

# NSK STATE PAVILION 57<sup>TH</sup> VENICE BIENNALE

**BEYOND BORDERS:  
FORCED MIGRATIONS AND SOCIAL  
INCLUSION, IMPLEMENTATION OF A  
TRANSNATIONAL NETWORK TO  
SUPPORT A MODEL OF WIDESPREAD  
TERRITORIAL RECEPTION FOR  
APPLICANTS AND HOLDERS OF  
INTERNATIONAL AND HUMANITARIAN  
PROTECTION IN EU COUNTRIES.**

## 1. FOREWORD

The project proposal is an initiative of the art world and, specifically, of the movement developed in Slovenia during the dissolution of former Yugoslavia, whose artists, through their actions and practices, formed the “State without territory”: the NSK.

The recent debate developed within such movement on the phenomenon of the current forced migration towards EU countries, is characterized by considerations on:

reasons, origin and relentless fomentation;

issues related to border security, management of mixed migration flows and reception of migrants in EU countries;

protection of rights and of vulnerable groups, as recognized by international humanitarian law, present in mixed migration flows such as applicants and holders of International Protection, Unaccompanied Foreign Minors, Trafficking Victims;

diversified strategies adopted by EU countries pertaining to border security, reception of refugees and asylum seekers intended to mitigate the impact of migrants on the EU social, territorial, political and economic contexts;

This current scenario suggests that, in the coming years, **the issue of forced migrations could become a determining factor for both the orientation of future public policies of EU countries, as well as for the destiny and survival of the European Union itself.**

To date, the apparent absence of shared and uniform policies among EU countries in managing and governing mixed migration flows to Europe by land and by sea as well as the different territorial policies for the reception of refugees and asylum seekers, are factors of crisis and division among the governments of EU states. In fact, they could be the possible reasons for the strengthening of the European new nationalisms and populisms which fight for the exit of individual states from the EU, and for those who demand the erection of walls as well as the restoration of internal borders in defense of the identity and integrity of each nation. Brexit is the outcome of this scenario, as it has definitely found strength and ideological support among British citizens, both in the much propagandized fear of non-EU immigration as well as in the will to contain and regulate all those migration flows of EU citizens to the UK, in limiting the latter access to rights and social protection otherwise granted by British citizenship.

All these factors are the symptoms and causes of the deep crisis currently faced by all the doctrines and subsequent policies followed by European countries, especially where there is the need to jointly manage and govern complex and transnational social phenomena such as the current mass migration to Europe. These are increasingly related and subordinated to the market globalization that concentrates power and capital no longer in state and national institutions but in supranational economic organizations, which are profit-oriented and do not protect human rights or the internationally recognized and so-called vulnerable categories, such as the applicants and holders of International Protection, Unaccompanied Foreign Minors and Trafficking Victims.

And it is within this scenario and debate:

→ following careful consideration on how to cope with and dissolve the existing nodes and contradictions of national public policies on immigration and regulation of migration flows, especially on how to avoid that the current tendency of rejection and of erection of physical as well as cultural walls become dominant within the EU, as it is already happening in many of its regions, when not in entire state members;

→ as well as by the awareness that only through acquiring and sharing knowledge and involving everyone's contribution, it is possible to find cohesive and relevant answers to complex social phenomena such as the current forced migration, in full compliance with international law;

that

operators active in the world of contemporary and modern art, together with social workers with relevant experience in managing reception arrangements for applicants and holders of International Protection and Victims of Trafficking, while coming from different practices, analysis and approaches, have decided to get involved and to initiate a cooperation project aimed at promoting and building a **transnational network within EU countries for the implementation of an innovative territorial reception model for applicants and holders of International Protection in shared or nuclear households, complementary to what already operated by EU countries, and based on large or small shelters, whether widespread or not.**

A reception model which, first of all:

1. Acts as a stimulus to the **construction of an international protection effort within the EU**, overcoming the current territorial differences in treatment and the frequent incomplete implementation of reception and protection measures provided for in International Law for applicants and holders of International Protection.

To date these differentiations are carriers of inequalities if not real discrimination depending on the country where the migrant decides to come forward or initiate the request for International Protection.

**2. Sets the social inclusion of the applicant or holder of International Protection as a strategic and primary objective, instead of subordinate or dependent to that of the asylum request.** A migrant who requires and obtains the recognition of Refugee Status or other form of protection granted by the Institute of International Protection or by the Humanitarian Protection, without support and guidance to social and labour integration, is at high risk of exploitation, namely to become a potential commodity for black markets and economies, now present and widespread in all European countries, might they be legal, informal or criminal. To avoid this, it is essential that the preparatory measures to develop social inclusion processes are initiated immediately, since the manifestation of the migrant's will to apply for International or Humanitarian Protection.

**3. Fights that welfarism culture that transforms the migrant, regardless of their condition or form of granted protection, into a source of easy money for those working in the social sector or into a propaganda tool for those politicians who have decided to broaden their electoral support leveraging xenophobia and the costs of migrants at the expense of resources and services for EU citizens. Instead, fosters an approach centered on actively promoting the individual, so that the opportunities offered to migrants result in resources for their beneficiaries as well as for the local communities where they are accommodated.**

## 2. PROJECT OBJECTIVES

The main objectives of this project are social, cultural and political as well as operational and managerial, and could be summarized as follows:

1) **Raising awareness among EU citizens on the phenomenon of forced migration and on the vulnerable categories involved in it** through cultural events or participation in international exhibitions with project proposals designed, carried out and managed by artists together with migrant applicants or holders of International and Humanitarian Protection.

2) **Designing and testing**, in Italy, by a multi-professional team of lawyers, educators, cultural-linguistic mediators, psychologists with cross-cultural training, **of a widespread territorial reception model for applicants and holders of International and Humanitarian Protection in residential areas of EU citizens**, in compliance with the safeguards rules and measures provided for in International Law and by the guidelines of reception and assistance in asylum application and social inclusion, such as: financial support; legal, medical, social and psychological counseling; literacy and civic and language training; professional training, housing and job placement.

3) **Setting up a system of evaluation and certification** of the widespread territorial reception model, namely the outcome of the processes of social inclusion in terms of safeguards as well as of opportunities offered to the beneficiaries, and the impact and benefits for the local communities which have hosted them.

4) **Transferring the model** tested in Italy to three other European territories in order to formalize it as Good Practice which can be implemented in any other context within the EU, regardless of their status as territories of access, transit or destination of the current migration flows to Europe.

5) **Disseminating the widespread territorial reception model** in other EU countries, promoting the Good Practice through participation in international or national events and art exhibitions, following the procedures designed and tested in Italy and later formalized in Austria, Germany and Slovenia.

6) **Countering any emerging xenophobic or populist discourse against applicants and holders of International and Humanitarian Protection and Humanitarian in the EU**, setting up a transnational network of 2,100 centers or host families, 75 in each EU country, so as to diversify and strengthen the existing national reception systems mainly based on shelter centers or camps.

7) **Promoting the creation of an EU International Protection** from the bottom up, from civil society to the EU institutions, to ensure that migrants applicants and holders of International and Humanitarian Protection can be supported by common and shared reception policies, regardless of the country entitled to evaluate and eventually grant the International Protection status.

### 3. STRUCTURE AND ORGANIZATION

The “**Beyond Borders**” project, in its most extensive framework, is composed of 3 complex phases.

It expects an initial **experimental test of a “widespread territorial reception project on a local level”** to be carried out in Italy (as Italy, for the current migration to Europe, is at the same time country of entry, transit and destination of the Central Mediterranean route). It’s the phase of recognition and identification of the necessary operational procedures to implement a widespread territorial reception of migrants seeking or holding International and Humanitarian Protection **in residential areas of Italian citizens.**

**A second stage will extend it to a macro-regional level, transferring the model tested in Italy to 3 other local contexts** characterized by being transit and destination territories of the migration routes to Europe via sea and land. The plan is to transfer the model to Austria, Germany and Slovenia. It’s the stage of formalization of the Good Practice model and of its transferability to different local contexts, might they be countries of arrival, transit or destination of the applicants and holders of International Protection.

The project includes **a third and final phase, its transnationality:** the strengthening of the network of families or of residential areas through the dissemination of the widespread territorial reception model in other EU territories. The implementation of the latter step will no longer be subjected to technical, operational and management aspects of reception of applicants and holders of International and Humanitarian Protection in different European local contexts, but it will depend on political wills, or rather on the reception policy applied by the governments of the other EU countries, and on the capability of civil society and its intermediate bodies to direct it while participating in its set-up.

Therefore, the transnational outreach of the widespread territorial reception model will depend on the capability and willingness of the intermediate bodies of civil society such as the non-profit sector and the NGOs operating in those other EU countries to strengthen and expand the reception network to the capacity foreseen by this project (75 reception units). It will especially depend on their ability to make national and regional public institutions more reactive and effective in including the widespread territorial reception model within their migration and reception policies of the applicants and holders of International and Humanitarian Protection.

As regards its structure and organization, the project includes:

**Four artistic projects** (1 connected to the experimental phase in Italy and then 3 more, 1 in Austria, 1 in Germany and 1 in Slovenia) aimed at raising awareness on the migration phenomenon and on the individuals involved in it, and including systematic actions to facilitate the implementation of territorial reception networks and to promote the projects of widespread territorial reception.

**Four projects of widespread territorial reception** for applicants and holders of International Protection (an experimental 1 in Italy and then 3 more, 1 in Austria, 1 in Germany and 1 in Slovenia).

**Four local operational units,** composed by 7 professionals with expertise in the areas of intervention provided by the Institute of International Protection, such as:

- **Linguistic and intercultural mediation;**
- **Actual reception;**
- **Guidance and legal support;**
- **Psycho-social and health protection;**

- **Orientation and access to local services;**
- **Professional training and retraining;**
- **Guidance and support in job placement;**
- **Guidance and support in housing placement;**
- **Guidance and support in social inclusion;**

These structures are responsible for designing, implementing and managing widespread territorial reception projects

**4.1 Control Room** with 9 members, 4 representing territorial operative centers, 5 coming from the art world, with the following roles:

- technical and operational, to facilitate and include the plans of widespread territorial reception in an operational and methodological strategy (good practice) within an European and transnational framework;
- political and strategic, namely to promote and disseminate the widespread territorial reception model tested in Italy and later formalized in Austria, Germany and Slovenia in other EU countries. Initially, during the two macro-phases of the project, the control room will be a single platform, while later, once the territorial reception model has been extended to other European contexts, acquiring a transnational structure, two work stations will be established: political/strategic and technical/operational. During the experimental test, the control room will be of 7 people, 2 representing the social sector and 5 the art world. Only when the project has acquired a macro-regional dimension, the control room will grow to 9 members, 4 representing the territorial operative centers and 5 for the art world.

#### 4. THE PROCESS

The project includes a further progression in 2 macro-phases, plus a third step of dissemination and development of its transnationality. The successful implementation of this third phase will strictly depend on and be conditioned by the public policies in effect in 2020 in each and every EU country. Therefore, in this paper it is possible to outline the actualization process of the first 2 macro-phases, while the third one will be subject to an assessment of the impact of the widespread territorial reception of applicants and holders of International and Humanitarian Protection in the territories involved in the project, as well as of the capability of the civil societies of the EU territories not immediately involved in the project to promote and implement this reception model.

**Therefore, the first macro-phase will test the widespread territorial reception model for the applicants and holders of International and Humanitarian Protection in residential areas of EU citizens in Italy.**

**Estimated time: 2 years, from January 2017 to December 2018.**

**The second macro-phase will be instead of implementation and transferability of the model to other 3 EU countries, Austria, Germany and Slovenia.**

**Estimated time: from January 2019 to December 2020.**

Once the project has been implemented and carried out in the above-mentioned four territories, the effectiveness and efficiency of the widespread territorial reception of the migrants seeking International and Humanitarian Protection will be tested and evaluated in different local contexts in the EU.

Italy, Austria, Germany and Slovenia, as countries of entry, transit and destination of the current forced migration to Europe, are representative of the diverse territorial impacts that migrant populations can have on each and every EU country regardless of the current routes, or of factors of attraction or rejection, voluntarily or inadvertently activated by the policies of a particular state.

Lastly, the testing phase could have significant shifts in the scheduled timing of work as the current time frame for the recognition of International Protection status in Italy is of approximately 12 to 18 months. The project is inextricably linked to the timing of the recognition or denial of the International Protection status at all stages provided for by International and National law, and further 6 months will be allotted to those who will be granted such status or other forms of protection, as provided for by the current Italian legislation on reception of migrants and refugees.

All the interventions for migrants will be implemented within the afore-mentioned 9 operational areas and will be interconnected following a dual strategy:

→ **support and assistance for migrants in applying for International Protection;**

→ **support and assistance in social inclusion for asylum seekers and refugees.**

## 5. TESTING IN ITALY

The field trial in Italy envisions the following procedure:

### **Phase 1 (January 2017 – October 2017)**

Creation of an art project about migrations with the set-up of a side pavilion during the Venice Biennale 2017, designed, staged and managed by artists and migrants seeking or holding the status of International and Humanitarian Protection, hosted in reception projects in the provinces of Venice, Padua and Treviso.

### **Specific Objectives:**

→ **raising awareness about the forced migration phenomenon among all citizens visiting the international Biennale of Contemporary Art;**

→ **promoting the implementation of the widespread territorial reception model by asking visitors of the pavilion to join the initiative with a twofold proposal:**

→ **request of the passport of NSK, the “State without territory”;**

→ **request to be a host family for the territorial reception of migrants applicants and holders of International and Humanitarian Protection.**

### **Outcome goals:**

**Identifying and building a network of 75 hosts residing in the provinces of Venice, Padua and Treviso. 50 fully operational hosts and 25 as support in case of relational or educational incompatibilities.**

The art event involving migrants will act as an educational and training context for them, as they will be responsible for designing, implementing and setting up the pavilion as well as of visitor reception and management.

The event will take place in two stages:  
 January/May: when artists and migrants will work together to design, implement and set up the art pavilion.  
 May/August: during the exhibition, it will focus on visitor reception and on the promotion of the transnational widespread territorial reception project.

**Phase 2  
 (September 2017 – December 2017)**

During this phase the project of widespread territorial reception will be implemented on a local level and the operating methods between the professional team and the centers and families hosting migrants will be defined, as they should be already structured and outlined during the art project in phase 1 (January – August 2017) through the “**territorial reception project on a local level**”, through which also apply for reception grants for seekers of International Protection offered by prefectures for 2018 (see annexure: income statement assumptions).

The most important activity will be the **development of reception centers** and it will:

- define the timing and manner of reception of migrants;
- identify constraints and assets of host centers and families;
- specify roles and collaboration patterns between host centers and operators of the multi-professional team in relation to methods to support and assist beneficiaries in social inclusion and in applying for asylum, as well as in designing customized projects of integrated reception, and in preparing a reception agreement to be signed by host families/centers, beneficiaries and coordinator of the multi-professional team.

**Phase 3  
 (January 2018 – December 2018)**

with the possibility of a further 6-month extension if for the majority of beneficiaries the whole process of application for International Protection is still pending,

including any appeals to refusals by the Territorial Commissions or, even when, after a positive evaluation, they still haven't sufficiently achieved the objectives of social inclusion).

It's the phase of implementation of the widespread territorial reception project on a local level, during which the multi-professional team, the beneficiary and the host center, in full application of measures and procedures in respect of human rights, will fulfill all the activities provided for by International and National law in accordance with their roles and institutional mandates, with the purpose of assisting the migrant applying for asylum and International Protection and in social inclusion, such as:

- **Housing reception in centers or families in the territories involved by the project;**
- **Access to health protection and medical care;**
- **Legal assistance (obtaining all the documents required to access services and to legalize their status in Italy, filing their case, preparation for court hearing and for refusal appeal);**
- **Access to services and to the local territory;**
- **Italian literacy, civic and continuing education courses;**
- **vocational training;**
- **job placement and housing independence.**

**Phase 4 (January – March 2019,** presumably July – September 2019 considering that reception follows the actual timing of the procedures of application for International Protection)

It's the stage of assessing the outcomes of the project activities as well as of a first formalization of the practices and methods implemented through the widespread territorial reception model. Still in this phase, following the launch of projects in the other 3 EU countries, a final formalization of the model as Good Practice will be initiated.

## 6. PERFORMANCE TARGETS AND PROJECT OUTCOMES

Individuals coming from the current forced migrations, and in particular those vulnerable categories recognized by international law, have such specific needs (protection, rights, employment, housing, etc.) that can be met without arising conflict between new migrants and local residents only through a twofold strategy that raises awareness between the local community, helping them acknowledge the other, who is different and experiencing a condition of social and legal vulnerability, while at the same time supporting the protection seekers with a tailored project (socio-emotional support, legal advice, personal empowerment and advancement, social inclusion and job placement).

**The widespread territorial receptions of migrants, applicants and holders of International and Humanitarian Protection, are paths that primarily have the task to facilitate a social communication between members of local communities and individuals coming from forced migrations on the basis of civil coexistence and tolerance, against separation or lack of knowledge of the other, as it almost always happens when these people are hosted in designated camps or shelters.**

**The community sets an example for others to follow through its own civic advancement; it evolves and protects itself through social inclusion.**

Therefore, the “Beyond Borders” project, aimed at raising awareness among local communities on the phenomenon of forced migration through artistic and cultural events, as well as at the promotion, creation, formalization and dissemination of the widespread territorial reception model for migrants applicants and holders of Humanitarian

Protection in local households or families, has as its main project outcome to **"give back knowledge and educational skills to local communities so that they can face the challenge of coping with the current forced migrations without closing in, marginalize or, even worse, confine the applicants and holders of international and Humanitarian Protection to a ghetto, for the fear of losing their values and identity."**

The project, as a test and formalization of an operational practice of widespread territorial reception on a local, macro-regional and eventually transnational level, is the implementation of a bottom-up approach, from civil society to Communitarian Public Institutions of every Nation State, and qualifies as a tentative technical-operational response to the current cultural, political and physical divisions on immigration policies, specifically regarding reception of migrants in the EU. Its implementation, possibly monitored and evaluated by international bodies, can only motivate EU institutions and in particular the governments of its state members to further improve the current legal framework and facilitate a common policy on asylum. Therefore, the project, by implementing a widespread territorial reception model that can be disseminated and transferred to all other EU states, addresses EU institutions and State member governments by offering an operational solution for a system of interventions that simultaneously complies with:

**→ protection of migrants' human rights in respect and application of international law, security of citizens and of territories;**

**→ empowerment and advancement of migrants as resources for the local communities and not commodity for criminal or exploitative markets.**

In this particular case, the “Beyond Borders” project aims at being a **technical apparatus available for EU institutions and for State member governments to design and implement an effective European common policy on reception of applicants and holders of International and Humanitarian Protection**, and, in our view, this is a political and legislative priority with a direct impact on the actual survival of the EU.

The main expected outcome objectives are:

**1. The creation of a network of 300 host centers for migrants applicants and holders of International and Humanitarian Protection**, 75 (50 fully operational + 25 as support) for each country involved in the project (Italy, Austria, Germany and Slovenia), allowing to develop and put into effect a transnational widespread territorial reception model, which should be promoted and, wherever possible, implemented in the remaining EU state members. The project is the starting point for the set-up of a transnational network in EU countries composed of 2100 host centers, 75 in each territory.

**2. The set-up of 4 Operative Units (multi-professional teams), one for each country involved in the project**, responsible for designing, implementing and managing the widespread territorial reception model for at least 50 migrants applicants and holders of International and Humanitarian Protection in residential areas of EU citizens, in full compliance with international law and with reception guidelines as provided for by the international bodies responsible for the protection of asylum seekers and refugees. As for the network of centers or families hosting applicants and holders of International and Humanitarian Protection, the project is the founding core of 28 multi-professional operative units, one for each EU country.

**3. The creation of a Control Room** representing the operational structures in EU countries as well as the professionals coming from the modern and contemporary art world, mainly responsible for:

→ guidance and orientation of the operational units of each country so that the different widespread territorial reception models could fit within a dual strategy: support and assistance in applying for International Protection and in social inclusion;

→ dissemination of the widespread territorial reception model through host centers or families as good practice to be implemented in reception systems for applicants and holders of International and Humanitarian Protection in EU countries;

→ mediation with international bodies and European institutions in order to promote the widespread territorial reception model for applicants and holders of International and Humanitarian Protection through contemporary art languages and practices, in which artists and migrants seeking asylum showcase performances related to the phenomenon of forced migration and the individuals involved in them, and with governments and institutions of each EU country with the aim of including the reception model of asylum seekers through host centers and families in European territories within the reception systems for applicants and holders of International and Humanitarian Protection.

**ANNEXURE  
INCOME STATEMENT ASSUMPTIONS  
FOR THE TERRITORIAL RECEPTION  
PILOT PROJECT ON A LOCAL LEVEL  
IN ITALY**

The income statement will be based on the costs of the current funding allocated by the Italian government for the reception of migrants applying for International Protection (CAS tender), i.e. 38 € per day for each asylum seeker. The total funding request for the “territorial reception project on a local level” is expected to be 693,500 € (38 € x 50 individuals x 365 days)

Item of expenditure	Beneficiaries	Costs	Total costs
<b>Accommodation</b>	Host centers or families	300 € monthly	<b>180,000 €</b>
<b>Operational structure</b>			
<b>Full-time staff:</b>			
– 4 operators with educational expertise in management of custom projects, community development and linguistic/cultural mediation;	Multi-professional team	200,000€ for full-time personnel	<b>260,000 €</b>
– 1 coordinator with educational and psychological expertise		40,000 € for legal advice and advocacy	
<b>Part-time personnel:</b>		20,000 € for part-time personnel	
– 1 psychologist with cross-cultural training			
<b>Assignments and consultancies:</b>			
– 1 law firm			
<b>Pocket money</b>	Applicants and Holders of International Protection	100 € per person, monthly	<b>60,000 €</b>
<b>Travel expenses and transport cards</b>	Applicants and Holders of International Protection	37 € per person, monthly	<b>22,200 €</b>
<b>Emergency fund</b>	Applicants and Holders of International Protection; Multi-professional team	Applicants: 20,000 € health care costs and miscellaneous expenses Team members: 10,000 € fuel allowance	<b>30,000 €</b>
<b>Social inclusion activities</b> (language courses, internships, work experience grants, housing allowance...)	Applicants and Holders of International Protection	2,500 € per person	<b>125,000 €</b>
<b>Administration</b> (personnel and administrative costs, legal entity registration, registered office...)	Administrative staff	12,000 € Administrative staff 4,300 € Administrative expenses	<b>16,300 €</b>
<b>Total cost</b>			<b>693,500 €</b>