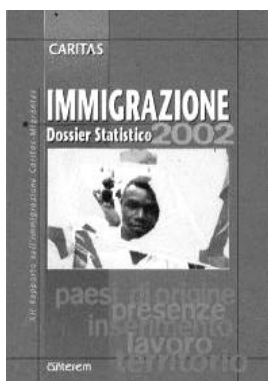


Dossier Statistico Immigrazione 2002

“Workers and citizens”

Twelfth Report on Immigration by Caritas-Migrantes



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The Bossi-Fini Law (Law 189) passed on 30 July 2002, focuses on immigrants as workers. Its provisions bear a strong resemblance to the measures contained in Italy’s first immigration law in 1986 (Law 943), but they have a more repressive character.

While labour migration is one of the most important aspects of immigration, it does not encompass the whole of the migratory phenomenon. Immigrants are also citizens and bearers of social and cultural needs.

The *Dossier Statistico Immigrazione 2002* (Statistical Dossier on Immigration, 2002), which is now even larger than previous editions (with 480 pages and 226 tables), aims to be a resource for practitioners, students, service providers and policy makers. It places the phenomenon of migration in its wider context, and thus goes beyond partial and one-sided accounts.

IMMIGRANTS AS WORKERS

The Italian Labour Market

There are 20 million unemployed workers in Western Europe, including over two million in Italy, where there has been a slowing down of activity since the last quarter of 2000. This has been exacerbated by the effects of the terrorist attack of 11 September 2001 in the United States.

The Italian labour force numbers 23,781,341, of which women are the majority (51.9%). There are 21,514,000 people employed, 63% in services, 32% in industry and 5% in agriculture. Women make up a quarter of those employed in industry, a third in agriculture and a little less than half in services.

There are 2,267,000 people seeking work, 9.5% of the national labour force (8.8% for men and 11.5% for women) with approximately double this rate in the South. Half of the jobless remain unemployed for over a year. The average for industrialised countries is only a third, although Germany has a similar rate. Those most likely to be unemployed are in the age groups 25-29 (21.2%) and 15-24 (28.2%). Italy thus has a worrying level of youth unemployment.

The Italian labour market (December 2001) *

	Population of working age			People in search of work **				Employed by sector			
	Total	Male	Female	Number	Total	Male	Female	Number	Agric	Ind	Serv
North West	13,109	6,311	6,799	289	4.3	2.9	6.3	6,410	2.6	37.7	59.7
North East	9,224	4,455	4,769	174	3.6	2.3	5.4	4,680	5.0	36.7	58.3
Centre	9,630	4,608	5,022	348	7.4	5.4	10.3	4,345	3.8	28.4	67.3
South	11,580	5,589	5,991	950	18.6	14.1	27.3	4,149	9.2	25.8	65.0
Islands	5,541	2,668	2,873	506	20.8	16.1	29.9	1,931	9.3	20.7	70.0
Italy	48,759	23,461	25,298	2,267	9.5	8.3	11.5	21,514	5.2	31.8	63.0

* thousands ** the figures for people in search of work correct the misprint on page 248 of the Dossier

SOURCE: Calculated by Caritas/ Dossier Statistico Immigrazione from Istat data.

Mobility in the labour market

An Istat report entitled *The situation in the country in 2001* describes an extremely flexible labour market, in which 30% of those in employment during the period April 2000-March 2001 had been employed for less than a month, and 58.8% for less than a year. In the period 16 March 2000 - June 2002, the sum of job starts, (permanent and temporary), terminations of contract and changes of employment gave a total of 27,731,578 job changes, involving 7,883,000 people, or approximately a third of the labour force. On average 390,000 new jobs were created annually (32,500 a month). Over 42% of these contracts were in small businesses (with less than 10 employees) where contracts were more likely to be stable than in large firms.

There are *deficit sectors* where terminations exceed new posts, including utilities (electricity, water and gas) and transport; while others show a favourable balance of employment. Five sectors, each with a net balance of over 100,000 new posts provided 44.6% of total new posts in the period 16 March - 27 June 2002. These were construction, wholesale and retail trade, agriculture, real estate, cleaning and hotels and restaurants, most of which have highly seasonal employment.

ITALY Job Starts and Terminations of contract, 16.3.2000-27.6.2002

	All workers				Non-EU Workers			
	All contracts	% Male	C.F. netti	x persona	Job starts	% male	C.F. netti	x persona
Permanent								
Job starts	8,927,732	58.7	5,754,208	1.6	942,311		582,801	1.6
Terminations	7,168,298	60.1	4,959,187	1.4	657,071		432,242	1.5
Balance	1,759,434	53.0	795,021	2.2	285,240		150,559	1.9
Fixed term								
Job starts	3,711,316	54.4	1,364,281	2.7	280,959		120,468	2.3
Terminations	3,465,572	54.5	1,282,016	2.7	261,178		113,204	2.3
Balance	245,744	52.9	82,265	3.0	19,781		7,264	2.7
Change of employer	4,458,660		2,705,046	1.6	713,480		259,785	2.7
Change in tax status	7,883,006				726,628			

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from INAIL/DNA data

The importance of immigrant labour in 2001

According to INAIL data there were 4,743,650 job starts in 2001, of which 467,304 were from outside the European Union, while 4,297,205 people left jobs (378,856 non-EU) giving a balance of 446,445 (and 88,448 for non-EU workers). Non-EU workers are more likely to find work in small and medium sized firms than in firms with more than 50 employees: 58% of non-EU workers are employed here, 7 percentage points above the Italian rate.

Non-EU workers made up 9.9% of total job starts, 8.8% of terminations of contract and 19.8% of the balance between job starts and terminations. This includes all new jobs still in existence at the end of the year even if – as is frequently the case - they were temporary.

Immigrant labour accounted for 4% of new jobs in the South and Islands, 10-11% in the Centre and North West and 15% in the North East (nearly one in six). In all areas, the balance between job starts and terminations is more favourable for immigrants than that for Italians: on average one post remains at the end of the year for every five new starts. There are territorial

differences: the average is better in the North West and North East (one in four) while it is one in six in the Centre and one in seven in the South and the Islands.

Non-EU workers are 3% of the total labour force, but represent three times that proportion of job starts and six times in contracts lasting more than a year. One in ten new starts involves a non-EU worker, but this rises to one in five for posts lasting more than a year. In other words, immigrants are more likely than Italians to be taken on and to remain in their jobs.

ITALIA. Occupational flows of Italians and immigrants, by area (2001)

		Job Starts	Terminations	Balance
North West	Italians + foreigners	1,190,084	1,093,308	96,776
	Non-EU	138,157	110,934	27,223
	% non-EU	11.6	10.1	28.1
North East	Italians + Foreigners	1,181,044	1,075,427	105,617
	Non-EU	180,331	144,492	35,839
	% non-EU	15.3	13.4	33.9
Centre	Italians + Foreigners	1,053,612	969,296	84,316
	Non-EU	99,923	82,030	17,893
	% non-EU	9.5	8.5	21.2
South	Italians + Foreigners	944,889	829,909	114,980
	Non-EU	35,288	29,753	5,535
	% Non-EU	3.7	3.6	4.8
Islands	Italians + Foreigners	374,021	329,265	44,756
	Non-EU	13,695	11,647	1,958
	% Non-EU	3.7	3.6	4.4
Italy*	Italians + Foreigners	4,743,650	4,297,205	446,445
	Non-EU	467,304	378,856	88,448
	% Non-EU	9.9	8.8	19.8

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from INAIL/DNA data

Countries of origin of immigrant workers

The nationalities with the largest number of job starts are Albanians and Moroccans, with over 45,000 each. In third and fourth places are Romania and Switzerland with 28,000 and 20,000 respectively, followed by Ex-Yugoslavia (17,000), Tunisia (16,800), Senegal, China (13,000 each) and Poland (10,000).

The number of job starts is a partial indicator of immigrants' involvement in the workforce, but another important one is the number of new jobs which continue for over a year, which varies greatly by ethnic origin. At the end of the year, of the 46,300 Moroccans hired, only 6,400 were still employed and of the 47,000 Albanese, only 9,600 remained active. The available data suggest that, although on average 17.5% of those hired remained in employment after a year, the rate for some national groups was more than double that rate (Ecuador and Filipina with respectively 36.6% and 34.7%). Peru, Sri Lanka and Romania are around 30%, and Colombia and Bangladesh around 25 to 30%. On the other hand, employment lasting over a year is very rare among other nationalities, such as Senegalese (7.7%) and Swiss (8.5%), where the rate is less than half the national average, and for those from Ex-Yugoslavia, Tunisia, Ghana and Morocco, all with rates between 9 and 13.8%.

ITALY Job Mobility major national groups (2001)

	Job Starts	Terminations	Balance	Balance as % of job starts		Job starts	Terminations	Balance	Balance as % of job starts
Albania	47,035	37,348	9,687	20.6	Tunisia	16,885	14,944	1,941	11.5
Morocco	46,344	39,929	6,415	13.8	Senegal	13,644	12,590	1,054	7.7
Romania	28,690	20,167	8,523	29.7	China	13,208	10,637	2,571	29.7
Switzerland	20,379	18,643	1,736	8.5	Poland	10,297	8,549	1,748	17.0
Yugoslavia	17,207	15,658	1,549	9.0	Total	420,511	346,854	73,657	17.5

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from INAIL/DNA data

Sectors with high participation of immigrants

Non-EU workers are over-represented in services (49%), followed by industry (36%) and agriculture (15%). Non-EU workers have gained a strong foothold in small and medium sized firms, with over 58% employed in such firms (7 percentage points higher than the Italian rate). They are younger than Italians: the proportions in the age ranges 18-35 and 36-50 exceeded the Italian rate by 6 and 2 percentage points respectively. In general the sectors which attract the largest and most stable immigrant workforce are services and invisible trade rather than industrial production.

In the hotel and restaurant sector, which had the greatest number of job starts (87,182), immigrants took about 10.5% of new jobs, about the same as in construction, transport and cleaning. The proportion was greater in agriculture, textiles and metal industries, with one immigrant worker in 6 new jobs. In other sectors the number of new jobs was lower (between 4,000 and 7,000), but the proportion of non-EU workers higher: these include trasformazione (14.2%), wood (16.3%), rubber (16.9%) and tanning (20.0%).

In agriculture, 497,214 people were taken on during 2001 (9.9% of all new jobs), of whom 59,992 were immigrants. There were regional differences, with 5.6% in the North, 4.8% in the Centre, 26.2% in the South and 17.9% in the islands. Immigrant agricultural workers are concentrated in the North (37,705 job starts) and the Centre (8,343). In the South, where agriculture is more important, work is also scarcer so it is still possible to recruit from the local workforce. Only 8,651 immigrants were taken on in that region, and 5,293 in the Islands.

In some sectors the balance for non-EU workers between job starts and terminations exceeds the national average (19.8%): this is the case in 'other' industries (20.0%), retail trade (20.8%), mechanical industry (25.2%), *trasformazione* (21.8%) mineral extraction (22.6%), education (23.1%) and health (30.2%). There are some sectors where new jobs are taken entirely by immigrants.

ITALY. New jobstarts by sector and by proportion of non-EU workers (2001)

Sectors	Job starts	Non-EU workers as % of job starts	Proportion of total job starts	Sectors	Job starts	Non-EU workers as % of job starts	Proportion of total job starts
Hotels and restaurants	87,182	17.5	10.5	Textile industry	14,691	3.0	16.5
Agriculture	59,987	12.5	17.4	Public services	15,522	3.1	6.1
Construction	49,098	9.8	12.0	Food Industry	12,454	2.5	8.3
Real Estate/cleaning	43,209	8.7	9.5	Retail trade	11,425	2.3	4.8
Metal industry	24,267	4.9	16.0	Wholesale trade	10,899	2.2	6.2
Commerce	22,324	5.5	5.4				
Transport	21,095	4.2	11.2	All Sectors	496,861	100.0	11.2

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from INAIL/DNA data.

Immigrant domestic workers

There are 227,249 domestic workers in Italy registered with INPS (social insurance) according to data for 1999, of which half are non-EU workers (four fifths of them women). There is one registered foreign domestic worker for every 256 residents but their real numbers are greater. Four out of ten come from Asia (49,214 of whom 36,606 are from the Philippines) approximately two in ten from Europe (18,930, the overwhelming majority from Eastern Europe) and from America (20,499, mainly from Latin America) and Africa (16,803, of whom 11,470 are from Sub-Saharan Africa).

Apart from the Filipinos who make up one in three domestic workers, the largest groups are Peruvians (11,847) and Sri Lankans (9,791). These are followed by Romania, Poland and Albania each with 3-4,000, and then Brazil, Nigeria, Mauritius and El Salvador, each with 1,000 people

Many work informally or without a work permit before becoming regularised, sometimes for the same families. The latter may be well-intentioned but use informal labour either because they are unable to afford the high income necessary for regularisation or because of the block on sponsored entry.

A survey conducted in 2002 (IREF-ACLI in collaboration with Eurisko) estimated that 950,000 families use immigrant workers to care for the elderly or for children because they find state services unsatisfactory and unreliable and incompatible with working hours and family needs. They are also unevenly distributed on a regional basis. Of these families, 19.5% have pre-adolescent children and would be eligible for state assistance for their own children, but they do not use this because it does not meet their needs. Of families with elderly dependents (people over 70) there is almost the same level of demand for services, with 17.2% interested in domestic help. A survey by the Saint Egidio Community found that, of 5,398 people aged over 75 and in need of assistance, 13.3% had domestic help on a continuing basis from a foreigner, most of them without a residence permit. The rate was highest for those over 80 years old who lived alone.

ITALY. Principal countries of origin of non-EU domestic workers (1999)

<i>Continent and Country</i>	<i>Number</i>	<i>%</i>	<i>Country</i>	<i>Number</i>	<i>%</i>	<i>Country</i>	<i>Number</i>	<i>%</i>
Europe	21,997	19.3	Philippines	36,606	32.1	Somalia	2,771	2.4
- <i>East Europe</i>	19,051	16.7	Peru	11,847	10.4	Cape Verde	2,216	1.9
America	23,279	20.4	Sri Lanka	9,791	8.6			
- <i>Latin America</i>	21,774	19.1	Romania	5,591	4.9			
Asia	49,214	43.1	Poland	4,533	4.0	Brazil	1,424	1.2
- <i>Philippines</i>	36,606	32.1	Albania	4,530	4.0	Nigeria	1,309	1.1
Africa	19,669	17.2	Morocco	4,292	3.8	Mauritius	1,235	1.1
- <i>Sub-Saharan Africa</i>	11,470	1.0	Ethiopia	3,204	2.8	El Salvador	1,196	1.0
Oceania	43	-	Dominican Republic	2,985	2.6			
Total	114,182	100.0	Ecuador	2,887	2.5	Total	114,182	100.0

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from INPS data

Lesser known labour market activity

In 2001 there were almost 500,000 temporary workers (including those in jobs lasting less than a week), an increase of 5.3% (25,000) relative to 2000 and more than double that in 1999 (data from Confinterim and Istat). Though the growth in this type of work is impressive, according to a survey by Isfol-Unioncamere only 1.6% of Italian firms use this type of labour, three quarters in the North, and almost half of them medium-sized firms. For small firms, agencies supplying temporary labour seem to provide the opportunity to recruit labour efficiently. The surveys also suggest that immigrants are generally contented with the treatment they receive.

According to the 2002 Annual Report from NIDIL-CGIL, 20% of missions were carried out by immigrants. Another survey, by ISFOL and the Ministry of Labour, for 2000-2002 of agencies operating in Lombardy showed that of a total of 600,000 missions, 20% of those carried out by temporary labour were undertaken by immigrants, and this proportion is rising. In fact, in May 2002

(according to data from GE.VI) the proportion of missions of immigrants had reached 35% in Milan and 51.8% in Brescia. The major groups were Senegalese, Pakistani and Moroccans. The employment agencies dealing with temporary workers seem to operate efficiently and punctually. Interviews with immigrants suggest that they form positive relations with these organisations, in contrast with those with officials from public agencies.

In May 2001, there were 1,978,050 self-employed people, almost 9.0% of employment, a rate which is growing annually by 196,000. Self-employment is more common in the North and in the big cities. This category is extremely diverse, including for example archivists and translators, newspaper correspondents, technicians, health professionals physiotherapists, businesses run from home, teachers, sports instructors, artists and tour operators. These certainly include a number of immigrants but no disaggregated statistics are available for non-EU citizens registered in this category of the social security system, although this would seem to be technically possible.

As well as the gaps in data already identified, we can include immigrants in occasional self-employment, which the Ministry of Finance is in the process of including in the tax system. Only when we have a more complete picture can we begin to assess the real impact of immigrant workers on the labour market.

Informal work, sponsorship and regularization

Data from INPS and INAIL shows that in the three years 2000-2002, about 900,000 immigrant workers were making contributions, including employees and domestic workers. Nevertheless, immigrant workers are stigmatised as tax evaders, and as inspections by the Ministry of Labour and the police show, Italians tend to presume this in their dealings with them.

In the two years 2000-2001, 25,000 firms, employing 11-12,000 immigrant workers, were inspected each year. On average, 40% of the immigrants had some form of irregularity in their contributions, and between a quarter and a fifth had a residence permit which had expired. This suggests that about one firm in 20 (4.9% in 2000 and 5.7% in 2001) did not provide regular insurance cover for its non-EU workers and a similar percentage (3.8% in 2000 and 6.7% in 2001) used workers without residence permits.

There is a higher level of irregularity in the North (42%), and a higher level of undocumented work in the south (35%). In the Centre the levels are lower for both (informal 34.5% and undocumented work 18.4%). The rates for both irregular and illegal work are declining, and the decision of the government to implement two regularisation programmes - one for domestic workers and the other for employees - is to be welcomed. It is to be hoped that this will be as wide-ranging as possible, though the fact that workers have not been assigned an active role in the process does not augur well.

Getting to the root of the problem, the real deterrent to informal and illegal work is the maintenance of flexibility in access to work (including entry through sponsorship), while at the same time retaining inspections and sanctions. Thus the failure to establish quotas for 2002 was a major problem. "They don't say it officially, but it is well known that a certain level of illegal work makes the Italian labour market more flexible, and for this reason illegality is normally accepted. The proposal to ease access to work could resolve this problem and legitimise a more rigorous approach to illegal workers" (*Us and them: the complex governance of immigration in a globalised world*, CERSDU-LUISS, June 2002).

ITALIA. Irregular and Illegal workers: results of inspections (1993- 2001)

Year	Immigrant employees	% with residence permit	% without residence permit.
1993	48,00	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

SOURCE: Calculated by Caritas/ Dossier Statistico Immigrazione from Ministry of Labour data

The ethnic differential: injuries, mobility and seasonal work

There has been little prominence given to the fact that immigrants work in poorer conditions, for lower pay and received less protection at work. The primary indicator of this is *the high incidence of industrial accidents*. There were 76,129 reports of injuries to workers born overseas in 2001 (a growth of 11.7% relative to the 64,707 in 2000) or one in ten (9.5%) of the 800,680 people on work permits, with a higher level in the North (12.2%), where the rate of employment is higher and a much lower rate in other areas: Centre 5.8%, South 5.5% and Islands 3.3%. There were 101 fatal accidents to foreign workers in 2000 and 125 in 2001, a worrying increase of 23.7%. The incidence of fatal accidents varies between sectors: agriculture is most dangerous, with 2.3 fatal accidents for every accident reported, double the average rate.

Foreign workers are more likely to be mobile in that they are more likely to be employed short term: 17.1% for two months (2.9 points higher than Italians) and 41.5% for six months (+5.9).

ITALIA. Active workers by length of employment (16.3.2000-27.6.2002)

	Italians		EU workers		Non-EU workers		Totals		Non-EU % relative to total
1 month	280,738	7.0	4,288	7.3	35,864	8.2	320,890	7.1	+ 1.1
2 months	277,751	6.9	4,564	7.8	39,078	8.9	321,393	7.1	+ 1.8
3 months	234,329	5.8	3,644	6.2	30,361	6.9	268,334	5.9	+ 1.0
4 months	203,16	5.1	3,372	5.8	26,924	6.2	233,912	5.2	+ 1.0
5 months	199,132	4.9	2,976	5.1	24,090	5.5	226,198	5.0	+ 0.5
6 months	239,462	5.9	3,358	5.7	25,337	5.8	268,157	5.9	- 0.1
Over 6 months	2,592,863	64.4	36325	62.1	256,001	58.5	2,885,159	63.8	- 5.3
Total	4,027,891	100.0	58,527	100.0	437,665	100.0	4,524,073	100.0	-

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from INAIL/DNA data

Immigrants make up 16% of job changes (INAIL data for the period 16.3.2000-27.6.2002), much higher than their proportion in the labour force. Italians have left some sectors entirely which they consider unattractive, leaving immigrants to take on the new jobs: this applies in the textile industry, chemicals, tanning, electricity, wood, rubber, transport and electricity gas and water.

A quota of 83,000 foreign workers was agreed for 2001, of which **39,400 were seasonal**, the majority assigned to Trentino Alto Adige, Veneto and Emilia Romagna. The main countries of origin were from Eastern Europe (Romania and Poland in first place, followed by Slovakia, Albania and Morocco).

The seasonal elements of many sectors, apart from tourism and agriculture, are now large undertaken by immigrants, either those already settled in Italy or those who come specifically for seasonal work. There was a growth of more than 20% in non-EU workers between the beginning and middle of 2001 (according to INPS data). INAIL records also show that seasonal work is 15 points higher among immigrants than Italians and 11 points higher for women than men.

ITALY. Entry of seasonal foreign workers: 1992-2001

	1992	1993	1994	1995	1996
Total	1,659	2,788	5,777	7,587	8,800
Index	100	168	348	457	535
% European	N.D	72.9	90.9	96.8	98.6
	1997	1998	1999	2000	2001
Total	8,449	16,500	20,381	30,901	39,400
Index	509	995	1,229	1,659	2,374
% European	97.8	N.D	-	96.3	91.9

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from Ministry of Labour data

Immigration does not mean unemployment

The data above help to bring the level of unemployment of immigrants into proportion. The real unemployment rate, calculated as the rate of resident workers with work permits but without employment as a percentage of total work permits (for employment and self-employment) is 7.4%, less than the Italian rate (11.4%). There are marked regional differences: it is almost double the national rate in the North West and the Centre (8.1% and 14% respectively, compared to national rates of 4.3% and 7%), identical with the national rate in the North East (3.6%), and markedly lower in the south and Islands (14% as compared to 18%).

The real problem is the lack of dynamism in the labour market, which prevents free movement in response to demand and supply. Numerous empirical studies have shown the inadequacy of public sector agencies, both for Italians and immigrants, and that that immigrants tend to resort to informal channels. According to the *Report on Immigration: the labour market and immigration* produced by IRES-CGIL (2002) this involved as many as 77% of people: 34% of those interviewed had found their current employment through friends or acquaintances within the immigrant community, 32% presented themselves directly to employers; 11% found work through Italian friends or acquaintances, 16% through an employment agency or the Employment Exchange or at the end of a training scheme, 7% entered via the trade union or a voluntary organisation. The results are similar to a survey conducted by the Andolfi Foundation for CNEL (*The quality of life of the immigrant family in Italy, Rome 2001*).

Turning to the professional background of immigrants, it is known that there is widespread deception and exploitation in new contracts, particularly in temporary contracts. It is common practice to take on immigrants as common labourers, from which they emerge – with difficulty – only after long service. In the period between being taken on IRES's study, less than a quarter had changed category.

There is a serious lack of professional training in private firms, and its quantity and quality and effectiveness varies by region and sector. There is a host of small pilot projects, but a lack of any overall structure which could respond adequately to labour market needs. We are still a long way from a comprehensive system capable of managing professional training although this is fundamental object of the national planning policy.

ITALY. Work permits and immigrants without jobs (31.12.2001)

REGIONE	Immigrant labour force	Without jobs	% labour force	REGION	Immigrant labour force	Without jobs	% of labour force
Piedmont	57,695	4,841	8.4	Lazio	130,098	13,346	10.3
Valley of Aosta	1,548	168	10.9	CENTRE	220,615	17,907	8.1
Lombardy	202,895	9,537	4.7	Abruzzo	9,012	500	5.5
Liguria	17,535	1,199	6.8	Molise	923	79	8.6
NORTH WEST	279,673	15,745	5.6	Campania	33,961	4,893	14.4
Trentino-A. A.	20,995	949	4.5	Puglia	16,735	1,189	7.1
Veneto	78,406	4,064	5.2	Basilicata	1,740	218	12.5
Friuli-V. Giulia	19,495	1,065	5.5	Calabria	7,970	1,970	24.7
Emilia-Romagna	78,232	6,072	7.8	SOUTH	70,341	8,849	12.6
NORTH EAST	197,128	12,150	6.2	Sicily	27,432	3,829	14.0
Tuscany	54,055	2,858	5.3	Sardinia	5,491	638	11.6
Umbria	15,045	857	5.7	ISLANDS	32,923	4,467	13.6
Marche	21,417	846	4.0	ITALY	800,680	59,118	7.4

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from Home Office data

Immigrants and trade unions

Even in an unfavourable labour market situation, the involvement of immigrants in trade unions has increased: from 105,721 to 110,562 members in CISL (up by 4,841 or 4.5%), from 90,411 to 99,600 in CGIL (by 10.2%) and from 27,500 to 29,500 in UIL (2,000 or 7.3%). These figures demonstrate a higher level of unionisation among immigrants than Italians.

Another example of the growth of immigrant involvement is in the RSU (Rappresentanze Sindacali Unitarie, United Trade Union Representation). This is significant since it has a general representative function, including in relation to Italian workers.

ITALY. Membership of general trade unions by sector (2000/2001)

Settore	CGIL		CISL		UIL	
	2000	2001	2000	2001	2000	2001
Industry	N.D.	N.D.	38,309	41,866	14,200	15,500
Commerce	N.D.	N.D.	15,007	15,123	900	1,700
Agro/food	N.D.	N.D.	23,364	24,625	10,800	10,500
Other sectors	N.D.	N.D.	-	1,081	-	-
Casual/unemployed	N.D.	N.D.	29,041	27,867	-	-
Domestic labour	N.D.	N.D.	-	-	1,600	2,300
Total	90,411	99,600	105,721	110,562	27,500	29,500

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from data from CGIL, CISL e UIL

According to a survey by IRES in 2002, the main reasons why immigrants contact trade unions are: to protect their individual rights at work 55.9%; to gain information about Italian life 24.1%; problems of regularisation and family reunion, 37.8%. The latter are important in their own right, and because bureaucratic delays by the police make it difficult to gain access to rights.

The immigrant worker as saver: remittances

Through their employment, immigrants are able to maintain their families with their savings and therefore contribute to their countries of origin. Remittances sent by foreigners living in Italy totalled 749.4 million Euros during 2001, a rise of 27.4% relative to the 2000 level. This increased more than seven times in less than 10 years (from 103.2 million Euros in 1992). Dividing total remittances by the 800,000 immigrant workers gives a per capita figure of 937 Euros. Including other goods sent to the home country, it is evident that the value of these flows is significant, and the contribution of immigrants to development in their countries or origin needs to be reassessed.

Dividing remittances by the numbers of residence permit holders gives us an estimate of the savings capacity of immigrants. According to these indicators, remittances per capita of immigrants increased from 424 Euros to 550 during 2001, with an annual increase of 126 Euros (up 30%).

There are also unofficial (even if completely legal) flows of remittances. Thus the real annual total is likely to be approximately double this figure. This could increase if the tendency to save was sustained and if banks treated immigrants more like 'normal' clients.

ITALY – Remittances sent by immigrants by region (thousands €)

Region	Remittances 2001	Remittances per capita	Region	Remittances 2001	Remittances per capita
Valley of Aosta	269	107.86	Lazio	256,244	1,043.06
Piedmont	14,053	167.67	Centre	306,194	724.75
Lombardy	225,295	730.51	Abruzzo	8,922	471.24
Liguria	17,916	461.94	Campania	15,982	234.48
North West	257,533	594.08	Molise	2,387	1,170.67
Trentino Alto Adige	9,020	283.66	Basilicata	738	237.30
Veneto	40,214	288.23	Puglia	22,143	622.61
Friuli V.G.	9,995	230.13	Calabria	6,155	401.89
Emilia Romangna	33,581	297.05	South	56,327	393.56
North East	92,810	283.13	Sicily	30,258	607.49
North	350,343	460.19	Sardinia	6,247	545.92
Tuscany	38,171	332.00	Islands	36,505	595.99
Umbria	4,023	154.33			
Marche	7,756	216.79	Total	749,369	539.83

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from UIC data

THE IMMIGRANT AS CITIZEN

From a multiethnic workplace to a multicultural society

Serious studies on the role of immigrants in our economy, like that carried out in 1998 by Unioncamere in collaboration with the Ministry of Labour, help to damp down fears about immigrants 'stealing our work'. They also serve to overcome purely instrumental views of immigrant workers, placing migration in a broader context which takes account of its non-economic aspects. Immigrants are workers certainly, but above all they are human beings.

Inclusion is the great goal for the next decades. As well as the social and economic inclusion of immigrants who come here in search of work, the cultural inclusion of those Italians who fear diversity is just as important. Defensiveness not only undermines solidarity, it is unworkable, costly and inefficient. Above all, for those, like us, who believe in the free market and the free movement of demand and supply, immigrants are crucial to the development of western society.

(Anna Maria Artoni, President of young business people, meeting at Santa Margherita Ligure, 7 June 2002).

It was in the light of this urgent need for inclusion that Caritas of Italy and Fondazione Migrantes (Migrants' Foundation) expressed reservations about the "Bossi-Fini" Law in the introduction to the 2002 *Dossier Statistico Immigrazione*. The issue is not sanctions against traffickers, with which we are in agreement, but the illiberal measures against regular immigrants: the abolition of sponsored entry, the reduction in the length of residence permits and in the period for which unemployed people are allowed to stay in the country, the restrictions on the acquisition of a carta di soggiorno (permanent residence permit) and in the conditions for family reunion, inadequate protection against coercion, a failure to push forward the policies of integration laid down in the 1998 Law (number 40), completely inadequate procedures for asylum, not to mention the failure to reform the right to citizenship and participation in local elections. The latter are two crucial conditions for the involvement of new citizens and must be dealt with soon.

The law has been passed and is now in operation. Now is the time to demonstrate solidarity towards immigrants, working to promote more accurate and sensitive public attitudes towards them. It is imperative that we develop relations with (state) institutions which are based on trust, so that we can urge a less rigid application of the new measures and the most open interpretations of the law on controversial issues. Only in this way will we be able to develop an adequate migration policy for the future.

ITALY Caritas survey of applications for sponsorship in 2001

<i>Police Stations</i>	<i>Presented</i>	<i>By Italians %</i>	<i>By immigrants %</i>	<i>Accepted</i>	<i>% Accepted</i>
Alessandria	580	-	-	0	0
Ancona	691	44.4	55.6	15	2.2
Aosta	81	59.3	40.7	18	22.2
Belluno	158	35.4	64.6	108	68.4
Bergamo	1,1350	25.6	74.4	180	15.9
Como	661	29.8	70.2	224	33.9
Forlì	227	40.5	59.5	110	48.5
Gorizia	100	22.0	78.0	65	65.0
Latina	191	89.0	11.0	64	33.5
Livorno	4	50.0	50.0	0	0
Macerata	86	100.0	0.0	80	100.0
Perugia	191	89.0	11.0	64	33.5
Pistoia	5	-	-	5	100.0
Ravenna	435	46.3	53.7	177	40.7
Trapani	15	100.0	0.0	1	6.7
Vercelli	129	34.9	65.1	8	6.2
Viterbo	254	42.9	57.1	0	0.0

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from data from police stations via Caritas diocesane (sample represents 8.7% of the national total; percentage of applications from Italians 39.4%; applications accepted, 27.3%)

Italy, is destined to be a country of immigration

Current political debate does not appear to acknowledge the importance of immigration, its growing weight in society and its likely growth. The immigrant population in Italy has doubled each decade since the 1970s. At the end of 1991, there were 648,935 legally resident immigrants in Italy; by the end of 2001 these numbers had grown to 1,362,930. Moreover, if we include minors, the number reaches 1,600,000, or 2.8% of the population (one in every 38). There is a higher level of immigration in many other countries: an average of one in 20 Europe, one in ten in the United States of America (as in Germany, Austria, and Belgium), one in 6 in Canada and one in five in Switzerland and Australia.

Bearing in mind that many married people have left children in their country of origin, that others will form families, and that each year the demand for labour increases, it is easy to predict that the immigrant population will rise even further. Our future will include more immigration but this should not be seen in negative terms. This has been the reality for years in countries like America, Canada or Switzerland which we take as our models, all of which have higher rates of immigration. This should help us to conquer the fears and uncertainty surrounding immigration.

The fear of losing one's cultural and religious heritage depends not so much on being confronted by other traditions, but rather on a superficial meeting between different cultures. Immigration, which we need, can be an opportunity for us to rediscover who we are at a deeper level. We must develop ways of living together, promoting diversity within a within the context of secure and guaranteed rights and duties which protect us as well as newcomers. This is the basis on which we can have hope not only for our own society but for immigrants' countries of origin. While opposing all forms of criminality, it is time to abandon the prejudice that all immigrants are delinquents, a prejudice which places serious obstacles in the way of coexistence.

ITALY. Immigrants by region (31.12.2001)

<i>Area</i>	<i>Numbers</i>	<i>Female</i>	<i>% Female</i>	<i>Dai PVS</i>	<i>% PVS</i>	<i>Minors (estimate)</i>
North West	444,876	201,339	45.3	367,890	82.7	115,533
North-East	328,488	144,786	44.1	280,791	85.5	84,731
Centre	396,834	198,356	50.0	320,432	80.7	82,742
South	133,263	63,360	47.5	107,905	81.0	26,760
Islands	59,169	27,980	47.3	48,300	81.6	16,335
ITALY	1,362,630	635,821	46.7	1,125,318	82.6	326,101

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from Home Office data

The future is already here

Openness towards immigration must begin now, because immigration is already a reality. Immigration is a sign of vitality and economic dynamism. Although uneven, it is a reality across the whole of Italy and immigrant communities have developed even in small towns and urban areas. Those who continue to talk of immigration as temporary, as lacking firm roots, have not understood the major process of settlement which took place in the 1990s. At the beginning of 2001, according to ISTAT, 10% of immigrants had lived in Italy for more than 15 years, 26% for more than 10 years and 54% for more than 5.

The breakdown of residence permits issued in 2001 shows a pattern of settled immigration: 59% of entry permits were for work, 29% for family reasons and 7% for other reasons, which were either long or medium term (religious motives, change of residence, studies involving several years). Immigration is therefore a structural feature of our society, which necessitates a policy for reception and inclusion.

Immigration flows have not yet reached full maturity. For example, the fact that women are still only 46% of the immigrant population means that the family dimension has not fully taken root. The nuclear family involves the presence of both partners and their children. Today, many

married immigrants are forced to live alone as a result of difficulties in gaining family reunion which depends on having stable employment and adequate accommodation. Only a third of married people are now living with their children.

ITALY. Foreign residents and their length of stay (31.12.2001)

Area	2000, resident for at least				
	15 years %	10 years %	5 years %	5 year-increase	Territorial share
North West	9.2	25.8	54.6	238,837	32.1
North East	7.4	23.6	52.2	168,641	22.7
Centre	13.3	28.0	55.2	228,320	30.8
South	9.4	22.3	50.8	69,115	9.3
Islands	9.1	36.1	61.7	37,000	5.1
Italy	10.0	26.0	54.2	741,913	100.0
Number (Italy)	137,315	356,687	741,913	741,913	741,913

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from Ministry of Labour and ISTAT data

Migration policy involves the management of complexity

Migration policy must promote the coexistence of different linguistic, cultural, social and religious traditions within the same society. Italy is one of the best examples of 'polycentric' migration. There is a stable population originating from every continent: no one predominates and none is insignificant. For every ten immigrants, 4 are European, 3 African, 2 Asian and 1 American. Present trends suggest that, with some Eastern European countries joining the European Union, the proportions will change to 4.5 Europeans and 2.5 Africans.

Morocco is the largest nationality, with a population of 158,000, Albania next with 144,000, and then, a long way behind, Romania (75,000), Philippines (64,000) and China (57,000). The areas with the most consistent migratory flows have been Eastern Europe, and the Indian subcontinent. Recently, migration has increased from Latin America, as a result of serious economic crises, and from sub-Saharan African where demographic pressure is very high.

This vast global movement of humanity has given birth to a mosaic of ethnicities, languages, cultures, social traditions and religions, and it is the task of migration policy to ensure that relations are harmonious

ITALY. Legal Immigrants: Continents of origin (2001)

			2001		
Continent	Number	% of total	Continent	Number	% of total
European Union	147,495	10.8	South and Central Asia	104,893	7.7
Central and Eastern Europe	394,090	28.9	West Asia	18,614	1.4
Other European countries	22,300	1.6	Total Asia	259,783	19.1
Total Europe	563,885	41.4	North America	46,073	3.4
North Africa	243,846	17.9	Central and South America	112,133	8.2
East Africa	25,351	1.9	Total America	158,206	11.6
West Africa	89,036	6.5	Oceania	2,461	0.2
Central and South Africa	8,365	0.6	Stateless	824	0.1
Total Africa	366,598	26.9	Know known	10,873	0.8
Asia East	136,276	10.0	Total	1,362,630	100.0

SOURCE: Calculated by Caritas/Dossier Statistico Immigrazione from Home Office data

Multiculturalism must also involve the children of immigrants

It is vital to build a space where our children and the children of immigrants can meet as equals. We continue to speak of them as 'immigrants', even though two thirds of them did not come to Italy but were born here. While the immigrant population has doubled during the last 10 years, for minors this has happened in just 4 years. Their numbers increased from 126,000 at the end of 1996 to 278,000 at the end of 2000. Including new births (more than 25,000) and those entering through family reunion, their number already exceeds 300,000, a fifth of the immigrant population.

The term "bambino straniero" (foreign child) is also incorrect, because we are often talking of children born in Italy, who talk like us, have the same tastes and can often be distinguished only

by facial characteristics. Their number reached 100,000 only four years ago, and grew to 147,000 during the school year 2001-2002 and 182,000 in the following year. Six out of ten are enrolled at primary or nursery schools. They are now less than 2% of the resident population; in 2017, according to a government estimate, this could rise to 529,000, or 6.5% of the school population.

An investigation of schools throughout Italy by the Ministry of Education in 2001, found that in only 7% of schools are there no foreign pupils (the percentage is about three times higher in the South), in 64% foreign children make up more than 3% of the school population, and in 28% more than 5%. This population is very varied in relation to country of origin, and is highest in primary and comprehensive schools.

Migration policy focuses a great deal of attention on immigration flows, which is understandable since the newly arrived are, in a manner of speaking, the valve which regulates the growth of the foreign population. It should not, however, ignore settled immigration and particularly long-established immigration, since it now represents the majority of immigration and expresses the new social reality in the host country. To be concerned solely with new arrivals is to confine ourselves to emergency measures, ignoring the more profound needs for coexistence. Cultural mediation is very important in this context as a way of integrating the first generation, and even more important, the second generation.

ITALY The most heavily represented groups of non-Italian citizens in Italian Schools (School Year 2000-2001)

Nationality	Number	% of total foreign pupils	Total resident
Albania	25,050	17.0	
Morocco	23,052	15.6	
Ex-Yugoslavia	16,225	11.0	
China	8,659	5.9	
Romania	6,096	4.1	
Peru	4,486	3.0	
Total			

ITALIA. Italian schools: initiatives funded for the reception of foreign pupils (2001)

	Number	%	%
Contact with families of new pupils	3,707	84,8	85.9
Informal meetings	2,311	52,9	51.5
Awareness raising	1,287	29,5	25.7
Supplementary language classes	635	14,5	20.4
Courses for teachers	600	13,7	13.5
Meetings with Italian families	521	11,9	28.8
Contacts with immigrant communities	433	9,9	19.6
No response	199	4,6	7.3
Italian language classes	88	2,0	3.6
Interpreters	55	1,3	2.5
Planned projects	40	0,9	1.2

SOURCE: Calculated from data from the Ministry of Education and from Home Office Research.

Don't call on God to block the way to the city of men

We could argue that the reality of migration has speeded up history, forcing a meeting of cultures and religions for which not everyone is prepared. In this context, it is indefensible to incite religious conflict among the local population or against the newly arrived. Pope John Paul has frequently warned against invoking God to provoke divisions between peoples living within the same society.

Even Italy, the centre of Catholicism, and Europe, a continent profoundly shaped by its Christian heritage, has become irrevocably multi-faith. The Migrants' Foundation estimated the religious affiliation of immigrants in Italy, based on the proportions of each faith in the country of origin. This suggested that half are Christians, and that for every 10 Christians, 5.5 are Catholic, 3 Orthodox and 1.5 Protestant. In second place come Muslims, with 35.4% and thirdly eastern religions with 6.4%. This means there are 660,000 Christians, 488,000 Muslims and 88,000

belonging to eastern religions: if we include minors, these numbers increase by 20%. Muslims make up the majority in six regions.

Religious difference, like cultural difference, should not create concern, but should be respected, on condition that the fundamental rules for coexistence are observed, based on respect for conscience and equality of esteem. It would be wrong to ignore the problems, some of which are very serious, but equally it would be a mistake to exclude the possibility of positive solutions. As the Pope said, to invoke God to fight others is blasphemy.

In essence, the problem is to create an institutional framework which can accommodate religious differences on equal terms, and which can gain real - not merely instrumental - support from all religious groups. This means safeguarding the roots of the host society, while recognising the specific religions which the newcomers bring, establishing norms for coexistence which can satisfy everybody's needs. Since every country is involved in the development of international politics, it also means urging the countries of origin to accept the same guarantees of liberty.

ITALYI Views of Muslim immigrants about the behaviour of Italians (2001)

In general do you think that the behaviour of Italians towards you has been predominantly					
Good	60	Bad	19	No response	21
Careful	50	Careless	19	No response	31
Welcoming	39	Unpleasant	29	No response	32
Suspicious	44	Unsuspecting	29	No response	27
Prejudiced	37	Unprejudiced	30	No response	33
Friendly	45	Hostile	23	No response	32

Total responses received – Survey carried out with 400 Muslim immigrants

SOURCE: Survey by Swg/People-Famiglia Cristiana 2001

To be able to distinguish between irregular immigration and asylum seekers.

Immigration also includes illegal immigrants, who have been forced to leave their countries through desperate poverty and by unscrupulous traffickers who make enormous profits from the trade in human beings. The force of the law, which is always justified against traffickers, should be tempered by more humanity in dealing with people facing these difficulties, especially when we remember our own history of emigration.

Monitoring of these flows over the last few years shows that, in spite of the claims of the governing coalition, migratory pressures have been constant, as have the activities of the police force. In 2001 more than 40,000 people were turned back at the frontier and another 34,000 expelled from inside the country. There are an unknown number of people - cautiously estimated as 25-33% of the 300-350,000 legally resident immigrants - who have evaded controls and are living in irregular situations. The two regularisation programmes have attempted to deal with this situation, but we need to prevent it developing in future through greater collaboration with the countries of origin and a reopening of quotas.

It is not surprising that when we hear of 'boat people', we always think of clandestine immigrants. It is often forgotten that many are asylum seekers who have fled grave dangers, such as for example the Kurds, or people from various countries of Africa or Asia. There were around 10,000 asylum applications during 2001 the majority of which were rejected. Many of these have no interest in remaining in Italy.

The new immigration legislation should, according to the United Nations High Commission for Refugees, have provided greater guarantees in relation to the composition of the Commission which examines applications as well as in judging these claims. It is just as important to provide more resources to make the First National Asylum Plan effective.

As Ruud Lubbers, the UN High Commissioner for Refugees, has stated, terrorism has produced a panic which has contributed in many countries to a growth of intolerance and xenophobia. In this climate, asylum seekers and refugees have become the principal scapegoats and the protection provided through international conventions has been weakened in favour of restrictive measures. In reality – as is evident from the insert on refugees in the *Dossier* – the trends in the number of asylum applications are the same across Europe and give the lie to the unjustified talk of "swamping " (see table below).

EUROPEAN UNION. Asylum Applications received from 1992 to 2001

<i>Country of origin</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>	<i>1995</i>	<i>1996</i>	<i>1997</i>	<i>1998</i>	<i>1999</i>	<i>2000</i>	<i>2001</i>	<i>Total</i>
Yugoslavia	210,90	88,228	47,683	46,105	32,001	40,994	71,185	83,444	36,564	22,816	679,927
Romania	115,55	87,145	21,422	13,943	8,964	10,300	8,450	7,811	6,954	4,907	285,452
Turkey	35,240	24,338	25,019	40,055	36,918	31,466	19,797	17,629	25,472	27,294	283,278
Iraq	11,085	9,892	9,789	14,806	22,295	35,173	31,216	25,328	38,852	40,577	239,013
Afghanistan	7,660	7,920	9,185	11,166	11,344	14,515	15,117	16,778	26,474	38,620	158,779
Bosnia Herz.	13,231	62,000	20,717	13,524	5,126	6,059	7,959	4,577	9,655	8,486	151,334
Sri Lanka	13,667	10,632	11,198	11,537	10,060	10,694	9,072	9,858	11,615	10,010	108,343
Iran	7,608	6,883	11,755	9,746	9,794	7,993	7,658	11,315	20,730	12,054	105,536
Somalia	13,551	11,155	11,728	11,498	6,892	7,397	10,425	12,285	9,401	9,871	104,203
Congo Dem. Rep.	17,373	11,435	8,526	7,412	7,111	7,845	6,383	6,637	7,407	8614	88,743

SOURCE: UNHCR, Population Data Unit PGDS

(Translation: Rosemary Sales, London)