

**Immigration: reflections on 2005 data and perspectives**

The purpose of these extracts is to demonstrate that Italy became a big country of immigration, reaching at the end of 2005 a little more than 3 million immigrants, taking into consideration the 180,000 non-EU immigrants who came to settle in Italian society and babies born to two foreign parents. We would like to recall that the estimate of the "Dossier" for the end of 2004 was 2,786,340 regular immigrants.

Using available data, we have created an organic summary of the past year's events.

The year 2005 was very interesting not just for this significant increase but also for the more precise monitoring of the labour market, which indicated the persistent inconsistency between established quotas and market needs.

The analysis of entry visas not only has quantitative significance but also helps to put an end to the banal reading of the migration phenomenon, which is often reduced to the mere work role of the newcomers or even the absolutization of deviant behaviour on the fringes when immigration is identified with delinquency. The reality is far from this reductive picture and presents us with a multitude of experiences and conditions, with significant differences based on origin. These detailed indications not only help us to understand the present and to predict the future, but also confirms the migration phenomenon as one of the most significant expressions of the international dimension of the modern world.

Moreover, a look at arrival countries indicates that almost half of the flows in 2005 regarded European citizens and another fifth regarded American citizens, which mitigates the fears of an invasion by groups that are different from our culture.

Romania is the top country for the number of received visas, more than 40,000 primarily for work, giving this nation a leading role that equates to one out of every five entries. It is followed by Albania, the United States, Morocco, China, Ukraine, India, the Philippines and Yugoslavia, but with very different reasons for entry.

It is clear that the current increase in immigration is greater than the consistent growth registered in the 1990's.

Taken together these data cause us to wonder whether the representation of immigration (on which political decisions are based) responds adequately to reality and raises a series of regulatory and administrative issues.

The "Dossier" extracts are structured in this manner. It reflects on these individual points below with the support of the data.

**The employment market in 2005: the fracture between the formal and real markets**

Three flow decrees were issued in 2005: the first provided for the entry of 79,500 new EU citizens, the second for the entry of 79,500 non-EU citizens (of whom 25,000 were seasonal) and the third completed the contingent of non-EU citizens with another 20,000 seasonal workers.

For the new EU citizens from Eastern Europe, the established quota of 79,500 entries was used by 44,096 people, of whom 60% were men, as of June 2005. The main national group was the Polish (24,149), followed by the Slovaks (12,735), the Czechs (3,719) and the Hungarians (1,968). Amongst these, non-seasonal workers totalled 11,737 units. One-third were employed in the domestic sector; whereas of the 32,359 seasonal workers, four-fifths were employed in agriculture and the rest in tourism.

It is worth making a more detailed examination of non-EU workers, for whom there was the possibility of 45,000 seasonal work visas and 54,500 non-seasonal work visas in 2005. The latter were divided as follows: 20,800 units for subordinate work reserved for pre-determined nationalities, 15,000 for family aides and 15,000 for other sectors (of which only 27,900 were assigned to the regions), 2,500 for autonomous work, 1,000 for directors and highly skilled personnel and 200 to workers of Italian origin.

**ITALY. Balance of 2005 flows decree**

<i>Groups</i>	<i>Assigned quotas</i>	<i>Presented applications</i>
New EU workers	79,500	44,096
Seasonal non-EU workers	45,000	37,837
Non-seasonal non-EU workers	*27,900	**123,567
- number of unsatisfied applications	-	95,667
- percentage of unsatisfied applications	-	77.4
- relationship between new workers and residents	-	1 every 20

\*These are the quotas assigned to the regions to satisfy the applications presented by families and companies: another 26,600 positions remained available at the central level for countries with agreements, for autonomous workers, for directors and for Italians from abroad.

\*\*The effective number of applications was estimated as three times greater in the "Stranieri in Italia" study in the month of March 2005.

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

At the end of June 2005 (therefore, it can not be excluded that the numbers subsequently increased) it was counted that 123,567 applications were presented for non-seasonal work by non-EU workers, whereas for seasonal work as of the same date, there were 37,837 applications. Overall, with respect to the 99,500 positions provided for non-EU citizens for 2005, there were 161,404 requests: the positions for seasonal work were sufficient, whereas those for non-seasonal work were less than half of those requested.

It would be opportune to concentrate on the applications for stable work, since they are the most directly associated with settlement in the country. The 123,567 applications for non-seasonal positions, which made up 44.2% (54,621), regarded family aides, with peaks over 50% in various regions (Campania, Lazio, Liguria, Puglia, Sicily and Tuscany) and values equal to or lesser than 37% in the Provinces of Trento and Bolzano, and in the Friuli Venezia Giulia, Lombardy, Marche, Molise, Veneto and Valle d'Aosta Regions. It can generally be said that the regions with less need for domestic work are those that are primarily industrialised.

The need of the construction labour force was also determined, which, on average, was 17.2% of applications (21,208). There are peaks greater than 20% in many regions of the North and Centre (Bolzano and Trento, Emilia Romagna, Friuli Venezia Giulia, Veneto, Marche, and Molise) and lower values in the South, even less than 10% (Calabria, Campania, Puglia, and Sicily).

These data indicate that there is a fracture between the formal market (the programmed one) and the real market expressed by companies and families (demonstrated by the presented applications). There were approximately 100,000 unsatisfied applications for non-seasonal work (77% of those presented), and, if it is true that they were persons already present in Italy, then what we call programming ended 2005 with a balance of 100,000 irregulars. On the basis of such a concrete evaluation criteria we are justified in being severe with respect to the law and its application.

**ITALY. Ratio between residing foreigners and new workers requested from abroad in 2005**

<i>Regions</i>	<i>Regions</i>	<i>Regions</i>	<i>Regions</i>
V. Aosta	1/22 Friuli VG	1/20 <b>Centre</b>	1/20 Sicily
Piedmont	1/28 Veneto	1/20 Abruzzo	1/15 Sardinia
Lombardy	1/40 Emilia R	1/14 Campania	1/21 <b>Islands</b>
Liguria	1/32 <b>North East</b>	1/18 Molise	1/8 <b>Italy</b>
<b>North West</b>	1/36 Tuscany	1/15 Basilicata	1/8 <b>Sectors</b>
Trentino AA	1/24 Marche	1/21 Puglia	1/24 Dom. work
Friuli V.G.	1/20 Umbria	1/24 Calabria	1/12 Construction
Veneto	1/20 Lazio	1/26 <b>South</b>	1/28 Other sectors
			1/4

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

As far as regards trends, we should take into consideration that in relation to the total foreign population residing in Italy, the 123,567 registered applications accounted for 4.4% and demonstrate the trend to bring to Italy one new stable worker for every 23 residing foreigners, with the following differences by territorial areas: in the North East 1 new worker for every 18 residents, in the Centre 1 every 20, on the islands 1 every 26, in the South 1 every 28 and in the North West 1 every 36.

The top spots are occupied by small regions and regions with reduced immigrant settlements, like Molise and Basilicata (request of 1 new worker for every 5 residents), whereas amongst the large regions are Emilia Romagna and Tuscany (request of one new worker for every 14 residents, the same applies to Abruzzo). Emilia Romagna is the region with the highest number of requests for non-EU workers (20,106, of which 84.3% remained unsatisfied); whereas the regions with the most substantial number of immigrants (Lombardy with 653,000 residents at the beginning of 2005 and Lazio with 390,000 residents) indicate, on the basis of these registrations, lower than average requests (16,381 and 15,278 applications, or 1 new worker every 20 residents). Considering that these regions, and especially the provinces of Rome and Milan, were the most important protagonists in the regularisation of 2002, it is not easy to determine if the need of immigrant labour is effectively contained or if it merely signifies a lack of confidence and the poor use of official channels, due in part to the insufficient availability of places that are programmed by them.

In the overall evaluation of flows we must also consider a quota of another 26,600 positions not assigned to the regions to satisfy the requests of companies and families but rather are made available to countries with agreements, autonomous workers, directors and immigrants of Italian origin.

The analysis that has been conducted up until this point on the basis of official data should be completed with a look at a different type of flow programming analysis. A study by the publication "Stranieri in Italia", conducted in the month of March 2005 on two-third of the Italian provinces, calculated that as of that date 258,000 applications had been presented, which in relation to missing provinces reached 370,000 units. Moreover, the study estimated that through the applications that would have been presented in the subsequent months, their number could have been 450,000 in the end, and, therefore, three times greater than the available places. Significantly, these examples were cited: in Rome 40,000 applications for 2,400 positions, in Milan 18,500 for 1,200 positions, in Naples 7,000 applications for 500 positions. The flows decree, therefore, once again indicates a significant pocket of irregularity, without being able to get to the bottom of it, since, according to operators and scholars in the sector the presented applications primarily regard persons who are already present in Italy and who are ready to return to their countries to obtain a visa once their application has been accepted. Therefore, ironically, it has been said that more than a flows decrees it is a decree that forces immigrants to flow back.

Probably the effective number of presented applications is midway between the number indicated in June 2005 by the Ministry of Labour and the figure estimated by the publication "Stranieri in Italia". If this were not the case it would become difficult to understand why at the distance of just one year, in the month of March 2006, 480,000 applications were presented following the new flows decree for the recruitment of non-EU workers. Fortunately, the new data gathering system set up by the Ministry of the Interior through the Italian Postal System and the Single Desk for Immigration has already made it possible to quantify the total number of applications and, once it is able to provide breakdowns by province, work group, sex, and origin, it will make it possible to better understand the market and its trends and to improve programming.

Tracing the outlines of the formal and real markets in this manner we can get to the heart of the entry flows in Italy, for work or other reasons, which have brought the number of foreigners to more than 3 million units as of the beginning of 2006.

### **Visas for settlement granted in 2005**

To reconstruct the flows of 2005 we used the visa archive of the Ministry of Foreign Affairs, which is characterised not only for its commendable timeliness but also for its satisfying handling of the data.

The granting of visas is regulated by the application Convention of the Schengen Agreement, which provides for three fundamental categories:

- Uniform Schengen Visas (USV) that are valid for a maximum of 90 days;
- Limited Territorial Validity Visas (LTV), which are also subject to a territorial restriction in addition to the time limit;
- National Visas (NV), provided for by art. 18 of the Convention, which are valid for more than 90 days.

The historic series of visas, granted for all reasons of entry, surpassed one million units in the Jubilee Year, a level that was reached again in 2005: 741,077 in 1998, 834,776 in 1999,

1,008,999 in 2000, 947,085 in 2001, 855,535 in 2002, 879,328 in 2003, 983,499 in 2004 and 1,076,680 in 2005. The flow of foreigners entering Italy is, undoubtedly impressive, but we must not forget that the movement is two times as large in countries like France or Germany.

Most foreign citizens do not come to settle in Italy. The most numerous types of non-settlement visas granted in 2005 regarded tourism (554,000) and business (139,000, with the clear prevalence of Russians). Other sizeable groups are visas for transit (64,000), for invitation (24,000) and for transportation (16,000). Visas for invitation, undoubtedly, have a socio-cultural-political significance within the framework of bilateral exchanges, because the persons are not just invited by public or private Italian organisations but also at the expense of these organisations: more than 3,000 Russian, 2,000 Chinese and Ukrainians, 800 Georgians, 600 Bosnians and Macedonians, 500 Israelis, 400 Belarus citizens, Indians, Kenyans and Tunisians, and 300 Iraqis, Moroccans, and Montenegrins were invited. These entries, at least formally, are tied to transient reasons, for which there is no interest in stable settlement. Other less numerous visas, but always for short stays, are those for sports competitions (9,540, led by Russians, Ukrainians and Yugoslavians) and medical care (2,523, primarily regarding Albanians, Bosnians, Iraqis, Libyans, Romanians, Yugoslavians, Kuwaitis, Israelis and others).

Naturally, since we are discussing immigration for settlement here, we are only considering national visas, the duration of which allows for true settlement in the country, although they are valid for different lengths of time.

In 2005 Italian diplomatic agencies and consulates granted 224,080 visas for settlement (just one-fifth of the total that were granted), not just for work and family reunification but for other reasons as well, to be considered distinctly.

#### ITALY. Visas for settlement granted in 2005

<i>Reason granted</i>	<i>Number</i>	<i>% of total</i>	<i>Reason granted</i>	<i>Number</i>	<i>% of total</i>
Diplomatic	1,234	0.6	Following family members	3,964	1.8
Subordinate work	78,989	35.3	Study – Various schools	26,619	11.9
Autonomous work	775	0.3	Study – University	5,072	2.3
Mission	7,019	3.1	Work holidays	358	0.2
Religious reasons	2,795	1.2	Other reasons	2,910	1.3
Re-entry	3,446	1.5	Total settlement visas	224,080	100.0
Elective residence	968	0.4			
Family reunification	89,931	40.1	Total visas in general	1,076,080	-

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

**Diplomatic reasons (1,234).** Although diplomats are a completely special type of immigrant, they are still called to settle in the country for a certain period of time.

**Autonomous work (775).** The number of these visas is very low and is even lower than the quota established for 2005 (2,500), attesting to the low predisposition of Italy to attract foreign investors/entrepreneurs, whereas for years immigrants have demonstrated an exceptional propensity to entrepreneurship. Moreover, it should also be noted that over the 1990's resident permits granted for autonomous work were on average more elevated (approximately 1,300 per year). We indicate the main countries of origin for autonomous work in 2005: 86 Croatia, 61 Cuba, 50 Kazakhstan, 49 Russia, 36 Taiwan, 34 Pakistan, 26 Japan, 22 South Korea and 20 Romania.

**Subordinate work (78,989).** This is the most recurrent reason following family reasons, although it has remained just a little beneath the established quota of 79,500 units between non-seasonal subordinate work and seasonal work. In effect, sometimes the slowness of procedures causes a certain number of employers to renounce the use of initially estimated seasonal workers. Of these visas, 4,559 were granted to seamen, 982 to entertainment workers and 977 to athletes. To the overall number we should add another 5,946 visas for subordinate work for a period less than three months.

**Mission work (7,019).** The recipients of this visa are foreigners who are tied to political or governmental functions or, nevertheless functions of public utility. We have only considered visas for more than 90 days, otherwise their number would be almost three times greater (21,000). One-fifth of the visas for mission work are granted to citizens of the United States (5,020).

**Religious reasons (2,795).** Ministers of religion, belonging to denominational organisations registered on the list held by the Ministry of the Interior, who have obtained these long duration visas, are just one-third of those who came with visas that were valid for less than 90 days (the total of the two groups is 7,058 units). Even in the 1990's the average of permits granted for religious reasons was approximately 3,000 per year.

**Re-entry (3,446).** These visas are not granted to persons coming for the first time from abroad but rather to already residing immigrants who have found themselves accidentally without a residence permit and, therefore, need a visa to re-enter Italy. This is once again due to the age-old problem of bureaucratic delays in renewing residence permits, which has only recently been resolved with an innovative approach involving Italian post offices, municipalities and aid societies. In fact, a sizeable number of immigrants do not receive a valid residence permit but rather just the voucher proving the delivery of the renewal application for long periods: for them the re-entry visa is the only solution that allows them to temporarily leave Italy and return.

**Elective residence (968).** There are just under one thousand of these rather well-off persons who came to settle in Italy without having to work. Their limited number puts into perspective the attraction capacity of Italy and gives cause to reflect on the image that the country gives of itself and the bureaucratic-environmental conditions to which foreigners settling in Italy are subjected. The granting of these visas is declining greatly: the archive of the Ministry of the Interior indicates that in the 1990's there were approximately 3,000 residence permits for elective residence per year and even 4,000 in 1990.

**Family reunification and following family members (89,931 + 3,964).** This has been the greatest reason for entering Italy in the past few years and demonstrates that in a few years time immigration to this country, which initially was made up of single men and single women, has changed, attracting the family members left behind in the country of origin in order to reunite their families. In reality, alongside this type of visa we should consider visas granted for following family members (3,964 units), which allows for the entry of relatives (only with those with whom it is possible to carry out reunification) concomitantly with the possessor of a visa for work reasons (subordinate work of no less than 1 year, autonomous, non-occasional work, study or religious reasons) or to an Italian or EC citizen. The more contained number of these visas confirms that it is a less utilised method, in part because it presupposes that the requester is relatively certain/calm with regard to settlement conditions, which is difficult to achieve upon arrival. Nevertheless, it should be pointed out that they contribute to increasing the importance of family reasons, one of the most significant indicators of the structural settlement of immigrants.

**Study (26,619).** These are often visas granted for periods greater than three months. On the contrary, it is not uncommon for these visas to be annual permits that can be periodically renewed. Generally, they are United States citizens enrolled at the numerous American universities in Rome and other Italian cities, but there are other persons who come to participate in specialization courses (tied to artistic activities) or young people interested in earning a diploma at an Italian secondary school. However, if we add these visas to those granted for short periods (less than 90 days) we arrive at a figure that is, more or less, doubled (41,093).

**Study at Italian universities (5,072).** Annually approximately 5,000 students enrol at Italian universities, whereas the stock of all foreign students enrolled at Italian universities is approximately 35,000 units (1.9% of the total university population in the 2003-2004 academic year). In the same year a little less than 3,000 foreign university students graduated (1.2% of the total). These figures are not even close to being comparable to those in Germany, Great Britain and France, once again indicating the insufficient degree of internationalization of Italy in this context.

**Work holidays (358).** This is an interesting form of immigration, for which one interrupts a period of study to work somewhere else, but it is not very widespread in Italy unlike, for example, in Australia. It is not coincidental that Australia is the country from which almost all of these visa holders come.

**Other reasons (2,910).** Considering the heterogeneity of the reasons, we felt it would be best not to comment on these visas.

## The leading continents and countries of 2005 flows

The 224,080 visas granted for settlement in 2005 were divided as follows by continent: Europe 44.5%, Asia 21.0%, America 18.1% and Africa 15.9%. The situation with respect to the beginning of the 1990's has changed considerably: Europe has consolidated its pre-eminence (a 4 percentage point increase and 100,000 new entries, which rise even more if we take new EC citizens into consideration). Asia is solidly in second place (47,000 entries) followed by America (41,000) and Africa (36,000), the latter of which was the largest protagonist of incoming flows in the 1980's. With regard to the average annual increase of visas (13.8%) the greatest rhythms were demonstrated by Latin America (+21.1%), Eastern Europe (+23.1%) and especially Eastern Asia (+36.7%), although their absolute values are very different (18,000 more visas for Eastern Europe with respect to 3,000 for Latin America and 7,000 for Eastern Asia).

#### ITALY. Visas for settlement granted by continental areas (2004-2005)

<i>Continental area</i>	<i>2005</i>	<i>%</i>	<i>2004</i>	<i>Variation 2005/2004</i>
European Union	1,654	0.7	7,688	-78.5
Central Eastern Europe	96,344	43.0	78,262	23.1
Europe others	1,641	0.7	1,201	36.6
<b>EUROPE</b>	<b>99,639</b>	<b>44.5</b>	<b>87,151</b>	<b>14.3</b>
Northern Africa	26,401	11.8	25,502	3.5
Eastern Africa	7,659	3.4	6,899	11.0
Central Southern Africa	1,480	0.7	1,617	-8.5
<b>AFRICA</b>	<b>35,540</b>	<b>15.9</b>	<b>34,018</b>	<b>4.5</b>
Western Asia	2,861	1.3	2,497	14.6
Central Southern Asia	17,513	7.8	16,265	7.7
Eastern Asia	26,667	11.9	19,514	36.7
<b>ASIA</b>	<b>47,041</b>	<b>21.0</b>	<b>38,276</b>	<b>22.9</b>
North America	21,010	9.4	20,117	4.4
South America	19,652	8.8	16,224	21.1
<b>AMERICA</b>	<b>40,662</b>	<b>18.1</b>	<b>36,341</b>	<b>11.9</b>
<b>OCEANIA</b>	<b>1,198</b>	<b>0.5</b>	<b>1,039</b>	<b>15.3</b>
<b>TOTAL</b>	<b>224,080</b>	<b>100.0</b>	<b>196,825</b>	<b>13.8</b>

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

As far as concerns the type of granted visa, the leading place goes to family reunification (40.1%), followed by subordinate work (35.2%) and study (14.2%). Other reasons follow with a lesser percentage incidence.

Between the various continental areas there are significant variations with regard to the average depending on the type of visa:

\*family reunification is more than 60% in the case of Africa and Central-Southern Asia;

\*work is more than 50% in Europe and drops down to 10% in America (due to the meagre importance of North America on the total) and is, nevertheless, 10 points less with respect to average even in Asia and Africa;

\*the incidence of university students, which despite the fact that they are high in percentage terms for some continental areas, is not significant in terms of absolute values, for which only the greater role of Europeans and Asians stands out.

The ranking of the countries by the number of obtained visas is characterised by the absolute pre-eminence of Romania with 42,322 visas, or 18.9% of the total. It is followed by Albania (25,530 visas) and the United States (20,231), Morocco (17,343) and China (13,621). These five countries make up almost half of all the visas.

In numerical order, they are followed by:

7,000 visas: Ukraine and India;

6,000 visas: Philippines and Yugoslavia;

5,000 visas: Macedonia;

4,000 visas: Tunisia and Peru;

3,000 visas: Ecuador, Sri Lanka, Bangladesh;

2,000 visas: Egypt, Russia, Croatia, Pakistan, Japan, Cuba, Bulgaria, Bosnia Herz. and Brazil;

1,000 visas: Ghana, Dominican Republic, Colombia, Senegal, Nigeria, Turkey.

The distribution between work visas and visas for family is significant, but it is in a certain sense conditioned *a priori*, since the annual programming of flows assigns different quotas for work to the individual countries, emphasising or limiting the potential, while family

reunifications are carried out outside of this system, following regulations that are the same for all countries.

**ITALY. The top 12 countries by number and type of visas in 2005**

<i>Country</i>	<i>Visas</i>	<i>% work</i>	<i>% fam. reun.</i>	<i>Country</i>	<i>Visas</i>	<i>% work</i>	<i>% fam. reun.</i>
<b>Romania</b>	42,322	80.4	16.0	<b>India</b>	7,222	24.2	58.0
<b>Albania</b>	23,530	21.9	63.5	<b>Philippines</b>	6,953	56.8	34.0
<b>United States</b>	20,231	3.1	2.4	<b>Yugoslavia</b>	6,297	40.0	48.6
<b>Morocco</b>	17,343	27.4	68.0	<b>Macedonia</b>	5,429	27.7	68.5
<b>China</b>	13,621	20.9	68.6	<b>Tunisia</b>	4,977	39.9	47.4
<b>Ukraine</b>	7,925	39.7	47.8	<b>Peru</b>	4,557	30.4	62.8

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

Romania stands out for its need of work outlets: out of every five visas, four are for work and just one is for family reunification, for which we can surmise that this process has not yet reached its full development, as has occurred for other national groups. Even in the Philippines work visas prevail, although in a much less conspicuous way (the ratio is two to one).

The opposite trend is found with Albania and Morocco (and in other countries like China, India, Macedonia and Peru): in these cases for every three entries, one is for work and two are for family reunification.

There are a number of countries in which work and family reunification visas are more or less the same, such as Ukraine, Yugoslavia and Tunisia.

The United States is an exceptional case because work visas are only 3.1% and family reunification visas are even less (2.4%). The overwhelming majority of visas are granted for study (65.6%) and for mission work (23.2%).

Japan is the second country for number of visas granted for study purposes (1,883). Other countries that surpass 1,000 visas for study are Albania and China.

A reflection on the 2,795 visas granted for religious reasons, which almost exclusively regard the Catholic Church, makes it possible to demonstrate that they are divided amongst a myriad of countries, emphasising the role of the Church of Rome as a true epicentre of these flows. The top place for religious visas is held by India with 312 visas, which is almost on par with the United States (290), while the other main countries of origin are developing countries (Brazil, Mexico, Nigeria, Philippines, South Africa and the Congo).

**The different trend of the 1990's**

Generally, in the past, the "Dossier" jointly analysed visas and the relative residence permits, thereby monitoring the flow of persons starting from the initial steps carried out in their countries of origin and closing with the granting of the residence permit in Italy. By making this comparison it was possible to verify how many granted visas were effectively utilised, to obtain further information on the newcomers (sex, age, marital status), to understand the migration flow of EC citizens, especially those coming from the new countries of the East, which are not deducible from visas since European citizens are not required to obtain them. This comparison, which was conducted by the "Dossier" during the 1990's, recently became impossible due to the unavailability of data.

During the decade in question a total of 1,407,155 residence permits were granted in Italy, of which 917,056 were valid at the end of each year (although they are not all tied to stable settlement), whereas another 490,099 (or 34.8% of the total) were short-term and expired before the end of the year.

There were 15,000 new entries for work in 1990 and between 19,000 and 25,000 in subsequent years, with discontinuous trends.

On the other hand, permits for family reunification grew continuously: 10,000/11,000 in the three year period between 1990-1992, 17,000/18,000 in 1994-1996, 25,000 in 1997 and then, with a truly significant increase, more than 40,000 both in 1998 and 1999.

On average there were 3,000 permits for elective residence per year and 4,000 permits for religious reasons. Permits for study were more numerous (11,000 per year), but less than half regarded attendance at Italian universities.

**ITALY. Residence permits granted to foreigners in the period between 1990-99**

<b>Settlement for Work</b>	<b>217,718</b>	<b>Temporary settlement</b>	<b>231,463</b>
*subordinate work	204,447	*asylum/humanitarian reasons	111,170
*autonomous work	13,271	*study	114,293
<b>Settlement for Family</b>	<b>220,080</b>	<b>Assimilative sett. for adopt./foster care</b>	<b>22,071</b>
Family reunification		<b>Short stays</b>	<b>153,326</b>
<b>Stable non-work settlement</b>	<b>67,398</b>	*health reasons	7,365
*religious reasons	38,828	*tourism	124,461
*elective residence	28,750	*other reasons	21,500

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

If we exclude short stays (health, tourism and others) and approximately one half of those who came for asylum, humanitarian reasons and study, it can be seen that in the decade between 1990-1999, 664,000 foreigners came to settle in Italy: we have not taken into consideration the permits granted to regularised immigrants in 1990, 1996 and 1998, which amount approximately to the new entries for the entire decade.

Taking into consideration that the first organic law on immigrant was created at the end of this period, the 1990's were lively years since the immigrant population doubled. Nevertheless, if we compare them with current rhythms, the difference is enormous and the previous trend seems very scaled down. Work reasons went from 25,000 to more than 100,000 annually, family reunifications went from the average of 22,000 per year and from the more than 40,000 at the end of the 1990's to the current 90,000. Even new births to two foreign parents went from 8,000 at the beginning of the 1990's and 22,000 in 1999 to more than 50,000. The only group that increased little were immigrants who came for asylum and humanitarian reasons (from 12,000 units in the 1990's to the current 15,000).

Calculating the overall growth rhythm of the immigrant population, we go from 80,000 units per year in the 1990's to the current rhythm, which is four times greater, in line with the trends estimated by various demographers and immigration scholars.

#### ITALY. Residence permits granted to foreigners in the period between 1990-1999

Years	Total permits granted	Permits valid at end of year	Permits expired at end of year	% expired
1990	82,775	56,767	26,008	31.4
1991	135,812	90,726	45,086	33.2
1992	116,984	75,748	41,236	35.3
1993	150,750	100,772	49,933	33.1
1994	138,305	94,210	44,095	31.9
1995	137,297	89,034	48,263	35.2
1996	112,566	73,859	38,707	34.4
1997	155,241	85,337	69,904	45.0
1998	176,999	119,858	57,141	32.3
1999	200,471	130,745	69,726	34.8

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

#### A future that is difficult to define organically

If we filter out the 224,080 national visas granted in 2005 by some types that do not prefigure stable residence and we take into consideration seasonal workers included in the total number of workers, we can estimate that immigration for settlement totalled approximately 180,000 units in 2005.

If we then refer to 2006 and take into consideration that entries for work have increased (170,000 between fixed and seasonal workers), that children born to two foreign parents (48,384 in 2005) reached 55-60,000 units, and that approximately 15,000 new EC citizens have settled in Italy, we can estimate that the annual growth rhythm of foreigners in Italy is currently 325,000 approximately, which leads us to estimate more than a doubling of the immigrant population in 10 years.

With six million immigrants, Italy will become the second immigration country in Europe following Germany and one of the biggest in the world.

At this point we must ask ourselves if Italian society is succeeding at adequately defining a phenomenon that is developing at such sustained rhythms.

Not even the recent political debate on immigration was satisfying, although the tones were more subdued with respect to the electoral race of 2001. Asking Italian to protect their jobs

and well-being in contrast to those of immigrants or to choose between safety and delinquency means not realising that the destinies of all involved are inextricably connected.

On the one hand, it is true that many statements are made for factional reasons and that, despite everything, it seems that a sense of openness is making progress (although with difficulty) favoured by daily interaction at home, at companies, at work yards, at hospitals and in any other public/private place of encounter, contact and exchange.

However, we need for this vague and ambiguous mentality to be urgently set aside to leave room for serious in-depth analysis that will make it possible to define and guide the future in a profitable manner. In this regard we must reiterate strongly that some decisions are not going in the desired direction.

The connection between the employment market and regulations on immigration has been hindered by having wrongly absolutised the nominative call from abroad as the only method of entry. Twenty years of observation of this phenomenon make it possible to define this procedure as wishful thinking and ineffectual and as the cause of the expansion of irregularity while urging the reintroduction of the opportunity to come to Italy to search for a job in order to promote the encounter between demand and offering. Moreover, this possibility, which was positively tested in Italy and then abandoned, has been practiced in other countries to allow for the entry of subordinate new EC citizens: in Greece the supply of guarantee is used while in Denmark a permit to search for a job is used.

The current extreme flexibility of job positions does not work well together with the rigidity of regulations on residence contracts, which also demeans the dignity of the persons implicated in mobility since it generates a distressful climate of anguish, excessively increases bureaucratic obligations (which are also managed with difficulty) and slows down the integration process.

The problems of managing the labour market do not end with quotas and entry mechanisms, but rather require an even greater effort once settlement has taken place. On the one hand, Italy will witness the increase in the need for persons to aid families, the elderly and sick persons, while, on the other, it is called to upgrade its production system in a more productive manner. With immigration we must succeed at meeting both needs, an objective that is still far from being reached. A more organic vision also forces us to reflect on various other points that are still unsatisfactory, such as training abroad, qualified immigration, professional training, the launch of an innovative plan, the greater involvement of immigrants and their representatives.

Even the societal implications of immigration are characterised by considerable lacunas. The country is reluctant to enter into the merit of integration, the keyword of the future, specifying not just duties but rights with adequate, concrete support measures. For example, we can mention – amongst recent decisions – the incomprehensible exclusion of immigrants from the baby bonus, which is, nevertheless, considered a providential, albeit temporary, remedy at the demographic level, and – amongst less recent decisions – their limited access to social assistance. A new non-discriminatory mentality is needed that encourages the country to proceed with the necessary reforms, which undoubtedly includes the putting aside of the antiquated law on citizenship and the granting of the right to the administrative vote, no longer considering this civil achievement, which has been positively tested for years in other countries, as a bugbear.

Italy has become an important immigration country even lacking the support of an adequate immigration policy. Immigrants, with their tenacious desire to succeed, can ensure an additional lever for development for us. The current size of the phenomenon, the rhythm of growth, the conjecturable short- and long-term scenarios cause us to conclude that Italian society as a whole must go beyond its hesitations and do its best to create a more fruitful and serene co-existence: that is the hope of Caritas and Migrantes.

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**ITALY. Entry visas for settlement: reasons and continental areas of granting (2005)**

Cont. areas	Total visas	Total national visas	Diplomatic	Following Family Members	Autonomous Work	Subordinate Work	Mission Work	Religious Reasons	Re-entry	Elective Residence	Family Reunification	Study	Study - University	Work Holiday	Other Reasons	
<b>Absolute values</b>																
European Union	28,612	1,654	31	96	67	210	562	173	63	16	66	275	90	5	-	
Central Eastern Europe	469,736	96,344	271	1,201	317	52,408	261	132	1,385	16	34,426	2,108	2,614	-	1,205	
Europe others	85,222	1,641	4	33	8	131	147	4	40	1	612	556	104	-	1	
<b>EUROPE</b>	<b>583,570</b>	<b>99,639</b>	<b>306</b>	<b>1,330</b>	<b>392</b>	<b>52,749</b>	<b>970</b>	<b>309</b>	<b>1,488</b>	<b>33</b>	<b>35,104</b>	<b>2,939</b>	<b>2,808</b>	<b>5</b>	<b>1,206</b>	
Northern Africa	59,016	26,401	80	490	6	7,571	139	30	823	4	16,333	856	27	-	42	
Eastern Africa	30,731	7,659	98	112	5	911	87	384	158	8	5,099	458	30	-	309	
Central Southern Africa	31,599	1,480	24	71	6	144	57	258	61	14	360	233	224	-	28	
<b>AFRICA</b>	<b>121,346</b>	<b>35,540</b>	<b>202</b>	<b>673</b>	<b>17</b>	<b>8,626</b>	<b>283</b>	<b>672</b>	<b>1,042</b>	<b>26</b>	<b>21,792</b>	<b>1,547</b>	<b>281</b>	<b>-</b>	<b>379</b>	
Western Asia	78,659	2,861	168	47	34	263	429	38	148	15	341	625	591	-	162	
Central Southern Asia	59,090	17,513	96	96	48	4,691	48	346	228	13	10,944	800	4	-	199	
Eastern Asia	154,357	26,667	132	437	95	8,135	375	261	192	10	11,876	4,297	615	-	242	
<b>ASIA</b>	<b>292,106</b>	<b>47,041</b>	<b>396</b>	<b>580</b>	<b>177</b>	<b>13,089</b>	<b>852</b>	<b>645</b>	<b>568</b>	<b>38</b>	<b>23,161</b>	<b>5,722</b>	<b>1,210</b>	<b>-</b>	<b>603</b>	
North America	41,373	21,010	224	182	90	767	4,762	301	15	505	81	13,765	314	-	4	
South America	36,180	19,652	95	1,128	88	3,664	115	852	329	64	9,784	2,442	373	-	718	
<b>AMERICA</b>	<b>77,553</b>	<b>40,662</b>	<b>319</b>	<b>1,310</b>	<b>178</b>	<b>4,431</b>	<b>4,877</b>	<b>1,153</b>	<b>344</b>	<b>569</b>	<b>9,865</b>	<b>16,207</b>	<b>687</b>	<b>-</b>	<b>722</b>	
<b>OCEANIA</b>	<b>2,105</b>	<b>1,198</b>	<b>11</b>	<b>71</b>	<b>11</b>	<b>94</b>	<b>37</b>	<b>16</b>	<b>4</b>	<b>302</b>	<b>9</b>	<b>204</b>	<b>86</b>	<b>353</b>	<b>-</b>	
<b>TOTAL</b>	<b>1,076,680</b>	<b>224,080</b>	<b>1,234</b>	<b>3,964</b>	<b>775</b>	<b>78,989</b>	<b>7,019</b>	<b>2,795</b>	<b>3,446</b>	<b>968</b>	<b>89,931</b>	<b>26,619</b>	<b>5,072</b>	<b>358</b>	<b>2,910</b>	

<b>Percentage values</b>																
European Union	2.7	0.7	2.5	2.4	8.6	0.3	8.0	6.2	1.8	1.7	0.1	1.0	1.8	1.4	-	
Central Eastern Europe	43.6	43.0	22.0	30.3	40.9	66.3	3.7	4.7	40.2	1.7	38.3	7.9	51.5	-	41.4	
Europe others	7.9	0.7	0.3	0.8	1.0	0.2	2.1	0.1	1.2	0.1	0.7	2.1	2.1	-	0.0	
<b>EUROPE</b>	<b>54.2</b>	<b>44.5</b>	<b>24.8</b>	<b>33.6</b>	<b>50.6</b>	<b>66.8</b>	<b>13.8</b>	<b>11.1</b>	<b>43.2</b>	<b>3.4</b>	<b>39.0</b>	<b>11.0</b>	<b>55.4</b>	<b>1.4</b>	<b>41.4</b>	
Northern Africa	5.5	11.8	6.5	12.4	0.8	9.6	2.0	1.1	23.9	0.4	18.2	3.2	0.5	-	1.4	
Eastern Africa	2.9	3.4	7.9	2.8	0.6	1.2	1.2	13.7	4.6	0.8	5.7	1.7	0.6	-	10.6	
Central Southern Africa	2.9	0.7	1.9	1.8	0.8	0.2	0.8	9.2	1.8	1.4	0.4	0.9	4.4	-	1.0	
<b>AFRICA</b>	<b>11.3</b>	<b>15.9</b>	<b>16.4</b>	<b>17.0</b>	<b>2.2</b>	<b>10.9</b>	<b>4.0</b>	<b>24.0</b>	<b>30.2</b>	<b>2.7</b>	<b>24.2</b>	<b>5.8</b>	<b>5.5</b>	<b>-</b>	<b>13.0</b>	
Western Asia	7.3	1.3	13.6	1.2	4.4	0.3	6.1	1.4	4.3	1.5	0.4	2.3	11.7	-	5.6	
Central Southern Asia	5.5	7.8	7.8	2.4	6.2	5.9	0.7	12.4	6.6	1.3	12.2	3.0	0.1	-	6.8	
Eastern Asia	14.3	11.9	10.7	11.0	12.3	10.3	5.3	9.3	5.6	1.0	13.2	16.1	12.1	-	8.3	
<b>ASIA</b>	<b>27.1</b>	<b>21.0</b>	<b>32.1</b>	<b>14.6</b>	<b>22.8</b>	<b>16.6</b>	<b>12.1</b>	<b>23.1</b>	<b>16.5</b>	<b>3.9</b>	<b>25.8</b>	<b>21.5</b>	<b>23.9</b>	<b>-</b>	<b>20.7</b>	
North America	3.8	9.4	18.2	4.6	11.6	1.0	67.8	10.8	0.4	52.2	0.1	51.7	6.2	-	0.1	
South America	3.4	8.8	7.7	28.5	11.4	4.6	1.6	30.5	9.5	6.6	10.9	9.2	7.4	-	24.7	
<b>AMERICA</b>	<b>7.2</b>	<b>18.1</b>	<b>25.9</b>	<b>33.0</b>	<b>23.0</b>	<b>5.6</b>	<b>69.5</b>	<b>41.3</b>	<b>10.0</b>	<b>58.8</b>	<b>11.0</b>	<b>60.9</b>	<b>13.5</b>	<b>-</b>	<b>24.8</b>	
<b>OCEANIA</b>	<b>0.2</b>	<b>0.5</b>	<b>0.9</b>	<b>1.8</b>	<b>1.4</b>	<b>0.1</b>	<b>0.5</b>	<b>0.6</b>	<b>0.1</b>	<b>31.2</b>	<b>0.0</b>	<b>0.8</b>	<b>1.7</b>	<b>98.6</b>	<b>-</b>	
<b>TOTAL</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	

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

## ITALY. Visas granted to the top 30 countries by reasons for granting (2005)

Subordinate work			Family reunification			Study (University + other reasons)		
Romania	34,011	43.1	Albania	14,933	16.6	United States	13,590	42.9
Albania	5,586	7.1	Morocco	11,793	13.1	Japan	1,883	5.9
Morocco	4,753	6.0	China	9,341	10.4	Albania	1,795	5.7
Philippines	3,949	5.0	Romania	6,793	7.6	China	1,188	3.7
Ukraine	3,149	4.0	India	4,190	4.7	Romania	962	3.0
China	2,840	3.6	Ukraine	3,792	4.2	South Korea	863	2.7
Yugoslavia	2,516	3.2	Macedonia	3,717	4.1	Brazil	833	2.6
Croatia	2,196	2.8	Yugoslavia	3,058	3.4	Turkey	635	2.0
Tunisia	1,995	2.5	Peru	2,860	3.2	India	592	1.9
India	1,750	2.2	Ecuador	2,780	3.1	Mexico	584	1.8
Macedonia	1,505	1.9	Bangladesh	2,523	2.8	Canada	489	1.5
Bulgaria	1,500	1.9	Philippines	2,365	2.6	Yugoslavia	455	1.4
Peru	1,384	1.8	Tunisia	2,361	2.6	Libya	429	1.4
Sri Lanka	1,211	1.5	Sri Lanka	2,200	2.4	Russia	393	1.2
Bosnia-Herz.	1,178	1.5	Cuba	2,008	2.2	Israel	365	1.2
Bangladesh	963	1.2	Pakistan	1,967	2.2	Iran	363	1.1
Egypt	789	1.0	Egypt	1,799	2.0	Indonesia	350	1.1
Indonesia	704	0.9	Ghana	1,673	1.9	Croatia	323	1.0
United States	631	0.8	Senegal	1,491	1.7	Philippines	287	0.9
Pakistan	590	0.7	Dominican Rep.	959	1.1	Bulgaria	284	0.9
Russia	463	0.6	Nigeria	904	1.0	Australia	252	0.8
Brazil	450	0.6	Bosnia-Herz.	893	1.0	Argentina	241	0.8
Nigeria	437	0.6	Colombia	717	0.8	Colombia	232	0.7
Colombia	434	0.5	Ivory Coast	649	0.7	Chile	228	0.7
Ecuador	326	0.4	Turkey	604	0.7	Cameroon	206	0.7
Dominican Rep.	323	0.4	Russia	516	0.6	Ukraine	191	0.6
White Russia	278	0.4	Bulgaria	366	0.4	Thailand	176	0.6
Thailand	221	0.3	Algeria	350	0.4	Lebanon	172	0.5
Argentina	202	0.3	Brazil	180	0.2	Tunisia	160	0.5
Japan	170	0.2	Ethiopia	180	0.2	Egypt	137	0.4
<b>Other Countries</b>	<b>2,485</b>	<b>3.1</b>	<b>Other Countries</b>	<b>1,969</b>	<b>2.2</b>	<b>Other Countries</b>	<b>3,033</b>	<b>9.6</b>
<b>Total</b>	<b>78,989</b>	<b>100.0</b>	<b>Total</b>	<b>89,931</b>	<b>100.0</b>	<b>Total</b>	<b>31,691</b>	<b>100.0</b>
Religious reasons			Total settlement visas			Total visas (settlement and non		
India	312	11.2	Romania	42,322	18.9	Russia	222,295	20.6
United States	290	10.4	Albania	23,530	10.5	China	99,959	9.3
Brazil	265	9.5	United States	20,231	9.0	Switzerland	52,984	4.9
Mexico	218	7.8	Morocco	17,343	7.7	Romania	47,030	4.4
Nigeria	137	4.9	China	13,621	6.1	Albania	42,970	4.0
Philippines	129	4.6	Ukraine	7,925	3.5	Ukraine	41,782	3.9
South Africa	118	4.2	India	7,222	3.2	Yugoslavia	40,904	3.8
Dem. Rep. Congo	96	3.4	Philippines	6,953	3.1	White Russia	39,001	3.6
Spain	93	3.3	Serbia-Monten.	6,297	2.8	United States	38,949	3.6
Argentina	86	3.1	Macedonia	5,429	2.4	India	34,634	3.2
Peru	82	2.9	Tunisia	4,977	2.2	Turkey	31,747	2.9
Colombia	65	2.3	Peru'	4,557	2.0	South Africa	26,290	2.4
Ghana	59	2.1	Ecuador	3,657	1.6	Saudi Arabia	24,184	2.2
Uganda	44	1.6	Sri Lanka	3,589	1.6	Morocco	20,700	1.9
France	42	1.5	Bangladesh	3,527	1.6	Thailand	18,643	1.7
Kenya	38	1.4	Egypt	2,964	1.3	Great Britain	18,492	1.7
Indonesia	37	1.3	Russia	2,874	1.3	Philippines	17,730	1.6
Romania	37	1.3	Croatia	2,794	1.2	Bosnia-Herz.	13,344	1.2
Ecuador	34	1.2	Pakistan	2,744	1.2	Macedonia	11,402	1.1
Ukraine	34	1.2	Japan	2,366	1.1	Libya	10,891	1.0
Tanzania	30	1.1	Cuba	2,295	1.0	Tunisia	10,615	1.0
Albania	25	0.9	Bulgaria	2,220	1.0	Iran	10,520	1.0
Egypt	25	0.9	Bosnia-Herz.	2,215	1.0	Indonesia	10,167	0.9
Eritrea	24	0.9	Brazil	2,175	1.0	Egypt	9,910	0.9
Chile	23	0.8	Ghana	1,943	0.9	Nigeria	9,294	0.9
South Korea	23	0.8	Dominican Rep.	1,840	0.8	Lebanon	9,210	0.9
Cameroon	22	0.8	Colombia	1,838	0.8	Pakistan	8,986	0.8
Croatia	22	0.8	Senegal	1,818	0.8	Cuba	8,623	0.8
Angola	20	0.7	Nigeria	1,590	0.7	Ghana	7,593	0.7
Myanmar	20	0.7	Turkey	1,543	0.7	Armenia	7,471	0.7
<b>Other Countries</b>	<b>345</b>	<b>12.3</b>	<b>Other Countries</b>	<b>19,681</b>	<b>8.8</b>	<b>Other Countries</b>	<b>130,360</b>	<b>12.1</b>
<b>Total</b>	<b>2,795</b>	<b>100.0</b>	<b>Total</b>	<b>224,080</b>	<b>100.0</b>	<b>Total</b>	<b>1,076,680</b>	<b>100.0</b>

SOURCE: Caritas/Migrantes Dossier Statistico Immigrazione using Ministry of Foreign Affairs data