



EMN EUROPEAN MIGRATION NETWORK
Italian National Contact Point

IRREGULAR MIGRATION IN ITALY

**Illegally resident Third Country Nationals in Italy:
State approaches towards them and their profile and social situation**

edited by IDOS –EMN National Contact Point

in collaboration with the Caritas/Migrantes Dossier Statistico Immigrazione
and with the support of the Ministry of Interior



ROME
DECEMBER 2005

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December 2005

editing: Nuova Anterem sas
printing: Arti Grafiche – Pomezia

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1. Foreword: characteristics of the research

The outline of this Pilot Study on irregular migration⁰ in Europe, decided by the European Commission in the framework of the programme European Migration Network, has suggested to the editors of the national Reports to follow a structure of the research analysing important aspects. On the one hand, this formulation might appear oversimplified if compared to the wide sociological analysis, but on the other hand facilitates the comparison among the different national Reports and is useful to outline a European overview.

1.1 Material collected: analysis and problems encountered

The greatest problem with studying irregular immigration in Italy is posed by the heterogeneity of the sources, which makes it difficult to monitor the phenomenon continuously. Moreover, data quality is often insufficient for the needs of research, since it is usually based on empirical studies where the sample does not always meet scientific standards but is, instead, dictated by other contingent elements, as is the case with workplace inspections.

Nevertheless, over the years, various irregular immigration studies have been produced based on the findings of regularisations. Other studies have been conducted at the territorial level and some important networks, such as Caritas, which manages numerous centres throughout the national territory, have continued to gather data.

Periodically, public institutions provide data and materials on irregularity without, however, guaranteeing continuous monitoring. For this reason there is a lack of comprehensive studies of the phenomenon. In terms of counteracting irregular entry and residence, the Ministry of the Interior is responsible for gathering data through its police forces. This Ministry is also responsible for gathering and processing regularisation data. In terms of the employment of irregular foreign workers, National Social Security Institute (INPS), the National Disability Insurance Institute (INAIL), the Customs Service and the Ministry of Labour, through the Carabinieri Squad are responsible for gathering data. Finally, the National Statistic Institute (ISTAT) processes the official data that is provided for various periodical and sectorial studies.

⁰ In this research the editors preferred to use in its wider meaning the term “irregular migration” to refer both to illegal flows and irregular over-stayers.

1.2 Definition of the legal status

It is advisable to start with a complete description of the legislation on entry and stay of foreigners. In fact, it's common knowledge that most of the irregular presence is constituted by people who initially had a regular stay permit, but once expired, it was not possible to renew it anymore. That's the reason why a knowledge of the legislation on immigration is an essential key to an understanding of the irregular presence. Also trafficking in human beings has to be considered. This phenomenon will be analysed further.

The entry, stay and expulsion of foreigners in Italy is governed by the Consolidation Act on immigration regulations and legislation on the condition of foreigners (called Consolidation Act on Immigration for the sake of brevity) adopted with Legislative Decree no. 286 of July 25th, 1998, which was recently modified with Law no. 189 of 2002, completed by the relative Implementation Regulation (Presidential Decree n. 334, 18th October 2004).

Foreigners from countries that do not belong to the Schengen Area are allowed to enter the state if they:

- pass through a border pass;
- possess a passport or other equivalent type of travel document that is recognised as valid for crossing borders;
- have documents that explain the purpose and conditions of their stay and attest that they have the financial means needed for the type of stay and for its duration and to pay for the return to their country of origin (or transit to a third state). Foreigners who already reside in the territory of one of the contracting parties and possess regular authorisation are exempt from demonstrating these documents;
- possess a valid entry or transit visa when required;
- the Schengen Information System does not indicate that they are not to be admitted;
- Italian or Schengen State regulations do not consider them dangerous to public order, national security or international relations with one of the contracting parties;
- have not been convicted of serious crimes.

Foreigners who lack even one of these requisites can be rejected by the competent border authority even when they have a regular entry or transit visa.

Foreigners who intend to enter Italy or the Schengen Area must possess the financial means needed to maintain themselves during their period of stay. The availability of these means is, therefore, considered one of the indispensable prerequisites for entry into the Schengen Area.

The Ministry of the Interior has issued a directive indicating that non-EU foreign citizens can demonstrate their available financial means with the presentation of cash, bank guarantees, guaranty policies, an equivalent sum in certificates of credit, certificates of prepaid services or deeds proving the availability of sources of income in Italy.

Foreigners must indicate that they have suitable accommodation in Italy as well as the funds needed for repatriation, which they can demonstrate by exhibiting their return tickets. If they cannot show that they possess these means then an entry visa will not be granted or, in the case of controls by border police authorities, they will be formally rejected at the border.

Non-EU nationals who legally enter with a residence permit or residence card or with equivalent documents from another European Union State can reside in the Italian territory within the limits and conditions provided by the specific agreements on this subject.

Non-EU nationals who have legally entered Italy must apply for a residence permit within eight days from their entry at the local police station (*questura*) of the province in which they plan to reside except for cross-border commuters and a few other groups, including: diplomats, officials from international organisations and NATO servicemen and women.

Once granted this authorisation, foreigners are allowed to circulate within all of the Schengen States. Their period of stay begins from the first entry into a State that is a member of the agreement.

When foreigners possess the required financial means, have suitable accommodation and are not considered a threat to public order or health, they are granted a residence permit within twenty days, starting from the date on which they presented their application.

Upon picking up their authorisation, foreigners must demonstrate that they have met healthcare obligations by exhibiting an insurance policy, valid throughout Italy, that protects against the risk of illness, and accidents and provides maternity coverage. Otherwise, they must show that they have enrolled with the National Healthcare Service (S.S.N.). Non-EU nationals who plan on staying in Italy for a period of thirty days or less only need to show the receipt of their permit application, since they are not required to present an insurance policy or proof of S.S.N. enrolment.

Foreigners requesting a long-term residence permit are fingerprinted. When a foreigner's application for a residence permit is rejected he/she can appeal the decision within sixty days from notification at the Regional Administrative Court (T.A.R.) that is responsible for the police station that issued the decree.

All residence permits – except for work permits – are valid for the period indicated on the visa granted by the Italian consulate in the non-EU national's country of origin or country of stable residence. For short-term stays, the permit cannot be valid for more than three months per every six-month period, starting from the date of the first entry into the Schengen Area.

The reason for stay cannot be changed on a short-term residence permit (except for cases that are strictly provided for by regulations), and it does not authorise the foreigner to perform a job that differs from the one for which he/she was granted the entry visa.

Short-term residence permits can be issued for business, medical care, tourism, missions, apprenticeships, or for family reasons (the latter permit differs from family reunification permits) or by invitation.

Long-term permits can be granted for missions and apprenticeships as well as for study, residence, religion, athletic activities and adoption. However, in more specific terms, most long-term permits are granted for seasonal, subordinate and autonomous work and for family reunification.

Seasonal work: the procedure for granting a residence permit for seasonal labour begins with the nominative request for the *nulla osta* for work, which is made by the employer or sector associations at the Single Desk for Immigration (*Sportello Unico Immigrazione*) in the province of residence. In situations where the employer does not directly know the foreign labourer, the request must be made at an Employment Centre (*Centro per l'Impiego*). Within a period of five days, the latter office verifies that there are no Italian or Community workers available for the requested job. The Single Desk for Immigration,

however, takes the right of precedence into consideration and grants the authorisation within ten days from notification and not more than twenty days from the date of the employer's request. Seasonal work authorisation can be granted for a period that varies between twenty days and nine months based on the length of the job, even in cases where shorter-term positions with different employers are grouped together.

Autonomous work: The residence permit for autonomous work is granted on the basis of the certification issued by the competent Italian consulate or diplomatic office in the country of origin. Once it has been verified that the requisites have been met and the *nulla osta* has been received from the Ministry of Foreign Affairs and any Ministry that is responsible for the area of activities in which the foreigner wants to work, the Italian consulate or diplomatic office grants the entry visa that expressly indicates the activity to be carried out and certifies that the requisites needed for granting the residence permit have been met. This residence permit cannot be valid for more than two years. It allows foreigners to carry out the professional or autonomous activity authorised by the entry visa.

Subordinate work: the residence permit for subordinate work is granted following the stipulation of a residence contract for work. The residence permit is valid for the period indicated by the residence contract and cannot be greater than one year for a subordinate fixed term work contract or two years for a long term work contract. In order to be valid, a residence contract for subordinate work between an Italian employer or a regularly residing foreigner in Italy and the employee, who is a national of another non-EU state or is stateless, must contain:

- the employer's guarantee of the availability of housing for the worker, which must fall within the minimum parameters set by law for public residential housing;
- the employer's obligation to pay for the worker's return trip home.

Otherwise it is null and void. The residence contract for work is signed at the Single Desk for Immigration in the province where the employer resides or maintains his/her legal headquarters or in which the job will be performed. The Single Desk for Immigration, which exists in every province, is responsible for the entire procedure used to hire fixed-term and open-ended subordinate workers. The Procedure for granting a residence permit for subordinate work begins with the request for a *nulla osta* for work, which is sent by the employer to the Single Desk for Immigration, located in the province of residence, the registered office of the company or the place in which the work will be carried out. Whenever the employer does not directly know the worker, he/she can apply for the *nulla osta* for work for one or more persons registered on the specific lists at Italian consular offices abroad. These requests are communicated to the competent Employment Centre, which electronically issues information about the offers to other centres. These offers are also presented on various websites. Once twenty days have passed, the Employment Centre either informs the Single Desk for Immigration that no suitable applicants exist or transmits any incoming job applications. If this period passes and the Employment Centre has not provided any information within a maximum period of forty days from the presentation of the request, or if that office has communicated negative certification or, in the case of positive certification, the employer communicates his/her intention to confirm his/her request for the *nulla osta*, the Single Desk for Immigration grants the *nulla osta* with the authorisation of the local police station within the terms of the conditions prescribed by

collective labour contracts and the quantitative and qualitative limits set by the “flow decree”. The Unified Office transmits this documentation, including the taxpayer’s code number, to the consular offices so that they may grant the visa. The *nulla osta* for subordinate work is valid for a period of not more than six months from the date on which it is granted. Within eight days from entry, the foreigner must go to the Single Desk for Immigration that granted the *nulla osta* to sign the residence contract that is held there and request the granting of a resident permit for subordinate work. This residence permit allows immigrants to perform also autonomous work provided that they have obtained the qualification or authorisation required to carry out that activity when necessary.

Family reunification: The residence permit for family reunification is valid for the same period indicated on the residence permit of the family member with whom the foreigner is reuniting. The procedure for granting a resident permit for family reasons also begins with the request for a *nulla osta*, which is made by the family member in Italy at the Single Desk for Immigration of the province of residence.

The requesting foreigner must have a residence card or a residence permit that is valid for at least one year and has been granted for subordinate or autonomous work, or rather for asylum, study or religious reasons (art. 28 Consolidation Act).

The foreigner can only make a request for the following family members:

- a spouse who is not legally separated;
- minors, even if depending from the spouse and born out of wedlock (including adopted children or children for whom custody or guardianship has been granted), provided that the other parent gives his/her consent;
- adult, dependent children, whenever they cannot provide for their own support due to a health condition that causes complete invalidity according to Italian legislation;
- the parents of the requesting foreigner (but not of the spouse) provided that they are supported by the foreigner and if they do not have other children in the country of origin, or rather parents over the age of sixty-five whenever their other children cannot support them due to serious health problems.

The request must be made to the Single Desk for Immigration, declaring the availability of:

- housing that falls within the minimum standards provided by regional law for public residential housing, producing the specific certificates from the municipal office or the health fitness certificate granted by the ASL (Local Health Agency) office in the territory;
- an annual income from a legitimate source that is not less than the annual amount of a welfare cheque (4,874.61 euros in 2005) if the applicant asks for reunion with just one family member, double the annual amount of a welfare cheque if the requester asks for reunion with 2 or 3 family members, triple the annual amount of a welfare cheque if the requester asks for reunion with four or more family members. In order to determine this figure the total income of cohabiting family members is considered.

The holder of a resident permit for family reasons has access to the National Healthcare Service has the right to be registered on the housing lists and at school and to perform subordinate and autonomous work.

The entry visa to accompany a family member is granted when the foreigner plans to move to Italy bringing his/her family with him/her. In this case, if the premises exist, the

person does not need to fill out the reunion paperwork at the Single Desk for Immigration but rather at the consular office directly in order to obtain an entry visa for him/herself and for his/her family members. Nevertheless, the foreigner must obtain a *nulla osta*, which must be requested at the Single Desk, even by way of a proxy, who attests that the foreigner meets the requisites for housing and income as indicated by the articles of the Consolidation Act on family reunion.

2. Stocks and estimation of data

2.1 Collection and estimation of data

No reliable sources exist to help us to understand the magnitude of irregular immigration in Italy, since the phenomenon itself does not allow for the gathering of quantitative or qualitative data on irregular immigrants, except for limited quotas of this population.

We can, however, utilise some secondary sources that are, undoubtedly, very helpful for formulating a picture of irregularity in Italy. They include:

- the results of regularisations, which occur very frequent in our country (approximately one every three years);
- the work monitoring activities carried out by the INPS (National Social Security Institute) INAIL (National Disability Insurance Institute) and by the Provincial and Regional Offices of the Ministry of Labour to counteract illegal labour involving numerous irregular foreigners;
- the activities of the Nucleo Ispettivo del Comando dei Carabinieri (Inspection Unit of the Italian Military Police) at the Ministry of Labour and Social Affairs, which also controls the workplace;
- Ministry of the Interior data regarding expulsions, rejections and repatriations;
- ISTAT (National Statistical Institute) data.

To counteract the irregularity of immigrants, Italy tends to invest primarily in costly border controls, which are not always easy to conduct, rather than making controls at companies.

We will provide more details on the merits of both types. Border controls, which we will discuss in following, are primarily preventive since they make it possible to practice selective passage at the borders, since subsequent controls in the territory would not be very effective.

Nevertheless, border controls are not perfect, and as long as it remains impossible to monitor persons joining the labour force, estimates of legal employment requisites will remain nothing more than theoretical.

2.2 The number of irregular migrants in the light of the last regularisations

The number of irregular immigrants living today in Italy is not known, and, currently, there is no way to fill in this information gap.

By way of example, we can report the greatly varying estimates of irregular immigrant numbers provided by organisations that work in the sector.

They are as follows:

- 200,000 according to the ISMU Foundation (Multi-ethnic Initiatives and Studies), organisation with offices in Milan that has been publishing an annual immigration report since 1995. Today this forecast increased to 500.000.
- Almost 600,000 according to the three largest Italian trade unions (CGIL, CISL and UIL).
- 800,000 according to Eurispes (research institute that publishes an annual report on the situation in the country).

These differences make it possible to say that no plausible, unambiguous measurements of the phenomenon exist.

It is more concrete to refer to the irregular immigrants who have been identified through control measures, which is the method we have decided to adopt. Moreover rejections and expulsions do not make it possible to quantify the number of immigrants who avoided controls, but they do, nevertheless, give an idea of the size of the phenomenon.

Although it is difficult to determine the number of irregular immigrants in a given period, it is, nonetheless, useful to have an indication in retrospect. Regularisations are useful to this end, since they have allowed foreigners without a residence permit to emerge from irregularity. In following, we will analyse the regularisations that were approved in Italy starting from 1982 (carried out at the administrative level in that year and at the legal level starting in 1986), outlining the characteristics of the involved parties. Finally, we will analyse the last regularisation of 2002, involving a little more than 700,000 foreigners.

Italy is a Member State in which the irregular flow of workers has played an important role. The irregular situation of these workers has been resolved through regularisations.

1982. The first regularisation was implemented in the early 1980's and was prepared at the administrative level with the March 2nd and September 9th Ministry of Labour circulars of 1982.

While awaiting the approval of the first law on foreigners (which seemed imminent although it only arrived at the end of 1986), the Ministry of Labour blocked the further recruitment of foreigners (except for certain types of citizens from some countries) and created regulations to regularise the de facto situation of people who had found employment without a residence permit or who had an expired permit. These immigrants needed to have: entered Italy by the end of 1980, had an employer willing to hire them, demonstrated they had been employed continuously from the moment of entry, declared they had not spent more than two months at a time outside of Italy, and had a deposit from their employer for their return flight home.

These regulations remained valid until Law 943/1986 went into force, and yet, the effects were limited (a few thousand positions) due to the illegitimate use of this tool (a circular instead of a law, which did not provide for an appeal in the case of denial), its poor promotion, the lack of involvement of protective structures, in part due to the contrasting behaviour of the administrations, and the lack of the regularisation of the tax position of employers, excluding penalties.

1986. Law no. 943 of December 30th, 1986, which was the first regarding foreigners to be approved in Italy, implemented ILO Convention 143/197 on migrant workers. The perception of a vast area of irregularity was so widespread that the approval of the law, which began to be discussed in 1981 (the year in which the convention was ratified), required following a very long procedure with irregular entries followed by the search for a job on the labour market. It was for this reason that the legislator willingly regularised previous employer and employee positions, offering the possibility of obtaining work authorisation or registration on the employment lists depending on the situation.

The deadline for presenting applications, which was originally set for April 27th, 1987, was extended three times by Law Decrees in that year (no. 154 dated April 27th, no. 242 dated June 27th and no. 353 dated August 28th). Subsequently, the deadline of December 31st, 1987, was extended to September 30th, 1988 by Law no. 81 dated March 28th, 1988.

1990. The so-called “Martelli Law” (39/1990), which significantly modified immigration regulations, also implemented a generalised act of indemnity for immigrants arriving in Italy by December 31st, 1989, leaving all other conditions out of consideration. The law sought to reduce the area of irregularity and to introduce regulations to prevent the formation of these types of pockets in the future.

Only 4% of immigrants who applied for regularisation were able to demonstrate that they had a current job. Those who did not, however, could find one not only in the subordinate work sector but in the autonomous and cooperative sectors as well (which was a significant innovation) and had two years to do so. After that time, the residence permit could no longer be renewed if the immigrant did not have a job. It has been hypothesised that in 1990 a certain number of migrants’ wives were regularised for work since they could not be regularised for family reasons.

Africa was the continent that received the greatest benefits from this measure, making up more than half of those regularised. Eastern European immigrants also began to play a more important role in this regularisation.

1995. This regularisation was presented with Law Decree no. 489 dated November 18, 1995, which was re-proposed several times and not converted into a law by the Parliament. However, the law no. 617 of December 9th, 1996 made the regularisation applications granted by the Ministry of the Interior definitely effective.

It is curious to note that 100,000 applications were presented almost at the deadline, the week before March 31st, 1996.

This measure provided for three types of regularisation:

- *subordinate work*. Hypothesis a) Work relationship that had been in effect for at least four months over the previous year with the same employer as of November 19, 1995, the date on which the law decree went into effect and on which employers were required to make previous national insurance contributions increased by 5%; Hypothesis b) Willingness of employer to rehire the immigrant demonstrated by a specific declaration and upon the payment of six advance payments of contributions (or four months for open-ended contracts).

- *for registration on employment rolls*. Even if they were no longer active, immigrants who had worked for at least four months for the same employer received a residence permit

good for one year for their registration on employment rolls and paid contributions on their own behalf (four months of contributions).

- *for family reunification*. The residence permit was granted to the spouse and minor children of an immigrant with a residence permit of at least two years who had been regularly residing in Italy for at least one year and had suitable housing (the first draft of the law decree required an increasing amount of income based on the number of family members being reunited; subsequently, the law decree only made reference to art. 4 of Law 943 of 1986).

As of 15-1-1997 the situation was as follows (no further updates were provided): 227,272 accepted applications, 2,737 rejected applications and 28,752 pending ones.

Immigrants with a currently valid job made up the majority of accepted applications whereas unemployed immigrants and immigrants reuniting with their family made up a smaller share: subordinate work 82.4%, registration on employment rolls 12.9% and family reunification 4.7%. Eastern European and Asian immigrants began to play a greater role.

1998. The Presidential Decree of August 5th, 1998 provided that a part (38,000 units) of the entry quota set for 1998 be reserved for the regularisation of foreign citizens who were able to demonstrate that they had been residing in Italy prior to the implementation of Law 40/1998 and who were able to show that they had a concrete commitment for employment or that they wanted to start an autonomous work activity. Subsequently, it was better understood that it was necessary to distinguish between the arrival of workers provided for by the quotas (precautionary mechanism) and the recovery of workers interested in regularisation (recovery mechanism). Law Decree no. 113 of April 13th, 1999, therefore, introduced the possibility of regularising all foreigners who signed up for regularisation by December 15th, 1998 (although its initial inclusion in 40/1998 would have been better).

Of the regularisation applications, 14.5% were presented for autonomous work, which indicates the importance of the “ethnic entrepreneurship” phenomenon (with the highest values in Tuscany, Lazio, and Sardinia).

Three percent of the applications were presented for reunification with relatives (spouses in 55.1% of cases and children in 36.1% of cases).

In most situations these were people who had effectively begun to work since the job offers appeared solid. Whereas for those immigrants who had difficulties in finding work, it seems that the lengthy amount of time needed to handle the paperwork was an influencing factor.

A study conducted at ISTAT using Ministry of the Interior data indicates that the first four regularisations (105,000 accepted applications in 1986, 222,000 in 1990, 246,000 in 1995, 215,000 in 1998) translated into the regularisation of 790,000 foreigners, 566,000 of whom were still regularly residing at the beginning of 2000. In practice, regularised immigrants make up 50% (60% if we also consider family members who come for reunification) of the immigrant population from countries with strong migration pressures, and the sexes are unequally represented (two-thirds are men and only one-third are women).

The beneficiaries of these measures were immigrants who irregularly entered Italy and, to a much lesser extent, immigrants whose residence permits had expired (“overstayers” were 18% of the total in 1990, 13% in 1995 and 9% in 1998).

2002. The regularisation for domestic helpers and caregivers was defined by Law no. 189 of 30th July 2002, “Modifications to immigration and work regulations” (also known as the “Bossi Fini law”, published in Official Gazette no. 199 of August 26th, 2002, which went into force on September 10th, 2002). The regularisation for subordinate workers was defined by Law no. 195 of 9th September 2002, which was converted with modifications with Law no. 222 of October 9th, 2002 becoming “Urgent regulations on the legalisation of the irregular work of non-EU immigrants”.

At 700,000 applications this regularisation far outweighed past regularisations in quantitative terms and, despite this fact, the paperwork was completed in much less time.

As far as regards the length of stay of “regularising” immigrants, a study conducted by the Andolfi Foundation-CNEL in 2003 involving 400 domestic helpers indicated that irregularity percentages differed depending on whether the immigrant was present in Italy for a longer or shorter period:

- living in Italy for two years: 68.3% irregularity;
- living in Italy between 3 and 5 years: 38.8% irregularity;
- living in Italy between 6 and 10 years: 12.6% irregularity.

These data indicate that this measure primarily benefited foreign workers who had recently come to Italy.

If we do not take into consideration the workers from EU nations or other developed countries (totalling approximately 100,000 persons), it is evident that immigrant workers from countries with heavy migration pressures doubled following regularisation: in addition to the 706,329 immigrant workers registered in 2001, there were 702,156 regularisation applications involving various areas of the country to different extents.

The relationship between regularisation applications and residing workers is a very concrete index of migration pressure. It is distributed as follows: 52.2% in the North, 29.0% in the Centre and 18.8% in the South. Therefore, it is inexact to state that irregularity is a phenomenon that primarily regards the South, since it only makes up one-fifth of total applications. In reality, it is a national problem that requires the appropriate calibration of flow programming.

Rome and Milan rank first as the cities most involved in regularisation with one-fourth of all regularisation applications: Rome tops the list for domestic help (67,000 applications) and comes second for subordinate work (40,000), whereas Milan is first for subordinate work (51,000) and second for domestic help (40,000).

In conclusion, the situation in 2002 is characterised by an unacceptable level of illegal labour, which is a significant phenomenon even in places where things are going better, indicating that it is a generalised problem. The large number of persons to be regularised is of greater importance if we consider that a shorter period of time has elapsed since the previous regularisation (1998). Therefore, with good reason it can be stated that the flow programming for stable employment (excluding, therefore, seasonal workers) is not capable of ensuring satisfying results.

Equally as important is the consideration of more appropriate criteria for determining quotas and placement mechanisms. Recently, the European Parliament asked the Commission to consider the possibility of granting a six-month residence permit in order to search for employment, a method that was used in Italy up until 2001 through sponsoring.

In simpler terms, when workers are allowed to come legally it is not necessary to regularise them at a later date. The programming of flows guarantees dignity and promotes

integration whereas regularisation is an emergency intervention. The former can be used to create a true immigration policy whereas the latter can only be used to repair damage. Interestingly, a similar position was taken by Minister of the Interior Giuseppe Pisanu at a meeting with his counterparts from other Member States during the six-month Italian presidency of the European Union.

Finally, considering the limited number of applications, asylum seekers can only account for a maximum of 10% of irregular immigrants according to estimates.

3. Measures of control

3.1 Domestic control

The measures adopted by our government to counteract irregular immigration are directed at various areas and aim to avoid the irregular entry and residence of persons from third party countries who generally try to find employment on the illegal labour market.

3.1.1 Rejections and expulsions

Police authorities can reject, expel and repatriate immigrants. Border police can reject foreigners who try to enter without the necessary requisites, which include valid documents, an entry visa, and appropriate documentation to prove the purpose of the stay and the availability of suitable means of subsistence. They also do not admit persons who are considered a threat to public order and the security of the state or who have been convicted of crimes as per art. 380 of the Criminal Procedure Code (i.e. involving drugs, sexual behaviour, the aiding and abetting of irregular immigration to or from Italy towards other countries, for crimes involving the recruitment of persons to be used for prostitution or the exploitation of prostitution or of minors to be used in illicit activities).

When foreigners who have entered the state by evading border controls are subsequently stopped, either upon entry or immediately afterwards, they are rejected by escort to the border (the rejection occurs immediately afterwards the entry just when who does not possess the requisites to enter Italy is temporarily admitted for public assistance purposes).

Foreigners are not rejected when they request asylum or if grounds exist for providing them with temporary protection for humanitarian reasons. Rejections are registered by the public security authority. Sea, air or land carriers that bring foreigners to the state without proper entry credentials are required to bring them back to the country from which they departed or their country of origin at their own expenses.

A total of 27,397 foreigners were rejected in 2003. This figure is lower with respect to previous years when more than 40,000 foreigners were rejected; this trend is confirmed by the first date concerning 2004 (24,528, corresponding to 40.9% of repatriations).

Romanians were the leading national group in this area with 5,425 rejections at the border, or rather 19.8% of the total. They were followed by Bulgarians (2,995 or 10.9%) and Albanians (1,915 or 7%). The 1,000-unit threshold was also surpassed by immigrants from Serbia-Montenegro (1,670) and Croatia (1,180). Turkish numbers fell slightly beneath this figure (913). Amongst the more distant countries of origin, China is a leading nation. It was involved in 724 border rejections followed by Nigeria (794) and India (626). The role of countries like Pakistan, Morocco (approximately 500 units) and Sri Lanka (a mere 187) is fairly insignificant, even though up until last year they were amongst the leading countries involved in debarkations along the Italian coast. In the case of the two Asian countries, the

decrease in the phenomenon was probably due to the implementation of agreements with Egypt regarding the control of the Suez Canal, one of the most utilised routes for arrivals from the Indian subcontinent.

The migration pressure of some countries, such as Romania, continues to remain high. This nationality also received the highest number of residence permits following the regularisation of 2002. The role of African countries and the Indian subcontinent appears to be less significant. Various factors facilitate the leading role of European countries: the lack of a mandatory visa (Romania, Poland), the easier crossing of land borders, and lower travel costs (it is also a trip that can be made independently).

The land border is the one most involved in rejections, followed by the sea, although the latter is decreasing in importance. A comparison with the data from 2002 indicates that disembarkations have decreased 38.3% (from 23,719 to 14,645). Concomitantly, the Sicilian coastline has grown in importance, making up more 98% of all landings.

Based on the analysis of data regarding the emergence of irregular foreigners in Italy, immigration by sea makes up only 10% of the total as compared to land borders (15%) and so-called "overstayers" (75%), who are immigrants whose residence permits have expired.

Most immigrants who arrive in Italy either irregularly or legally and then remain illegitimately, come by crossing Schengen borders (France, Austria and Greece) and borders with reduced controls, such as Slovenia.

As far as regards the routes used by irregular immigrants, there are various entry channels.

The Italian-Slovenian border is the area of entry used by traffickers transporting emigrants from Central and Southern Europe (Yugoslavians, Romanians, Bosnians, Macedonians, Moldovans, and Bulgarians); from the Middle East and the Indian subcontinent (Bangladeshis, Pakistanis, Sri Lankans) and from Asia (Filipinos and Chinese immigrants).

If we look at the Department for Public Security data, we can see a significant trend towards the decrease in disembarkations along the coastlines of Puglia and Calabria. This situation has changed considerably since 2001, when Puglia was the leading region, in terms of the number of persons who landed onshore, followed by Calabria. The former registered approximately 8,500 disembarkations and the latter approximately 6,000. Sicily was third with a figure of 5,500.

In the two-year period between 2003-2004 the coasts of Puglia and Calabria were almost completely deserted by boat pilots (a little more than 300 disembarkations in 2003 and not even 100 in 2004: the same trend has continued in 2005), whereas Sicily has remained an important target, although the overall number of persons coming ashore decreased to 14-15,000. The main countries of origin of the persons disembarking in Sicily during 2004 were: Algeria, Bangladesh, China, Cote d'Ivoire, Egypt, Eritrea, Ethiopia, Ghana, Iraq, Iran, Liberia, Libya, Morocco, Nigeria, Palestine, Pakistan and Sierra Leone.

Libya is a country of transit for migrants coming to Europe from Egypt, the Horn of Africa and other African countries (Sudan, Sierra Leone, Burkina Faso, and Nigeria) and from the Middle East. The boat pilots are primarily Libyans (Capo Bon and Kelibra) and Tunisians who try to blend in with the immigrants, making it difficult to identify them, whereas previously traffickers were active in the ports of Turkey.

In addition to the Slovenian border, immigrants also enter Northern Italy through the Italian-French border. It was primarily utilised, at least up until 2000, by North African and Sub-Saharan immigrants who arrived in Europe through the Strait of Gibraltar.

Other Italian “transit” borders that are instrumental in reaching different European countries are those with Switzerland and Austria, which have been crossed by immigrants from North Africa, the Balkans, the Indian sub-continent, the Far East and Latin America.

Whereas rejections are a tool to prevent irregular immigration, expulsions are judicial or administrative measures used to repress irregularity. When expulsions are conducted through compulsory escorting to the border, the two tools are used for the same reason: to remove irregular foreigners from the territory of the state.

The greater ease in identifying irregular immigrants who are subject to rejection (which is carried out directly by the border police who detain foreigners while they attempt to cross the border without the requisites required by law) has made this the most utilised tool for removing foreigners from the territory. This increase is due in part to the modifications introduced with Law no. 189/2002, which promoted the use of compulsory expulsion, reducing the cases in which orders had to be used. It is also due to the decrease in rejections following the application of agreements for re-entry and close collaboration with the states of origin, the improved efficiency of border controls and collaboration with third party countries.

The following persons or organisations can expel a foreigner from the State:

- the Ministry of the Interior for reasons of public order and state security (administrative expulsion)
- the Prefect, in cases of irregular entry and residence in the territory of the state or if the foreigner is a member of one of the groups indicated as dangerous by the law, such as persons who are habitually involved in criminal trafficking or suspected of criminal association (administrative expulsion);
- a Judge, who can order the expulsion of a foreigner condemned for some of the crimes indicated in the Code of Criminal Procedures (arrest in flagrancy) for premeditated or unpremeditated crimes). The judicial authority informs the provincial chief of police and the competent consular authority of the issuance of a custody order or the definitive conviction of a non-EU immigrant in order to proceed with identification and allow for the execution of the expulsion once the custody or detention period has come to an end (judicial expulsion);
- a Judge, who can decide to order an expulsion for a period not less than five years in the place of a term of imprisonment of less than two years only when conditions do not exist for the conditional suspension of the penalty. In this case the expulsion is executed by the Provincial Chief of Police with an escort to the border, even if the judgment is irrevocable. In cases where the foreigner irregularly re-enters the country before the established date, the replacement penalty is revoked. Expulsion can also be used in cases where the foreigner is convicted and must serve a sentence (including a residual one) for not more than two years. In this case the supervising magistrate is responsible (judicial expulsion).

In any case, it is prohibited to expel foreigners who may be persecuted for reasons of race, sex, political opinion etc. or foreigners who have been recognised as refugees or have been granted temporary protection for humanitarian reasons. Expulsion is also prohibited when the foreigner is: under 18 (unless he/she decides to follow an expelled parent); in possession of a residence card and does not belong to any of the groups of persons considered dangerous; cohabitating with relatives up to the fourth degree and/or with an Italian spouse; a pregnant woman or a woman whose child was born six months ago or less.

A total of 29,630 foreigners were expelled in 2003 (in 2004 the total number of expelled foreigners decreased to 17,200). A total of 28,745 were expelled by an administrative order whereas 885 were expelled by a judicial authority.

The leading countries are Romania, which makes up 30% of the total and Albania (12.9%), followed by an additional three countries that make up less than 10% each: Morocco (8.5%), Iraq (5.7%) and Tunisia (4.3%).

A total of 45.5% of irregular immigrants were removed from the territory through expulsion, but some countries differ greatly from the average, in terms of being above or below it:

- the expulsion for immigrants from very distant geographic locations is 70-80%, and includes some countries in sub-Saharan Africa (Gabon, Central African Republic) as well as the Middle East (Iran and Iraq) and Far East (North Korea, Japan);
- the figure for the expulsion of Moroccans, Tunisians, and Ukrainians is 60% whereas the figures for Poles and Romanians are slightly lower at 57% and 51.7% respectively.
- on the contrary, the figure for Bulgarians, Bosnians, Serbian-Montenegrins, Slovenians, and Turks is between 20 and 30% of all expulsions, and for Croatians it is even less (7.8%).

In the case of immigrants from very distant countries, the absolute value of the total number of expulsions is slight and not very significant. In any case, the prevalence of expulsions is perhaps due to the fact that the immigrants did not enter Italy irregularly but with valid residence documents acquired also in other Schengen countries that subsequently expired without being renewed (this is also because immigrants from distant countries generally come by air, in which case it is more difficult to evade controls). On the other hand, it may be due to their attempt to move somewhere else without having the proper documents for expatriation.

In the case of "historic" nationalities of immigrants, such as Morocco or Tunisia, the prevalence (albeit slight) of expulsions over rejections indicates that, despite attempts to enter irregularly, there has been a decrease in irregularity following the non-renewal of a residence permit. The same seems to be true for Poles and Romanians, who are able to avoid rejection, since they do not need to show their visa upon entry, but cannot evade expulsion when they do not possess a residence permit.

On the contrary, the number of rejections is high for immigrants coming from Eastern Central Europe and the Balkans, such as Bosnians, Serbs, Slovenians and Bulgarians. It should be noted that part of the irregular entries and departures pertain to routine cross-border movements (Slovenia) that are often the result of commercial trade or work opportunities (be they seasonal or not). In fact, this phenomenon involves the northeastern border, which persons from surrounding countries attempt to cross to reside in the country for brief periods or on their way to somewhere else.

The geography of non-compliant immigrants changes the situation very little. Although these persons have received an expulsion order or an order from the local chief of police to leave the territory of the state (within five days from being discharged from a centre), they have not complied with the order and have remained illegitimately in Italy.

3.1.2 Counteracting illegal work

The widespread illegal labour phenomenon in Italy, which is very poorly controlled, is a factor in the attraction of irregular flows. Inspections are carried out by the INPS, INAIL and by the Inspection Unit at the Ministry of Labour, which operates throughout Italy.

Inspections, which are an important deterrent for counteracting illegal labour, are currently insufficient especially for heavily scattered businesses, such as agriculture, or excessively fragmented sectors, like domestic help, for which inspections are very complex.

Inspection findings are very helpful for defining the dynamics of illegal labour and for gathering greater information on the involvement of immigrants.

Although the results of these investigations are very useful, especially if they are provided for a number of years, they cannot be extrapolated to the national level due to the fact that inspected companies are not a representative sample since inspections are based on the specific criteria that the inspecting organisations must use. For example, with regard to the company inspections carried out in 2003 by the INPS, 31% were in specific product sectors, 25% were surprise inspections, and 38% were the result of reports by other associations or workers.

With regard to the type of illegal labour, violations are more structural in Southern Italy (companies that have never been registered, “ghost companies”) due to widespread unemployment.

In Northern Italy, however, the illegal labour market attempts to make a seemingly regular appearance (for example, false coordinated and continuing collaboration contracts) or forms of subordinate work are passed off as autonomous (double work, concealment of working hours).

Special mention should be made of “illegal cooperatives” in the North, which were conceived to offer labour at bargain prices. These flexible cooperatives, which are usually managed by foreigners, are created and dismantled within the span of a few months. Many of these act like temporary employment agencies (which is why they maintain files on potential labourers who are not members of the cooperative) and take advantage of the promotion and support measures provided by Law no. 196/1997.

Other cooperatives, especially in some areas in Northern Italy, take advantage of the contribution of professionals and men of straw, providing labourers to companies while keeping part of the national insurance contributions and the sums to be deposited as the withholding agent. To this end, they omit or falsify mandatory registrations and returns or keep parallel books to defraud insurance institutions. To elude or hinder controls these cooperatives cease their activities after a short period of time, subsequently reorganising other cooperatives with different company names while utilising the same organisational framework and moving the legal headquarters to another town.

The range of crimes related to the employment of immigrants is extensive. These crimes pertain to tax obligations, accident and work safety regulations (dangerous, exhausting, and unhealthy jobs, lack of precautionary, periodic visits, and the lack of respect for rules regarding work hours, breaks and time off, night work), recruitment regulations (illegal hiring of farm labourers for very low wages through an agent and intermediation of labourers), the statute of workers and other work regulations (protection of domestic work, the protection of maternity rights, the fulfilment of compulsory education by minors), the Consolidation Act on Immigration regulations, and the rules and regulations for tenders and public financing.

Crimes include the misappropriation of funds or frauds to the detriment of the Public Administration, abuse of office or neglect of official duty, various types of deceit, embezzlement, receipt of stolen goods, extortion, abusive use of profession, impersonation, enslavement, and criminal association.

INPS authorities conducted 147,469 inspections in 2003, distributed as follows: 92,514 involved companies in the Monthly Registration (companies employing workers paying taxes monthly) area; 6,244 agricultural businesses; 44,449 autonomous workers and 4,262 employers and employees with coordinated and continuing collaboration contracts.

There were 1,662 inspectors and on average they carried out 7.4 inspections pro capita per month.

A total of 61% of companies were not in line with regulations. Of these, there were a total of 111,484 illegal workers, of whom 94,420 were entirely illegal (completely unknown to the Institute) for a total of nine out of ten workers. Therefore, the most common practice is the complete evasion of taxes.

This fact is also confirmed by figures indicating that 635 agricultural businesses or direct farmers, 7,241 non-agricultural companies, 18,579 autonomous workers and 976 unregistered autonomous employers and employees were also found to be entirely illegal for a total of 27,431 companies.

Evaded taxes totalled 569 million euros (309 for illegal work and 260 for other tax evasions). There was also an indication of the percentage of foreign workers in terms of illegal (undeclared) workers: out of the 90,386 illegal workers in non-agricultural companies, 10,709 were non-EU foreigners (11.9%) and 2,593 were EU foreigners (2.9%).

This data demonstrates that 14% of workers who were undeclared to the Institute were foreign nationals, with an incidence that was much higher than their incidence on the workforce. These data indicate that foreigners are in a more precarious and weaker position on the labour market as far as regards the protection of their welfare and national insurance rights.

No data is available, however, to measure the incidence of immigrant workers on the total number of employees at inspected companies or to indicate if illegal workers also lacked residence permits.

Instead, in general terms, non-EU workers make up 14.3% of illegal workers at industrial companies, 16.7% at artisan companies and 19.4% at agricultural companies. The data indicate a slight downturn with respect to 2002. In that year, the figures were 15.2%, 19.1% and 21.9% respectively.

At the level of product sectors there is more illegality at construction companies and manufacturers, both in the industrial and artisan sectors.

Considering that construction is one of the most important employment sectors for non-EU workers, the high level of illegality in this area translates into a situation characterised by precariousness and a lack of protection that primarily involves foreign workers.

This sector employs 37.9% of illegal non-EU workers indicated at industrial companies and 46.9% of those indicated at artisan companies. Even the number of Community workers is significant, representing 42% at both types of companies.

In 2003, the manufacturing sector employed 26.9% of the non-EU workers identified at artisan companies (in 2002 they made up 37.6%) and 27.7% of Community workers.

Even in the metalworking industry many foreign workers were employed without welfare or national insurance protection. In fact, this sector employed 17.8% of the total of non-EU workers identified at both industrial and artisan companies and 21% of Community workers at industrial companies and 19.4% at artisan companies. At agricultural businesses illegal non-EU workers totalled 19.4% of illegal workers (with respect to 21.9% in 2002).

Monitoring of autonomous companies indicates that in 2003 there was a high rate of illegality primarily in the trade sector (62% compared with 49% for the artisan sector), which offers many non-EU workers employment, especially as street traders.

Illegal non-EU workers in trade make up 83.2% of the total of illegal non-EU workers. This number is higher with respect to 2002 and, based on the first projections, it is a growth trend for 2004.

As far as regards the company type, illegality is more widespread amongst large companies (an average of 71% of illegal companies out of those visited).

Evaded taxes in 2003 totalled 569 million euros, of which 309 million were in the area of illegal work. In 70% of the cases, evasion regarded agricultural businesses.

Other inspections to counteract illegal work were conducted in the entertainment sector. Based on an agreement with the SIAE (Italian Authors and Publishers Association), which makes dispute records available, between the months of August 2002 and December 31, 2003, the INPS carried out 9,060 inspections, which indicated that 45% of all companies were illegal. There were 308 illegal companies and 5,963 illegal workers.

It would be helpful to complete the picture of company inspections by comparing INPS data with the results of inspections carried out in the period between 2000-2004 by the investigating Carabinieri Squad at the Ministry of Labour and Social Affairs.

There were 41.3% illegal non-EU workers in 2000 and 39.5% in 2001, a figure that dropped to 31.9% in 2002. The number of illegal workers without a residence permit also decreased. From 2000 to 2004 the trend was as follows: 27.3% in 2000, 21.9% in 2001, 17.9% in 2002, 5.5% in 2003 and 10.5% in 2004. The figures resulting from the company inspections carried out by the investigating Carabinieri Squad are significant, but representative of the situation of the inspected companies and not of the entire work world, since the Squad did not carry out a sample investigation. Unfortunately, it is likely that the areas of irregularity and illegality are more extensive.

We would like to conclude the reported data with INPS the figures for 2004, the year for which more details are available.

A total of 26,256 companies were inspected in 2004: at 54.8% of the companies (14,400) partially illegal situations were found and in 1.3% of the cases (342) there were situations in which the companies were totally illegal.

These were primarily small companies, 1,017 of which had less than 10 employees, and another 264 were artisan companies.

These are the main sectors involved: 6,771 construction (25.8%), 5,621 hotels and shops (21.4%), 4,480 trade (17.1%), 1,504 agriculture (5.7%), 1,220 metal working (4.6%).

Amongst the 161,165 workers at the inspected companies, 33.2% of whom were women, 111,344 (69.1%) were in entirely legal situations, 25,635 (15.9%) were hired regularly but were in partially illegal situations and 24,186 (15.0%) were totally illegal: of the latter group immigrants only made up a portion of the total (4,414, including irregularly residing immigrants and immigrants with a residence permit for whom tax contributions were not being made), whereas the others included minors, workers receiving unemployment, redundancy, sickness or accident benefits, double wage earners, students, retired persons, pseudo-artisans and others.

A total of 1,465 minors were illegally employed: only in 41.7% of these cases did their families earn a low or insufficient income. For other minors protective regulations were not

followed (time schedule, type of work, visits, mandatory education), for a total of 1,882 illegal cases.

There were 24,720 non-EU workers employed at these companies, making up 15.3% of the total: they are used more intensively by companies that operate in an entirely illegal manner.

The geographical area of origin of the immigrant workers employed in the inspected companies was as follows: 1.7% North America and Oceania, 10.1% Latin America, 11.9% Sub-Saharan Africa, 24.7% North Africa and the Middle East, 14.5% the Far East, and 37.0% Eastern Europe.

A total of 69.8% (17,261 workers) were entirely legal, 19.7% (4,863) were hired legally but were not in a legal situation in terms of tax contributions (obviously these were immigrants with a residence permit) and 10.5% (2,596) were in entirely illegal situations both in terms of recruitment and tax contributions, since they were immigrants without a residence permit (879 expulsion measures were activated).

With regard to the perception of the illegal labour phenomenon, we would like to report some of the most significant results of a study carried out in 2005 by the Censis for the Ministry of Labour with 747 provincial witnesses, who were selected amongst representatives of the business and work worlds (Federation of Italian Trade Unions, Italian General Confederation of Labour, General Federation of Italian Artisans and Craftsmen, General Confederation of Italian Merchants and Shopkeepers, and Employment Services) and the professional world (Provincial Councils of Labour Consultants and National Council of Accountants).

Over the past decade the increase in migratory flows in the country has been a powerful creator of change in the world of illegal labour, so much so that the interviewees unanimously indicated that immigrants are the most involved in the processes of irregularity, and a total of 97.5% of those persons interviewed indicated that immigrant labour is at the head of the phenomena of irregularity that are more widespread at the local level.

To have an idea of how much illegal labour has changed in just a few years, one need merely recall that the sectors with the highest density or irregularity and immigration – domestic and care services and construction – have had the most significant employment increases in the last three years.

It seems that even the latest legal measures, which were acclaimed following the regularisation/emergence of more than 700,000 irregular immigrants, are not able to stop this phenomenon. In fact, according to the estimates of the Censis Research:

- 36.7% of both irregular and legal immigrants who are employed in Italy work off the books. Of these 40.4% work irregularly, 32.1% work with a work residence permit a job other than the one that they carry out, and 27.5% work with a non-work residence permit;
- almost half of the local witnesses (in the North East the figure increases to 62.3%), think that the insufficiency of flow forecasts with respect to the real needs of companies are one of the main factors for the growth of illegal labour in the country;
- in addition to the fact that it is the most widespread phenomenon, irregular immigrant labour is also the area of the hidden economy that has been growing the fastest over the past three years, as indicated by 59.4% of the sample.

3.2 Forced and voluntary return

When expelled foreigners do not autonomously provide for their own return, they are helped with assisted repatriation, a system used to accompany them to their country of origin. The repatriation policy only became fully effective following the stipulation of bilateral agreements between Italy and the immigrant countries of origin. This tool is generally used to involve foreign authorities in the control of irregular flows. In return, Italy guarantees that it will include a quota of workers from that country in its flow programming decrees. Official sources differ with regard to the number of agreements that have been stipulated up to now.

The stipulation of contracts does not in and of itself guarantee results. In fact, some agreements have been signed and not put into effect and others have proved themselves to be more effective from the negotiation stages. For example, the Italian Government is now re-negotiating the agreement it made with Morocco in 1998 (which has been in effect since 1999) due to the lack of results with the repatriation of irregular immigrants (re-admission to this country has been as effective as it has been to the Ukraine although in the latter nation talks have not yet been formalised). Similarly agreements with Nigeria and Tunisia have not yet produced the desired results.

Agreements do not seem to be the only solution to controlling the borders, since it completely excludes (or at least does not greatly consider) immigrants from nations with which agreements have not been made.

In 2003 the average number of persons removed from the territory (immigrants expelled by escort to the border plus rejected immigrants) out of the total of those involved was 61.6%, percentage decreased to 56.8% the following year.

There are, however, large regional differences: in border regions or in those regions with temporary residence centres the figure increases almost physiologically due to the fact that the immigrants are removed from the state in those provinces.

The data for Rome, however, are surprising. Of all of the persons involved (9,959, or 9.4% of the national total), only 50.1% have been repatriated, despite the fact that it is a border province (arrival by air) with a Temporary Residence Centre in which immigrants awaiting repatriation are held.

The ranking of nationalities more or less follows the ranking for expelled and rejected immigrants with some differences. Romania leads the way with 24.4% of the national total followed by Morocco (8.5%), Albania (7.0%) and another five countries that are between 3% and 5% (Bulgaria, Serbia–Montenegro, Tunisia, Ukraine, and Iraq). Even the incidence of repatriations varies depending on the involved nationality: in the case of Albania, for example, it is very high (90.1%), which is also the case for Bulgaria (81.8%).

The value for Romania is intermediate (67.3%), whereas the repatriation of Moroccans (only 45.9% of the persons involved), Nigerians (52.3%) and Tunisians (55.5%) is more difficult. For Ukrainians (42.1%) and Moldovans (39.3%) it is even more difficult.

Beyond assisted repatriation there is assisted voluntary repatriation, in which the state assists immigrants who voluntarily want to return to their own country. Voluntary repatriation cannot take place following an expulsion or rejection decree. Assisted voluntary repatriation supports and escorts immigrants in an integrated manner from the moment in which they are informed of the repatriation option and make the decision to return home up until their arrival in their country of origin. This method of assistance does not merely

consist in the organisation of the journey but also includes integrated counselling that begins with the evaluation of the feasibility of returning and ends with the monitoring of the reintegration phase of the immigrant in his country of origin.

At the European level there is no common approach to repatriations, however there are many measures that aim to regulate this area. As early as 1994, the European Union determined that the return of irregular non-EU immigrants was a key element in future initiatives to counteract irregular immigration with its “Commission communication to the Council and the European Parliament on immigration and asylum policies” (COM(94) 23 final, 23.2.1994). More recently, the “Green Paper on a Community Return Policy on Illegal Residents” (COM(2002) 175 final) was adopted as was the subsequent “Communication on a Community Return Policy on Illegal Residents” (COM 2002/564).

At the national level General Policy Law no. 286 of 1998 provided specifically for assistance with voluntary repatriation for victims of sexual and labour exploitation trafficking. Moreover, Law no. 189/2002 “Modifica alla normativa in materia di immigrazione e asilo” (Modification to Immigration and Asylum Regulations) provided for the promotion and management of initiatives pertaining to assisted repatriation. Nevertheless, our country still lacks regulations to provide assisted voluntary repatriation to irregular immigrants.

Currently in Italy, within the framework of the Protection System for Asylum Seekers and Refugees, as per art. 32 of Law 189 of 2002, and the context of the activities of the Central Service for the support of assisted repatriation, the IOM assists the following types of persons:

- asylum seekers, refugees, persons with residence permits for humanitarian reasons or temporary protection;
- immigrants who have been denied refugee status or another form of protection provided by Italian law (temporary or humanitarian protection);
- immigrants who have renounced their application for refugee status and the status itself;
- beneficiaries of the Dublin Convention.

3.3 Impact of intergovernmental treaties on control measures

One of the objectives of the Consolidation Act on Immigration of 1998 is the pursuit “*of an active international collaboration policy with the countries of origin and transit that is also created through “re-admission agreements” to facilitate the re-entry of irregular immigrants and those who have committed crimes*” (*Rapporto Immigrazione - dall’Emergenza alla Programmazione*, Ministry of the Interior, 2000).

The Italian Government has signed 27 readmission agreements, of which almost 21 in force. Preliminary contacts occurred with other numerous countries.

The agreements in question provide for collaboration between states of departure and arrival in order to counteract the irregular flow of immigrants through the creation of repatriation measures by the former and the setting of annual permit quotas by the latter.

Among the aforementioned 27 agreements:

- 13 have been drawn up with countries of the European Union (Austria, Cyprus, Estonia, France, Greece, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia, Spain, Hungary) and 2 with applicant countries (Bulgaria and Romania).

- 12 have been concluded with non-EU countries (Albania, Algeria, Croatia, Macedonia, Georgia, Morocco, Moldova, Nigeria, Sri Lanka, Switzerland, Tunisia and Serbia-Montenegro).

At the beginning of 2001 (7/3/01), the Minister of the Interior signed a protocol with the Minister of the Interior of Iran to collaborate efforts between the two countries in the fight against organised crime. One of the most important points of the agreement regarded the flow of irregular immigrants, with Iran declaring that it wanted to commit itself to facilitating repatriation in exchange for the concession of an annual legal immigration quota.

In that same year a series of additional agreements (a total of 62) were stipulated with 40 countries to establish major cooperation between police authorities. The fight against irregular immigration is a significant part of these contracts.

Currently, there are 25 contact officials in 19 States and approximately 80 employees at diplomatic agencies in 38 countries who are responsible for providing counselling on the granting of visas and the gathering of information used to counteract organisations involved in the illicit trafficking of human beings.

To intensify the fight against irregular immigration Italy has signed police agreements with bordering and surrounding countries. We would like to specifically mention the agreement made on March 2nd, 2001, which established the joint patrolling of the Slovenian border (260 km) by Italian and German police and the formation of a joint committee in Gorizia.

In Albania an Italian Inter-forces Police Mission has been established to consolidate control measures in the territory and on the Albanian coast and to contribute to the re-organisation of police forces in this country. It achieved important results in 2000, which included: the stopping of 697 persons preparing to illegally board a boat for Italy from the port of Valona; the rejection of 309 rubber dinghies and a motor boat with approximately 7,500 irregular immigrants onboard along the Albanian coasts; the arrest and detention of 16 people (including five motor boat pilots) involved in aiding and abetting irregular immigration; and the sequester of numerous boats (including a motor boat that was also used for the contraband of cigarettes, which involved the arrest of three Italians amongst others), cars and vans used by trafficking organisations.

4. Policy measures of rectification and remedy

4.1 Healthcare services

Public healthcare facilities and accredited private structures ensure outpatient, emergency and essential or continuing healthcare services for illness or accidents as well as preventive medicine programmes to protect individual and collective health free-of-charge even for irregular immigrants. These structures do not report immigrants to the police authorities except when a mandatory medical report is required in occasion of the most serious cases.

Healthcare facilities are not allowed to ask for information regarding residence permits, since the state requires that healthcare be provided to everyone regardless of one's administrative status. To provide proof of their identity, immigrants can show any type of document (identity card, insurance card, self-certification, taxpayer's code number, etc.) or declare their identification out loud. Even making a report to a consular authority requires the authorisation of the interested party.

All children between the ages of 0 and 6 have the right to basic and specialised medical care (including vaccines) and free clinical exams at public, hospital or territorial facilities or private facilities with agreements even if they are residing irregularly in Italy. Irregular minors between the ages of 6 and 18 have the right to basic care and free direct access. For specialised care (laboratory analysis and specialised visits) they must pay medical charges as all Italian citizens.

Services provided to a foreigner without a residence permit are prescribed and registered using ISTAT's regional STP code, which identifies the issuing public healthcare facility, as well as a progressive number provided at the moment of issuance. The code is recognised throughout the national territory and identifies the assisted persons for all guaranteed services. This code is utilised for prescriptions in the regional prescription book, including drugs that are distributed by chemist's shops that have made agreements with the healthcare system. Healthcare organisations anonymously notify the Ministry of the Interior for the reimbursement of expenses by using the regional STP code and indicating the diagnosis, the type of service provided and the amount to be reimbursed. Therefore, no report is required.

4.2 Education services

With regard to the education of minor immigrants in the national territory, Italy guarantees the right to instruction in the same manner as it does for Italian citizens

regardless of legal status. Registration can be requested during any period of the academic year. All current regulations on the right to an education, access to educational services and participation in the life of the academic community apply to foreign minors, including regulations on mandatory vaccines.

Minors are enrolled in the class that corresponds with their real age unless the teaching staff decides otherwise. The teaching staff must take the following into consideration:

- the school system of the country of origin, which may require that students be enrolled in a different class not based on their real age
- the verification of the students' skills, abilities and level of preparation
- the course of study followed in the country of origin
- the students' degree (if applicable).

The teaching staff formulates proposals based on the criteria and methods used for communicating between the school and the foreign students' families. If it is necessary, the school can use qualified cultural mediators provided by a local organisation.

4.3 Housing services

Irregular immigrants are not given access to housing services other than the accommodation provided at multiple collective residence facilities called Hospitality Centres (they generally offer 20-50 beds depending on the local situation). Immigrants cannot stay at these Centres for more than six months, and they pay a daily social fee, possibly performing some services (maintenance, cleaning, etc.). Generally, there are also centres that provide social, cultural and orientation services. The organisation that manages the Hospitality Centre usually offers other forms of housing assistance. During specific emergency situations, the mayor can arrange for accommodation in these Centres for irregular foreigners.

Access to all Secondary Hospitality Centres, social housing, regional housing and public residential housing is, therefore, excluded.

4.4 Difficulties related to services access

Irregular immigrants are guaranteed basic human rights, and any violation of these rights can be penalised by law.

Once an act has been identified as discriminatory, the judge can uphold the appeal, ordering that the discriminatory behaviour against the foreigner be stopped and that the effects be removed. The judge can also sentence the guilty party to pay for suffered damages.

In addition to their right to ask that the behaviour cease, immigrants can make a complaint or bring charges before the Criminal Court of the place in which the crime took place to ask that the person who committed the discriminating act be arrested.

In this case as well, the judge, once he has ascertained the responsibility of the offending party, can order that the compensation for the material and moral damages be paid to the victim of the crime.

One of the difficulties a discrimination victim faces is providing proof. To this end, Community Directive 2000/43/CE, which pertains to the equal treatment of persons regardless of their race or ethnic origin (adopted in Italy with Law no. 39 of March 1, 2002) is commendable. One of the basic principles of this law is that the burden of proof is the responsibility of the person who inflicted the discriminatory behaviour.

The Government, in order to enforce the EU directive n. 2000/43 has issued the legislative decree n. 215 dated July 9th 2003 aimed at setting up the Office for the promotion of equal treatment and the fight against discriminations based on race or ethnic origin within the Department for Equal Opportunities of the Presidency of the Council of Ministers.

The purposely-established Office is meant to be a structure of guarantee as well as an institutional point of reference to monitor the operativeness of protection tools for equality treatment. The objective is to lay the foundation to launch strong integration policies which can guarantee a peaceful cohabitation based on the protection of fundamental human rights and the respect of our culture.

The new legislation allows anyone who claims to be a victim of direct or indirect discrimination or mistreatment based on race or ethnic origin to bring the case to court rapidly and efficiently in order to report alleged discrimination acts and have them ceased accordingly.

Action can be taken by the individual or, upon authorization, by an association or any structure working to combat discriminations.

To accomplish this task, the Office for the promotion of equal treatment and the fight against racial discriminations (UNAR) will collect, even through a call centre, the claims of people potentially discriminated and will immediately assist them even in court cases whether they decide to do so in order to report discrimination acts and have them ceased accordingly.

5. Institutions and the public discourse on irregular immigration

Over the last few decades most European countries have adopted restrictive policies to counteract the entry of immigrants by creating an increasingly greater number of requisites for admittance and intensifying border controls. Faced with these limitations, a growing number of immigrants have decided to go through irregular immigration channels to enter a country of which they are not citizens. Their decision to act irregularly sometimes results from the fact that they are not in a condition or do not have the opportunity to meet required entry requisites.

The irregular immigration phenomenon is significant since it regards millions of people, and its irregular nature poses many risks to the safety and protection of the fundamental rights of the persons involved. These immigrants are primarily people who are looking for work and trying to escape the precarious economic and social conditions to which they are subjected in their own countries.

Due to these conditions, irregular immigration is often tragic, since it places the lives of many people at risk. According to the European anti-racism network United for Intercultural Action (constituted by more than 560 organisations from 49 European countries) thousands of refugees and immigrants have died within the borders of the European Union from 1993 up until the present day (more than 600 of whom were trying to reach the Italian territory). International criminal organisations that irregularly traffic human beings (for an overall turnover of between 5-7 billion euros every year according to UNHCR data) seek out increasingly more dangerous ways of entry to evade increasing border controls.

In Italy as well, the presence of third party nationals residing irregularly in our country has always been identified as a top priority problem within the context of immigration policies.

All of the public administrations that operate in the area of immigration are involved in various ways with the irregular presence of immigrants in the national territory. More specifically, the Ministry of the Interior is responsible for all initiatives that aim to counteract irregular immigration through border controls and the coordination of police forces to track down and remove irregularly residing foreigners from the country. The Ministry of the Interior is also responsible for managing regularisations.

The Ministry of Labour, on the other hand, is responsible for determining the annual entry quotas for non-EU workers and for everything regarding the employment of immigrants on the labour market as well as for monitoring the need of companies for non-EU labourers.

All of the other areas that involve irregular immigrants are managed and coordinated by competent authorities, such as the Ministry of Education for the schooling of irregular minors or the Ministry of Health for healthcare assistance.

Public Administrations are greatly supported in conducting these numerous activities by non-governmental organisations that either work autonomously or alongside them to guarantee a complete range of services, including the initial reception of immigrants, legal aid and help with handling regularisation paperwork.

Immigration is often the subject of debate amongst the general public and causes serious concern amongst administrators. In fact, the difficulty in handling a phenomenon that involves several hundred thousand people, who have decided to immigrate despite the fact that they do not have a permit to enter or to continue residing legally in Italy, has stirred up heated political debate.

Due to its geographic position, our country is heavily exposed to irregular immigration flows. Although this trend is slowed by the high price charged by traffickers, by the distance of some countries and by border controls, which are given great attention, it has persisted over time.

Over the period of one year border controls and the repression of irregularity involves approximately 150,000 foreigners, counting rejections, expulsions, escorts to the border and readmissions, which gives one an idea of the potential for pockets of irregularity. The countries that are most involved in these flows are North Africa, the Balkans, and Central Eastern Europe as well as some other countries in Sub-Saharan Africa and on the Indian subcontinent.

News stories regarding irregular immigrants are now a regular feature in national newspapers. Recently, following the landing of irregular immigrants on the island of Lampedusa and subsequent rejections by police authorities, the Italian and international political scene became very animated. Some associations raised doubts as to whether the right to request asylum was respected.

Other episodes in the month of June 2005, regarding irregular immigrants who were responsible for serious crimes, caused great debate amongst the general public at the national level. It was debated whether it was necessary to adopt drastic measures to counteract irregular immigration, and it was even suggested that the borders be closed to all forms of immigration, an idea that was greatly supported by some parties. In response to these concerns, Ministry of the Interior Pisanu, declared, while speaking during the parliamentary questioning of Lega Nord on 23 June 2005, that the “equating of irregular immigration with criminality has no basis and cannot be considered in a civil country like our own”.

These events inevitably risk creating a particularly distorted image of the immigration phenomenon that is characterised by its more negative aspects, which are, naturally, inevitable in a phenomenon of such large proportions, rather than the positive contributions of the majority of foreign citizens who regularly reside in Italy.

Very restrictive legislative measures have been adopted over time primarily to counteract irregular immigration and remove irregularly residing foreigners from the Italian state. An example of one such regulation is Law no. 189, passed in 2002, which also provided a regularisation of approximately 700,000 non-EU workers.

The numerous regularisations and acts of indemnity that have been executed over the past ten years by all of the immigration countries for foreigners residing irregularly in their

territories, however, indicate that border closing policies are not effective against irregular immigration. As declared by the European Commission: “we need more realistic entry and integration policies even in terms of the needs of the European labour market and demographic trends”.

Therefore, at the Italian level, is important to reflect upon the current regulations for the entry of foreigners to reduce the impact of irregular citizens.

It is clear that programmed quotas need to be used to allow new workers to enter Italy. Unfortunately, the establishment of these quotas was in the past very contradictory. Although the analysis of needs indicates that a certain number of workers are required, only one-fourth or one-fifth of these are acknowledged in the specific decrees. The difference between estimated needs and official quotas is, more or less, the same as the estimated number of irregular immigrants who are employed off-the-books by companies.

However, our immigration policy must go beyond the national context to consider things such as providing assistance to develop countries with heavy immigration pressures. The Minister for Italians in the World, Mirko Tremaglia, has not only insisted on the need for Italy to be consistent with its emigration past and its current phase as an immigration country, but on many occasions (including the recent landing of immigrants in Sicily in the summer of 2004) has pointed out that the “problem must be tackled at its root keeping an absolute truth in mind: the lack of balance between the southern and northern shores of the Mediterranean and between Africa and Europe. If we do not resolve this situation, the “invasion” of Europe will be unstoppable”. In following, he asked Parliament to carry out the decision (meeting of 127 countries in Bucharest, October 24, 1995) to develop a thirty-year plan for European investments in Africa in order to give work to 20 million Africans in their homeland. In turn, the UN Conference on the fight against poverty (Monterey 2002) established that 0.7% of the GDP should be dedicated to international cooperation, albeit in graduated stages. Italy dedicated 0.19% with its Financial Act in 2004 although it had made a commitment for 0.27% of the GDP. Therefore, our country is lacking not just in flow programming but in development aid as well.

It would be wise for Italy to lessen its repressive approach to immigration management, remembering that a satisfactory law must also stimulate the removal of victims from the hands of traffickers. The repressive approach is, above all, a very expensive proposition. At a hearing held before the Schengen Committee on October 23, 2003, Prefect Anna Maria D’Ascenzo, the Director of the Department for Citizens’ Freedoms and Immigration, indicated that “escorting immigrants back home is very expensive (...) We will probably reach catastrophic figures, since we must also include the expenses for transportation and rejections, food and clothing, and the building and management of centres. To these costs, we must add the expenses sustained for the police forces that handle these tasks: these are significant figures.”

In turn, Prefect Alessandro Pansa, who in that period was in charge of the Central Immigration and Border Police Office at the Ministry of the Interior, indicated the foundations of a true immigration policy: “We must be aware that neither the fight against traffickers nor the control of borders can ever have definitive repercussions on irregular immigration and the trafficking of human beings (...). The position of the Ministry of the Interior (...), which has been expressed on numerous occasions by Minister Pisanu, is based on the following three guidelines: development aid, the promotion of legal immigration and the fight against irregular immigration” (International Convention for the Analysis of Penal

Measures in Italy against the Trafficking of Persons, School of the Administration of the Interior, 4-6 June 2004).

Even at the cultural and religious level there would be advantages to having better regulated immigration. The basic problem does not stem so much from the hostile positions of some political parties, but rather from the more generalised uneasiness in Italy with regard to immigrants, who often feel that they are not viewed in a friendly manner and that they are needed but poorly tolerated. This situation of disease has led some immigrants to adopt extreme solutions in order to be tolerated by society: "In the markets of Genoa and Milan a thousand cases of hydroquinone were about to be sold: dark-skinned immigrants use them to find work, a flat to rent, accommodation with a family more easily. So much for tolerance in Italy" (quoted in *L'Emigrato* review).

Many people hope that the newly arriving immigrants who plan to remain stably will also become new citizens. Since Europe is becoming a continent that is populated by groups of various ethnic and cultural backgrounds, it is necessary to share the idea of the right to birth in a determined territory. The European Commission introduced the concept of "residence citizenship", or rather a series of human rights that people possess regardless of nationality. One of these rights is participation in municipal elections.

The theme of giving immigrants the vote was discussed by Vice Prime Minister Gianfranco Fini in October 2003. In order to give the municipal vote to foreigners, he proposed modifying art. 48 of the Constitution for foreign citizens residing in Italy for at least 6 years who have a clean criminal record and meet specific income conditions. According to some constitutionalists the right to vote can also be granted by an ordinary legislator, which is what happened in 1996 when the directive for the vote of Community citizens was applied.

Another ordinary solution would have been the ratification of the European Convention on the Legal Status of Migrant Workers without excluding the articles regarding electoral participation.

Unfortunately, subsequent to all this clamour, everything seems to have quieted down, and paradoxically immigrants continue to be "citizens without citizenship rights". To respond in a dynamic way to this stalemate, in 2005 Caritas Italiana has published a book on "Immigrants and participation" to take stock of the situation and outline the desirable perspectives. An important sign of integration will also be demonstrated with the lessening of the rigidity of current regulations on citizenship. It has been proposed that parents be granted citizenship after five years of residence rather than the current period of ten years and that their children born in Italy be granted citizenship upon birth. For other children who come over to settle permanently with their family in Italy while very young the requisite should be lessened.

Even in this arena there is not much dynamism although, in the meantime, the immigrant population has doubled over a period of just over three years. It is also certain that we will have to involve immigrants (including both those who originally had foreign citizenship and those who still maintain it) in important social and economic roles in order to guarantee their effective participation in the host society.

We cannot deny that religious differences, especially the relationship between Islam and the West, have further complicated this process. The debate has focused primarily on the ability to express one's Christianity and remain attached to one's roots, on the one hand, and on being open to diversity and inter-religious dialogue, on the other. The concept of a lay

society based on the separation of church and state has been an agonizing achievement for the West.

6. Profile of irregular immigrants

In order to describe the main demographic and socio-economic characteristics of irregular immigrants in Italy, we will consider the most significant results of the Survey on Illegal Migration to Italy (SIMI), carried out by the Department of Economics of the University of Bari in 2003 (survey by M.C. Chiuri, G. De Arcangelis, A. D'Uggento, G. Ferri). A total of 920 irregular immigrants were interviewed in 10 hosting centres selected from Centres of Temporary Permanence (CTP), Reception Centres (RC) and Helping Centres (HC) in four Italian regions.

The survey mentioned above defined “irregular immigrants” as foreigners of at least 18 years of age who entered Italy irregularly or as asylum seekers and had been in the country for a period of no more than six months. The total number of interviews (920) represented 10.8% of all the 8,502 irregular immigrants that were hosted in the selected TRC/RC/HC in the period of the survey.

The irregular immigrants interviewed were distributed as follows: more than half of the sample were “asylum seekers or refugees” (58%), “purely irregular” (a foreigner with an expired visa or without a visa – 30%), “awaiting an expulsion order” (10%) and “waiting for a rejection order with an escort to the closest border” (2%).

The interviewees came from 55 different declared nationalities, but “refugees or asylum seekers” came from countries where political problems had recently occurred, including Iraq (almost 10), Liberia (9%) and Sudan (5.4%). Countries with consolidated migratory traditions, like Morocco, Senegal, Turkey, Pakistan, Albania and Sierra Leone came next on the list.

The vast majority of the irregular immigrants who were interviewed were males (86.4%). The few women in the group came mostly from Eastern Europe (Ukraine, Kosovo and ex-Yugoslavia).

On average, the typical irregular immigrant was about 27 years old, and the highest concentration of immigrants was between the ages of 18 and 30 (about 75%) with 15% between the ages of 31 and 35.

With regard to health status, two indicators were used: a self assessment by the interviewees and the measurement of their weight and height: 73% judged their own health status as very good.

Religion was another variable considered in the survey: more than a half of the men and women of the sample declared they were Muslim (58%). This group was followed by Catholics (22%) and Orthodox Christians (10%). This information is largely consistent with declared nationalities, but do not reflect the belonging of the regular migrants in the country.

In fact, the proportion of Muslims and Christians is the opposite, with the majority of the last ones.

The survey intended to analyse not only the demographic and socio-economic characteristics of irregular immigrants in Italy but also their living conditions in their countries of origin.

The “geographical origin” (including both rural and urban areas) indicated that there did not seem to be a significant link between the type of place of origin and the decision to migrate: the places of origin for the interviewees were almost equally distributed.

The proximity of public services and sanitary conditions were used to assess living standards prior to migration: about 75% were less than one hour away from schools and 60% were less than one hour from the closest hospital. About 63% lived in a house with electricity.

For most of the irregular immigrants interviewed the decision to migrate was very costly, and not just in economic terms. About 90% of the interviewees had been living in the same village for 10-25 years, proving that they had stable social roots. This information partly contradicts the idea of an initial internal migration prior to going abroad.

According to the study, natural disasters, epidemics and famines were not associated with irregular emigration: almost 2/3 of the sample answered that none of these events had occurred in the five years prior to emigration (except for immigrants from the Sudan and Somalia). On the contrary, social conflicts seemed to influence the decision to migrate (for 70% of the immigrants social conflicts had occurred in the previous five years) and economic and financial crises were even more influential in making the decision to leave (85% declared that an economic or financial crisis had occurred in the past five years).

The study also considered other elements to trace the profile of irregular immigrants in Italy, including the level of education, the knowledge of foreign languages and the employment situation prior to departure.

Most of the interviewees stated they were literate (86%) and half of them had gone to school for more than nine years. Some even had a university degree (5%). A total of 31% of the interviewees had good knowledge of English, 15% had good knowledge of French and 14% had good knowledge of Italian.

The survey also looked at the type of job the interviewees had in their countries of origin. Most of them had not been employed whereas 25% of them had been, and less than 15% of the surveyed immigrants had been self-employed. Moreover, the majority of those who had not had a job were simply unemployed (74%), whereas others had been either students (10%) or housewives (6%). The declared individual monthly income was, on average, around 145 USD. This figure was, however, highly variable due to the extreme heterogeneity of the socio-economic conditions of the interviewees. It is interesting to note that more than a half of them expected to earn a monthly wage between 500 and 1,000 USD in Italy. In fact in 50% of cases the main reason for emigrating was “to earn money”. This group was followed by those immigrants who wanted to be “politically free” (20%) and those who wanted “greater safety (not just economic)”, who made up 15%.

The decision to migrate was affected by the cost of the trip and the ability to find the money to finance it. More than half of the interviewees did not put themselves into debt to finance their journey. For those who did, they primarily borrowed money in an informal manner through relatives and friends.

The overall cost for the trip to Italy was, on average, very high. More than 50% of the immigrants paid between 501 and 2,500 USD. However, 17% of the sample paid more than 2,500 USD. The average cost was approximately 1,800 USD. The method of transportation was distributed as follows: ship (23%), bus (15%), truck (12%), car (11%) and raft/boat (10%).

Regarding the future expectations of the interviewees, for almost 3/4 of the immigrants Italy was the final destination country, followed by Germany (10%) and France (5%). It is also interesting that more than 60% positively responded to the question of whether they expected to return home, indicating that they planned to live abroad for a period between 3 to 10 years.

7. The social situation and economic and political participation of irregular migrants

7.1 The social situation of irregularly resident immigrants

The lives of irregular immigrants are plagued with great precariousness, which deeply undermines their psychological and physical well-being.

The impossibility of finding regular housing, for example, leads immigrants without residence permits to seek makeshift accommodation, which are often uncomfortable or in poor condition and inevitably affect their health. Frequently, the irregular situation of immigrants is exploited by property owners who charge much higher rents than the standard market rate, knowing that irregular immigrants will not report them to the authorities for fear of being stopped and expelled.

It is precisely this fear of being identified and, subsequently, removed from the state that greatly limits the freedom of irregular immigrants. Although they benefit from certain rights, on many occasions they prefer to not exercise them. For example, they often did not take advantage of public healthcare services for the fear of being reported to legal authorities despite the fact that Italian regulations do not allow healthcare facilities to ask for residence permit information since medical care must be provided to everyone regardless of their administrative status.

In some cases irregularity leads some immigrants to imprison themselves in their attempt to evade eventual controls. For example, domestic helpers, who are primarily from Central Eastern Europe, often enter the country irregularly or with a tourism visa to find work with Italian families. In addition to their salary, they are also provided with room and board. In order to avoid police controls or situations in which residence documents might be required, they prefer to spend most of their time in the homes where they work. This self-imposed imprisonment is also a way for them to save most of their wages.

Non-governmental organisations, religious associations and trade union agencies assist immigrants who find themselves in these precarious situations, providing their services to persons who are particularly exposed to harassment and, on many occasions, the extreme denial of their rights. In Italy, numerous groups offer legal counselling and orientation, which is also offered to irregular immigrants who can thereby learn how to protect their right to healthcare services and education and compile anti-discrimination paperwork, amongst other things. In this field, the network of the Caritas "Counselling Centres" is active. On the 2005 "Dossier Statistico Immigrazione" a first national report on their activities has been published.

As per art. 18 of Legislative decree no. 286 of 1998, protection is offered at the institutional level to trafficking victims who are issued a temporary residence permit and enrolled in special protection programmes, regardless of whether they have reported their exploiters to the authorities.

It is, therefore, clear that although irregularity is a destabilising element both for immigrants and the receiving society, it is, nevertheless, a condition that deserves the full attention of social institutions to ensure that basic human rights are protected.

7.2 The economic situation

The economic situation of irregular immigrants is, indubitably, difficult, since it is very instable, offers no guarantees of any type and fosters exploitation.

The prevalence of irregular labour within the Italian production system, even amongst Italian citizens, makes it easy for irregularly residing foreigners, who do not have the right to work, to find employment. This situation creates a parallel economic system upon which the Italian economy has now become dependent. The opportunity to receive an income, even in the face of poor working conditions without any type of wage, contributory or union guarantee, is an important factor of attraction for thousands of immigrants who decide to come to Italy irregularly.

Nevertheless, the entry quotas for non-EU workers established by the Government were in the past not sufficient to cover manpower demands, which were, as a result, satisfied by irregular immigrants living in Italy. Although the current regulations provide for sanctions (including criminal ones) against employers who use irregular workers, these penalties do not seem to discourage the search for low-cost workers who are, otherwise, not available on the domestic market.

The geographical distribution of irregular immigrants on the labour market indicates that they are present in greater numbers in the regions of Southern Italy, where local labour demand primarily requires unskilled workers who are poorly paid. As a result, these immigrants suffer from a high degree of precariousness.

In addition to domestic help, employment opportunities in the South tend to be concentrated in the construction and agriculture sectors and jobs could be “off-the-books”.

In the agricultural sector, there is the so-called “seasonal worker circuit”. Massive numbers of foreigners move throughout the year between the regions of Southern Italy to harvest seasonal fruits and vegetables. In the summer workers are concentrated in Puglia to harvest tomatoes and olives. In September they are in Sicily for grape-picking, and from the autumn until the spring they work in Calabria, harvesting oranges, or in Campania, where many products continue to be cultivated in greenhouses.

Since agriculture is a sector that absorbs a large share of irregular immigrants, we would like to report some of the most important findings of a study conducted by the Doctors Without Borders (Médecins Sans Frontières - MSF) humanitarian association in 2004 through visits and interviews with 770 persons (out of an estimated total of 12,000 seasonal immigrant workers employed in agriculture in Southern Italy), regarding foreign workers who are employed in agriculture seasonally.

The investigation findings were not very comforting: none of the foreign seasonal labourers employed in the agriculture sector possessed a work contract as indicated by law.

One of the most important findings of the study indicated that 23.4% of the workers were asylum seekers who, in accordance with Italian law, had a regular residence permit that, nevertheless, does not allow them to have a job; 18.9% had a residence permit for reasons other than “seasonal labour” (study, another kind of work, family reunion, etc.); 51.4% did not have any type of valid residence permit; and only 6.3% were refugees who had already been granted their status as such (and, therefore, had a regular residence permit that authorised them to work in Italy). These figures demonstrate that there are massive numbers of workers who do not have the right to work based on their legal status and current regulations and, consequently, do not benefit from any type of protection.

Due to their complete lack of rights immigrants are generally subjected to oppressive exploitation. Inhuman working schedules and conditions are imposed on seasonal labourers, who sometimes work twelve hours per day, earning just enough to cover their expenses for survival.

A total of 48% of interviewed workers declared that they received 25 euros or less per day of work (on average a workday lasts 8-10 hours). Many were only able to find work three days a week, meaning that their income was very low. A total of 30% of labourers had to pay the recruiter for transportation to the place of work (on average 5 euros per day). It is, therefore, only natural that 53.7% declared that they were not able to send any money to their country of origin.

Repercussions on health were also evident. In some cases seasonal labourers work in direct contact with highly toxic substances often without even using basic latex gloves.

In terms of the sex of the workers and their countries of origin, 91.4% of the interviewed foreigners were men and 67.1% were from Sub-Saharan countries. The women interviewed by MSF were primarily from Eastern European countries.

Nevertheless, while these workers are important to the Italian economic system, in most cases they are forced to work illegally. This paradoxical situation is found primarily in the regions of the South, where the official yearly quotas for seasonal workers are low due to the high level of unemployment. In fact, allotments are inversely proportional to the rate of unemployment and, therefore, the most numerically significant quotas are reserved for regions in the North. Moreover, in the South, where illegal employment is very widespread, the contribution of immigrant workers appears to be especially functional to the labour market.

7.3 Political participation

It is risky associating the irregular presence of immigrants with political participation, since in all of the countries in which the law gives non-EU citizens the right to vote, the basic requisites do not concern just the possession of a legal residence permit but also the length of that permit.

For legal immigrants the debate on the right to the administrative vote is now, more than ever, still open in Italy. Currently, legally residing immigrants are only allowed to participate in local political life in a consultative manner through councils, and, therefore, they do not have the right to vote. The general purpose of immigrant councils is to integrate foreign residents and encourage their participation in local public life and to improve or harmonise relations between foreign residents and other persons in the local community (authorities, administration and native residents).

In Italy there are no particularly significant experiences with regard to the political participation of irregular immigrants. Contrary to what has happened in other European countries, the participation of regularly residing immigrants in local politics is also relatively recent. Therefore, the opportunity for political expression is still extremely limited and is often reduced to just a pilot experience that is not completely consolidated. This topic is still hotly debated both at the institutional level and amongst the general public.

Consequently, in the case of irregular immigrants, it is more correct to speak of the opportunity to make them legal by providing them with a residence permit, on the one hand, and, on the other, to protect their fundamental rights during their irregular period of residence. As the 1990 UN Convention authoritatively indicates, immigrant rights do not depend on their legal status but are rather intrinsic to them as human beings (human dignity, freedom of conscience, right to health, etc.)

7.4 Interaction with members of the host society

Generally, irregularity does not cause on the legal basis the discriminatory treatment of immigrants. Although it is true that there are various cases in which Italians exploit this situation for their own economic benefit, it is also true there has been widespread willingness to help even irregular immigrants, not just during the dramatic stages of irregularly disembarking along the shore or in another manner, but also during the subsequent phases of residence in the country. One need merely recall the aid provided by voluntary and non-profit associations in terms of meals, medical assistance, temporary housing, the handling of unaccompanied minors, legal counselling, recovery from illegal networks and sexual exploitation.

Therefore, widespread illegal employment brings Italians into daily contact with foreign citizens who do not possess a residence permit, and, up until now, this has not been socially destabilising. On the contrary, the opposite is true. In many cases legal counselling services receive telephone calls from Italian employers wanting to know how to regularise their employee who does not possess a residence permit. This demonstrates the fact that even those who could take advantage of irregular immigrant labour understand that there is a need for legality. The awareness that legal work is an advantage for the employee and his employer seems to be making inroads although there is still much to do. Above all, widespread, accurate information is needed.

8. Impact of irregular immigration on the host country: costs and benefit

Impartiality is necessary when discussing irregular immigration in order to determine costs and benefits.

In general, benefits outweigh the costs. In Italy irregular immigrants have, overall, been a benefit both in terms of demographics and employment: more than half of all regularly residing foreigners were once irregular, which indicates that this method was, in realistic terms, necessary due to partially ineffective official flow programming, which has, nevertheless, improved over time.

However, irregular immigration does have its costs and disadvantages. In financial terms the fight against irregularity has enormous costs that jeopardise the investment of integration funds.

In social terms, non-programmed, and therefore unanticipated, immigration can easily arouse suspicion in the receiving society.

In human terms, irregular immigration is basically a story of continual exploitation by traffickers and part of the local population.

Below we report the summary of the authoritative report of the Corte dei Conti (Audit Court) on the cost of applying Law no. 189/2002 (the so-called "Bossi-Fini" law) in 2004.

According to the Corte dei Conti, the fight against irregular immigration in 2004 cost Italy a total of 115,467,000 euros, or rather 320,000 euros per day. This information is even more significant if we compare it with the total sum invested in immigrant integration and assistance projects in the same year: a mere 29 million euros.

However, we should point out that, with respect to the previous year, the total amount of money spent in this sector decreased: in 2003, 164.7 million euros were spent to fight irregular immigration and 38.6 million euros were spent on initiatives to integrate and support immigrants.

As far as the costs of Temporary Residence Centres, the report indicates that in the first nine months of 2004, 30,440,753 euros were spent to manage them.

Another interesting fact, provided by the Department for Public Security, regards the total expenditure for the expulsion of irregular immigrants in 2003: 12,765,754 euros for the cost of charters and ships, for meals given to immigrants and for transportation costs to residence centres and local police headquarters.

Therefore, irregular migration should be placed in a context of emerging from irregularity, since the contribution these people could give to society would surely be significant. To have an idea of this contribution, one must consider the impact of immigrants on economy,

already taken into consideration in the first EMN Pilot Study and analysed in a recent research carried out by INPS. In 2002 the total amount of remunerations reached 9.7 billions of euros (9,725,168,569). If compared to the total number of non-EU workers registered in the INPS archive in 2002 with at least one insurance contribution per week (1,224,751), we reach an annual average remuneration of 7,940.52 euros. This means 662 euros per month, a significant amount if we consider that numerous workers have been insured just for short periods.

9. Ways out of irregularity

Since 1986 the only way out for immigrants residing irregularly in our country is regularisation. As we have already indicated many times, in the span of two decades, there have been five regularisations in Italy, which have legalised approximately 1.5 million foreigners. In the future is expected an increase of the annual quotas at national level and an improvement at Community level of the legislation on entry for work. This goal could be reached by mitigating the rigidity of certain provisions, as it is foreseen in the “Green Paper on economic migration” (January 2005).

It is interesting to note that the results of regularisations have provided an opportunity to outline trends in the flows toward our country, demonstrating an increasing tendency to a stable integration in the labour market and in society.

The data for the first two regularisations indicate the heavy involvement of Africans, whereas the incidence of Eastern European workers has continued to increase. Both African and Eastern European immigrants show a high tendency towards stability.

With regard to regularisation trends at the territorial level, the percentage weight of the islands (Sicily and Sardinia) has been reduced due to the decrease in immigrants from Morocco and Tunisia and the increase in immigrants from Central Eastern Europe. The incidence of Central Italy has remained unchanged, with just slightly less than a third of the total, while the incidence of the North has increased, surpassing half of the total.

Although women tend to reach the same percentage incidence as men amongst legal immigrants, amongst regularised immigrants the imbalance is more significant, with males constituting three-quarters of the total. Many women enter following the regularisation of spouses under a family reunion visa, a fact that is illustrated by post-regularisation data. This situation led to a percentage almost equal between males and females.

Amongst regularised immigrants the incidence of married persons is less than 40% (amongst normally residing immigrants it is approximately ten percentage points higher) and the average age is lower (29 compared to 34 years).

The beneficiaries of these measures were mostly immigrants who entered Italy irregularly and, to a lesser degree, immigrants whose previous residence permits expired (“overstayers” totalled 18% in 1990, 13% in 1995 and 9% in 1998). Later the number of “overstayers” has increased, also because for the majority of Eastern European countries the obligation to request a visa has been abolished.

Over time the number of married men and women and persons with children has decreased amongst regularised immigrants. Married men and women made up a total of 70.8% of regularised immigrants in 1986, 61.1% in 1990, 45.9% in 1995 and 38.1% in 1998

(the overall average of the four groups is 47.1%). Married men and women with children, who made up 9.6% of the regularised immigrants in 1995 and a mere 3.1% of regularised immigrants in 1998, were more than 15% of the beneficiaries of the first two regularisations (15.5% amongst the beneficiaries of 1990 and 18.4% amongst the beneficiaries of 1986).

During the last two regularisations more immigrants succeeded in finding employment and this shows the increasing need of manpower: in fact, 76.3% of immigrants regularised in 1995 were employed while 92.0% of those regularised in 1998 were employed compared to 68.5% of regularised immigrants in 1986 and 77.4% in 1990.

In particular, the increasing weight of women during regularisations, for whom the search for employment is less difficult, affected this trend.

Another trend amongst regularised immigrants is the movement towards the regions of Northern Italy and, to a lesser extent, Central Italy in search of an employment opportunity (or better opportunities). Women, on the other hand, tend to concentrate in large urban centres, where they are more in need, as is well known.

Therefore, regularisations seem to be in the past the only tool used to respond to the continual flow of immigrants who are not able to find suitable outlets through legal entry routes. With the passing of time, the necessity to modify the size of quotas and the provisions for entry taking into consideration not only the national needs, has emerged. It is precisely for this reason that we hope that in the EU suitable immigration policies will be reformulated based on the following key concepts, which have become essential:

- the need for international general policy laws;
- the importance of a common reaction towards irregularity by Member States of European Union;
- a more realistic approach to the issue of entry quotas, taking into consideration the different needs of the individual countries;
- the allocation of more substantial Community funds not just to counteract irregular flows but to emphasise regular entry routes.

10. Conclusions

On the occasion of the urgent speech at the Chamber of Deputies (October 8th 2004), the Minister of the Interior Pisanu said: “The migration phenomenon is destined to endure for a long time (...) profoundly affecting the economic, political and social processes of the Mediterranean basin. Although for the countries of origin regular immigration is almost always a sad necessity, for destination states it is doubtlessly an opportunity to welcome and govern the new arrivals with wisdom, paying attention to the needs of the country’s production system and the integration problems of persons who have come to Europe to work and live in peace. Irregular immigration, however, is the pathological aspect of this significant and positive phenomenon (...).

This is (...) a European problem for a variety of reasons. First, Italian borders, like those in Spain, France, Greece or Malta, are now European borders. Secondly, for every four immigrants who arrive irregularly in Italy at least three go to other EU countries. Lastly, none of the countries most at risk can manage this phenomenon by themselves and, vice versa, all of Europe has greatly benefited from immigration and will continue to benefit. Therefore, we need a new far-reaching European immigration policy”.

This view of the phenomenon has been echoed over the past few years in the annual Caritas and Migrantes “Dossier Statistico Immigrazione”.

According to these two organisations the debate on immigration has not always taken the structural dimension of the phenomenon into consideration. Immigration is today primarily the result of a forced exodus. Rarely are migrants pushed to depart for another country as a result of their free choice, as the Papal Magisterium has continuously indicated. Immigrants flee from unsustainable life conditions: extreme poverty, a disastrous economy, environmental degradation and climatic desertification, demographic imbalances, the lack of minimum safety, health and service systems, exclusion from participation in political decisions, human rights violations, persecution for gender and religion reasons, and internal conflicts and wars. For millions of people emigration cultivates the hope that they will once again have control over their lives, and sometimes it even means survival.

To deprive traffickers of their control over the most unknowing and destitute immigration candidates and to facilitate contact with employers it will be necessary to respond to mounting migration pressures by increasing legal paths and preventing excessively restrictive immigration policies from becoming the cause of illegal flows and irregular residence.

It should be recalled that in Europe the process of closing the borders was initiated by various countries following the petrol crisis of 1973, in response to the myth of a zero

option continent in terms of immigration, which was interpolated by the introduction of a mandatory visa for most African countries in 1985. This situation continued up until 1999, when the European Council of Tampere initiated a different line of intervention, describing this longstanding closure as neither realistic or desirable.

Over the next few years the path was anything but homogenous, due in part to the climate following the terrorist attacks of September 11, 2001 in the United States, which prioritised the maintenance of order and security and fed an attitude of suspicion if not outright hostility.

Beyond the programming of flows, cooperation for development also seems to be lacking. However, even within the desirable hypothesis of a serious support plan for the African continent, we can presume the short- and medium-term continuation of migration flows, which, along with in loco development, are a determining factor for the recovery of those countries and, therefore, something more than an individual response to a desperate situation.

Many hope that repressive immigration policies will be overcome and that lawmakers will remember that satisfactory legislation must have a stimulating force that can rescue the clients of labour traffickers.

It is belief that immigration at the level of society must increasingly be seen within the framework of definitive integration, wherein newcomers are asked to accept the fundamental rules of the reception society without reservations, and are welcomed, in return, by the local population within the context of a multi-cultural society that is founded on differences and, therefore, capable of respecting them.

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12. Statistical appendices

ITALY. Prospect of immigration in Italy (2002-2004)

Immigrant population	2002	2003	2004
Total estimated population, including minors	1,850,000	2,598,223	2,786,340
Annual variations %	15.6	40.4	7.2
2004 % on foreigners of the EU (25): 9.2%			
Regional breakdown (%)	2002	2003	2004
NORTH WEST (Lombardy. Piedmont. Liguria. Valle D'Aosta)	32.8	33.4	34.0
NORTH EAST (Veneto. Friuli V.G.. Trentino A.A.. Emilia Romagna)	25.9	24.5	25.3
CENTRE (Tuscany. Umbria. Marche. Lazio)	28.3	28.0	27.1
SOUTH (Abruzzo. Molise. Campania. Puglia. Basilicata. Calabria)	8.9	10.5	9.9
ISLANDS (Sicily. Sardinia)	4.0	3.6	3.7
Origin by continent	2002	2003	August 2004
Europe	42.5	47.9	51.9
Africa	26.5	23.5	23.8
Asia	18.5	16.8	13.1
America	11.8	11.5	10.9
Oceania/Stateless/Unknown	0.6	0.2	0.3
The figures are different for the residents (ISTAT 2004): Europe 50.7%. Africa 26.9%. Asia 13.0%. America 9.3%. Oceania and others (0.2%)			
Sectors	2002 Long term recruits (%)	2003 Long term recruits (%)	2004 Long term recruits (%)
AGRICULTURE / FISHERY	13.8	7.4	7.7
INDUSTRY	26.4	21.7	23.4
<i>Construction</i>	9.6	8.4	10.3
<i>Metal industry</i>	3.9	3.1	3.1
<i>Food industry</i>	2.4	1.9	2.0
<i>Textile industry</i>	2.3	1.7	1.8
<i>Mechanics industry</i>	1.3	1.0	1.0
<i>Processing industry</i>	0.9	0.7	0.7
<i>Leather tanning industry</i>	1.1	0.8	0.6
<i>Rubber industry</i>	0.8	0.7	0.6
<i>Wood industry</i>	0.7	0.6	0.6
<i>Other industries</i>	3.4	2.8	2.7
SERVICES	39.2	27.1	28.2
<i>Hotel and restaurants</i>	16.6	9.1	10.1
<i>Real estate/cleaning business</i>	8.4	5.8	5.7
<i>Wholesale and retail trade</i>	5.2	5.2	4.6
<i>Transportation</i>	4.6	3.8	3.8
<i>Public services</i>	2.3	1.4	1.4
<i>Healthcare</i>	1.2	1.1	1.3
<i>Other services</i>	0.9	0.7	1.3
Undetermined	20.6	43.7	40.7
Total (%)	100.0	100.0	100.0
Total (a.v.)	659,847	771,813	783,303

Source : Calculations by 2005 Caritas/Migrantes Dossier Statistico Immigrazione from various data

ITALY. Regulations and decrees regarding regularisations

<i>Regulations</i>	<i>Deadline for entry</i>	<i>Regularisation applications</i>	<i>Accepted applications</i>
Min. of Labour Circ. 17.12.1979, 8.3.1980, 2.3.1982, 9.9.1982	31-12-1980	5,000	5,000
Law 943/1986 and subsequent extensions	31-12-1986	113,349	105,000
Leg. Decree 416/1999 converted with law 39/1990	31-12-1999	234,841	222,000
Leg. Decree 19/1995 converted with law 617/1996	19-11-1995	258,761	246,000
Prime Minister Decree 16-10-1998 and Leg. Decree 113/1999	27-3-1998	250,747	217,000*
Law 189/2002 and Law 222/2002	10-6-2002	702,156	650,000**

* the examination of another approximately 35,000 applications was for a long time suspended due to the dubious nature of the documentation produced.

** the number is still provisory due to cases in progress.

SOURCE: Caritas/Migrantes Dossier Statistico Immigrazione

ITALY. Residing workers and regularisation applications for work (2002)

<i>Regions</i>	<i>Regularisation applications</i>	<i>Imm. workers from countries with heavy migration pressures residing as of 31-12-2001</i>	<i>% Incid. Reg. applications out of 100 residing workers</i>
North West	233,943	242,016	96.7
North East	132,291	177,874	74.4
Centre	203,852	191,451	106.5
South	111,216	64,223	173.2
Islands	20,854	30,765	67.8
ITALY	702,156	706,329	99.4

SOURCE: Caritas/Migrantes Dossier Statistico Immigrazione using Ministry of the Interior data

ITALY. The routes of international trafficking

<i>Starting points</i>	<i>In between stages</i>	<i>Arrival points</i>	<i>Costs €</i>
Eastern routes			
1. Sri Lanka (new route)	Egypt and Turkey	Sicily	5,000
2. From various countries, including Asia	Istanbul, Izmir, Bodrun, Antalya reached by trucks	Italy (and then the rest of Europe)	2,500 4,000
3. Balkans and Turkey (traditional route)	Otranto Channel	Puglia and Calabria	-
4. Others	In front of Albania or Crete, transshipment on unseaworthy vessels	-	-
African routes			
Morocco, Tunisia and Sub-Saharan Africa	Lampedusa, Pantelleria, San Vito Lo Capo, Mazara del Vallo	Other European and Italian regions	1,000/2,000
Terrestrial routes			
Africa	Spain and France using trucks or buses	Italy through the Ventimiglia pass	3,300
Balkans and Asia (passeurs route)	Slovenia	Gorizia and Trieste	-

SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from various newspaper

ITALY. Rejections, expulsions and returns (1999-2004)

	1999	2000	2001	2002	2003	2004
Rejections at borders	48,437	42,221	41,058	43,795	27,397	24,528
Expulsions>Returns from Italy	23,955	23,836	34,390	44,706	37,756	35,437
<i>Tot. persons leaving</i>	<i>72,392</i>	<i>66,057</i>	<i>75,448</i>	<i>88,501</i>	<i>65,153</i>	<i>59,965</i>
Persons not respecting the order	40,489	64,734	58,207	61,282	40,586	45,697
<i>Tot. persons involved</i>	<i>112,881</i>	<i>130,791</i>	<i>133,655</i>	<i>149,783</i>	<i>105,739</i>	<i>105,662</i>
% persons leaving/involved	64.1	5.5	56.4	59.1	61.6	56.8

SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from Ministry of the Interior data

ITALY. Irregular and illegal workers: inspection results (1993- 2004)

Year	Immigrant employees	% with residence permit	% without residence permit
1993	48,300	65.2	34.8
1994	56,700	51.4	48.6
1995	37,100	65.2	34.8
1996	31,600	50.3	49.7
1997	33,800	67.2	32.8
1998	31,200	71.9	28.1
1999	21,695	88.2	11.8
2000	11,172	72.7	27.3
2001	12,186	78.1	21.9
2002	12,350	80.6	19.4
2003	21,031	94.5	5.5
2004	24,720	89.5	10.5

SOURCE: Caritas/Migrantes Dossier Statistico Immigrazione. Using Ministry of Labour data.

ITALY. Types of discriminations collected by UNAR (2005)

Field of discrimination	a.v.	%	Field of discrimination	a.v.	%
Work	86	28.9	Public transports	16	5.4
House	63	21.1	Health	14	4.7
Police	28	9.4	School and education	13	4.4
Provision of public services (public bodies)	26	8.7	Other	10	3.4
Provision of public services (private bodies)	25	8.4			
Provision of financial services	17	5.7	TOTAL	298	100.0

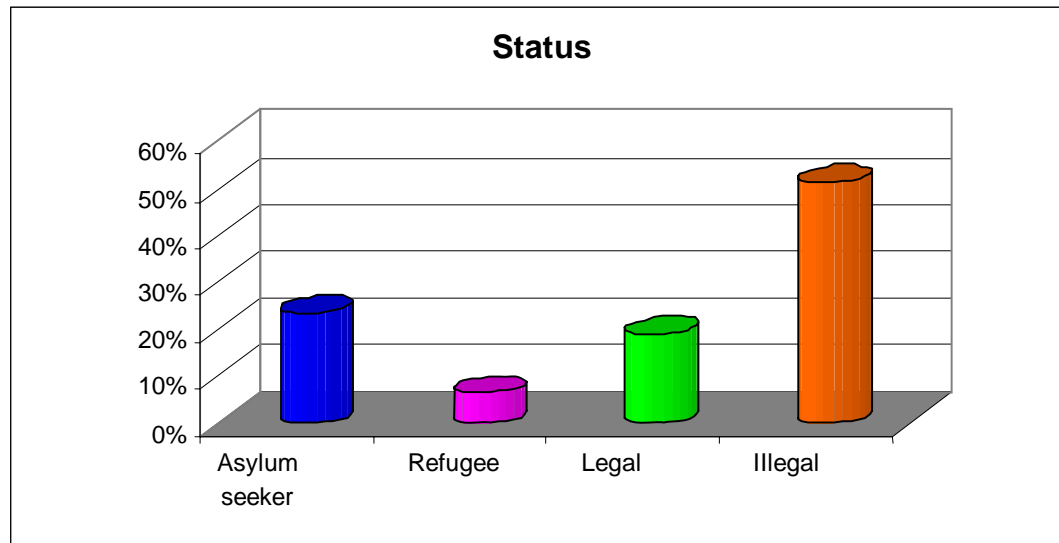
SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from UNAR data

ITALY. Some examples of representative immigrant bodies at the local level

City	Type	Legal basis regulations	Last elections	Members	Of whom women	voter %
PADUA	Council of foreign communities	Council Resolutions: 51, 105 and 477 of 2002	2003	6	2	
TURIN	Municipal Council		1995			21.00
ANCONA	Additional councillors	Council Act no. 11 del 2001	2001	2	0	26.5
LECCE	Additional councillor	Resolution 122 of 2002	2003	1	0	24.8
ROME	City council and Additional councillors	Resolution 191 of 2003	2004	23+4	7	57.3*
BOLZANO	Immigrant council	Resolution 38 of M.C. of 2003	2004	16	6	43.0
MODENA	Municipal Council	Resolutions no.83/1996, no.66/1999, no.40/2003 of M.C	1999	20	4	23.00
RAVENNA	Municipal Council	Resolution no.49/2003 of M.C and Resolution of April 29, 2003	2003	21	3	22.75
FORLI'	Municipal Council	Resolutions no.205/1997 and no.48/2000 of M.C	2000	11	1	32.00
CESENA	Municipal Council	Resolution no.94/2001 of M.C.	2002	17	2	19.1
RIMINI	Provincial Council	Resolution no.9/2004 of P.C.	2002	11	0	25.00

SOURCE: Caritas Italiana, *Immigrati e partecipazione. Dalle consulte e dai consiglieri aggiunti al diritto di voto*, Idos, Rome, 2005

ITALY. Agricultural workers: legal status of interviewees (2005)



SOURCE: Report provided by Médecins Sans Frontières on foreign workers employed seasonally in Italian agriculture, 2005

ITALY. Characteristics of the regularizations (1986, 1990, 1995, 1998, 2002)

1986 regularization				
Stay permits	FPM countries	Regular. applications	% on stay permits	Accepted applications
207,201	-	113,349	57.1%	105,000
Regularization applications by continent of origin				
Africa	- North Africa	Asia	Eastern Europe	Latin America
49.1%	32.6%	24.8%	7.5%	4.5%
1990 regularization				
Stay permits	FPM countries	Regular. applications	% on stay permits	Accepted applications
320,104	172,823	234,841	73.4%	222,000
Regularization applications by continent of origin				
Africa	- North Africa	Asia	Eastern Europe	Latin America
49.4%	32.6%	32.3%	7.5%	4.5%
1995 regularization				
Stay permits	FPM countries	Regular. applications	% on stay permits	Accepted applications
729,159	528,430	258,761	35.5%	246,000
Regularization applications by continent of origin				
Africa	- North Africa	Asia	Eastern Europe	Latin America
40.2%	25.1%	24.7%	25.5%	9.4%
1998 regularization				
Stay permits	FPM countries	Regular. applications	% on stay permits	Accepted applications
1,090,820	867,684	250,747	23.0%	217,000
Regularization applications by continent of origin				
Africa	- North Africa	Asia	Eastern Europe	Latin America
33.2%	19.5%	22.0%	37.3%	7.0%
2002 regularization				
Stay permits	FPM countries	Regular. applications	% on stay permits	Accepted applications
1,512,324	1,358,248	702,156	46.4%	650,000
Regularization applications by continent of origin				
Africa	- North Africa	Asia	Eastern Europe	Latin America
17.2%	12.3%	13.6%	58.9%	10.3%

Paesi FPM: Paesi a Forte Pressione Migratoria (Strong migratory pressure countries)

SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from Ministry of Interior data

ITALY. Migration flows planning (1998-2006)

	1998	1999	2000	2001	2002	2003	2004	2005	2006*
Albania	3,000	3,000	6,000	6,000	3,000	1,000	3,000	3,000	4,500
Morocco	1,500	1,500	3,000	1,500	2,000	500	2,500	2,500	4,000
Tunisia	1,500	1,500	3,000	3,000	2,000	600	3,000	3,000	3,500
Somalia	-	-	-	500	-	-	-	100	100
Egypt	-	-	-	-	1,000	300	1,500	2,000	7,000
Nigeria	-	-	-	-	500	200	2,000	2,000	1,500
Moldova	-	-	-	-	500	200	1,500	2,000	5,000
Sri Lanka	-	-	-	-	1,000	500	1,500	1,500	3,000
Bangladesh	-	-	-	-	-	300	1,500	1,500	3,000
Philippines	-	-	-	-	-	-	-	1,500	3,000
Pakistan	-	-	-	-	-	-	-	1,000	1,000
Ghana	-	-	-	-	-	-	-	-	1,000
Others	-	-	6,000	4,000	-	-	2,500	700	1,400
Tot. prefer.quotas (PQ)	6,000	6,000	18,000	15,000	10,000	3,600	20,000	20,800	38,000
Non seasonal workers (PQ excl.)	-	-	-	35,000	9,500	7,400	9,500	33,700	82,000
Non seasonal workers (PQ incl.)	-	-	-	50,000	19,500	11,000	29,500	54,500	120,000
Seasonal workers	-	-	-	39,400	60,000	68,500	50,000	25,000	50,000
Total quotas	58,000	58,000	83,000	89,400	79,500	79,500	79,500	79,500	170,000

* *provisional quotas*

Source: Presidency of the Italian Council of Ministers

ITALY. Visa for family and work reasons: first 30 nationalities (2004)

Country	Employees	%	Country	Self employment	%	Country	Family reasons	%
Romania	26,839	39.9	Russia	1,571	35.5	Morocco	13,448	15.5
Albania	5,462	8.1	United States	543	12.3	Albania	13,255	15.3
Morocco	4,363	6.5	Ukraine	455	10.3	Romania	8,335	9.6
Poland	3,593	5.3	Cuba	334	7.5	China	7,185	8.3
Yugoslavia	2,571	3.8	Brazil	244	5.5	India	3,688	4.2
Slovakia Rep.	2,092	3.1	Bulgaria	136	3.1	Ukraine	3,424	3.9
Croatia	2,023	3.0	Germany	104	2.3	Yugoslavia	3,145	3.6
Tunisia	1,897	2.8	Kazakhstan	80	1.8	Bangladesh	3,130	3.6
Philippines	1,877	2.8	Romania	55	1.2	Macedonia	3,014	3.5
India	1,442	2.1	Japan	53	1.2	Tunisia	2,452	2.8
Bulgaria	1,089	1.6	Argentina	52	1.2	Philippines	2,384	2.7
China	1,074	1.6	Dominican Rep.	50	1.1	Pakistan	2,356	2.7
Sri Lanka	1,015	1.5	United Kingdom	48	1.1	Peru'	2,355	2.7
Bosnia-Herzeg.	1,011	1.5	Senegal	48	1.1	Cuba	1,662	1.9
Macedonia	958	1.4	Yugoslavia	43	1.0	Ecuador	1,506	1.7
Peru'	866	1.3	Canada	41	0.9	Ghana	1,503	1.7
Egypt	723	1.1	Croatia	35	0.8	Sri Lanka	1,325	1.5
United States	654	1.0	Israel	34	0.8	Dominican Rep.	1,227	1.4
Bangladesh	651	1.0	Pakistan	29	0.7	The Ivory Coast	1,191	1.4
Pakistan	604	0.9	Albania	28	0.6	Egypt	1,186	1.4
Hungary	603	0.9	Macedonia	26	0.6	Senegal	1,016	1.2
Ukraine	569	0.8	China	26	0.6	Nigeria	763	0.9
Czech Rep.	478	0.7	India	25	0.6	Bosnia-Herzeg.	730	0.8
Colombia	383	0.6	Slovakia Rep.	23	0.5	Russia	696	0.8
Indonesia	375	0.6	South Korea	23	0.5	Colombia	689	0.8
Russia	290	0.4	Poland	22	0.5	Turkey	505	0.6
Japan	261	0.4	Estonia	20	0.5	Algeria	414	0.5
Brazil	251	0.4	Tunisia	16	0.4	Bulgaria	367	0.4
Argentina	242	0.4	Czech Rep.	14	0.3	Brazil	317	0.4
Kazakhstan	234	0.3	Bolivia	14	0.3	United States	292	0.3
Other countries	2,700	4.0	Other countries	237	5.4	Other countries	3,338	3.8
TOTAL	67,190	100.0	TOTAL	4,429	100.0	TOTAL	86,898	100.0

SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from Ministry of Foreign Affairs data

ITALY. Applications for 1995, 1998 and 2002 regularization

PROVINCES AND REGIONS	1995	1998	2002		
	A.V.	A.V.	A.V.	Applications every 100 immigrants PFPM	Applications every 100 employees PFPM
<i>Turin</i>	12,639	10,207	35,792	79.0	192.0
Piedmont	18,751	17,055	57,116	68.0	139.8
<i>Aosta</i>	301	248	672	31.7	89.2
Valle d'Aosta	301	248	672	31.7	89.2
<i>Milan</i>	38,319	38,671	87,165	66.2	144.8
Lombardy	54,258	67,210	158,293	61.0	121.0
<i>Genoa</i>	3,234	3,964	10,951	85.8	278.0
Liguria	5,239	6,214	17,862	80.0	249.4
North-West	78,549	90,727	233,943	63.6	128.6
<i>Bolzano-Bozen</i>	840	717	2,173	19.0	18.8
<i>Trento</i>	520	988	3,392	26.9	32.0
Trentino-A, A,	1,360	1,705	5,565	23.2	23.9
<i>Venice</i>	1,297	1,695	9,425	89.2	102.6
Veneto	17,617	19,449	61,418	54.2	63.8
<i>Trieste</i>	483	243	1,204	10.0	35.2
Friuli-V, Giulia	2,270	1,762	8,249	26.6	36.7
<i>Bologna</i>	3,163	3,163	13,075	46.9	63.5
Emilia-Romagna	13,625	13,211	57,059	50.7	70.2
North-East	34,872	36,127	132,291	47.1	59.6
<i>Florence</i>	8,371	7,635	17,218	82.1	164.6
Tuscany	19,578	21,491	50,903	66.5	149.1
<i>Perugia</i>	2,373	2,827	10,387	55.1	128.3
Umbria	2,986	3,654	13,852	60.5	143.1
<i>Ancona</i>	780	1,130	4,225	42.6	66.0
Marche	3,143	3,279	14,906	43.4	69.7
<i>Rome</i>	45,279	41,450	107,476	64.8	459.9
Lazio	50,120	46,500	124,191	66.5	510.2
Centre	75,827	74,924	203,852	63.6	208.1
<i>L'Aquila</i>	1,579	927	3,352	56.6	390.7
Abruzzi	3,370	3,293	10,301	63.8	281.7
<i>Campobasso</i>	207	206	740	58.4	868.6
Molise	255	314	1,055	56.3	789.5
<i>Naples</i>	12,667	10,644	36,572	130.2	1163.5
Campania	26,759	18,619	67,678	144.4	1839.2
<i>Bari</i>	4,260	4,370	6,246	55.2	785.0
Puglia	9,371	9,676	14,096	51.3	1044.9
<i>Potenza</i>	375	288	1,486	115.6	984.7
Basilicata	813	831	2,400	83.2	1063.3
<i>Catanzaro</i>	814	843	2,538	76.8	3175.7
Calabria	6,820	3,899	15,686	124.2	2579.4
South	47,388	36,632	111,216	103.1	1045.1
<i>Palermo</i>	5,958	2,699	4,283	35.4	470.1
Sicily	16,909	10,015	17,689	44.0	668.0
<i>Cagliari</i>	1,494	1,796	1,409	34.0	963.1
Sardinia	2,503	2,541	3,165	39.2	931.5
Islands	19,412	12,556	20,854	43.2	701.1
ITALY	256,048	250,966	702,156	62.4	129.3

PFPM: Paesi a Forte Pressione Migratoria (Strong migratory pressure countries)

SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from Ministry of Interior and INPS data

ITALY. Legally residing foreigners by continent of origin (1970-2004)

YEAR	Europe	Africa	Asia	America	Oceania	Stateless and others	TOTAL
1970	61.3	3.3	7.8	25.7	1.9	-	143,838
1971	62.6	3.3	7.8	24.5	1.8	-	156,179
1972	60.8	3.7	8.3	24.7	1.8	0.7	167,961
1973	59.9	4.2	8.6	24.8	1.8	0.7	175,746
1974	59.5	4.4	8.6	25.1	1.8	0.6	186,423
1975	60.5	4.7	8.1	24.3	1.8	0.6	186,415
1976	59.8	4.7	8.8	24.3	1.8	0.6	186,713
1977	59.2	5.1	9.6	23.9	1.7	0.5	194,062
1978	59.3	5.0	9.6	23.9	1.7	6.5	194,024
1979	56.6	6.5	8.6	21.8	2.0	4.5	205,449
1980	53.2	10.0	14.0	21.0	1.4	0.4	298,749
1981	52.7	10.5	14.6	20.5	1.4	0.3	331,665
1982	52.1	10.9	14.8	20.5	1.4	0.3	355,431
1983	52.0	10.7	15.3	20.2	1.4	0.4	383,765
1984	51.9	10.7	15.6	20.1	1.4	0.3	403,293
1985	52.1	10.5	15.4	19.5	1.4	1.1	423,004
1986	52.3	10.6	15.2	20.3	1.4	0.2	450,227
1987	46.9	16.0	16.7	19.0	1.2	0.2	572,103
1988	45.3	18.3	16.1	18.9	1.2	0.2	645,423
1989	43.0	20.3	16.4	19.2	0.9	0.2	490,388
1990	33.5	30.5	18.7	16.4	0.8	0.1	781,138
1991	34.5	30.8	17.8	16.2	0.6	0.1	*648,935
1992	34.7	30.8	17.7	16.1	0.6	0.1	*589,457
1993	36.9	29.1	17.5	15.9	0.5	0.1	*649,102
1994	41.0	28.0	16.0	14.5	0.3	0.1	*677,791
1995	40.7	28.2	16.4	14.3	0.3	0.1	*729,159
1996	37.5	30.6	18.5	13.1	0.2	0.1	*986,020
1997	37.4	30.4	18.9	13.0	0.2	0.1	*1,022,896
1998	39.0	29.0	19.0	12.7	0.2	0.1	*1,090,820
1999	39.6	29.1	19.1	12.0	0.2	0.0	*1,340,655
2000	40.7	28.0	19.2	11.8	0.2	0.0	*1,379,749
2001	41.4	26.9	19.1	11.6	0.2	0.9	*1,448,392
2002	42.5	26.5	18.5	11.8	0.2	0.5	*1,503,286
2003	47.9	23.5	16.8	11.5	0.1	0.1	**2,193,999
2004	47.3	23.7	17.3	11.5	0.1	0.1	***2,319,000

*Data revised by ISTAT ** Ministry of the Interior data

*** Estimate by "Dossier Statistico Immigrazione" of residence permits

SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from Ministry of the Interior and ISTAT data

ITALY. Readmission agreements in the field of migration

Country	Place	Date	Entry into force
Albania	Tirana	18/11/1997	01/08/1998
Algeria	Rome	24/02/2000	Waiting to be ratified
Austria	Vienna	07/10/1997	01/04/1998
Bosnia-Herzegovina	-	-	In the process of being ratified
Bulgaria	Rome	22/07/1998	25/12/1998
Cyprus	Nicosia	28/06/2002	22/05/2003
Croatia	Rome	27/06/1997	01/06/1998
Estonia	Tallinn	22/05/1997	01/02/1999
Philippines	-	-	In the process of negotiation
France	Chambery	03/10/1997	15/07/2000
Fyrom	Skopje	26/02/1997	23/10/1997
Georgia	Rome	15/05/1997	Waiting to be ratified
Greece	Rome	30/04/1999	18/04/2001
Latvia	Riga	21/05/1997	07/11/1997
Lithuania	Vilnius	20/05/1997	01/12/1998
Malta	La Valletta	08/12/2001	29/11/2002
Morocco	Rabat	27/07/1998	Waiting to be ratified
Moldova	Rome	03/07/2002	In the process of being ratified
Nigeria	Rome	12/09/2000	In the process of being ratified
Pakistan	-	-	In the process of being ratified
Poland	-	-	Schengen
Romania	Bucharest	04/03/1997	01/02/1998
Rep. Serbia Mont.	Belgrade	28/01/2003	In the process of being ratified*
Slovakia	Bratislava	30/07/1998	01/01/1999
Slovenia	Rome	03/09/1996	01/09/1997
Spain	Rome	04/11/1999	01/02/2001
Sri Lanka	-	Pre-agreement 24/09/2001	24/09/2001
Switzerland	Rome	10/09/1998	01/05/2000
Tunisia	-	Pre-agreement 06/08/1998	06/08/1998
Ukraine	-	-	In the process of negotiation
Hungary	Budapest	20/05/1997	10/04/1999

*replaces the one signed in 1997, entered into force on 01/08/1998, but in practice not applied

SOURCE: Calculations by Caritas/Migrantes Dossier Statistico Immigrazione from governmental data