

Franchi national contribution to the Fundamental Rights Report – Challenges and achievements in 2025

Housing crisis and people experiencing homelessness

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1. Legal framework

Please briefly elaborate on the legal framework to protect tenants or owners from homelessness and forced eviction. Please include respective provisions in the case of an execution order and in case an eviction takes place. Please consider specific provisions for vulnerable person, legal safeguards which prevent or limit evictions and intervention system in the case of eviction and early interventions before evictions.

Vulnerable persons

Eviction procedures – caused by termination of renting contract or failure to pay the rent – are governed by Articles 657 and 658 of the Italian Civil Procedure Code¹. The owner of the property may invoke the notice to vacate the house for termination of the renting period (Article 657 of the Italian Code of Civil Procedure) or the notice to vacate for non-payment (Article 658). There are not legislative dispositions dedicated to the protection of vulnerable groups; however, since the '70s the legislator intervened to consider specific needs and situation that shall be taken into consideration during evictions: for instance, the tenant in arrears is allowed remedy their default in court, being also provided with a longer period to pay the arrears in case of financial difficulties; moreover, the tenant, in the event that enforcement measures have been issued for termination of the renting period, may request a postponement of the date of eviction, once only and where certain requirements are met (the tenant or one of the members of the household, who has been living there for at least six months, is a person with disabilities or terminally ill), for up to 18 months, by submitting a request to the enforcement judge, who, if the request is granted, will require the tenant to pay a 20% surcharge on the amount of rent due until the property is actually vacated. Additionally, the law was Law No. 9 of 8 February 2007², no longer in force, concerning “Measures to reduce housing hardship for particular social categories”, in its Article 1 provided for special procedures for suspending evictions, aiming to limit housing hardship and facilitate the transition from one home to another for specific social categories subject to enforcement procedures for termination of the renting period, favouring those with a gross annual family income of less than EUR 27,000, as well as those with disabilities or those with a member of their household over the age of 65, terminally ill or with a disability exceeding 66%. Eventually, the recent reform of the judicial system³ did not

¹ Italy, Italian Civil Procedure Code ([Codice di Procedura Civile](#)).

² Italy, Law No. 9 of 8 February 2007 on “Measures to reduce housing hardship for specific social groups” ([Legge 8 febbraio 2007, n. 9, “Interventi per la riduzione del disagio abitativo per particolari categorie sociali”](#)).

³ Italy, Legislative Decree No. 149 of 22 October 2022 on “Implementation of Law No. 206 of 26 November 2021, delegating powers to the Government to improve the efficiency of civil

intervene to eliminate these legislative provisions but instead opted to streamline the eviction procedure through a judicial assessment to be carried out on a case-by-case basis, with notification of the injunction to the debtor also via certified email or other electronic means. However, the tenant may oppose the eviction during the validation hearing, contesting the debt in the event of arrears or requesting a grace period for payment. If the tenant presents evidence that is not manifestly unfounded, they may ask the judge to suspend enforcement pending a ruling on the validity of the opposition.

The 2021 National Recovery and Resilience Plan⁴ (PNRR) represents the most recent legislative and policy intervention in this field. Among its several chapters and measures, the Italian PNRR envisaged a specific measure on social housing and temporary shelters (*stazioni di posta*). The aim of the measure is to help homeless people access temporary accommodation in flats for small groups or families, while also offering integrated services designed to promote independence and social integration. The investment is divided into two categories of interventions:

- (i) Temporary housing, in which municipalities, individually or in association, will provide flats for individuals, small groups or families for up to 24 months and will implement tailored projects for each individual/family;
- (ii) Temporary shelters, i.e., centres that will offer, in addition to limited overnight accommodation, additional services such as healthcare, catering, job guidance, food distribution, etc.

More recently, the 2025 Budget Law⁵ was passed which introduced measures that are relevant in the considered field. These include:

proceedings and revise the rules governing alternative dispute resolution instruments and urgent measures to streamline proceedings concerning the rights of individuals and families, as well as enforcement proceedings.” ([Decreto Legislativo 22 ottobre 2022, n. 149](#) “Attuazione della legge 26 novembre 2021, n. 206, recante delega al Governo per l’efficienza del processo civile e per la revisione della disciplina degli strumenti di risoluzione alternativa delle controversie e misure urgenti di razionalizzazione dei procedimenti in materia di diritti delle persone e delle famiglie nonché in materia di esecuzione forzata”).

⁴ Italy, Italian Government (2021), National Recovery and Resilience Plan ([Piano Nazionale di Ripresa e Resilienza - PNRR](#)).

⁵ Italy, Law No. 207 of 30 December 2024 on “State budget for the financial year 2025 and multi-year budget for the three-year period 2025-2027” ([Legge 30 dicembre 2024, n. 207](#), “Bilancio di previsione dello Stato per l’anno finanziario 2025 e bilancio pluriennale per il triennio 2025-2027”).

- National Housing Plan (*Piano Casa*) – Art. 1, para. 401-403. The Plan is mainly focused on social housing with private-public financial partnerships, and support to mortgages for first-time home purchase for selected beneficiaries (i.e., young couples that have been formally living together for at least two years, single parents with children, people aged less than 36 and families with at least three children and low income). In the legislator’s intention, the Plan is meant to introduce medium- and long-term strategies aimed at a comprehensive reorganisation of the housing stock in synergy with local authorities, in order to respond to new housing needs emerging from the social context, integrate residential and social housing programmes, give new impetus to initiatives in the sector, identify innovative models of governance and project financing, and rationalise the use of available housing supply. EUR 660 million have been allocated for the three-year period 2025-2027 to implement the Plan. However, this Plan has not produced practical outcomes so far since the implementing Decree of the President of the Italian Government has not been adopted, yet (the adoption deadline was June 2025).
- Fund for the Support of first-time home purchase. The Fund was established in 2013. The First Home Fund is aimed at citizens who, on the date of submitting their mortgage application for the purchase of their first home, do not own any other residential properties (including abroad). The amount of the loan must not exceed EUR 250,000. The Fund provides a 50% public guarantee. The 2025 Budget Law (Art. 1, par. 113 and 115) limited the categories of beneficiaries to the categories described in the previous point. The 2025 Budget Law extended this provision until 31 December 2027.
- Rent allowance for workers away from home. This is an incentive for new employees who relocate for work reasons. With this benefit, sums paid or reimbursed by employers for rent and maintenance costs for rented properties will not be included in taxable income, up to a maximum of EUR 5,000 per year, for the first two years from the date of employment. To benefit from the 2025 Rent allowance, the following requirements must be met: Permanent employment contract signed between 1 January 2025 and 31 December 2025; Worker’s income limit must not exceed EUR 35,000 in the year prior to recruitment; The worker must transfer their residence to a location at least 100 kilometres from their previous home, choosing a location close to their new place of work.

Eventually, public housing programmes do exist in Italy. Public housing intended for housing assistance (*Edilizia Residenziale Pubblica* - ERP), or social housing, consists of publicly owned dwellings rented to individuals or families in difficult circumstances. The allocation, management and determination of the rent for these dwellings, calculated on the basis of the economic condition and number of members of the household to

which they are allocated, are regulated by regional laws. The allocation of social housing takes place through the publication of public notices every six months, published on the municipal notice boards. All those who meet the requirements set out in the regional legislation in force regarding social housing are eligible to participate in the competition. Applications must be submitted to the municipality of residence or the municipality where the applicant works and can only be submitted during the period when the call for applications is open. Italian regions can establish their requirements for ERP programmes. For instance, the Lazio region has established the following requirements⁶.

a) For the applicant only:

Italian citizenship or citizenship of a European Union member state or another non-European Union member State provided that, in the latter case, the foreign citizen holds a residence permit or is legally resident and registered with the employment office or is regularly employed or self-employed.

registered residence or exclusive or main employment in the municipality or in one of the municipalities included in the territorial area covered by the public notice.

b) For the applicant and each member of their household:

lack of ownership, usufruct, use and habitation rights over accommodation suitable for the needs of the household within the territorial scope of the competition notice and in the municipality of residence, if different from the one in which the work activity is carried out and, in any case, within the national territory.

no previous assignment of tenancy or original or derivative ownership, immediate or future, of accommodation built with public funds and no subsidised financing in any form granted by the State or public bodies.

not having transferred, in whole or in part, except in cases provided for by law, any accommodation previously assigned under a simple lease, or not having occupied without title any public residential accommodation intended for housing assistance.

c) For the entire household

the total annual income of the household does not exceed the limit for access to public housing intended for housing assistance established by the Region and in force at the time of publication of the competition notice. According to a report issued in 2023 by

⁶ Italy, Lazio Region (*Regione Lazio*), ERP housing allocation procedures ([Modalità di assegnazione alloggi ERP](#)).

the trade union CGIL⁷, the availability of public housing in Italy is critically insufficient. The percentage of public housing allocated in relation to the number of applications submitted to municipalities is on average less than 5%, although there are significant differences between regions and territories. In particular, in Campania, there are 172,000 ERP housing units, 31,000 applications on the ERP waiting list, and 160 annual allocations, with an allocation rate of 0.5%; in Emilia Romagna, there are , there are 55,000 ERP dwellings, 25,000 applications on the ERP waiting list, 1,200 annual allocations and an allocation rate of 4.8%; in Lazio, there are 104,000 ERP dwellings, 25,000 applications on the ERP waiting list, 25,000 applications on the ERP waiting list, 500 annual allocations and an allocation rate of 2%; in Tuscany, there are 50,000 ERP housing units, 16,000 applications on the ERP waiting list, 768 annual allocations and an allocation rate of 4.8%. Moreover, the waiting lists for the allocation of social housing units do not move forward significantly, resulting in waiting times for the publication of a waiting list of more than two years (the time required between the submission of the application and the publication of the waiting list by the municipalities) and, in some cases, waiting times for the allocation of accommodation of up to ten years.

Legal safeguards

During the Covid-19 period, the Italian Government introduced legislative measures to limit evictions: this postponement of eviction procedures started in March 2020 and was concluded in March 2021. At the moment, no eviction suspension measures are in place nor are these envisioned for the next future. More specifically, starting from 17 March 2020, the date of entry into force of Law-Decree No. 18/2020⁸, the enforcement of evictions was suspended following the emergency period caused by the Covid-19 pandemic. In fact, Article 103, paragraph 6, of Decree Law No. 18/2020, provided that the enforcement of measures for the release of properties, including those not used for residential purposes, was suspended until 1 September 2020. This provision essentially prohibited the enforcement of evictions already declared enforceable by judicial Courts until 1 September 2020, both for residential and non-residential leases. Subsequently,

⁷ Italy, Italian Labour General Confederation (*Confederazione Generale Italiana del Lavoro – CGIL*) (2023), House: an unresolved emergency ([Casa: un'emergenza irrisolta](#)), July 2023.

⁸ Italy, Law-Decree No. 18 of 17 March 2020 on “Measures to strengthen the National Health Service and provide economic support for families, workers and businesses affected by the COVID-19 epidemiological emergency” ([Decreto-Legge 17 marzo 2020, n. 18](#), “*Misure di potenziamento del Servizio sanitario nazionale e di sostegno economico per famiglie, lavoratori e imprese connesse all'emergenza epidemiologica da COVID-19*”).

Law No. 77/2020⁹ adopted on 17 July 2020 (converting Law-Decree No. 34/2020) extended the eviction suspension period started in March 2020 to 31 December 2020. At the end of this period, the government intervened with more detailed legislation, in view of the conclusion of the emergency period. Thus, with the Law-Decree No. 183/2020¹⁰ introduced a differentiated regime for extending the suspension period: the application of the suspension was limited to evictions for non-payment of rent for both residential and non-residential properties until 30 June 2021. Evictions for reasons other than non-payment were therefore excluded from the suspension. Finally, when Law-Decree No. 41/2021¹¹ was converted, further differentiated rules were introduced for the extension of evictions for non-payment of rent: For eviction orders issued between 28 February 2020 and 30 September 2020, the suspension was extended until 30 September 2021; For eviction orders issued between 1 October 2020 and 30 June 2021, the suspension is extended until 31 December 2021. Finally, it should be noted that, in its ruling No. 213/2021¹², the Constitutional Court deemed the suspension provisions adopted by the legislator to be legitimate, specifying, however, that the restriction of property rights beyond the last extension of the suspension on 31 December 2021 would no longer be constitutionally tolerable.

⁹ Italy, Law No. 77 of 17 July 2020 on “Conversion into law, with amendments, of Decree-Law No. 34 of 19 May 2020, containing urgent measures on health, support for employment and the economy, as well as social policies related to the COVID-19 epidemiological emergency” ([Legge 17 luglio 2020, n. 77](#), “*Conversione in legge, con modificazioni, del decreto-legge 19 maggio 2020, n. 34, recante misure urgenti in materia di salute, sostegno al lavoro e all'economia, nonché di politiche sociali connesse all'emergenza epidemologica da COVID-19*”).

¹⁰ Italy, Law Decree No. 183 of 31 December 2020 on “Urgent provisions concerning legislative deadlines, the establishment of digital connections, the implementation of Council Decision (EU, EURATOM) 2020/2053 of 14 December 2020, and the withdrawal of the United Kingdom from the European Union” ([Decreto-Legge 31 dicembre 2020, n. 183](#), “*Disposizioni urgenti in materia di termini legislativi, di realizzazione di collegamenti digitali, di esecuzione della decisione (UE, EURATOM) 2020/2053 del Consiglio, del 14 dicembre 2020, nonché in materia di recesso del Regno Unito dall'Unione europea*”).

¹¹ Italy, Law Decree No. 41 of 22 March 2021 on “Urgent measures to support businesses and economic operators, employment, health and local services in connection with the COVID-19 emergency” ([Decreto-Legge 22 marzo 2021, n. 41](#), “*Misure urgenti in materia di sostegno alle imprese e agli operatori economici, di lavoro, salute e servizi territoriali, connesse all'emergenza da COVID-19*”).

¹² Italy, Constitutional Court (*Corte costituzionale*), [Decision No. 213](#) of 19 October 2021.

Intervention systems

In 2025, the Italian Government approved the National Plan of Social Interventions and Policies ¹³ which promotes interventions for homeless people and those living in conditions of severe marginalisation. The Plan envisages the creation of Service Centres Countering Poverty (*Centro Servizi per il Contrasto alla Povertà*) offering integrated care and the provision of a participatory support programme tailored to the health, economic, family and work situation of individuals and families who are or are at risk of being in conditions of severe deprivation. The objective is to create a single point of contact for access to and provision of services, easily recognisable at local level by people in need. The target of beneficiaries of this measure are people living in poverty or at risk of poverty, including those in conditions of extreme marginalisation and homelessness. Offered services include: Front office, assessment and guidance, case management, administrative and legal advice, healthcare, community services and other activities. As of 2025, some Italian regions and municipalities have activated these Service Centres.

- The Unintentional Arrears Fund was first introduced with the Law-Decree No. 102/2013¹⁴. The status of unintentional arrears was defined with a Ministerial Decree of 2014¹⁵ as the situation of supervening impossibility to pay the rent due to the loss or substantial reduction of the income capacity of the household. The loss/reduction might be caused by: loss of employment due to dismissal; company or trade union agreements with a significant reduction in working hours; ordinary or extraordinary redundancy fund that significantly limits earning capacity; non-renewal of fixed-term or atypical employment contracts; cessation of freelance work or registered businesses due to force majeure or significant loss of goodwill; serious illness, accident or death of a

¹³ Italy, Ministry of Labour and Social Policies (*Ministero del Lavoro e delle Politiche Sociali*), National Plan of Social Interventions and Policies 2024-2026 ([Piano Nazionale degli Interventi e dei Servizi Sociali 2024-2026](#)), 2025.

¹⁴ Italy, Law-Decree No 102 of 31 August 2013 on “Urgent provisions concerning property tax, other property taxation, support for housing policies and local finance, as well as wage supplementation and pension benefits” ([Decreto-Legge 31 agosto 2013, n. 102](#), “*Disposizioni urgenti in materia di IMU, di altra fiscalità immobiliare, di sostegno alle politiche abitative e di finanza locale, nonché di cassa integrazione guadagni e di trattamenti pensionistici*”).

¹⁵ Italy, Ministry of Infrastructure and Transportations (*Ministero delle Infrastrutture e dei Trasporti*), Ministerial Decree of 14 May 2014 ([Decreto 14 maggio 2014](#), “*Attuazione dell'articolo 6, comma 5, del decreto-legge 31 agosto 2013, n. 102, convertito, con modificazioni dalla legge 28 ottobre 2013, n. 124 - Morosità incolpevole*”).

member of the household that has resulted in a significant reduction in the total income of the household or the need to use a significant portion of the income to cover significant medical and care expenses. The Fund for Unintentional Arrears is managed by ATA municipalities, i.e. those with high housing tension, and, since 2016, also by ADA municipalities, i.e. those with high housing hardship. According to the Ministerial Decree, the classification of municipalities is decided by regional authorities. The above-mentioned 2025 Budget Law (Art. 1, par. 117) extended the Unintentional Arrears Fund (*Fondo Morosità Inconsapevole*), first introduced in 2013. At the time of submitting the application, there must be a state of need related to the loss or significant reduction in the household's income, such that it is impossible or particularly difficult to pay the rent. The Fund will be refinanced with EUR 10 million for the year 2025 and EUR 20 million for the year 2026.

Negative developments

First, the Law-Decree No. 48 of 11 April 2025¹⁶ – converted into Law No. 80 of 9 June 2025 – the so-called “Security Decree”. This legislative reform raised several criticisms among legal experts and international institutions because of its several critical aspects, including a reinforced discipline of forced evictions. It introduced a new criminal offence (Art. 634-bis of the Italian Criminal Code): the arbitrary occupation of properties intended as the domicile of others, punishable by imprisonment for between 2 and 7 years. The legislator has also provided for a cause of non-punishment in favour of occupants who cooperate in the investigation of the facts and voluntarily comply with the order to vacate the property. This offence can be prosecuted if reported by the legitimate owner: however, prosecutors and police officers can proceed even without the owner’s request if the occupation is carried out at the detriment of children and other vulnerable persons (e.g., older people or people with disabilities). Pursuant to the article in question, in addition to the prison sentence, an emergency procedure is provided (Art. 321-bis of the Italian Criminal Procedure Code) for which allows the judicial police to intervene promptly to restore the availability of the property to its rightful owner. In practical terms, if someone occupies an apartment without legal title, the police can intervene within 24 hours and return the property to the owner without the need for a prior court order, as it was the case before. However, the public prosecutor must receive the police eviction report within 48 hours from the eviction; if the legitimacy of the eviction is confirmed by the prosecutor, they must in their turn

¹⁶ Italy, Law-Decree No. 48 of 11 April 2025 on “Urgent provisions on public security, protection of personnel on duty, victims of usury and the prison system” ([Decreto-Legge 11 aprile 2025, n. 48, “Disposizioni urgenti in materia di sicurezza pubblica, di tutela del personale in servizio, nonché di vittime dell’usura e di ordinamento penitenziario”](#)).

inform the competent Court within 48 hours. The research centre of the Supreme Court of Cassation – which released a report¹⁷ assessing the possible critical aspects of the Law-Decree – provided indications on negative outcomes of these new provisions. Numerous concerns are raised about the constitutionality of the new offence, including through strong reference to the case law of the Constitutional Court, according to which the right to housing is one of the essential requirements characterising the social nature of the democratic state envisaged by the Constitution and is included in the catalogue of inviolable rights. Similarly, experts suggest a double violation of human rights in relation to the introduction of the new offence, in that the Italian State not only fails to guarantee the right to adequate housing, enshrined in Article 11 of the International Covenant on Civil and Political Rights (ICESCR), but also imposes criminal penalties on occupants, such as imprisonment for two to seven years, which appear to violate the fundamental elements of reasonableness, necessity and proportionality. When it comes to the new accelerated eviction procedure, it assigns a central role and responsibility to investigations by the judicial police, which, according to the legislator's intention, are to be carried out without delay and, therefore, necessarily, on the basis of summary investigations. In this regard, the Supreme Court of Cassation pointed out that the compulsory eviction of the property, precisely because it is to be carried out quickly, could give rise to situations of great social hardship, considering that it is unlikely that the occupant forced to vacate the property will be able to find new accommodation in a short period of time. The critical aspects of this legislative reform had already been identified during the parliamentary discussion process by the UN Special Rapporteur on the right to adequate housing and the UN Special Rapporteur on extreme poverty who sent a communication¹⁸ to the Government in 2023, stressing the draft law does not distinguish between irregular occupation caused by a state of necessity, resulting from the State's failure to provide adequate housing, and illegal occupation of property, land and housing by organized criminal groups. Consequently, the Law would apply not only to the limited category of occupations of housing where a person is domiciled, but temporarily absent, but also to the situations where abandoned properties are occupied

¹⁷ Italy, Supreme Court of Cassation (*Corte Suprema di Cassazione – Ufficio del Massimario e del Ruolo. Sezione Penale*), Urgent provisions on public security, protection of personnel on duty, victims of usury and the prison system. Law-Decree No. 48 of 11 April 2025, converted into Law No. 80 of 9 June 2025 ([Disposizioni urgenti in materia di sicurezza pubblica, di tutela del personale in servizio, nonché di vittime dell'usura e di ordinamento penitenziario. Decreto-Legge 11 aprile 2025, n. 48, convertito dalla legge 9 giugno 2025, n. 80](#)), 23 June 2025, pages 26-35.

¹⁸ UN Special Rapporteur on adequate housing and UN Special Rapporteur on extreme poverty and human rights (2023), [Communication to the Italian Government OL ITA 5/2023](#), 23 October 2023.

without title. It would include persons staying in rented housing after a rental agreement has ended, persons in situations of homelessness who have no access to adequate housing and are living in abandoned properties, or persons residing in informal encampments and settlements. Moreover, the draft foresees a harsh punishment, which seems to be disproportionate and would in their view be inconsistent with human rights law.

In November 2025, the Draft Law No. 1610¹⁹ was presented and is currently under parliamentary discussion at the Italian Senate. The Draft Law is aimed at introducing an accelerated eviction process through a dedicated administrative – rather than judicial – procedure. The central point of the reform is contained in Article 2, which provides for the creation of the Eviction Enforcement Authority (*Autorità per l'Esecuzione degli Sfratti* - AES), an autonomous public body within the Ministry of Justice. This structure will have specific administrative powers to manage the procedures for releasing properties in cases of documented arrears. The landlord may apply to the AES after two months of unpaid rent, submitting: a copy of the registered tenancy agreement; bank statements certifying non-payment; receipts and reminders sent to the tenants by certified email or registered post. Once the request has been received, the AES must issue an enforcement order within **seven days**. The actual eviction must be completed within thirty days, with the possibility of extending the deadline to ninety days in cases of proven necessity. The tenant may lodge an objection within seven days, but only in the event of errors in the documentation or by demonstrating a temporary and genuine state of financial hardship. There is also the possibility of postponing enforcement for up to 15 days. The Draft Law also contains measures to protect the most vulnerable tenants. Article 4 establishes the National Housing Emergency Fund (*Fondo nazionale per l'emergenza abitativa*) at the Ministry of Labour and Social Policies, intended for tenants with an annual family income of less than EUR 12,000 who are in a situation of unintentional arrears, caused, for example, by job loss, serious health problems or devolve. If the tenant falls into a vulnerable category – families with children, elderly people, people with disabilities or those who are not self-sufficient – the AES must notify social services within five days. The latter may request a postponement of up to 90 days and activate temporary housing solutions in collaboration with local authorities and civil-society organisations.

¹⁹ Italy, Draft Law No. 1610 on “Provisions on special administrative procedures for the release of properties in the event of non-payment of rent and the establishment of the Eviction Enforcement Authority” (*A.S. n. 1610 “Disposizioni in materia di procedura amministrativa speciale per il rilascio di immobili in caso di mancato pagamento del canone di locazione e istituzione dell’Autorità per l’esecuzione degli sfratti”*).

2. Major developments in 2025

Table 1 – Major legislative/policy measures on eviction and homelessness in 2025

	Reference/name/weblink	Short description and reference to the paragraph / page in the referenced document	Authorities responsible to implement
a) Legislative act / Policy measure	Italy, Italian Government (2021), National Recovery and Resilience Plan (Piano Nazionale di Ripresa e Resilienza - PNRR)	1. The Italian PNRR envisaged a specific measure on social housing and temporary shelters (<i>stazioni di posta</i>). The aim of the measure is to help homeless people access temporary accommodation in flats for small groups or families, while also offering integrated services designed to promote independence and social integration. The investment is divided into two categories of interventions: (i) Temporary housing, in which municipalities, individually or in association, will provide flats for individuals, small groups or families for up to 24 months and will implement tailored projects for each individual/family; (ii) Temporary shelters, i.e., centres that will offer, in addition to limited overnight accommodation, additional services such as healthcare, catering, job guidance, food distribution, etc. EUR 450 million was earmarked for	1. Ministry of Labour and Social Policies is the management authority; Municipalities are the implementing authorities in coordination with local social services and civil-society organisations. 2. Ministry of Labour and Social Policies; local authorities.

		<p>the implementation of this measure. By the first quarter of 2026, at least 25,000 people living in severe material deprivation must be taken into care as beneficiaries of Housing First interventions and shelters. The satisfactory achievement of the objective also depends on the satisfactory achievement of a secondary objective: at least 3,000 people must receive temporary accommodation for at least 6 months as part of Housing First projects and at least 22,000 people must benefit from the services offered as part of the shelters projects implemented by the social districts.</p>	
<p>a) Legislative act / Policy measure</p>	<p>Italy, Law No. 199 of 30 December 2025 on “State budget for the financial year 2026 and multi-year budget for the three-year period 2026-2028” (<u>Legge 30 dicembre 2025, n. 199, “Bilancio di previsione dello Stato per l'anno finanziario 2026 e bilancio pluriennale per il triennio 2026-2028”</u>).</p>	<p>The 2026 Budget Law partially intervened on short-term rentals. On 1 January, a new system came into force requiring anyone renting out three or more properties for short-term rental (i.e., tourist accommodation) to register for VAT, as this will be deemed to constitute a business activity. This should be accompanied by measures from regional and local authorities that could affect administrative and urban planning aspects. The Budget Law has maintained the current taxation system: the first property rented out on a</p>	<p>The Italian Tax Agency (<i>Agenzia delle Entrate</i>)</p>

		<p>short-term basis is taxed at 21% with a flat-rate tax, while the second property rented out is taxed at 26%, again with a substitute tax. It is worth noting that the Constitutional Court intervened in the field of short-term rentals regulation with its decision No. 186/2025²⁰, concerning a regional law that was challenged by the Government before the Court: the Constitutional Court declared the legitimacy of regional laws authorising municipalities to regulate short-term rentals, stating that these restrictions and regulations are justified to achieve a balance between public interests and freedom of economic initiative and ownership, and to serve the purposes of social utility and regulation of the regional tourism sector. After this key judicial decisions, some Italian regions have started introducing regional legislation governing short-term rentals, introducing specific intended use, urban planning restrictions (zones, percentages), safety requirements and registration systems, with controls and penalties²¹.</p>	
a) Legislative act / Policy measure	Italy, Ministry of Labour and Social Policies (<i>Ministero del Lavoro e</i>	The Plan promotes interventions for	

²⁰ Italy, Constitutional Court (*Corte Costituzionale*), [Decision No. 186 of 17 December 2025](#).

²¹ This is the case, for instance, of the [Emilia-Romagna region](#).

	<p>delle Politiche Sociali), National Plan of Social Interventions and Policies 2024-2026 (Piano Nazionale degli Interventi e dei Servizi Sociali 2024-2026), 2025</p>	<p>homeless people and those living in conditions of severe marginalisation. The Plan envisages the creation of Service Centres Countering Poverty (<i>Centro Servizi per il Contrasto alla Povertà</i>) offering integrated care and the provision of a participatory support programme tailored to the health, economic, family and work situation of individuals and families who are or are at risk of being in conditions of severe deprivation. The objective is to create a single point of contact for access to and provision of services, easily recognisable at local level by people in need. The target of beneficiaries of this measure are people living in poverty or at risk of poverty, including those in conditions of extreme marginalisation and homelessness. Offered services include: Front office, assessment and guidance, case management, administrative and legal advice, healthcare, community services and other activities. As of 2025, some Italian regions and municipalities have activated these Service Centres.</p>	
<p>b) Developments of safeguards to limit or</p>	<p>Italy, Law No. 207 of 30 December 2024 on “State budget for the financial year 2025 and</p>	<p>As reported in the previous section, the 2025 Budget Law (Art. 1, par. 117) extended the</p>	

prevent evictions	multi-year budget for the three-year period 2025-2027” (Legge 30 dicembre 2024, n. 207 , “ <i>Bilancio di previsione dello Stato per l'anno finanziario 2025 e bilancio pluriennale per il triennio 2025-2027</i> ”).	Unintentional Arrears Fund (<i>Fondo Morosità Inconsapevole</i>) that can contribute to limiting evictions and supporting tenants facing difficulties in paying their rent.	
c) Protection of vulnerable groups and intervention mechanism	Italy, Law No. 176 of 18 November 2024 on “Provisions regarding healthcare for homeless persons” (Legge 18 novembre 2024, n. 176 , “ <i>Disposizioni in materia di assistenza sanitaria per le persone senza dimora</i> ”)	<p>The Law is aimed at recognising the right to healthcare for homeless persons who do not have a registered residence in Italy or abroad but who are legally residing in Italy. In order to progressively ensure the right to healthcare, the Ministry of Health's budget shall include a fund with an allocation of EUR 1 million for each of the years 2025 and 2026 to finance an experimental programme aimed at enabling the aforementioned persons to: register on the lists of persons assisted by local health authorities; choose a general practitioner; access the services included in the essential levels of care. This fund is distributed among metropolitan cities on the basis of resident population, by decree of the Minister of Health.</p> <p>It is worth noting the the above-mentioned PNRR project “Housing First” primarily targets homeless people with mental health problems and/or addictions, or in situations of chronic social and housing hardship.</p>	Ministry of Health; local healthcare departments.

3. Number of execution orders and actual evictions for private households

Please provide data or estimates for 2025 or published in 2025, and as available for different categories (tenants/owners and as outlined in 2b and 2c) and any trends. Please indicate data limitations and justification for the choice of source(s) or lack of data

Data on forced evictions is released yearly by the Ministry of the Interior²². Most updated data refer to 2024. In 2024, 40,158 eviction orders were issued, an increase compared to the previous year (+1.99%), of which 47% were in the main cities. These were mainly evictions for non-payment of rent (30,041 evictions) plus 2,272 evictions due to the landlord's needs and over 7,485 evictions due to the end of the lease, allowing landlords to regain possession of their properties, which are increasingly being used for short-term tourist rentals. Requests for evictions submitted to bailiffs are particularly high and growing rapidly, at 81,054 (+9.82%); evictions effectively carried out with the intervention of bailiffs remain stable at 21,337 (-0.04% compared to 2023). The NGOs²³ and trade unions of tenants²⁴ did not release independent data on evictions but rather commented with concern the data released by the Ministry of the Interior.

In 2021, the National Institute for Statistics (ISTAT) released data on its monitoring on homelessness in Italy²⁵. As of 2021, 96,197 homeless people were registered in Italy (65,401 were men). 59,873 were Italian citizens (39,129 were men). 12,804 of the overall homeless population was aged less than 17 (6,587 boys): out of them, 4,897 were not Italian. The most represented age slot was 35-54 with 33,640 registered homeless

²² Italy, Ministry of the Interior (*Ministero dell'Interno*), Data on evictions requested and executed 2024 ([Provvedimenti esecutivi di sfratto e richieste di esecuzione dati 2024](#)), 23 September 2025.

²³ Italy, Solidarity Group (*Gruppo Solidarietà*) (2025), Housing emergency in Italy ([L'emergenza abitativa in Italia](#)), 5 October 2025.

²⁴ Italy, National Tenants' Union (*Sindacato Unitario Nazionale Inquilini – SUNIA*) (2025), Official statement. The eviction situation in the country remains serious, but the government continues to ignore the problem ([Dichiarazione. Si conferma grave la situazione sfratti nel Paese, ma il Governo continua ad ignorare il problema](#)), 25 September 2025.

²⁵ Italy, National Institute for Statistics (*Istituto Nazionale di Statistica – ISTAT*) (2021), Permanent Census – Data warehouse. Homeless and without a fixed abode ([Censimenti permanenti – data warehouse. Senza tetto e senza fissa dimora](#)), 2021.

people. In 2025, ISTAT announced that a similar data collection will be repeated, ending in January 2026: data will be released by the end of 2026²⁶.

²⁶ Italy, National Institute for Statistics (*Istituto Nazionale di Statistica – ISTAT*) (2025), Statistical survey on homeless people (*Rilevazione delle persone senza dimora*), 2025.

Annex – Promising practice

Promising practice	
Title (original language)	Health as an Opportunity to Promote Equity – H.O.P.E
Title (EN)	
Organisation (original language)	Boehringer Ingelheim; Comunità di Sant’Egidio
Organisation (EN)	Boehringer Ingelheim (biopharmaceutical company); association “Comunità di Sant’Egidio”
Government / Civil society	Civil Society
Funding body	Private funds
Reference (incl. URL, where available)	The project does not have a specific website. However, information is available at the website of Boehringer Ingelheim
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	March 2025 – ongoing
Type of initiative	Inclusion and access to public services
Main target group	People who are socially and economically vulnerable
Indicate level of implementation: Local/Regional/National	Rome
Brief description (max. 1000 chars)	The project is aimed at promoting access to healthcare for people with chronic conditions who are socially and economically vulnerable. The project was designed in cooperation with the public hospital “San Gallicano” (Rome). In fact, living on the streets and extreme poverty increase the risk of developing one or more chronic diseases; a risk exacerbated by inadequate living conditions and denied access to healthcare for social, economic and environmental reasons. Healthcare services that will be offered to homeless people through this project include: cardio-nephro-metabolic screening with measurement of blood sugar, blood pressure, body weight and height for the early diagnosis of major chronic diseases, together with information and prevention of risk factors. The project is developed in the framework of the cooperation protocol between the two organisations signed in 2023.
Highlight any element of the actions that is	This practice practically contributes to the access to healthcare of homeless people and is in line with the in-force legislation, as indicated in Section 2 of this report. The project specifically focuses

<p>transferable (max. 500 chars)</p>	<p>on homeless people but could be extended to all socially marginalised groups. Moreover, it could be replicated establishing cooperation with other hospitals located in Rome. Additionally, other organisations could implement similar projects in other Italian localities.</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to 'one off activities')</p>	<p>This practice is in line with the activities that Sant'Egidio has been implementing for years at the hospital "San Gallicano". In fact, in 2021 Sant'Egidio set up a hub at the hospital to provide assistance to socially marginalised people. Since then, 27,852 people, including EU citizens, non-EU citizens and Italians, have been registered; 37,236 COVID-19 vaccines have been administered and over 10,486 medical examinations have been carried out, with the latter increasing in the first few months of 2025. Over time, needs have increased and diversified, and the Hub has evolved into a health prevention and promotion centre that provides free screening and health guidance to people from different backgrounds and in extremely fragile conditions. Most of the users are foreigners, particularly South Americans, but a significant proportion are Italians who are homeless or in financial difficulty. For this reason, this practice is not a one-off activity, but an additional service at the disposal of homeless people in the context of an already existing set of activities.</p>
<p>Give reasons why you consider the practice as having concrete measurable impact</p>	<p>The concrete impact of this measure can easily be measured registering the number of people resorting to the services. Moreover, over the years Sant'Egidio has implemented a solid data monitoring system that allows for the collection and analysis of access data that can be made available disaggregating specific socio-demographic characteristics of the beneficiaries.</p>
<p>Give reasons why you consider the practice as transferable to other settings and/or Member States?</p>	<p>Access to healthcare is a fundamental right recognised at EU level and by all legal systems of EU Member States. This practice is based on the fruitful cooperation of private subjects, CSOs and public hospitals and is aimed at fostering access to medical services of socially disadvantaged people. All these elements can be easily replicated in other national contexts, and this project responds to a public policy priority that is shared by all EU Member States.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice</p>	<p>This information is not available.</p>

Promising practice	
Title (original language)	Progetto C.A.S.A. – Comuni per l’Abitare Sostenibile e Accessibile
Title (EN)	C.A.S.A. – Municipalities for Sustainable and Accessible Housing
Organisation (original language)	Azienda Sociale Sud Est Milano, Comune di San Giuliano Milanese e Comune di San Donato Milanese, ente no-profit “Fondazione Welfare Ambrosiano”, Fondazione Cariplo
Organisation (EN)	South East Milan Social Enterprise, Municipality of San Giuliano Milanese and Municipality of San Donato Milanese, with the financial support of the non-for-profit entity “Ambrosiano Welfare Foundation” and of the banking foundation Cariplo.
Government / Civil society	Civil Society and local authorities
Funding body	Municipal funds with the financial support of “Fondazione Welfare Ambrosiano” and Cariplo.
Reference (incl. URL, where available)	https://casaaccessibile.org/
Indicate the start date of the promising practice and the finishing date if it has ceased to exist	2025 – ongoing
Type of initiative	Support to housing to local communities
Main target group	Local communities living in the nine participating municipalities.
Indicate level of implementation: Local/Regional/National	Local
Brief description (max. 1000 chars)	<p>The C.A.S.A. Project has been developed thanks to the cooperation between nine municipalities: Carpiano, Cerro al Lambro, Colturano, Dresano, Melegnano, San Donato Milanese, San Giuliano Milanese, San Zenone al Lambro and Vizzolo Predabissi, and the South East Milan Social Agency. In synergy with and with the financial support of the Cariplo Foundation and the Welfare Ambrosiano Foundation, the main objective of the project is to develop an innovative housing model, creating solutions for those living in situations of economic and social fragility. More specifically, the project provides the following five services to local communities.</p> <p>Housing Hub:</p> <ul style="list-style-type: none"> - Support for landlords and tenants in managing housing-related paperwork. - Support in accessing and keeping up to date with measures, incentives, calls for applications and support on housing issues.

	<ul style="list-style-type: none"> - Mediation between landlords and tenants: Facilitating communication to ensure fair contracts and conflict resolution. - Support towards independent living: Support in navigating the property market and finding secure accommodation. <p>Access to the free market: Active support in finding a home:</p> <ul style="list-style-type: none"> - Support in finding a home: Guidance in finding accommodation on the free market. - Mediation and support in drawing up contracts: Assistance in drafting clear and reliable contracts. - Rent Guarantee Fund: Financial solutions for those who do not have a traditional banking guarantee. <p>SAP – Public Housing Services – support for tenants and municipal landlords:</p> <ul style="list-style-type: none"> - Development of strategies to reduce arrears and liaise with municipal and local services. - Information on the administrative process following non-compliance. - Support in changing accommodation. - Recompilation of personal data and social files of existing tenants. <p>Social Housing and Co-housing</p> <ul style="list-style-type: none"> - Projects for the development of different forms of social housing. - Launch and management of the PNRR Social Housing programme. <p>Emergency Housing Assistance: Urgent Solutions for the Homeless</p> <ul style="list-style-type: none"> - Liaison with local services following the intervention of the Emergency Social Assistance service.
<p>Highlight any element of the actions that is transferable (max. 500 chars)</p>	<p>This practice is based on a public-private partnership, involving local authorities and private stakeholders, i.e., private entities but also local associations. The goal is to establish a comprehensive framework supporting housing policies destined also to people in housing emergency and homeless people. This practice could be transferred to other localities in Italy, but also to other sectors of social policies (e.g., poverty, education, school drop-out, access to healthcare services, etc.).</p>
<p>Give reasons why you consider the practice as sustainable (as opposed to ‘one off activities’)</p>	<p>This practice is sustainable because it has the long-period goal of integrating already existing social services, providing guidance to people living in the locality and reinforcing the resources and policies in place to support housing and counter social exclusion.</p>
<p>Give reasons why you consider the practice as</p>	<p>The measure of the practice can be measured if the number of people utilising the available services is registered.</p>

<p>having concrete measurable impact</p>	
<p>Give reasons why you consider the practice as transferable to other settings and/or Member States?</p>	<p>This practice is of course tailored on the necessities existing at local level; however, it is not governed by specific domestic legislative provisions. It is based on the partnership between local authorities, local social services, and private entities, and it is aimed at addressing major social issues, such as housing emergency and social exclusion. All these elements can be replicated in any other EU Member State.</p>
<p>Explain, if applicable, how the practice involves beneficiaries and stakeholders in the design, planning, evaluation, review assessment and implementation of the practice</p>	<p>This information is not available.</p>