1. Conduct of the visit

A delegation of ten Members travelled to Sicily (Italy), in particular to Trapani, Agrigento, Lampedusa, Palermo and Mineo, from 24 to 26 November 2011. The Head of the delegation was Cecilia Wikström.

The purpose of the visit was to gather information and ascertain directly the situation in Sicily regarding the reception of asylum seekers and migrants on the island, after a series of events in the region, and particularly the arrival of third-country nationals from the Southern Mediterranean countries. More precisely, the objectives of the delegation were to verify the conditions of the centres, as well as to meet local authorities, international organisations, NGOs, the local population and the migrants themselves.

Before their departure, the members of the delegation held a meeting with the Commission, Frontex, the Italian Permanent Representation, NGOs and international organisations such as UNHCR, IOM, Save the Children and, ECRE, to gather background information on the situation in Sicily.

The visit by the delegation was focused on three different centres: the CIE (Centro di Identificazione ed Espulsione, detention centre) in contrada Milo in the Trapani province, the CARA (Centro di Accoglienza per Richiedenti Asilo, reception centre for asylum seekers) of Trapani Salina Grande and the CARA in Mineo, in the Catania province. Moreover, the delegation decided to visit the centre in Lampedusa, which is closed since 20 September 2011, when a fire was set and destroyed part of it. The delegation also met local authorities, several international organisations and NGOs in Agrigento, as well as to local authorities, NGOs, Frontex and the local population in Lampedusa. In Palermo, the delegation visited the Emergency
Ambulatory (a medical facility dealing in particular with migrants) and the Mission of Hope and Charity led by Brother Biagio Conte. It also met local authorities in Palermo and some NGOs in Catania. The delegation held a press conference in Palermo and received wide media coverage, with articles on the front page of several local newspapers, broadcasting on a local television and coverage on social networks.

2. Visit to the centres

2.1 CIE (Centro di Identificazione ed Espulsione) of contrada Milo

The CIE of Trapani was opened on 7 July 2011 and is the newest in Italy. It can host up to 204 persons. Since its opening, 500 persons transited through the centre. When the delegation visited it, 178 persons were hosted there (all men), 140 of which asked for asylum. The Prefect explained that the legislation in Italy does not provide for a possibility to be moved from a detention centre (CIE) to a reception centre (CARA), which is why those asylum seekers who asked for asylum while already in detention are not moved to another centre.

It is composed of 5 sectors-buildings. It is a closed detention centre and people cannot exit. A cooperative selected via public procurement manages the centre with 50-60 persons working for it. The Ministry funds the centre with 34 Euros per person per day. People are identified, undergo medical checks and are provided with clothes. They also receive 2.5 Euros a day and cigarettes. There are 6 persons per room, each with a toilet, a TV and a table. Services include a health centre, a canteen, free time activities, two mediators, legal counselling and psychological assistance (two psychologists). If they have serious health problems they are taken to hospital. No minors are hosted here. 90 % of the hosts are Tunisians.

One section of the "commissione territoriale" (asylum committee) of Trapani sits directly in the centre. These asylum committees are composed of representatives of the prefecture, police, local authorities and UNHCR. Asylum seekers should be heard by the committee within 7 days, but the medium time for examining the dossier is 1 month. According to the UNHCR representative, the recognition rate of asylum of the asylum committee is around 18 %. In addition, some asylum seekers were granted humanitarian protection (renewable one-year permits).

2.2 CARA (Centro di Accoglienza per Richiedenti Asilo) of Salina Grande

The Director of the CARA of Salina Grande (Trapani) explained that this is an open centre for asylum seekers, who are free to circulate and to enter and exit the centre, within certain hours. After their arrival, migrants are first identified, then visited by a doctor and then assisted according to their needs.

Asylum seekers are hosted, provided with food, medical, legal, social, psychological assistance, Italian language courses (followed by 55 % of the hosts), literacy classes, sports and leisure activities. For each of them a personal file is compiled, indicating their personal story and possible problems (such as traumas, etc.). Every migrant is heard by a "commissione territoriale" (asylum committee). Vulnerable persons are identified and some of them enter the “Resilience project” which selects 30 persons with psychological problems and provides them with a secondary accommodation.
specific for vulnerable people. This project is funded by the European Refugee Fund, as is also the “Nautilus project” for professional training. Migrants with residence permits may enter the “SPRAR” (Sistema di protezione per richiedenti asilo e rifugiati, protection system for asylum seekers and refugees), which provides them with secondary accommodation for up to 6 months and social and professional orientation.

The centre has 260 posts and at the time of the delegation it was hosting 233 persons. There are a few families, who are given a separate room (with maximum 2 families sharing a room) and can access a nursery service. Nigerians, Bangladeshis, Pakistanis, Tunisians, Guineans, Ivory Coast, Burkina Faso, and Gambia, few Eritreans and few Turks are hosted. The asylum committee is apparently quick in examining the cases. The Italian law provides that the asylum seekers must be heard by the asylum committee within 3 months. In reality, it often takes 5 to 6 months due to the high number of migrants. Unaccompanied minors are not hosted in the centre, they are sent to specific centres. When visiting the centre, the members of delegation noted that the structure needed a serious renovation. They stated that often toilets didn’t flush and didn’t have doors or curtains and that some rooms were overcrowded with up to 14 mattresses on the floor. Guests of the centre described it as normally being dirtier than it was on the day of the delegation.

2.3 CARA (Centro di Accoglienza per Richiedenti Asilo) of Mineo

The centre opened on 22 March 2011 in a private facility formerly used by US military, at 6 km from Mineo – a little town up a hill. The centre is composed of houses in two zones, one of which hosts mostly English-speaking persons and the other one, French-speaking persons. Its maximum capacity is of 1,500 people, it was hosting 1,300 persons at the time of the visit of the delegation, including around 100 families, 43 babies (between 0 and 2 years old) and around 20 children of school age. Each house has 3 rooms hosting 2 persons each, making 6 persons per house, a bathroom and a living room (with no furniture). Hosts are organised in 25 national communities with elected representatives (the elections were organised by the UNHCR).

The centre was managed by the Red Cross until 18 October 2011 and since then, is managed by a private company, Sisifo, with approximately 150 people working in the centre, including 6 interpreters.

The responsible personnel described it as a positive experience: professional training, language training and integration activities were starting, with the support of the authorities, as well as bus services to the nearest towns (buses twice a week to Catania and every day to Mineo).

Each host receives daily a 3.5 euro voucher to be used in the shop inside the centre (which mostly sells phone cards, stamps or cigarettes), they are also given clothes (no winter clothes were available yet). Hosts do not have access to newspapers, TV or internet inside the centre.

One section of the asylum committee sits in the near-by town of Mineo and a second section sits in the centre. The procedures are reported by the authorities to have speeded up: within 45 days asylum seekers receive a hearing, then between one and
two months for an answer. The committee is the quickest in Italy.

The Red Cross is still in the centre and provides health assistance. UNHCR is also present.

3. Meetings in Agrigento

3.1 Meeting with International organisations and NGOs

The delegation met in Agrigento representatives of the following organisations: UNHCR, IOM, Save the Children, the Italian Red Cross, Caritas, ASGI (Associazione per gli Studi Giuridici sull'Immigrazione), ANFE (Associazione Nazionale Famiglie Emigrati) and Chimeia, as well as Padre Nastasi, a priest active in Lampedusa. UNCHR, IOM and the Italian Red Cross, and since 2007 also Save the Children, are part of the Praesidium Project. This project of cooperation among organisations active in the assistance to migrants, in particular to unaccompanied minors and other vulnerable groups, started in 2006 in Lampedusa and then developed to include other centres in Italy. The organisations are active in the CARA and CIE centres and also at ports. They stressed that they are cooperating well with the Italian authorities, especially with the police forces in Lampedusa.

Nonetheless, they indicated some problems experienced in the latest months, such as denied access to ports, problems for NGOs to enter the centres and some cases of migrants repatriated without being given the possibility to meet NGOs, lawyers or human rights defenders. They identified as the main problems the length of the administrative procedures for asylum seekers (in some cases migrants wait 8-9 months before being heard by the asylum committees), the lack of integration, which constitutes a major problem especially for minors, and the overcrowded centres. Big deficiencies were pointed out, especially in the Trapani centres, from a logistic and organisational point of view. They stated that the reception conditions were often deficient and below the minimum standards.

They also stressed the issue of the lack of guardians for minors, this task often being accomplished on a voluntary basis and implying important responsibilities. UNHCR expressed a series of concerns regarding some Tunisians sent to CIE detention centres despite having applied for asylum, cases of prolonged detention and the case of some Egyptians returned to Egypt without being given the possibility to ask for asylum, while NGOs were denied access to them.

3.2 Meeting with the authorities

The delegation met with the following authorities: the Prefect of Agrigento, the Questore of Agrigento, the province chief of the Guardia di Finanza, the province chief of the Carabinieri, the chief of the port authority of Porto Empedocle, the fire marshal and the Archbishop of Agrigento.

The authorities indicated that, in relation to the persons who have disembarked in Sicily, a series of activities took place, under the responsibility of the Prefecture, notably their reception but also the public order and safety. Most of the people who disembarked were men, usually in good health (7 cases of tuberculosis were found) and they were provided with health assistance.
The only problem as regards public order took place on 20 September, when a fire started in the centre, which hosted around 1 000 Tunisians. Until then, the system put in place in Lampedusa by the Italian State, which allowed the reception of up to 2 000 people, was well-functioning. Since 20 September, only 175 people have arrived in 5 boats.

Air and naval forces of the Guardia di Finanza are present on the Lampedusa island together with Frontex teams. There used to be also territorial forces, but they have left since there are no migrants any more on the island. On the Linosa island, only carabinieri are present, but they take over all tasks necessary in case of emergency.

Following questions by Members, the authorities indicated that the temporary permits which were granted in May 2011 and expired were renewed for 6 months. They also explained why there were such a high concentration in the Lampedusa centre over the months of July-September, by highlighting that, at that time, there was a series of arrival of migrants and because of the weather, it wasn't always possible to transfer them to Sicily, or not always possible to send boats to rescue them.

4. Lampedusa

4.1 The situation in Lampedusa

Lampedusa is a small island, situated below Sicily, to which it belongs administratively, although being geographically closer to Tunisia than to Italy. It has been the gateway to Europe for many migrants, who crossed the Mediterranean Sea on board of boats, some of them escaping persecution and seeking asylum, notably South Saharian Africans, some others being economic migrants. Since the early 2000s, the migration flows to Lampedusa increased constantly until 2010, when the Italian and Libyan government signed an agreement foreseeing the return of migrants coming from Libya. This agreement caused a decrease of the arrivals on the island.

The centre (Centro di primo soccorso e accoglienza) in Lampedusa was conceived as a temporary centre where migrants were supposed to stay for no more that 48 hours, before being transferred to other centres in Italy. Its capacity was of 850 people, but has often been overcrowded for longer periods, with migrants staying there for several weeks. Despite the great efforts deployed by the local population to assist the migrants, this prolonged emergency situation led to tensions. As a consequence of the so-called "Arab Spring" in Tunisia and Libya, a new wave of migrants came to Lampedusa as of February 2011 – also during a period in which the centre had been closed – reaching peaks of 35 000 immigrants arriving in May and 48 000 the end of August. According to the information gathered by the delegation, including on the spot, in some periods (especially July-August 2011) around 2 000 people were hosted in the centre (i.e. 2.5 times its capacity) for 1 week, sleeping outdoors or in indecent conditions. Up to 1 000 people arrived per day, and the transfers to the mainland slowed down. This prolonged emergency situation was made even worse by the fact that migrants believed that they would be expelled immediately. The situation exploded on 20 September 2011, when a fire was set to the centre, with the consequence that many escaped from it and clashed with the local population.
As a consequence to these facts, the Italian authorities declared the Lampedusa port as an unsafe harbour on the basis of a request of the Ministry of the Interior and a decision of the Port Authority. The harbour, declared unsafe for migrants but not for fishing or tourism, is now the only port together with the Tripoli port to be declared an unsafe harbour in the Mediterranean. Consequently, persons rescued at sea cannot be brought to Lampedusa but have to be taken to Sicily, notably to Porto Empedocle, close to Agrigento. This happened for instance on 11 November, when a boat with 44 Somalis arrived, hosting also a pregnant woman on board, who was then rescued with a helicopter. The other passengers were detained on the boat in desperate conditions.

4.2 The visit to the Lampedusa centre

Once in Lampedusa, the delegations asked and obtained by the Italian authorities the permission to visit the Lampedusa centre. This centre is composed of 7 prefabricated buildings, of which 3 serve as offices and services buildings and 4 are dormitories. The fire of 20 September 2011 completely destroyed one of the 4 dormitories and damaged another one. At the time of the delegation, the centre was still closed and sealed and the Members of the delegation were told that procedures are underway to rebuild the facility. Several NGOs and international organisations, on the other side, reported that they hadn't been allowed to enter the centre. They stressed that the centre is relatively small and it is unsuitable for stays of several days, notably due to the situation that the island is confronted with. If migrants are not quickly transferred to other centres on the mainland, it can easily become overcrowded and tensions are likely to explode. Some NGOs declared that this is what brought to the 20 September crisis, that the destruction of the camp was a reaction to the overcrowding and the fear of being expelled.

4.3 The meetings in Lampedusa

In Lampedusa, the delegation met several NGOs (Legambiente, Askavusa, Alternativa Giovani, Médecins sans frontières), a lawyer specialised in migration issues, the responsible of an emergency room and the local population (representatives of fishermen and tourism industry). It also met representatives of the Coast Guards, the Guardia di Finanza and the Frontex coordinator officer of the Hermes operation. During such meetings, the situation on the island during the emergency and the rescuing operation were outlined, and the delegation was told that most migrants don't actually arrive to the land but are rescued at sea, by the Coast Guards or the Guardia di Finanza.

Related to this, the need a common definition of "emergency" at EU level was expressed, since it is now interpreted differently in the various Member States. The situation in Lampedusa raised criticism among NGOs, international organisations and the local Church. All organisations called into question both the actions of the authorities and the decision to declare the island an unsafe harbour for migrants. NGOs reported that fishermen and locals are more and more reluctant to rescue people at sea, because they now fear that if they rescue migrants, they will then be obliged to travel further to Porto Empedocle to disembark the migrants and are afraid of the loss of time that this implies. This could have a negative impact on the current rescuing system. Even the tourism association declared that the decision to declare Lampedusa an unsafe harbour is not justified and that tax exemptions measures are needed to save the compromised economy of the island.
Frontex confirmed some press information according to which the Libyan regime obliged third-country nationals living there either to enrol in the army or to leave on the boats to Italy – some of these boats hosted up to 800 people – and declared that there is a coincidence between Gaddafi fall from power and the sharp decrease in the arrival of migrants. After the Gaddafi fall from power and until the date of the delegation, only two boats arrived, one in Lampedusa and one in the neighbour island of Linosa, carrying a total of around 60 migrants (40 Somali and 24 Tunisians). Frontex reported about the Hermes operation, started in Lampedusa on 20 February and aimed at implementing and coordinating sea borders activities, in particular border surveillance and de-briefing activities in the centre.

The representative of the Coast Guards reported that the boats arriving from Tunisia are usually small boats (carrying 20 people maximum) which navigate in normal conditions but may have problems due to the sea conditions. On the other side, boats arriving from Libya are usually overcrowded and in very precarious conditions. The representative of the Coast Guards also declared that in some occasions the primary need to save human lives force it to derogate to the order by the Port Authority.

5. Visits in Palermo

In Palermo, the delegation visited the Emergency Ambulatory, which is a medical facility for migrants and the Mission of Hope and Charity of Brother Biagio Conte.

5.1 Emergency Ambulatory

This medical facility is open for 6 years and a half, every day, between 9:00 and 19:00.

Since its opening, 12 000 patients (of 48 different origins) were taken care of. Around 70 people work in the medical facility, out of which only seven are paid, the other are volunteers (for example, retired doctors or doctors in service working during their free time). The team includes two cultural mediators, paediatricians, dentists, gynaecologists... Around 100 patients are taken care of every day.

The Director if the facility indicated that, in Italy, according to Article 32 of the Constitution, healthcare is free and access to healthcare is a right for all, including for regular and irregular migrants. However, not all Italian regions have implemented the law in the same way. Four regions (Sicily, Puglia, Lazio and Toscana) granted access to all services, whereas other regions limited it to emergency care.

Emergency has two medical facilities in Italy (in Palermo and Marghera) and two buses to provide mobile assistance (notably where seasonal workers are active, for example in Rosarno or in Puglia). All their funds come from private donations and they work in cooperation with the local services.

5.2 Mission of Hope and Charity of Brother Biagio Conte

Brother Biagio Conte explained that his association started at the central station of Palermo, helping homeless people, migrants, ex-prisoners, etc. Working with the authorities, they managed to transform abandoned houses in reception centres. The first house was opened in 1991, a second one, only for women and a third one, in
Naval Air barracks, which had been closed for 40 years. Overall, the missions currently host around 1,000 people (700 in the structure visited by the delegation). The majority of them have a visa or a permit. Around 100 of them have a job and children go to school.

The mission provides them with accommodation, care and legal assistance. Voluntary doctors, as well as students from professional schools doing traineeships are working in the centre. The centre has its own washing centre, and a bakery as well as a ceramics workshop.

6. **Meeting in Catania**

In Catania the delegation met some representatives of the NGO ARCI. They reported especially about the situation in the CARA of Mineo and a series of deficiencies such as the lack of medical facilities, legal assistance, or interpretation services. They said that the centre doesn't provide appropriate facilities for vulnerable people, such as children and people with physical and psychical problems. In some cases, minors have been identified as such also when heard by the asylum committee, i.e. after having spent 6-7 months in the CARA. According to ARCI, the migrants in the Mineo centre cannot integrate in the surrounding area, since they are not authorised to exit the centre in certain hours and even if they are, they don't have money to pay the bus ticket and have to walk for some kilometres to join the nearest village. They also reported about the problems encountered by some NGOs and lawyers to enter the centre to assist the migrants. ARCI stated that many asylum seekers are transferred from one CARA to another one without valid reasons, while they were already partly integrated in one centre. They also informed the delegation about some recent tensions (with some violence exploding in July 2011) within the centre between migrants belonging to different ethnic groups. ARCI also reported about a discriminatory treatment of Tunisians, since they were systematically not informed of the possibility to apply for asylum and were sent directly to CIE detention centres, even when they had applied for asylum.
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(1) 24.11.2011
(2) 25.11.2011
(3) 26.11.2011
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### DG PRES

- Laura Polidori

### DG IPOL

- Hélène Calers, Maria Gandolfo

### DG COMM

- Michela Lucchini

* (P) = Председател/President/Presidente/President/Generalsekretær/Präsident/Président/Prezident/President/Vice Presidente/President/Kajndenskjerfjordt/President/President/President/

(VP) = заместник-председател/Vice-presidente/Missiripresedetei/President/President/President/President/President/President/President/Kajndenskjerfjordt/President/President/President/

(M) = Член/Membro/Clen/Medlem/Mitglied/Tjeknir/Medlem/Membro/Partijen/Ienir/Införetrande

(F) = Депутат/Lid/Członek/Membro/Membre/Clen/Poslaneč/Jäsen/Ledamot

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