



Gruppo di lavoro
per la Convenzione
sui diritti dell'Infanzia
e dell'Adolescenza

Contribution by the Italian Working Group for the Convention on the Rights of the Child (Gruppo CRC) to the List of Issues Prior to Reporting (LOIPR)

FOR THE PERIODIC REPORTING PROCEDURE OF ITALY TO THE COMMITTEE
ON THE RIGHTS OF THE CHILD

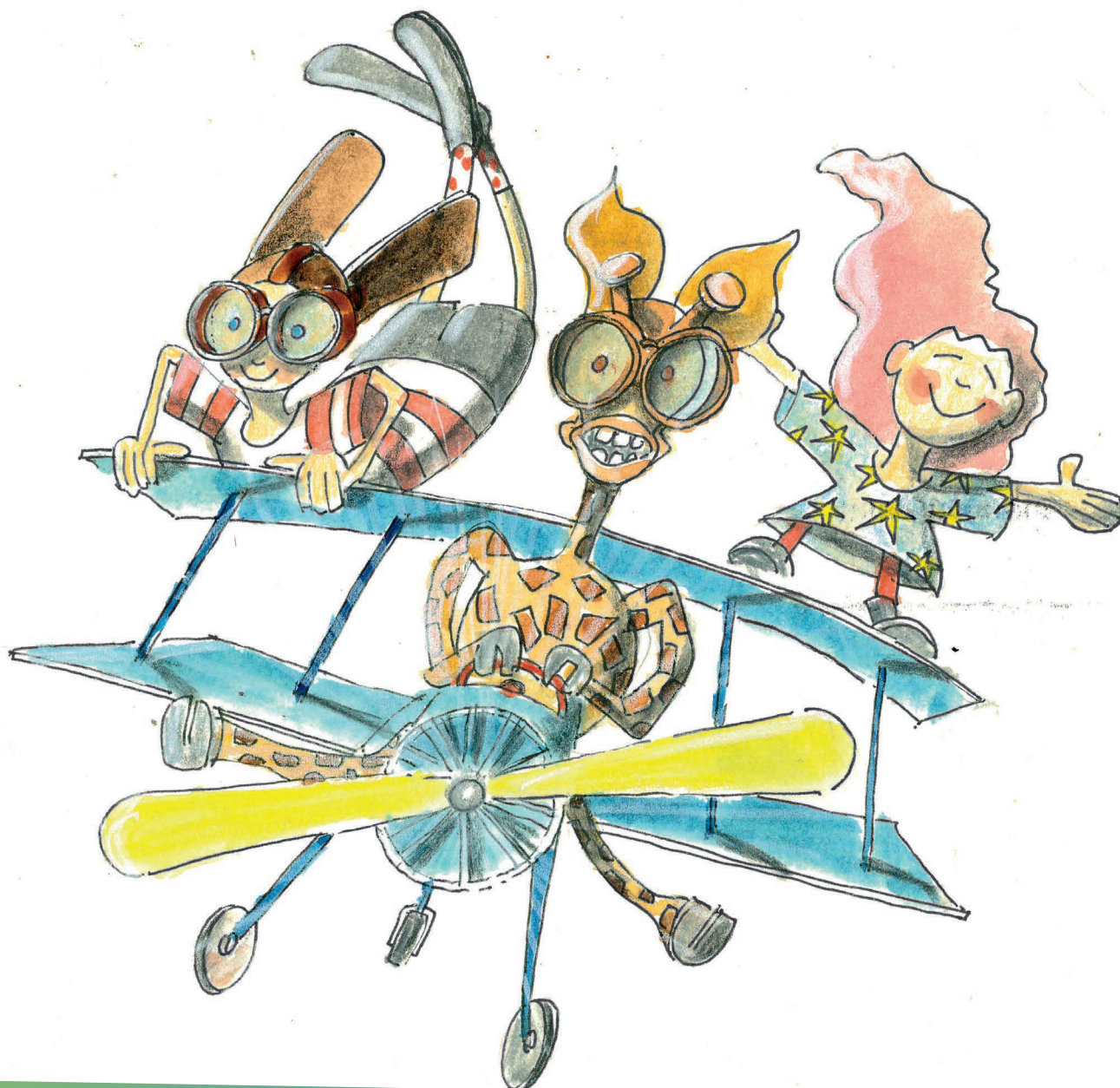


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Brief presentation

The Italian Working Group for the Convention on the Rights of the Child (**Gruppo CRC**)¹ was established in December 2000 with the aim of promoting the effective implementation of the CRC in Italy. The Network is composed of more than 100 associations. To date, the Network has drafted thirteen Annual Follow-Up Reports on the monitoring of the CRC in Italy, as well as three Supplementary Reports submitted to the United Nations Committee on the Rights of the Child. Furthermore, in 2009, 2014, 2019 and 2024 the Gruppo CRC sent its contribution to the UPR process.

This submission is based on the following document drafted by the Gruppo CRC: the 13th Annual Follow-Up Report, the 3rd Regional Report and the Agenda for Children and Adolescents. The Network has identified 18 priorities that should guide the upcoming Cycle of the periodic reporting process from the Committee to Italy.

¹ <https://gruppocrc.net/>



GENERAL MEASURES OF IMPLEMENTATION

1. Data Collection

Italy still lacks a comprehensive and coordinated data collection system, which results in significant gaps in coverage and prevents meaningful comparison of data across Regions. The UN Committee on the Rights of the Child has repeatedly recommended that Italy (CRC/C/ITA/CO/5-6, paragraph 9) strengthen its data collection mechanisms. Similarly, the Child Guarantee National Action Plan (PANGI) has underlined how the lack of data significantly hampers the accurate assessment of target beneficiary populations, and even more so the planning and delivery of appropriate services.

Progress has been made in updating data on minors living outside their family of origin and placed in foster care or residential communities, thanks to the implementation in 2022 of the Social Services Supply Information System (SIOSS). However, the system still requires further improvement. Specifically, it should incorporate data on the duration of placements in both foster care and residential settings; data on outcomes following the care experience – such as return to the family of origin, transition to independent living, continued foster care, or adoption; as well as the clear identification of the number of young adults who remain in foster care or residential communities upon reaching the age of majority.

As regards national adoptions, the **only available data are updated to 2022** and there is a lack of case-based (phenomenological) data. It is therefore not possible to determine, for example, the number of children declared adoptable but not yet adopted and the number of provisional placements and/or foster placements defined as “at legal risk”.

Italy has not yet established an epidemiological data collection system on child abuse and maltreatment; consequently, it did not participate in the 2020 WHO report, which assessed the situation in 155 countries.

Similarly, there is a lack of both quantitative and qualitative data on children with disabilities, particularly in the 0–5 age group. The only available data are those collected upon entry into the compulsory education system, which indicate that children with disabilities account for 2.4% of pupils in public nursery and 4.4% in public primary schools² - suggesting the presence of a “hidden” population among younger children.

There is also a persistent lack of data on neurodevelopmental disorders, on mental health, and on access to social and healthcare services.

This lack of data severely limits the ability to plan appropriate, timely, and tailored services in the education, healthcare, and social sectors. It also undermines the capacity to evaluate the effectiveness of public policies.

² <https://www.istat.it/it/files/2022/01/REPORT-ALUNNI-CON-DISABILITA.pdf>





- ➔ *What measures has the Government adopted, or does it intend to adopt, to address the existing shortcomings in the collection and analysis of data concerning children – particularly those with disabilities, and those with neurodevelopmental and mental health disorders – in both quantitative and qualitative terms?*
- ➔ *How does the Government intend to establish an epidemiological data collection system on child abuse and maltreatment?*

2. Material and Educational Poverty

In Italy, the rate of children living in absolute poverty is significantly high. Children are the population group with the highest incidence of absolute poverty – 13.8%, compared to a national average of 9.7%. According to data, in 2023 nearly 1.3 million children were living in **absolute poverty**, the highest figure recorded since 2014³. The most affected are children living in large families (11.6% in households with two children and 18.8% in those with three or more children) and those in single-parent households (almost 15%). Child poverty affects the country unevenly, with significantly higher rates in the South and the Islands compared to the Centre and the North. ISTAT also reports that 16.2% of children were living in dwellings with structural issues or dampness-related problems (such as mould, leaks, or poor lighting), and over 45% of children were living in overcrowded housing conditions, with marked territorial disparities. Closely linked to economic poverty is **educational poverty**, which refers not only to material conditions of access but also to learning and developmental opportunities. In this regard, it is important to note that only 30% of children have access to early childhood education and care services, and only 14.3% benefit from publicly provided services. Regional disparities are considerable: 12 regions exceed the EU benchmark of 33%, while Campania and Sicily fall below 15%. Full-time schooling is available to only 40% of primary school students. Moreover, only 57.5% of primary pupils benefit from school meal services, with some regions not even reaching 25%. The early school leaving rate stands at 10.5%, once again with significant regional disparities.

Only 57.8% of children and adolescents engage in sports activities in their free time, with lower rates in Campania (41.9%) and Sicily (42.2%). Only 52.4% of children and adolescents read during their free time, with the lowest percentages observed in Sicily (29%), Campania (35.4%), and Calabria (36.7%), compared to much higher levels in the Autonomous Province of Trento (72.6%) and Tuscany (63.9%)⁴.

³ https://www.istat.it/it/files//2024/10/REPORT_POVERTA_2023.pdf

⁴ <https://gruppocrc.net/wp-content/uploads/2024/12/Rapporto-crc-2024.pdf>

- ➔ *How does the Government intend to implement a comprehensive and structural intervention to combat child poverty that goes beyond monetary transfers, addressing the multidimensional nature of the phenomenon, by adopting a strategy that combines income support with services, individualized support, and integrated social protection measures in the economic, educational, social, and healthcare sectors, with a view to safeguarding the best interests of the child?*
- ➔ *How does the Government intend to ensure the effective implementation of the commitments made under the Child Guarantee National Action Plan, including, among others, actions aimed at improving and expanding school meal services?*

3. National Plan of Action for Children

The Government is about to adopt the 6th National Plan of Action for Children⁵, the principal planning and policy guidance instrument for childhood and adolescence. This plan has been drafted by the National Childhood Observatory, established within the Department for Family Policies. The 6th Plan is structured around three main areas – Parenting, Education, and Health – and is articulated into 16 actions, guided by the key principles of “Feasibility, Sustainability, and Evaluability”.

While the Plan is commendable for its pragmatic and sustainable approach – also characteristic of the work of the National Childhood Observatory⁶ – some critical issues emerge: the lack of inclusion and participation of children both in the monitoring of the previous Plan and in the drafting of the new one; the centrality of the “family” in addressing issues related to children (notably, Italy has a specific National Family Plan drafted by the Family Observatory⁷).

Furthermore, of the 16 actions contained in the Plan, 10 are primarily implemented by the Department for Family Policies, 3 by the Ministry of Labour and Social Affairs, 3 by the Ministry of Health, and only 1 by the Ministry of Education and Merit, and this latter one jointly with the Department for Equal Opportunities. This distribution diminishes the Plan’s role as the central programming instrument for the implementation of children’s rights, despite explicit references to it in the Plan’s introduction.

- ➔ *What guidance actions are the Government planning for Regions and Municipalities to promote and facilitate the implementation of the 6th National Plan of Action for Children?*
- ➔ *How does the Government intend to ensure the timely implementation, monitoring, and evaluation of the planned actions of the 6th National Plan of Action for Children?*

⁵ <https://documenti.camera.it/apps/nuovoSito/attiGoverno/schedaLavori/getTesto.ashx?leg=XIX&file=0253.pdf>

⁶ <https://www.osservatorionazionaleinfanzia.it>

⁷ https://www.famiglia.governo.it/media/33jj5zud/piano_famiglia_2025_2027.pdf





GENERAL PRINCIPLES

4. Children participation

Child participation in Italy is still not a comprehensive and inclusive measure. At the **national level**, there is neither a comprehensive strategy nor established mechanisms to ensure that children are consulted and enabled to put forward proposals on matters affecting them.

Relevant specific initiatives exist at the national level, such as the Youth Advisory Board (YAB)⁸, established by UNICEF as part of the pilot phase of the Child Guarantee, funded by the Ministry of Labour and Social Affairs and the Department for Family Policies. In 2022, the Department for Family Policies published Guidelines to promote the participation of children and young people. However, these Guidelines, developed by the National Childhood Observatory, have neither been implemented nor used to involve children in the drafting of the 6th National Plan of Action for Children. The National Ombudsman for Children has launched consultation processes involving children and young people⁹, and has recently financed and implemented a national initiative to support direct participation through the establishment of the National Council of Children and Youth¹⁰ (CNRR), which is expected to conclude in September 2025. Despite long-standing legislation (DPR 419/1974) guaranteeing student participation in school governance, opportunities for representation and engagement are increasingly limited. Moreover, participation remains largely inaccessible to the most vulnerable groups¹¹.

At regional and local levels, there are several initiatives, some of which are qualitatively good, that, however, lack continuity, do not constitute a structured system, and are not based on a shared approach. For example, there are hundreds of experiences of Municipal Children's Council implemented in collaboration with schools and/or third sector organizations. However, it is not possible to determine how many exist, where they have been implemented, what methodologies they follow, or what resources they rely on, as these initiatives are not mapped or monitored.

There is a strong need for a national and broad comprehensive commitment strategy that enhances and disseminates existing tools and good practices; implements national training; monitors and keeps track of the different experiences; develops indicators of child participation, which are currently absent; and allocates funds to develop programmes that allow children to participate in the decision-making process. It is necessary to engage different stakeholders and all relevant actors, including the National and Regional Ombudspersons for Children's Rights and civil society.

Does the Government intend to promote and support, including through adequate financial resources and necessary training, a comprehensive national strategy for child participation that also involves regional and local levels, defining the processes and venues where children's participation must be ensured?

⁸ <https://www.unicef.it/chi-siamo/giovani/youth-advisory-board>

⁹ <https://iopartecipo.garanteinfanzia.org/consultazioni-online/>

¹⁰ <https://iopartecipo.garanteinfanzia.org/consiglio-nazionale-delle-ragazze-e-dei-ragazzi/>

¹¹ <https://www.actionaid.it/press-area/scuola/>



CIVIL RIGHTS

5. Reform of the Law on Citizenship

According to Law No. 91/1992, which is based on the principle of *jus sanguinis*, the main mode of acquiring Italian citizenship is by descent from at least one Italian parent. It is also possible to apply for citizenship after ten years of lawful residence, or, in the case of individuals born in Italy, upon reaching the age of 18, provided that the application is submitted within one year of attaining majority.

However, over the past thirty years, the demographic and socio-cultural structure of the country has significantly changed. For instance, there are currently 931,323 students without Italian citizenship enrolled in Italian schools¹², 607,169 of whom (65.2%) were born in Italy.

The current legal framework appears outdated, and it places children and young people who were born or raised in Italy but are not Italian citizens in a condition of inequality compared to their citizen peers, despite their full and active belonging to the country in which they live, study, grow, and envision their future.

Over the years, several legislative proposals aimed at reforming the current citizenship law have been introduced in the Parliament, yet none have resulted in adoption.

In June 2025, a popular referendum was held, promoted by youth movements with migrant backgrounds and some opposition political parties, proposing to reduce the required regular residence period to apply for citizenship from 10 to 5 years. However, the referendum did not reach the quorum of 50% plus one of the voters necessary for the vote to be valid. This situation continues to impact the opportunities of many minors without citizenship to participate in school trips without the need for a visa, to take part in cultural exchanges such as the Erasmus program, to vote, and to feel fully recognized.

A reform of the citizenship law is necessary to guarantee equal conditions and full rights to minors who are *de facto* Italians but not *de jure*. Such reform should also be accompanied by a series of measures aimed at supporting intercultural education in schools and promoting a culture of respect for diversity.

- ➔ What measures does the Government intend to adopt to promote school inclusion and foster respect for diversity, within an intercultural perspective, in Italian schools?
- ➔ What legislative initiatives does the Government plan to undertake to reform the citizenship legislation, which appears outdated and no longer adequate to the country's current socio-demographic context?

¹² <https://www.censis.it/sites/default/files/downloads/Seconde%20generazioni.pdf>





VIOLENCE AGAINST CHILDREN

6. Combating violence against Children

In Italy, a systematic and up-to-date epidemiological data collection system on child maltreatment remains lacking.

The National Ombudsman for Children has promoted the third edition of the National Survey on Child and Adolescent Maltreatment in Italy. This latest survey¹³ covered a population of 2,733,645 children residing in 326 Italian municipalities. These municipalities are representative of the entire child population, thanks to a carefully designed sampling and data collection methodology developed by the National Institute of Statistics (ISTAT).

In 2023, 42 minors per 1,000 residents were under the responsibility of Social Services in Italy, with significant regional disparities: 51 per 1,000 in the North, 39 per 1,000 in the Centre, and 32 per 1,000 in the South and Islands.

Among them, 113.892 minors, equivalent to 13 per 1,000 residents, were receiving support specifically due to maltreatment, representing a 58% increase over the past five years.

Children aged 0–5 remain the least represented among those supported by Social Services, indicating that interventions are often delayed. In 56 % of cases, support extends beyond two years and is provided only when situations have already become highly complex.

Primary prevention remains notably weak, as further evidenced by the fact that the majority of reports originate from the Judicial Authority (52%), rather than from community-based networks or key front-line professionals who are in a position to observe family dynamics at an early stage—particularly when the child is very young, such as pediatricians (1%) or hospitals (4%).

According to the **report of the Ministry of the Interior** on crimes committed against minors, the period from January to June 2024 shows a significant increase, compared to the same period in 2023, in several categories of offences: abuse of correction or disciplinary measures (+22%), maltreatment of family members or cohabitants (+15%), sexual violence (+11%), and group sexual violence (+14%)¹⁴.

It is therefore urgent to establish a coherent and integrated national system that enables the timely identification and recognition of the phenomenon, ensures appropriate case management, and supports the implementation of large-scale prevention policies. Such policies must necessarily be grounded in continuous, accurate, and comprehensive knowledge of the phenomenon.

¹³ <https://www.garanteinfanzia.org/sites/default/files/2025-06/iii-indagine-maltrattamento.pdf>

¹⁴ https://www.interno.gov.it/sites/default/files/2024-12/elaborato_minorenni_vittime_di_abusi.pdf

- ➔ *How does the Government intend to address the absence of a stable and uniform monitoring mechanism system across regions to accurately assess the number of minors receiving social services due to maltreatment and abuse?*
- ➔ *Does the Government intend to apply to become a Pathfinder country by joining the Global Pact to End Violence Against Children, thereby aligning itself with countries that have publicly committed to combating child maltreatment and violence?*

7. Gender-based violence

In Italy, domestic violence represents one of the most widespread and serious forms of **gender-based violence**. In 2023, 3,574 women victims of violence were received into protection services, of whom 3,054 were accommodated in shelters and 520 in residential facilities. A total of 4,157 minors were hosted in these facilities: 2,875 were children of women victims of violence placed in shelters and may have either witnessed or directly experienced violence themselves. An additional 1,282 minors, themselves victims of violence, were accommodated in non-specialized facilities.

Although the availability of shelters increased by 3.1% compared to 2022, reaching 464 facilities, and has doubled since 2017, the first year of data collection by ISTAT, the overall coverage rate remains low, at 0.15 per 10,000 women in Italy. Significant regional disparities persist, ranging from 0.21 in the North-West to 0.09 in Central and Southern regions¹⁵.

The most extreme form of gender-based violence against women is “**femicide**”, which remains alarmingly widespread in Italy. In 2024, 111 women were killed, 96 of whom were murdered in a family or intimate partner context. Among these, 59 were killed by their current or former partner¹⁶.

In recent decades, some legislative progress has been made in combating violence against women, including the recent Law No. 69 of 19 July 2019¹⁷ and the Bill S. 1433 on “Femicide”¹⁸, which will finally acknowledge the phenomenon. However, the data clearly show that much more remains to be done, particularly in the area of prevention, where Italy continues to show structural weaknesses.

The severity factors of abuse primarily concern its duration, an especially critical issue given that most cases occur within the family context, and the age at which the first episode takes place.

Primary prevention proves effective when emotional and relational education is provided, along with the teaching of protective strategies that actively involve parents and the educational/school environment. Effective preventive actions include the fair distribution of caregiving responsibilities, paternal involvement in child-rearing, interventions that promote co-parenting, the dismantling of gender stere-

¹⁵ <https://www.istat.it/comunicato-stampa/le-case-rifugio-e-le-strutture-residenziali-non-specializzate-per-le-vit-time-di-violenza-anno-2023/>

¹⁶ https://www.interno.gov.it/sites/default/files/2025-01/report_omicidi_al_31_12_2024.pdf

¹⁷ Urgent provisions for the protection of victims of domestic and gender-based crimes, <https://www.gazzettaufficiale.it/eli/id/2019/07/25/19G00076/sg>

¹⁸ Introduction of the crime of femicide and other regulatory measures against violence toward women and for the protection of victims, <https://www.senato.it/leg/19/BGT/Schede/Ddliter/59022.htm>





otypes, and the promotion of a culture of respect.

In Italian schools, **Comprehensive Sexuality Education** has not yet been formally introduced. Educational initiatives in these areas are largely left to the discretion and goodwill of school principals and teachers who choose to organize activities or training sessions on gender equality, emotional development, and informed sexuality.

Evidence underscores the importance of starting such education in early childhood, when relational models and social skills begin to form – skills that provide the foundation for interpersonal relationships in later stages of life. **Surveys** conducted among young people highlight the urgent need not only for effective protection and support systems, but also for preventive measures. One such survey, targeting adolescents aged 14 to 21, revealed that 39% reported having experienced violence; 18% reported having engaged in sexual activity against their will, 39% due to difficulty in saying no, and 14% as a result of non-respect of consent¹⁹. According to another survey²⁰, 52% of adolescents in a relationship reported having experienced at least once violent behaviors (34%); being subjected to violent language, including shouting and insults (29%); being coerced into doing something unwillingly (23%); receiving persistent requests for intimate photos (20%); being frightened by violent behaviors (19%). In this context, 47% admitted to having engaged in these behaviors at least once toward their partner.

Over the years, several parliamentary bills on this matter have been proposed, but none have been successfully enacted. Recent governmental interventions²¹ have raised greater awareness of the issue; however, they remain far from adopting a curriculum-based approach aligned with the Comprehensive Sexuality Education framework.

This fragmented and inconsistent scenario is further exacerbated by the **Bill A.C. 2423**²², currently under discussion in Parliament. The bill stipulates the requirement of prior parental consent for both curricular and extracurricular activities involving sexuality education. Moreover, it explicitly excludes early childhood and primary education from such initiatives. Requiring prior authorization for these topics through such restrictive procedures undermines the very function of public education. Inequalities among families – in terms of knowledge, skills, and access to reliable information – would be further deepened, rather than mitigated, if the public education system were prevented from fully exercising its role as a guarantor of equal access to education and opportunity for all students.

Some **Regions and/or local authorities** have taken steps to introduce sexuality and emotional education programmes. However, these remain fragmented and inconsistent, with varying content and delivery methods depending on the priorities and sensitivities of each local administration.

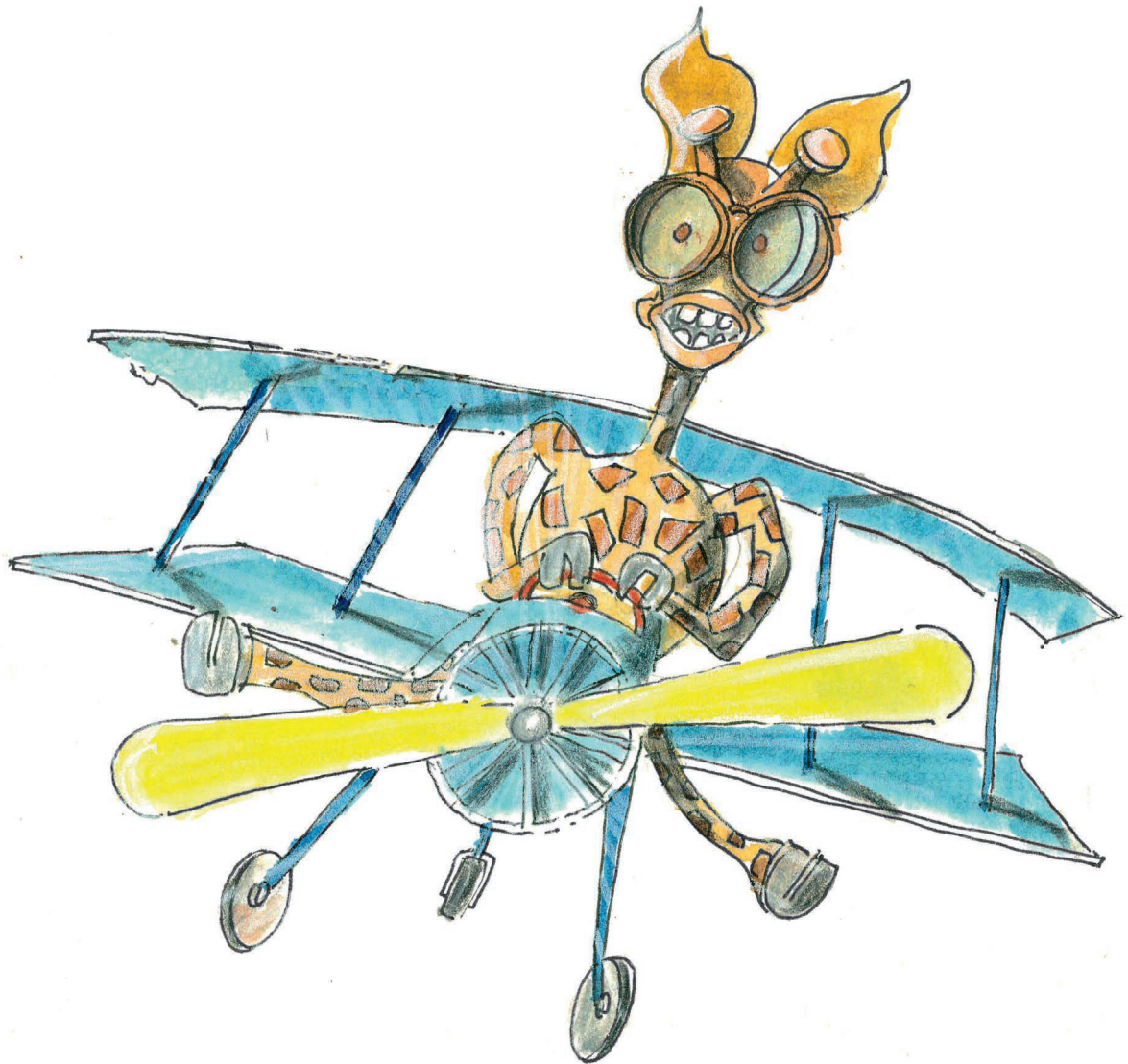
¹⁹ https://www.differenzadonna.org/wp-content/uploads/2024/12/1%C2%B0-Rapporto-sulla-Violenza-maschile-contro-le-donne_2024.pdf

²⁰ <https://www.savethechildren.it/cosa-facciamo/pubblicazioni/le-ragazze-stanno-bene>

²¹ E.g. Directive No. 83/2023 of Minister of Education and Merit which establishes a program for schools on “Education on Relationships”. This project is intended exclusively for upper secondary schools and is to be developed as an extracurricular activity on a voluntary basis.

²² Provisions on Informed Consent in the School Environment, <https://temi.camera.it/leg19/dossier/OCD18-21744/disposizioni-materia-consenso-informato-ambito-scolastico.html>

- ➔ Has a national monitoring process been carried out for the interventions implemented under the “Education on Relationships” project, launched following Ministry of Education and Merit Directive No. 83 of 2023, in order to assess the actions undertaken and the number of students involved?
- ➔ Why have the “National Guidelines for Education on Emotionality, Sexuality, and Reproductive Health in Schools ” finalized in 2017 following the signing of the Memorandum of Understanding “For the Protection of the Right to Health, Education, and Inclusion” between the Ministry of Health and the Ministry of Education, University and Research - renewed in 2019 and again in 2022 - not yet been officially adopted or published?





FAMILY ENVIRONMENT AND ALTERNATIVE CARE

8. Support for families

To ensure that children develop in the best possible way, caregivers need time and resources – not only financial ones. Policies, services, and communities play a critical role in creating an enabling environment that fosters and strengthens parenting skills. In Italy, becoming a parent often entails a condition of fragility and considerable strain. Many parents live far from their families of origin and lack strong social support networks. The familistic model that underpins the Italian welfare system proves to be misaligned with these contemporary challenges. Strong cultural legacies continue to persist, placing the full burden of caregiving responsibilities on women. This contributes to their systematic disadvantage in the labour market. Yet evidence clearly shows that the early involvement of fathers – starting from pregnancy – yields long-term benefits for children, mothers, and fathers themselves. In this regard, it is important to note that Italy ranks among the lowest in the European Union in terms of paternity leave, offering only ten fully paid days, limited to salaried employees. Parental leave is also shorter and less well compensated than in many other EU countries.

Parents are also calling for certain support measures to be extended into their children's adolescent years, as children's developmental needs do not end at the age of 14. In a country like Italy, where birth rates are declining, it is essential to ensure that every child is supported to grow up well, that parents understand what it means to care for and nurture their children, and that they are given the opportunity to develop these skills through dedicated services. All newborns should be reached through a multi-service system capable of engaging all families starting from the first 1,000 days of life, based on a universal progressive approach (including home visiting programmes).

There is a noticeable lack of attention to the diversity of family structures in which children live, which results in certain types of families being excluded from necessary planning. For example, there are no provisions for specific support during the initial years following a child's placement in an adoptive family, despite the fact that adoptees are often not newborns.

Comprehensive and multidimensional support for all families should therefore be considered a national priority.

- ➔ *Is the Government planning to significantly extend the duration of paid paternity leave and ensure access to it for all categories of workers?*
- ➔ *How does the Government intend to implement actions 1 to 7 of the National Plan for Children concerning "parenting," ensuring that they are effectively translated at the local level in order to avoid disparities across the national territory, while also taking into account the necessary adjustments required to address the diversity of family types?*



BASIC HEALTH AND WELL-BEING

9. Access to healthcare

In Italy, following the challenges encountered in maintaining **vaccination coverage** during the COVID-19 pandemic, 2023 data indicate a general improvement in coverage rates for most recommended vaccines administered in early childhood.

Although coverage rates for polio (used as a proxy for the full hexavalent vaccine series), assessed at 24 months of age in the 2021 birth cohort, exceed the 95% threshold recommended by WHO – which is necessary to limit the circulation of these pathogens within the population and to achieve both individual protection and so-called herd immunity – this target has been reached in only 12 Regions/Autonomous Provinces for the completion of the primary course. Two Regions/Autonomous Provinces report coverage levels below 90%. As for the first dose of the MMR (measles, mumps, rubella) vaccine, only 10 Regions/Autonomous Provinces have achieved coverage above 95%: Lombardy, Autonomous Province of Trento, Veneto, Friuli Venezia Giulia, Emilia-Romagna, Tuscany, Umbria, Lazio, Molise, and Campania.

Data indicate that, as of 1 January 2022, nearly 17% of the population aged 6 to 13 has been already assigned to a general practitioner. This is partly allowed by law and partly due to an objective shortage of **primary care pediatricians**²³ in certain Regions. The number of pediatricians decreased by 446 units between 2019 and 2022, reaching a total of 6,962, with declines recorded in almost all Regions. On average, each pediatrician is responsible for 993 patients.

More than 25% of children aged 0 to 17 are hospitalized in **adult wards**, and 85% of patients aged 15 to 17 are treated in mixed settings alongside adult and elderly patients, often by staff not specialized in caring for individuals in developmental age²⁴.

There is a high level of **healthcare migration of children** towards hospitals in Central and Northern Italy. This migration disproportionately involves residents from the South, with 11.9% compared to 6.9% from Central-Northern regions²⁵. Such mobility generates inequities, as not all families can afford the costs associated with these transfers, thereby violating the constitutional right of citizens to equal access to healthcare protection.

Infant mortality is decreasing at the national level, with a rate of 2.52‰ in 2022 (down from 2.57‰ in 2021). However, 12 regions report a slight increase, with Calabria having the highest rate at 3.57‰, while Tuscany records the lowest rate at 1.43‰²⁶.

²³ GIMBE Foundation. (2023). Pediatricians Shortage Alarm: At Least 840 Missing and a 5.5% Decrease Between 2019 and 2021, <https://www.gimbe.org/pagine/341/it/comunicati-stampa?pagina=1> and https://www.sisac.info/ActionPagina_296.do

²⁴ <https://sip.it/2023/03/03/stati-general-della-pediatria-le-5-sfide-da-affrontare-per-una-salute-a-misura-di-bambino/>

²⁵ <https://sip.it/2021/09/08/migrazione-sanitaria-i-neri-dello-studio-pubblicato-su-ijp/>

²⁶ <https://grupprocrc.net/wp-content/uploads/2024/12/Rapporto-crc-2024.pdf>





The percentage of **obese and severely obese children** is rising nationwide, with significant regional disparities: Campania (18.6%), Calabria (15.5%), and Puglia (14.8%) exhibit the highest rates, whereas the Provinces of Bolzano (3%), Trento (3.9%), and Lombardy (6.1%) report the lowest percentages.

The rate of cesarean deliveries has slightly decreased (30.3% in 2023 compared to 31.0% in 2022), yet strong regional differences persist. Campania has the highest rate at 46.5% – 16.2 percentage points above the national average – followed by Sicily (39.1%), Lazio (36.5%), Puglia, and Sardinia (both 35.9%). Conversely, Tuscany reports the lowest rate at 17.0%.

- ➔ *Why do significant regional disparities persist in neonatal care during the first days of life, in access to prenatal healthcare, and in maternal and child health services aimed at reducing health risks from birth?*
- ➔ *What measures does the Government intend to adopt to reduce the existing inequalities in vaccination coverage and to ensure equal access to immunization programs across all regions, through the implementation of prevention strategies, public awareness campaigns, and professional training for healthcare staff?*

10. Mental Health

Access to Child and Adolescent Neuropsychiatry services (NPIA) has been steadily increasing for all neurodevelopmental and mental health disorders. This rise is likely linked both to a greater ability among families to seek help – even in the presence of mild symptoms – and to a possible actual increase in needs. In the ten years preceding the COVID-19 pandemic, the number of users turning to NPIA has doubled. However, out of every 100 children and adolescents with neuropsychiatric disorders, only 30 receive the therapeutic and rehabilitative care they require²⁷.

Following the COVID-19 pandemic, there has been a sharper increase in access to service of adolescents – particularly girls – with psychiatric disorders. This has occurred at the expense of younger children and other types of disorders, with a significant impact on the capacity for early diagnosis and intervention²⁸.

Marked disparities in the provision of community care are evident, both between regions and within regions, along with critical gaps in access to appropriate inpatient facilities for necessary treatment and in continuity of care.

Due to the ongoing shortage of inpatient beds in NPIA, 12% of psychiatric hospitalizations for minors take place in adult psychiatric wards, and approximately 40% in pediatric wards²⁹ – although in the latter case, at least part of the admissions involves beds managed by NPIA services.

²⁷ <https://www.fondazionecripi.it/it/strategia/osservatorio/quaderni/neurosviluppo-salute-mentale-e-benessere-psicologico-di-bambini-e-adolescenti-in-lombardia-2015-2022-quaderno-48.html>

²⁸ Ibidem

²⁹ https://www.quotidianosanita.it/studi-e-analisi/articolo.php?articolo_id=118854

Ordinary inpatient beds in NPIA increased only slightly from 394 in 2019 to 401 in 2022, with a highly uneven distribution: 97 are located in Lombardy alone, followed at a considerable distance by Lazio (50), Tuscany (48), and Sicily (31), while several regions have no beds at all³⁰ and at least 700 beds are needed.

Moreover, there is a lack of day-care centers and intensive community care programs that could facilitate discharge and provide continued support, leading to unnecessarily prolonged hospital stays.

At the national level, the Italian National Institute of Statistics (ISTAT), in its report on Equitable and Sustainable Well-being (BES), includes a specific index aimed at monitoring the state of mental health, with detailed breakdowns by age group.

In the latest BES³¹ report, the following key findings were highlighted:

- The mental health index for the 14–19 age group declined compared to the previous year (71 in 2023, down from 72.6 in 2022), and it has not yet returned to pre-pandemic levels.
- The index reveals a significant gender gap: among adolescent girls, it stands at 67.4 - nearly 7 points lower than their male peers (74.3).

At the national level, an organization estimated in October 2024 that neuropsychiatric disorders affect nearly 2 million children and adolescents in Italy³².

The lack of data on neurodevelopmental disorders and mental health persists. Very few regions³³ analyze and publish systematically data on healthcare utilization for neuropsychiatric disorders, the new national information system for child and adolescent neuropsychiatric services, defined in detail in 2022, has not yet completed the necessary approval passages and the only national study on access to emergency departments and hospital admissions for psychiatric disorders in children and adolescents from 2017 to 2022 has never been made accessible to the public³⁴.

The uneven organization of NPIA across the regions results in serious disparities in care pathways, due to the absence of a coordinated national and local network and of therapeutic semi-residential facilities, which are essential for ensuring appropriate interventions. Moreover, the new National Mental Health Action Plan³⁵ does not include any action tables for Children and Adolescent Neuropsychiatric Disorders and focuses only on the transition in psychiatric disorders, as do all current legislative proposals for mental health³⁶.

The implementation of the measures outlined in the National Action Plan for the Child Guarantee (PAN-GI) should be urgently pursued, including the establishment of a permanent technical working group on child and adolescent mental health.

³⁰ <https://gruppocrc.net/wp-content/uploads/2024/12/Rapporto-crc-2024.pdf>

³¹ <https://www.istat.it/it/files/2024/04/Bes-2023-Ebook.pdf>

³² https://sinpia.eu/wp-content/uploads/2023/10/CS_SINPIA_Giornata-Mondiale-Salute-Mentale_DEF.pdf

³³ <https://gruppocrc.net/wp-content/uploads/2024/12/Rapporto-crc-2024.pdf>

³⁴ <https://www.garanteinfanzia.org/salute-mentale-dei-minorenni-protocollo-dintesa-ministero-salute-autorita-garante-e-iss>

³⁵ www.quotidianosanita.it/allegati/allegato1752566348.pdf

³⁶ <https://www.insalutenews.it/in-salute/salute-mentale-i-neuropsichiatri-la-riforma-di-legge-mette-a-rischio-2-milioni-di-minori-fragili/>





- ➔ *When does the Government plan to publish the data on emergency departments and hospital admissions for psychiatric disorders in children and adolescents from 2017 to 2022 data and complete the approval of the new national information system for child and adolescent neuropsychiatric services?*
- ➔ *Does the Government plan to activate a National Working Group on Child and Adolescent Neurodevelopmental Disorders and Mental Health and implement psychological and neuropsychiatric services for children and adolescents, and programs for prevention and early diagnosis?*

11. Environmental Pollution and Climate Change

In Italy, 48.3% of girls and boys aged 12 to 18 are concerned about climate change, as highlighted by a public consultation organized by the National Ombudsman for Children³⁷. Children are among the most exposed to the effects of climate change, yet they are too often excluded from decision-making processes.

Recognizing children's right to live in a healthy environment places a clear obligation on institutions to take concrete action to protect them from the effects of environmental degradation and climate change. In high-income countries, the three most pressing environmental threats to child health are: air pollution, chemical contamination, and climate change.

Chemical pollution represents a serious threat to healthy child development from birth onward, compromising both their well-being and future prospects. In Italy, for example, it is estimated that at least 269,585 children have blood lead levels above 5 µg/dL³⁸, a threshold clearly associated with neurotoxic effects and an increased risk of impaired neurological development. These children often come from socioeconomically disadvantaged backgrounds and live near heavily industrialized or environmentally degraded areas, where exposure to multiple contaminants is frequent. Under such conditions, the neurotoxic effects of lead add to those of other hazardous substances, significantly increasing the risk of neurocognitive and behavioural disorders³⁹.

As for **air pollution**, 76.2% of PM2.5 measurements in Italian cities still exceed the WHO guideline value. For Italy, meeting the target level of 10 µg/m³ remains extremely challenging, despite the clear benefits this would bring in terms of reducing premature deaths linked to PM2.5 exposure⁴⁰.

In 2021, greenhouse gas emissions on the Italian territory amounted to 405 million tons CO2 equivalent, with important consequences on climate. This multi-level engagement becomes even more crucial since **Italy has the highest rate of air pollution in Europe**. This aspect leads to a great concern about the Italian government's action to hinder the European adoption of a new air quality directive that moves

³⁷ <https://www.garanteinfanzia.org/sites/default/files/2023-06/futuro-che-vorrei-web.pdf>

³⁸ <https://www.unicef.org/media/73246/file/The-toxic-truth-children%E2%80%99s-exposure-to-lead-pollution-2020.pdf>

³⁹ Renzetti S, et al. The effects of the exposure to neurotoxic elements on Italian schoolchildren behavior. *Sci Rep*. 2021 May 10;11(1):9898. and Lucchini RG, et al. Neurocognitive impact of metal exposure and social stressors among schoolchildren in Taranto, Italy. *Environ Health*. 2019 Jul 19;18(1):67

⁴⁰ <https://www.istat.it/it/files/2024/04/Bes-2023-Ebook.pdf>

toward alignment by 2030 of the new air quality limits set by the WHO Guidelines especially because air pollution, besides being dangerous for the health of children, is also harmful because of its contribution to climate change, the effects of which once again affect especially the most vulnerable populations, including minors.

Because of its geographical location, Italy is particularly vulnerable to the effects of climate change: extreme temperatures, natural disasters, heated variability of rainfall, and changing infection patterns of insect-borne diseases⁴¹. In Italy, therefore, national and international plans to reduce air pollution and mitigate climate change must be strengthened to achieve the goals set by the European Union.

- ➔ *What measures does the Government intend to implement to mitigate the effects of extreme heat-waves in urban areas and their impact on the health of children?*
- ➔ *Considering that 76.2% of air quality measurements conducted in Italian cities still exceed the World Health Organization's reference values, what plans does the Government have to improve this indicator, including specific targets and timelines? Furthermore, what concrete actions does the Government intend to take to reduce the population's exposure to hazardous chemical substances, which pose a significant threat to children's health in many areas of the country?*

⁴¹ Caminade C. et al, Impact of recent and future climate change on vector-borne diseases. *Annals of the New York Academy of Sciences*, 2019, 1436.1: 157-173





EDUCATION, LEISURE AND CULTURAL ACTIVITIES

Preamble

Since 2010, the education sector in Italy has undergone significant budget cuts: with public spending on education amounting to 4% of GDP (PIL), the country remains consistently below the EU average of 4.7%⁴².

The Italian public school system faces persistent structural challenges that are rarely addressed through a coherent and comprehensive plan, including high teacher turnover, delays in staff assignments and inadequate infrastructure and learning environments.

In addition, recent policies and legislative measures have weakened the role of the education system in ensuring equal access to learning opportunities and in addressing educational inequalities.

In October 2022, the **Ministry of Education** was renamed the “**Ministry of Education and Merit**”, thus shifting the focus toward individual “talent” at the expense of the principle of educational success for all, regardless of personal merit.

In addition to early school guidance policies, **Law No. 121 of 8 August 2024**⁴³ introduced a pilot reform that shortens technical and vocational education pathways by one year, thereby exacerbating existing educational inequalities.

Although the value of local partnerships, namely, co-constructed school, community processes that strengthen the educational ecosystem and diversify learning opportunities – is now widely recognized, the lack of a clear regulatory framework and dedicated funding remains a critical weakness for the development of such collaborative initiatives. In fact, **Bill No. 28** which provides for the establishment of a “Fund for the Support and Development of the Educational Community”⁴⁴ is still under discussion.

In July 2025, the new **National Curriculum Guidelines for Preschool and the First Cycle of Education** were issued, outlining the cultural and educational vision guiding the formation of new generations. These guidelines have drawn widespread criticism from research centres, professional and student organizations, and third-sector associations – both for the lack of a participatory consultation process and for their content. Children are not recognized as rights holders capable of contributing to and participating in the understanding of the world and its ongoing transformations.

The Guidelines ignore the current social, cultural, and linguistic reality of today’s Italy – increasingly rich and pluralistic – and abandon the paradigm of complexity in favor of a simplified vision that is strongly limited to Western values.

⁴² <https://www.conibambini.org/osservatorio/litalia-e-tra-i-5-paesi-ue-con-minor-spesa-in-istruzione/>

⁴³ https://www.gazzettaufficiale.it/atto/serie_generale/caricaDettaglioAtto/originario?atto.codiceRedazionale=24G00139&atto.dataPubblicazioneGazzetta=2024-08-22&elenco30giorni=true

⁴⁴ <https://www.senato.it/service/PDF/PDFServer/BGT/01367911.pdf>

The Guidelines also represented a missed opportunity to include the topic of **Comprehensive Sexuality Education (CSE)**. Instead, they merely refer to education on “relationships, empathy, and respect for others”.

12. Early childhood education (0-6 years)

With Legislative Decree No. 65/2017, the Integrated System of Education and Instruction from birth to six years of age was established, encompassing early childhood education services for children up to three years old and preschool for children aged three to six. This decree proposes a unitary and holistic approach to the education of children aged 0 to 6.

However, significant disparities persist between the two sectors: while preschools enroll 90% of children aged 3 to 6 in the 2022/2023 academic year, the provision of early childhood education services for children under three – that includes nurseries and integrative services – stands at only 30%, with marked regional differences. The target coverage of 33% for the population under three years has been reached in 11 Regions, and only one Region has met the 45% coverage goal recommended by the European Council Recommendation 14785/22. In the southern Regions, some areas such as Campania and Sicily report coverage rates below 15%.

The target coverage of 33% for early childhood education services was set in the Plan for early childhood education services, nurseries school and care services (Mission 4 of the National Recovery and Resilience Plan – PNRR). This plan allocates €2.4 billions to increase early childhood educational services for children aged 0 to 3 years, and €600 millions for nursery school serving children aged 3 to 6 years. The 2022 Budget Law established the objective of ensuring, by 2027, a 33% coverage of nurseries at the local level, both at municipal and territorial basin levels.

This objective has been called into question by the recent Structural and Medium-Term Budget Plan – Italy 2025-2029, submitted to Brussels and approved by the Council of Ministers on 27 September 2024. In fact, Table A VI.4 attached to the Plan reduces the coverage of early childhood education services at the regional level to 15%, thereby creating uncertainty regarding the achievement of the national target.

The Plan also reduces the funds allocated to support operational costs, which are essential to ensure the proper functioning of these services. These measures risk compromising the achievement of the European target of 45% coverage and, most importantly, will exacerbate existing territorial inequalities, thereby disadvantaging children in the South of Italy and in internal areas, who already face limited availability of services.

- ➔ *How does the Government intend to achieve the coverage targets established by the national regulation (Legislative Decree 65/2017) and to act in order to meet the objectives recommended by the European Council Recommendation 14785/22?*
- ➔ *What measures does the Government intend to implement to increase the participation of children from disadvantaged families in early childhood education services?*





13. The right to education for foreign minors

In Academic Year 2023/2024, 931,323 foreign students were enrolled in Italian schools. Compared to the overall school population, children of foreigners are mostly concentrated in the lower grades of school.

A significant disparity is observed in the educational sector among children aged 3 to 5 with foreign citizenship compared to their Italian peers: only 84.1% of foreign children residing in Italy attend pre-school, compared to 95.0% of Italian children⁴⁵.

The percentage of students with foreign citizenship compared to the total enrollment is on average 11.6%, but it is exceeded in many regions of northern and central Italy (e.g., Emilia Romagna 18.9%, Lombardy 17.7%, Liguria 16.7%, Veneto 15.5%, Tuscany 15.14%). The new generation with foreign citizenship is mostly enrolled in nursery school (21% vs an average of 15.6%) and primary school (37.7%, nearly 7 points above the average)⁴⁶.

In Italy there is a great variety of cultures and languages, which recalls the importance of a strongly intercultural approach attentive to those who have more need for support (including linguistic). It is therefore essential for the school to include, within the teaching staff, the stable presence of Italian L2 teachers and intercultural mediators who can accompany and support not only students with a migrant background, but also their families (often in difficulty in communicating with the school) and the Italian students and families themselves, who also may experience the presence of foreigners (minors and/or adults) with difficulty or discomfort in the schools they attend.

Decree Law 71/2024⁴⁷ seems to have only partially implemented the request to provide an Italian L2 teacher in all classes instead of finally making this aspect a pillar of the entire school system. In fact it seems that the Italian L2 teacher is provided only for foreign students enrolling for the first time in the National Education System and only in classes that reach 20 % of such students among those enrolled.

Moreover, significant territorial disparities persist regarding the availability of qualified support teachers, the continuity of teaching and communication assistance staff, as well as the adequacy of resources to ensure inclusive learning environments.

- ➔ *How many L2 (Italian as a second language) teachers have actually been integrated into the national teaching staff in compulsory education, and how much funding has been allocated to schools to strengthen intercultural education and support for students with foreign citizenship, particularly newly arrived students?*
- ➔ *How does the Government assess and monitor the quality of school inclusion, particularly with regard to the training of both mainstream and support teachers, the stability of teaching assignments, the availability of resources and assistive tools, and the participation of families in decision-making processes?*

⁴⁵ https://www.mim.gov.it/pubblicazioni/-/asset_publisher/6Ya1FS4E4QJw/content/gli-alunni-con-cittadinanza-non-italiana-anno-scolastico-2022-2023

⁴⁶ IDOS Study and Research Centre. Elaborations on data from the Ministry of Education and Merit – Office of Statistics.

⁴⁷ https://www.gazzettaufficiale.it/atto/serie_generale/caricaDettaglioAtto/originario?atto.codiceRedazionale=24G00123&atto.dataPubblicazioneGazzetta=2024-07-30

14. The right to education and health for minors with disabilities

In the 2023/2024 school year, there are nearly 359,000 students with disabilities⁴⁸ attending schools of all grades, 4.5% of the total enrollment (compared to 4.1% of 2022/2023).

It is important to highlight the persistent **lack of quantitative and qualitative data on children with disabilities**, particularly referring to the preschool age group (0-5 years old), as already highlighted by the UN Committee on the Rights of the Child to Italy in 2019. Indeed, this is the age group in which it is crucial to have more information to be able to start investing early to achieve better health and social outcomes.

Also of concern is **the failure to define Essential Levels of Performance in the social sphere (LEP) and Essential Levels of Assistance at the health level (LEA)** in relation to children with disabilities and their families, in order to allow all children with disabilities and their families regardless of the territory in which they live accessibility to health and social services without discrimination caused by the different offers and sometimes territorial inefficiencies. Increasingly it happens that families are forced to turn to the private system to obtain in particular health services made inaccessible by the endless waiting lists of the public system.

Law No. 106/2024 has the aim to introduce new specialized support teachers through the creation of a pathway alternative to the ordinary one and to encourage the continuity of fixed-term teachers in the same class of the student. However, this has raised significant concerns among civil society organizations, particularly with reference to the omission of mandatory internships within the teacher training pathway, the lack of adequate professional specialization for approximately 40% of teachers currently working in support education, the absence of specific training for mainstream teachers, and the lack of a defined professional profile for autonomy and communication support staff as well as for other figures operating within the school environment. Theoretical training alone is never sufficient; inclusive education cannot be achieved through quantitative criteria alone, but rather through high-quality standards – especially in relation to students with complex disabilities.

The recent reform on disability (Law No. 227/2021 and related implementing decrees) has introduced new criteria for the assessment and evaluation of disability conditions, based on the ICF biopsychosocial model. However, there is concern that, during implementation, medicalized approaches and inconsistent practices across different regions may persist, with negative consequences for children's access to rights and support services.

⁴⁸ https://www.mim.gov.it/pubblicazioni/-/asset_publisher/6Ya1FS4E4QJw/content/i-principali-dati-relativi-agli-alunni-con-dsa-





➔ *How is the Government ensuring that the reform on school inclusion (Legislative Decree 66/2017) is implemented fully and effectively and that the new disability assessment procedures and additional certifications for minors are aligned with the reform introduced by Legislative Decree 62/2024 and consistent with a person-centered and rights-based approach, guaranteeing timely processes, transparency, the meaningful participation of the child and their family, as well as effective and prompt access to support services?*

15. School dropout

School dropout is still a serious problem in Italy. According to ISTAT, in 2023 one in ten young people (10.5%) in Italy leaves their studies early, which highlights how this is a matter of absolute importance, especially as a determining factor in producing social, economic, territorial, educational and cultural inequalities. In relation to gender, more boys than girls drop out of school (13.1% and 7.6% respectively), while on the territorial side there are still strong differences: North 8.5%, Center 7%, South 13.5%. INVALSI data confirm a significant gender gap since primary school⁴⁹: boys are less proficient in Italian, girls in Mathematics.

In secondary education, the dropout rate in the 2021/2022 school year was 6.29% among students with a migrant background, compared to 2% among Italian students⁵⁰. Marked disparities are also evident across school tracks: in the 2020/2021 school year, dropout rates ranged from 1.6% in academic secondary schools to 7.2% in vocational institutes. Given the socioeconomic stratification characterizing the various types of secondary education, these figures highlight a significant disparity in dropout rates associated with students' socioeconomic status and background⁵¹.

Socioeconomic status has a significant impact also on **implicit early school leaving**. At the end of the first cycle of education, 13.4% of students from below-average socioeconomic backgrounds are affected by implicit exclusion, compared to 6.0% of their peers from above-average backgrounds. By the end of secondary education, these figures reach 10.8% and 5.3%, respectively.

To counter school dropout, it is essential to have an information system capable of providing detailed and disaggregated data. Starting from 2021, ISTAT is working on the development of the **Thematic Register on Education and Training**⁵² which will allow administrative sources to be integrated with survey data. Through this tool it will be possible to trace educational paths at an individual level.

Decree-Law No. 123/2023 is hereby noted, which introduced amendments to the implementation of compulsory education. In particular, it revised certain criteria for its identification and increased the

⁴⁹ https://invalsi-areaprove.cineca.it/docs/2025/Rilevazioni_Nazionali/Rapporto/COMUNICATO_STAMPA_Presentazione_Risultati_Prove_INVALSI_2025.pdf

⁵⁰ <https://www.mim.gov.it/documents/20121/0/La+dispersione+scolastica+nell%E2%80%99anno+scolastico+2020-21+e+2021-22.pdf>

⁵¹ <https://www.garanteinfanzia.org/sites/default/files/la-dispersione-scolastica-in-italia-analisi-multifattoriale.pdf>

⁵² The register, which should be ready by 2023, is part of the ISTAT Integrated System of Registries (SIR); the Register will also be fed by data from the regional registers whose information assets have passed from the Regions to ministerial level since 2015.

penalties applicable to parents or legal guardians, transferring jurisdiction from juvenile courts to ordinary courts. While these provisions draw attention to the issue, they have shifted the focus away from the promotion of preventive measures in favor of repressive actions.

It is well established, both in the literature and through empirical evidence, that school dropout can be effectively prevented and addressed through a comprehensive set of promotional measures. These include strengthening early childhood education systems (ages 0–6), fostering family involvement in school life, enhancing guidance and counseling services, renewing teaching methodologies, expanding full-time schooling, ensuring the operational capacity of multidisciplinary teams within local services, bolstering adult education, and implementing integrated governance along with systematic evaluation of educational and social policies. Such measures are essential to support a national strategy aimed at preventing and combating early school leaving and promoting academic success⁵³.

- ➔ *What is the current status of the implementation of the Student Registry and the Thematic Registry on Education and Training, aimed at collecting data and information at the local level?*
- ➔ *What measures are planned to address the gender gap in learning – specifically, the disadvantage faced by girls in mathematics and boys in literacy – which is already evident in primary education?*

16. The digital dimension of children’s rights: education, protection and participation

Despite the increasing institutional commitment to the digitalization of the education system and to combating bullying and cyberbullying, the Italian approach to digital technologies in the educational context remains **predominantly centered on the use of the devices**, focusing primarily on connectivity and technical skills rather than on **fostering critical thinking**, civic awareness, relational skills in the digital environment, and the forms of participation of young people.

Public policies on digital matters continue to prioritize a **restrictive or security-focused approach** – such as addressing inappropriate content, monitoring, and prohibitions – at the expense of interventions aimed at building inclusive digital ecosystems that integrate protective measures and ensure equitable, safe, and non-discriminatory participation, including by engaging and holding digital platforms accountable. **The voices of children and adolescents** remain largely absent – or granted only limited space – in the design of digital environments, despite these environments being an integral part of their daily experiences of growth and socialization.

Risks and forms of online violence represent significant obstacles to fully harnessing the opportunities offered by digital environments.

Digital education in Italian schools is often limited to **technical literacy or risk prevention**, with a narrow approach that rarely fosters a **critical digital culture** capable of addressing, in an integrated man-

⁵³ https://invalsi-areaprove.cineca.it/docs/2025/Rilevazioni_Nazionali/Rapporto/COMUNICATO_STAMPA_Presentazione_Risultati_Prove_INVALSI_2025.pdf





ner, fundamental issues such as the influence of algorithms, misinformation, the conscious use of social media, and the impact of technology on democratic processes. Moreover, there is a lack of substantial investment in the **training of adults** – teachers, parents, educators – to support minors in developing a deep and critical understanding of the connected world.

Digital technologies are transforming the ways in which children and adolescents construct their identities and relationships with others. The increasing use of artificial intelligences as affective interlocutors (such as chatbots, avatars, and assistants) raises important questions regarding the **development of empathic and relational skills**. There is a lack of an educational and ethical framework capable of guiding these new forms of connection and fostering a holistic approach to digital well-being. Furthermore, a **structured affective and sexual education within the school curricula** remains absent – or even actively hindered – despite being essential for understanding and managing emotions in digital environments. The digital skills profile of young people in Italy shows both strengths and weaknesses. On the one hand, progress has been observed among adolescents in the years following the pandemic. According to the 2023 ICILS survey, 14% of lower secondary school students have not attained minimum digital competencies⁵⁴ – an improvement compared to 24% in 2018 and broadly in line with other countries such as Sweden and Norway (14%), Spain, and Germany (15%).

Significant territorial disparities, however, emerge within Italy: 8% in the Northwest, 9% in the North-east and Central Regions, rising to 17% in the South and 32% in the Islands. These data highlight the persistent widespread phenomenon of **digital educational poverty** among boys and girls. Furthermore, the proportion of students in Italy achieving the highest levels of digital competence (levels 3 and 4) stands at 10.3%, lower than in other EU countries, while the majority (54%) reach at least level 2. Regarding older age groups, Eurostat⁵⁵ data indicate that 55.8% of 16- to 19-year-olds in Italy attain basic or higher digital skills, compared to the EU average of 66.5%, with a notable gap persisting between the North (59.7%) and the South (50.6%).

- ➔ *What concrete actions have been undertaken to promote the active participation of children and adolescents in the design and regulation of digital environments that concern them, including through the Digital Rights Council established under Law No. 92/2019?*
- ➔ *How does the Government intend to strengthen digital education – including the understanding of algorithmic mechanisms, disinformation, and the impact of digital technologies on democratic processes – within school curricula at all levels of education?*

⁵⁴ <https://www.iea.nl/studies/iea/icils>

⁵⁵ https://ec.europa.eu/eurostat/statisticsexplained/index.php?title=Skills_for_the_digital_age



SPECIAL PROTECTION MEASURES

17. Unaccompanied and separated children (UASCs)

As of 31 December 2024, according to data collected by the Ministry of Interior, 8,043 unaccompanied and separated children (UASCs) had arrived in Italy by sea (18,820 in 2023, 14,044 in 2022 and 10,053 in 2021)⁵⁶. No similar data are available, however, with respect to arrivals of minors at land borders, which are monitored not on entry, but in relation to reports of minors present in the territory. According to data published monthly by the Ministry of Labour and Social Affairs, as of 31 December 2024, there were 18,625 UASCs present on Italian territory, of which 87.79% are males and the remaining 12.21% females⁵⁷ (they were 23,226 in 2023).

The implementation of Law 47/2017 regarding the protection of unaccompanied migrant children is still not entirely ensured, with important improvements to be done regarding the homogeneity of practices along the territory regarding multidisciplinary assessments and guardianship and on reception conditions⁵⁸, while Decree-Law 133/2023 converted with amendments by **Law 176/2023**⁵⁹ has introduced measures that have negative impacts. Indeed, it introduces the possibility that, in the event of unavailability of temporary accommodation facilities for children, **minors not younger than 16 years old can be received in a dedicated section in** reception facilities for adults. This poses serious protection risks given the absence of necessary standards (in terms of staff, guaranteed services, etc.) as well as the risk of promiscuity.

Moreover, the Law 176/2023 amends art. 19 bis of the Legislative Decree on Reception 142/2015 by altering **the principle of presumption of minor age** by providing that, as an exception to the ordinary cases, in the case of substantial, multiple and close arrivals, not better defined, the assessment of age may be ordered in the immediate by the public security authority without the express existence of a well-founded doubt as to age, and carried out through the conduct of anthropometric or other health assessments, including radiographics, to identify the age of the person in question, without a multidisciplinary approach. It also establishes that the age assessment procedure ends not with the adoption of an age-assignment order by the judicial authority, but with the notification of the public security authorities' report and provides for extremely short deadlines for lodging an appeal (5 days) that have never been applied to any proceedings in our legal system and are impossible to meet, especially for unaccompanied children without a guardian. This is in contrast with Law 47/2017 and the provision of using health checks as a last resort measure for assessing the age of a child.

⁵⁶ http://www.libertaciviliimmigrazione.dlci.interno.gov.it/sites/default/files/allegati/cruscotto_statistico_giornaliero_31-12-2023.pdf

⁵⁷ <https://www.lavoro.gov.it/priorita/pagine/minori-stranieri-non-accompagnati-italia-pubblicato-il-rapporto-semestrale>

⁵⁸ Law 47/2017 has unequivocally stated that unaccompanied foreign minors, as minors are entitled to protection rights on equal terms with minors of Italian or European Union citizenship. An unaccompanied foreign minor is therefore first and foremost a subject of rights who is under the age of 18, who has the right to be protected and welcomed as a minor.

⁵⁹ Decree-Law converted with amendments by Law 176/2023. <https://www.gazzettaufficiale.it/eli/id/2023/12/04/23G00189/sg>





Next year Italy, as well as all the other EU MSs, will implement the acts stemming from the EU Pact on Migration and Asylum, which could end up in severe negative impacts on children, especially regarding their safeguards and the risk of detention. The Italian government is apparently working at the implementation without any involvement of civil society actors, which could be beneficial in supporting with a rights based perspective. As far as UASCs are involved, it is crucial that the new legislative asset is not hampering Law 47/2017 provisions.

Moreover, in Italy a fund “Care Leavers” has been established for 18- 21 years old leaving alternative care. This measure is not applicable to UAMs who are therefore without any support in this delicate phase.

- ➔ *How many unaccompanied minors aged 16 and older have been received in C.A.R.A. and in C.A.S.?*
- ➔ *In implementing the measures stemming from the European Pact on Migration and Asylum, how does the Government intend to safeguard the provisions of Law No. 47/2017, which offer stronger and more advanced protections than those foreseen in the relevant EU regulations and directives?*

18. Children Deprived of Liberty and Subject to Alternative Measures

Since 2022, the number of young detainees in **Juvenile Penal Institutions (IPM)** has increased by 55%, rising from 392 to 611 as of 30 April 2025⁶⁰. This surge is largely due to Decree Law 123/2023, which came into force in September 2023 and expanded the use of pre-trial detention for minors while reducing the application of alternative measures to incarceration.

The numbers would be significantly higher if many young people who committed offenses as minors – and who could have remained in Juvenile Penal Institutions (IPM) until the age of 25 – had not instead been transferred to adult prisons upon reaching the age of majority. This practice has been greatly facilitated by Decree Law 123, adopting a punitive approach with total disregard for the young person’s educational and rehabilitative pathway.

Despite a 4.15% decrease in reports involving minors in 2023, 9 out of 17 Juvenile Penal Institutions (IPM) currently suffer from overcrowding. To address this issue, a section of the adult prison in Bologna, Dozza, was repurposed as an IPM through an administrative act and placed under the management of the Juvenile and Community Justice Department. However, the facilities and management methods remain wholly inadequate.

⁶⁰ https://www.giustizia.it/cmsresources/cms/documents/Analisi_Servizi_minorili_15042025_G.pdf

Several associations have issued an appeal⁶¹ urging the juvenile justice system to “restore an educational culture”, as it is currently experiencing an unprecedented crisis. Detained minors lack access to meaningful activities, including education, and individualized social reintegration programs are absent. Associations are also concerned about the recent introduction of the offense of penitentiary riot, which can be applied even in cases of passive resistance to an issued order⁶². This measure may disproportionately affect minor detainees, who often exhibit more restless behavior, replacing dialogue and education with harsher punishments.

➔ *What concrete steps does the Government intend to take to prevent the dangerous convergence of the juvenile detention system with the adult penal system, and to fully guarantee the paramount best interests of the child within the juvenile justice and detention framework?*

⁶¹ <https://www.antigone.it/news/3598-la-giustizia-minorile-e-in-crisi-le-associazioni-lanciano-un-appello-urgente-tor-ni-la-cultura-educativa>

⁶² <https://www.gazzettaufficiale.it/eli/id/2025/04/11/25G00060/sg>





Gruppo di lavoro
per la Convenzione
sui diritti dell'Infanzia
e dell'Adolescenza



THE ASSOCIATIONS OF THE CRC GROUP

A Roma Insieme Leda Colombini
A.G.E.D.O. Nazionale OdV - Associazione di genitori, parenti, amiche e amici di persone LGBT+
ABA Onlus - Fondazione Fabiola De Clercq Onlus
ACP - Associazione Culturale Pediatri
ACRA - Cooperazione Rurale in Africa e America Latina
ActionAid International Italia ETS
Centro comunitario Agape
AGBE - Associazione Genitori Bambini Empatici
AGESCI - Associazione Guide e Scouts Cattolici Italiani
Agevolando
Ai.Bi. Amici dei Bambini Fondazione ETS
AIAF - Associazione Italiana degli Avvocati per la Famiglia e i Minori
AISMI - Associazione Italiana per la Salute Mentale Infantile
ALAMA - Associazione Liberi dall'Asma, dalle Malattie Allergiche, Atopiche, Respiratorie e Rare - APS
ALI per Giocare - Associazione Italiana dei Ludobus e delle Ludoteche
ALPIM - Associazione Ligure per i Minori
Amici del Villaggio APS
Amnesty International
ANFAA - Associazione Nazionale Famiglie Adottive e Affidatarie
ANFFAS Nazionale APS - Associazione Nazionale di Famiglie e Persone con disabilità intellettive e disturbi del neurosviluppo
ANPE - Associazione Nazionale dei Pedagogisti Italiani
ANPEF - Associazione Nazionale dei Pedagogisti Familiari
Antigone Onlus - Associazione per i diritti e le garanzie nel sistema penale
Anziani E Non Solo Società Cooperativa Sociale
APMARR - Associazione Nazionale Persone con Malattie Reumatologiche e Rare - APS
Arché VDA onlus
Archivio Disarmo - Istituto di Ricerche Internazionali
Arciragazzi
A.R.K.A. Eventi Culturali
ASGI - Associazione per gli Studi Giuridici sull'Immigrazione
Associazione 21 Luglio
Associazione Cometa ODV
Associazione di Promozione Sociale Beatrice e Marco Volonté ETS
Associazione La Rosa Roja International - ETS - ODV
Associazione Figli Sottratti
Associazione Inclusione Sociale
Associazione Valeria APS
Bambinisenzasbarre Associazione ETS
CAM - Centro Ausiliario Minorile
CAMMINO - Camera Nazionale Avvocati per le persone, per i minorenni e per le famiglie
Caritas Italiana
CBM Italia ETS
Centro per la Salute del Bambino Onlus
Centro Studi e Ricerche IDOS
Centro Studi per la cultura giovanile
CESVI - Fondazione Onlus
CIAI - Centro Italiano Aiuti all'Infanzia
CISMAI - Coordinamento Italiano dei Servizi contro il Maltrattamento e l'Abuso all'Infanzia - società scientifica
Cittadinanzattiva
CNCA - Coordinamento Nazionale Comunità Accoglienti
Co.N.O.S.C.I. - Coordinamento Nazionale Operatori per la Salute nelle Carceri Italiane
Comitato Giù le Mani dai Bambini - Onlus
Comitato Italiano per l'UNICEF - Fondazione ETS
Cooperativa Cecilia Onlus
Coordinamento CARE - Coordinamento delle Associazioni familiari adottive e affidatarie in Rete
C.R.E.A. - Crescere Educare Agire - Società Sportiva Dilettantistica
CSI - Centro Sportivo Italiano APS
CTM - Cooperazione nei Territori del Mondo - ETS
Coordinamento Genitori Democratici Onlus
Dedalus - Cooperativa Sociale
ECPAT Italia - End Child Prostitution, Pornography and Trafficking
EDI Onlus - Educazione ai Diritti dell'Infanzia e dell'Adolescenza
Fondazione ABIO Italia ETS
Fondazione Arché Onlus
Fondazione Carolina Onlus
Fondazione Emanuela Zancan Onlus - Centro Studi e Ricerca Sociale
Fondazione Laureus Sport for Good Italia ETS
FederASMA e ALLERGIE - Federazione Italiana Pazienti Odv
Fondazione Giuseppe Di Vittorio (FDV)
Fondazione L'Albero della Vita ETS
Fondazione Paideia Ente Filantropico
Fondazione Roberto Franceschi Onlus
Fondazione Terre des Hommes Italia
G.R.D. Bologna - Associazione Genitori Ragazzi Down APS ETS
Gruppo Nazionale Nidi e Infanzia
IBFAN Italia
Il Carro - Impresa Sociale
Il Melograno - CBM Centro per il bambino maltrattato e la cura della crisi familiare
International Action APS
IPDM - Istituto per la Prevenzione del Disagio Minorile
IRC Italia - Fondazione International Rescue Committee Italia ETS
ISDE - Medici per l'ambiente
IRFMN - Istituto di Ricerche Farmacologiche Mario Negri IRCCS
Kiwaniis Distretto Italia San Marino ETS
L'abilità - Associazione Onlus
L'Accoglienza Onlus
L'Africa chiama ODV ETS
L'altro diritto ODV
Laetitia società cooperativa sociale (CAM MINORI SUD)
La Gabbianella Coordinamento per il sostegno a distanza Onlus
La Gabbianella e altri animali
La Leche League Italia ODV
Legambiente Nazionale APS
Libera. Associazioni, nomi e numeri CONTRO LE MAFIE
LIC Lavori in Corso APS
Ligustrum Leuc
M.A.I.S. - Movimento per l'Autosviluppo l'Interscambio e la Solidarietà
MAMI - Movimento Allattamento Materno Italiano ODV
Mission Bambini ETS
On the Road - Società Cooperativa Sociale
OPES - Organizzazione Per l'Educazione allo Sport - Risorse che Generano Valore
OVCI la Nostra Famiglia ETS
Pepita Società Cooperativa Sociale
Pollicino e Centro Crisi Genitori Onlus
Progetto Famiglia Onlus
ReDiPsi - Reti di psicologi per i diritti umani
Salesiani per il sociale - Rete associativa APS
Save the Children Italia ETS
SIMM - Società Italiana Medicina delle Migrazioni
SIMRI - Società Italiana per le Malattie Respiratorie Infantili
SINPIA - Società Italiana di Neuropsichiatria dell'Infanzia e dell'Adolescenza
SIP - Società Italiana di Pediatria
SOS Villaggi dei Bambini Onlus
UISP - Unione Italiana Sport Per tutti
UNCM - Unione Nazionale Camere Minorili
VIS - Volontariato Internazionale per lo Sviluppo
WeWorld
WWF Italia

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