seven Penitentiary Police officers, in the phase of preliminary investigations;
- one penal proceeding against four Penitentiary Police officers, in the phase of committal to trial;
- one penal proceeding against two Penitentiary Police officers, in the phase of preliminary investigations.

239. 2026: no cases registered for the time being.

240. Between 1 January 2021 and 1 February 2026, 21 cases of mistreatment of arrested or detained persons involving 38 Carabinieri officers were referred to the judicial authorities for assessment.

241. During the same period: two officers were acquitted; 19 officers were cleared by decree, while criminal proceedings are still pending for the remaining 17; one officer has been suspended as a precautionary measure; for the remaining officers involved in the cases still under investigation, decisions by the judicial authorities are pending.

**Q. 23.** *With reference to the Committee's previous concluding observations (paras. 32 and 33 (e)), please indicate the measures taken to ensure that all newly admitted detainees have prompt access to comprehensive medical examinations by a doctor without a prison guard present, unless the doctor so requests. Please comment on reports indicating that the independence and confidentiality of medical examinations of detainees are not always guaranteed. Please provide information on the number of cases reported by prison medical personnel as possible instances of torture or ill-treatment during the period under review. Please also provide information on the measures taken to ensure adequate protection for health professionals documenting torture and ill-treatment from intimidation, retaliation and other forms of reprisals.*

242. Given that healthcare in prisons is organized by the Regions and Local Health Authorities, which ensure the health of prisoners in accordance with the Essential Levels of Care provided for the general population, interviews and medical examinations must be carried out in accordance with the correct healthcare procedure, under conditions of confidentiality and with the possible and exceptional adoption of appropriate security measures, where deemed essential by the prison management to protect the safety and security of both staff and prisoners.

243. With regard to the protection of reporting doctors, it is reiterated that healthcare professionals have an obligation to report (in order to avoid committing the offense of failure to report, pursuant to Article 365 of the Italian Criminal Code, the aforementioned report must contain the date and time, the patient's statements, the physical examination, the doctor's statement on the compatibility of the statements with the findings, and the prognosis) in cases where they have provided assistance or worked in cases that may present the characteristics of crimes prosecutable *ex officio*. In such cases, the healthcare professional shall forward the report to the judicial authorities even without the consent of the person concerned. Local health authorities are also responsible for monitoring the quality and compliance of reports written by their healthcare staff.

244. The amended Article 11 of the Penitentiary Order Act provides in paragraph 7 for the duty of healthcare professionals to note in the medical record any information relating to signals that may indicate that the person has suffered violence or abuse and to report this to the Director of the prison.

245. As provided for in the Internal Regulations of Juvenile Penal Institutions, within 24 hours of admission, the newly arrived person must undergo a medical examination, carried out by the healthcare professional on duty at the facility or by the nurse on shift, for an initial assessment of his/her health conditions and for the certification required for admission to community life. In the hours preceding the examination, the individual is accommodated in a room separate from the rest of the detained population. It is the responsibility of the healthcare professional to request any specialist assessments deemed necessary.

246. Medical examinations are carried out in the presence of medical staff only; custodial staff intervene solely at the request of the medical personnel, in cases of tension with the detainee, in order to protect the safety of those involved.

247. Following the initiation by the European Commission of infringement procedure 2023/2090 concerning the failure to transpose Directive 2016/800 on procedural safeguards for minors who are suspects or accused persons in criminal proceedings - with particular reference to the requirement that minors deprived of their liberty undergo a medical examination upon entry into the hosting facilities or, in any case, without delay - the Parliament, in the final months of 2024, introduced, through Decree-Law No. 131 of 16 September 2024, converted with amendments by Law No. 166 of 14 November 2024, Article 9-bis into Presidential Decree No. 448/88: "Health assessment of minors deprived of personal liberty".

248. Since the Health Service falls under the responsibility of Regions, this legislative amendment must be formally adopted in the Unified Conference through the modification of the "Agreement, pursuant to Article 9 of Legislative Decree no. 281 of 28 August 1997, between the Government, the Regions, the Autonomous Provinces of Trento and Bolzano, and Local Authorities, based on the proposal of the Standing Consultation Table on Prison Health, concerning the 'Update and integration of the Guidelines for health care for minors subject to measures ordered by the Judicial Authority', as per Agreement Rep. no. 82/CU of 26 November 2009". The Agreement has been updated on 24 February 2025 (Rep. Acts no. 15/CU), in order to integrate measures regarding medical examinations for minors deprived of personal liberty following detention, arrest, or the application of penal measures in First Reception Centres or Communities.

**Q. 24.** *Taking note of the Committee's previous concluding observations (paras. 42–43), please provide information on redress and compensation measures, including the means of rehabilitation ordered by the courts or other State bodies and actually provided to the victims of torture or ill-treatment or their families since the consideration of State party's previous periodic report. This should include the number of requests for compensation that have been made, the number granted and the amounts ordered and actually provided. Please also provide information on any ongoing reparation programmes, including the treatment of trauma and other forms of rehabilitation, provided to victims of torture and ill-treatment and on the material, human and budgetary resources allocated for their effective functioning.*

249. Data are provided in dedicated Annex (8).

**Q. 25.** *Please provide information on the concrete measures taken to ensure respect, in practice, for the principle of inadmissibility of evidence obtained through torture or cruel, inhuman or degrading treatment. Please also provide examples of any cases that have been dismissed by the courts owing to the introduction of evidence or testimony obtained through torture or ill-treatment.*

250. As clarified in the previous reply (CAT/C/ITA/QPR/7), Law 110/2017 also amended Article 191 c.c.p., on the conduct of unlawfully obtained evidence: the new paragraph 2-bis establishes the unusability of statements or information obtained through torture, except against persons accused of that crime and for the sole purpose of proving their criminal liability.

**Q. 26.** *Please provide information on any measures taken by the State party to combat racially-motivated violence and hate crimes against persons of minority groups and non-citizens, including persons of African descent, refugees and migrants, Roma, Sinti and Camminanti communities and lesbian, gay, bisexual, transgender and intersex persons.*

251. On July 8, 2023, with a provision from the Chief of Police – Director General of Public Security, OSCAD tasks were extended to include the management of inter-institutional relations, at national and international level, in the field of anti-discrimination and the promotion of human rights protection.

252. Training has always been of particular importance in OSCAD's initiatives. To guarantee an up-to-date and multidisciplinary educational offer, relations with numerous institutional and civil society stakeholders have been activated and intensified, with whom numerous joint training activities have been carried out. As of 31 December 2025, under the various OSCAD initiatives, a total of 76.064 police and Carabinieri officers has been trained. Furthermore, as part of its strategy to prevent and combat discriminatory crimes, in 2021 OSCAD established province-level representatives, located in the offices of Police headquarters and in the operational departments of provincial Carabinieri Commands, with the aim of raising awareness, particularly among young people, of respect for human rights.

253. During the reporting period, UNAR, working in close coordination with public and private stakeholders, adopted strategic plans aimed at identifying objectives, measures and concrete actions designed to prevent and redress discriminatory situations. These are long-term policy frameworks, including, inter alia, the National LGBT Strategy, the National Strategy for the Inclusion of Roma, Sinti and Caminanti Communities, and the Action Plan against Racism. These instruments involved institutions at central, regional and local levels, civil society organizations, social partners and other relevant stakeholders engaged in the respective areas of competence and provided for concrete actions to be implemented through a multidisciplinary approach.

254. UNAR also coordinated two projects funded by the European Commission aimed at addressing hate crimes and hate speech. The Project "REASON – REAct in the Struggle against ONline Hate Speech" promoted specific actions to counter hate speech, particularly online, by engaging key actors involved in the identification and removal of such content, including judicial professionals, teachers, communication professionals and representatives of groups most frequently targeted by hate. The project "FADE – Fight against Antisemitism through Training and Awareness Raising Activities" aimed at strengthening the capacity of public authorities to identify, investigate and effectively combat cases of antisemitic discrimination and hatred, including those occurring online.

255. Finally, during the reference period, UNAR promoted targeted awareness-raising campaigns aimed at combating violence and hate crimes motivated by racial grounds or directed against minority groups.

**Q. 27.** *Please provide information on the measures taken by the State party to protect human rights defenders and members of civil society organizations working on migrants' human rights and to punish the perpetrators of attacks, intimidation and other criminal acts against them.*

256. Italy is active in the main multilateral fora, to support and promote the role of civil society. An ever-increasing attention is paid in particular, at various levels (multilateral, regional, national), to the protection of Human Rights Defenders and of their rights. The protection of the rights and security of HRDs is one of the priorities of the Italian mandate in the Human Rights Council (2026-2028).

**Q. 28.** *Please provide updated information on the measures taken by the State party to respond to the threat of terrorism. Please describe whether those measures have affected human rights safeguards in law and in practice and, if so, how they have affected them. Please also describe how the State party has ensured that the measures are compatible with its obligations under international law, especially the Convention. Furthermore, please indicate what training is given to law enforcement officers in this area; the number of persons who have been convicted under legislation adopted to combat terrorism; the legal remedies and safeguards available in law and in practice to persons subjected to anti-terrorism measures; and whether there have been complaints of non-observance of international standards and, if so, what the outcome was.*

257. Italian anti-terrorism legislation – the latest amendment date back to Decree-Law No. 48/2025 (converted into Law No. 80/2025) – is in line with the European legal framework (Directive 2017/541) and with UN resolutions 2178/2014 and 2253/2015.

258. With regard to arrests made in last 5 years, for terrorism or terrorism-related offences: in 2021 a total of 22 persons were arrested, in 2022 a total of 41 persons, in 2023 a total of 44 persons, in 2024 a total of 84 persons, in 2025 a total of 35 persons.

**Q. 29.** *Given that the prohibition of torture is absolute and cannot be derogated from, including within the framework of measures related to states of emergency and other exceptional circumstances, please provide information on any steps taken by the State party during the coronavirus disease (COVID-19) pandemic to ensure that its policies and actions comply with its obligations under the Convention. Also, please specify the measures taken in relation to persons deprived of their liberty and in other situations of confinement such as homes for the elderly, hospitals or institutions for persons with mental and psychosocial disabilities.*

259. Considering that the COVID-19 global health emergency is over, reference is made to the clarifications and information provided in the previous reply of 2021 (CAT/C/ITA/QPR/7).

**Q. 30.** *Please provide detailed information on any other relevant legislative, administrative, judicial or other measures taken since the consideration of the State party's previous periodic report to implement the provisions of the Convention or the Committee's recommendations. Such measures may include institutional developments, plans or programmes. Please indicate the resources allocated and provide statistical data. Please also provide any other information that the State party considers relevant.*

260. The most recent regulatory measures have been aimed at providing additional tools to combat labour exploitation and promote decent work. These include the introduction (by Decree Law No. 145 of October 11, 2024, converted with amendments by Law No. 187 of December 9, 2024) of a residence permit (Article 18 ter of the Consolidated Immigration Law) for foreign nationals who are victims of illegal intermediation and labour exploitation. The new residence permit is issued immediately by the policy headquarter on the recommendation of the judicial authorities. If the facts emerge during inspections and have been reported by the National Labor Inspectorate, the latter expresses its opinion on the issue of the residence permit. Thanks to the amendments introduced by Decree Law No. 146/2025, the residence permit pursuant to Article 18 ter is valid for one year and can be renewed for a further year or for a longer period if necessary for reasons of justice or for the completion of the social and work integration process. Family members of victims of labour

exploitation may obtain a residence permit for family reasons. Holders of the residence permit pursuant to Article 18 ter are allowed access to study, work, and assistance, and the permit can be converted into a permit for work, study, or pending employment. Holders of residence permits for victims of labour exploitation are eligible for the Inclusion Allowance, a measure to combat poverty; they can access protection and surveillance measures for witnesses of justice, if the conditions are met; they can benefit from free legal aid, regardless of income requirements.

261. Decree Law No. 145/2024 goes beyond simply protecting victims: it grants holders of residence permits pursuant to Article 18 ter of the Consolidated Immigration Act and their family members access to personalized assistance, training, and job placement programs. These programs must be defined in accordance with the “National Guidelines for the identification, protection, and assistance of victims of labour exploitation in agriculture” approved by the Unified Conference in 2021. The costs of the assistance measures provided for by the law are covered by resources from the National Fund for Migration Policies. Decree-Law No. 145/2024 provided for an initial budget of € 180,000 for 2024 and € 800,000 per year starting in 2025. The Ministry of Labour is launching an experimental initiative, in collaboration with the National Association of Italian Municipalities (ANCI), in 10 municipalities belonging to the National Reception System Network (Rete SAI), chosen from among those belonging to the territories under the jurisdiction of the police headquarters with the highest number of residence permits issued pursuant to Article 18 ter of the Consolidated Immigration Law.

262. The Inter-Institutional Committee on labour exploitation is the national coordinating body established to plan, implement, and monitor policies against labour exploitation, particularly "caporalato" (illegal gangmastering) in agriculture, chaired by the Ministry of Labour and Social Policies. It brings together national/local institutions, social partners, and civil society to implement the National Action Plan (NAP). With the Law No. 179 of 1 December 2025, converting Decree-Law No.146 of 3 October 2025, it has become a permanent body.

263. With regard to the agricultural sector, Law No. 101 of July 12, 2024, converting Decree-Law No. 63 of May 15, 2024, established the Information System for Combating Illegal Hiring in Agriculture – SILCA (Art. 2-quater), a “tool for sharing information between state administrations and regions, including for the purpose of combating undeclared work in general.” With SILCA, the information system for combating illegal hiring practices in agriculture, a monitoring system will be implemented to improve surveillance activities and target interventions in the most critical areas through the sharing of information.

264. The Ministry of Labour is funding various initiatives throughout Italy, drawing on EU and national resources. In most cases, these projects are carried out by the Regions, including in interregional partnerships. In all cases, these are projects carried out by broad partnerships involving regional agencies, ANCI (National Association of Italian Municipalities), nonprofit organizations, employment services, the productive system, social partners, CPIA (Provincial Centres for Adult Education), and the world of research. Two projects cover the whole country and are carried out by the National Labour Inspectorate, in partnership with IOM, and by ANCI, in partnership with its foundation Cittalia.

265. It is important to highlight some promising practices:

- Integrated Social Centers (Poli Sociali Integrati) or one stop shops, or information desks: these have been activated in almost all the regions involved in the projects. These are local centers in strategic areas for identifying workers who are victims or potential victims of labour exploitation. Often thanks to the work of multidisciplinary teams, they welcome workers, offer legal assistance, accompany them to local services, and provide intercultural mediation services;
- the inter-institutional Anti-Caporalato Helpdesk Service, a multi-channel, multilingual (14 languages) and specialized tool, activated by the partnership of the five southern Regions, guides and informs migrant citizens, facilitating their care by the relevant services, thanks also to specific collaboration agreements with local authorities and services;

- multi-agency inspection task forces composed of labour inspectors and IOM intercultural mediators, operating throughout the country. This experience has helped foreign workers to establish relationships of trust with inspectors;
- the activation of a measure called the Integration Budget (BDI), which allocates each recipient a ceiling of resources that can be spent within a defined time frame to support them in building an individualized project for social and work autonomy;
- training activities aimed at various types of actors involved in the issue (such as labour inspectors, Prefectures, Police headquarters, law enforcement agencies, social service operators, operators of the National Reception System, employment service operators, Local Social Services, Provincial Administrators, and Labour Policy technicians);
- initiatives to raise awareness and promote literacy in rights, thanks above all to intensive outreach activities aimed at informing workers about regular channels for matching labour supply and demand and about the prevention and protection tools available to them, particularly in places where they gather, near reception centers, or in informal settlements.