

COUNTRY FACTSHEET: ITALY 2012

EUROPEAN MIGRATION NETWORK

1. Introduction

This EMN Country Factsheet provides a factual overview of the main policy developments in migration and international protection in Italy during 2012, including latest statistics. It has been prepared in conjunction with the European Commission's 4th Annual Report on Migration and Asylum (2012).

2. Legal Migration and Mobility

2.1. PROMOTING LEGAL MIGRATION CHANNELS

During 2012, Italy's migration policy and initiatives have been influenced by the economic and employment difficulties the country is currently facing. Nevertheless, Italy's migration policy continues to apply a practical approach. Information on conditions of legal entry in Italy is available on various **Ministerial websites**, such as www.integrazionemigranti.gov.it¹ and www.studiare-in-italia.it. The latter provides easy access to students wishing to attend university courses in Italy. Moreover, various initiatives have been implemented in third-countries, such as: **training pre-departure projects** aimed at foreign workers eligible for entry into Italy and the "Benefiting from Orientation to Integration Services" project, aimed at Moroccan women and minors waiting to be reunited with their family members in Italy.

2.2. ECONOMIC MIGRATION

During 2012 the immigrant workforce continued to contribute to the national labour market, especially in the fields of **personal care and agriculture**. Government action has therefore given priority to these sectors by strengthening cooperation with countries of origin and promoting **circular migration** through seasonal employment. To better match the demand and supply of labour in Italy, **Local Coordination Offices (UCL)** were established within embassies in countries of origin with whom Italy has signed bilateral agreements on migration for employment purposes. The aim is to facilitate the

¹ A website of the Ministry of Interior, Labour, Foreign Affairs and the portal.

operation of the bilateral agreements for labour migration. Legislation on entry for work reasons remains based on annual entry quotas established by the so-called "flow decrees". As a result of the prolonged economic crisis, **entry quotas** planned for 2012 referred to some 62,850 entries, the majority for seasonal workers. However, Italy's concern has been to engage the unemployed third-country nationals (about 380,000 by the end of 2012). Extra-quota entries were also available to: lecturers and University professors, translators and interpreters, artists, sportsmen, journalists, professional nurses and since 8th August 2012, to EU Blue Card holders carrying out highly qualified activities. Procedures regulating the entry and employment of seasonal workers have also been simplified. The Minister of Education, University and Research (MIUR) also stressed the need to **increase students' mobility** and to modernise Italian universities to attract international talent to Italy. Projects to increase the mobility of **researchers** to promote the "Sistema Paese" initiative continued by means of specific bilateral scientific and technological protocols.

2.3. FAMILY REUNIFICATION

There were no significant changes in the **Law** on family reunification in Italy in 2012. However, a recent case law (no. 9535/2012) has ruled the need to take into account the impact on a minor for cases involving the removal of a minor's family member living in Italy as an irregular migrant. Also, following a verdict of the Tribunal in Reggio Emilia, the Ministry of Interior now recognises the right to stay in Italy of an Italian citizen's foreign spouse in the case of a same sex marriage celebrated outside Italy. Due to the high presence of minor asylum seekers, Italy has decided to co-fund the International Organization for Migration (IOM) "Pruma" project, focusing on the **reunification of "Dubliner" minors** with their parents living in another Member State.

2.4. INTEGRATION

An **Integration Agreement** between the State and foreign citizens entering Italy for the first time,

entered into force in March 2012. By signing the Agreement, third-country nationals commit to: learn Italian, acquire knowledge of the fundamental Italian Constitution principles and of civil life in Italy, and ensure the fulfilment of compulsory education for their children. Failure to meet these requirements, within a two to three year timeframe, may result in the residence permit withdrawal. Up to November 2012, a total of 56,856 Integration Agreements had been signed. As a result of a national consultation process, a report² was produced outlining the following priority areas for the integration of third-country nationals at local level: language training, employment support, linguistic and cultural mediation and school integration of minors. Moreover, an agreement signed between the Government and the Italian Regions on the application of **legislation on health care** for foreigners, provided a greater uniformity in the access to and provisioning of health care services. Following the debate on the acquisition of citizenship by second generation migrants living in Italy, the popular initiative law was presented to revise the current *ius sanguinis*-based legislation. Lastly, as third-country nationals do not have the right to vote in Italy, a number of initiatives have been encouraged at local level to promote their representation by means of **consultation mechanisms and institutions**.

2.5 MANAGING MIGRATION AND MOBILITY³

Regarding **visa policy**, the Ministry of Foreign Affairs updated the Italian "World Visa Network" connecting, via the internet, the Italian consular representations with the Ministry, the Schengen Information System, the national security agencies and the central authorities of other Schengen Member States, in order to ensure a connection with the Visa Information System (VIS). The Ministry also launched a new website for management of visa applications⁴ and has introduced a new technical feature that allows for the verification of the link between money collected and visas issued, ensuring security and transparency. Italy has also signed several representation agreements for the issuance of **Schengen visas** (e.g. with Estonia for Kosovo). Several border police officers received workstations of the SIF system to allow the use of biometrics for the identification and verification of documents. With regards to landings, around 145 boats were confiscated and 173 people among smugglers, traffickers and their supporters arrested. Following the positive political developments in Tunisia and Libya, Italy strengthened and renewed its cooperation with these countries to fight irregular migration. As a result, the total amount of people that landed in Lampedusa and other Pelagie islands,

decreased from 51,753 in 2011 to 5,202 in 2012⁵. Italy also participated in several Frontex-led operations e.g. **Hermes project** which has played an important role in controlling irregular migration flows, especially at the Sicilian coast.

3. International Protection and Asylum

During 2012, a series of activities have been launched through the **European Refugee Fund**, providing reception support and socio-economic integration for applicants and beneficiaries of international protection. Within the reception system for asylum seekers, the Italian **System for the Protection of Asylum Seekers and Refugees** (SPRAR) played a key role in locally integrating asylum seekers by providing Italian language courses, legal counselling and vocational training activities. To inform asylum seekers and refugees on the functioning of the Dublin II Regulation, the Ministry of Interior has financed the project "*Gente di Dublino*" (Dubliners)⁶. The Government continued its efforts to protect the more than 20,000 refugees from **North Africa** who entered Italy in early 2011, by providing them with reception and assistance services. Moreover, in May 2012 a Decree of the Council of Ministers extended their temporary protection status by six months. As a result, a joint "Overcoming of the North Africa emergency summary document"⁷ was signed in September by the Government, the Regions and local authorities, outlining the specific interventions to be applied. The state of 'humanitarian emergency' was ended by an Order of the Department of Civic Protection in December 2012⁸.

4. Unaccompanied Minors and other Vulnerable Groups

According to the national Report on Unaccompanied Foreign Minors⁹, published by the Ministry of Labour and Social Policy, there were 7,575 Unaccompanied minors (UAMs) in Italy at the end of 2012, originating mainly from Bangladesh, Egypt, Afghanistan, Albania and Somalia. **Several measures were implemented to monitor the reception of UAMs and to address their needs**. The Fourth National Association of Italian Municipalities (ANCI) Report on unaccompanied minors¹⁰ presented useful statistics and measures on their protection. Moreover, specific calls for funding projects as well as 440 grants were adopted for their social and economic inclusion and a national fund has been established by the Ministry of Labour and Social Policy to cover the costs incurred by local authorities in relation to their primary needs. Moreover, the national multidisciplinary approach for the identification of

⁵ Ministry of Interior statistics provided by EMN IT NCP

⁶ www.helpdubliners.it

⁷ <http://www.anci.it/Contenuti/Allegati/Doc%20superamento%20ena.pdf>

⁸ Order of the Department of Civic Protection no. 33 of December 28, 2012

⁹ www.lavoro.gov.it/NR/rdonlyres/E9268A95-5406-439A-B513-29AD15B4ABA0/0/REPORTMSNA_30_09_2012.pdf

¹⁰ http://www.anci.it/Contenuti/Allegati/minori_stranieri_3_.pdf

² http://www.libertaciviliimmigrazione.interno.it/dipim/site/it/assets/Consultazione_fabbisogni_integrazione.pdf

³ "Managing migration and mobility" refers to the following themes: visa policy, Schengen governance and border monitoring.

⁴ <https://serviziconsolarionline.esteri.it/ScoFE/index.sco>

minors, based on promoting a scientific analysis of biometric data, was highlighted as a good practice by EASO. Also, the so-called “spending review”, Law no. 135/2012 transferred the functions of the Committee for foreign minors (e.g. monitoring conditions of foreign minors temporarily residing in Italy and coordination of relevant authorities) to the General Directorate of Immigration and Integration Policies of the Ministry of Labour and Social Policy. Regarding other vulnerable groups, an **Inter-ministerial round-table on Roma, Sinti and Camminanti** (Travellers) integration was organised, and the project “Com.In.Rom – Enhancing the skills of the operators on the Roma situation”¹¹ was implemented in various Italian regions to create a network between public authorities and representatives of civil society to improve intervention and inclusion policies for the Roma.

5. Actions against Trafficking in Human Beings

Italy continued to implement initiatives on the fight against Trafficking in Human Beings.¹² These included the setting up of a **toll free hotline** to provide victims of trafficking with information on assistance measures. Moreover, an **Inter-ministerial Committee** continued to work on the implementation of the “Guidelines for the establishment of National and Transnational Referral Mechanisms”. Lastly, Italy co-founded the “**Foster and Improve Integration of Trafficked persons**” (FIIT), IOM-sponsored project, promoting research and evaluation of the integration process of victims of human trafficking in Italy, Belgium, France, UK and Hungary. Several workshops with special stress on return were held with the participation of the IT NCP and an intense network activity was carried on to support victims of trafficking.

6. External Dimension of EU Migration Policy

Italy’s external migration policy is shaped by a **co-development** model, a triple win approach aimed at providing shared benefits to migrants, and to their countries of origin and destination. Therefore, several initiatives have been put in place to streamline development in migration policies. For example, funds coming from migrants’ contributions to the Italian Social Security System are going to be used to carry out project-based productive investments generating development and employment in migrants’ countries of origin and contributing to mitigating **brain drain**. **Diasporas** were mobilised in the context of decentralised cooperation, as in the ‘*Su.Pa*’ project, where Italian local authorities, in partnership with their counterparts in third countries, supported migrants in financing their business projects. Significant achievements were attained in the area of **remittances**, e.g. during spring 2012 the cost of sending money from Italy decreased by 2.6%. Within

¹¹ www.cominrom.it

¹² www.osservatorionazionaletratta.it

the external dimension of EU migration policy, Italy actively participated in international meetings such as the **EU-Africa partnership** or the Dialogue on Mediterranean Transit Migration, both aimed at strengthening cooperation between countries of origin and destination. Finally, Italy continued its cooperation with Eastern European countries with whom it had previously signed a partnership agreement, such as: Moldova (signed in 2008), Georgia (2009), and Armenia (2011). Also a partnership agreement with Morocco is currently under preparation.

7. Irregular Migration

The transposition of the **Employers Sanctions Directive** introduced a “regularisation process” between September and October 2012. As a result, 134,576 requests for regularisation were submitted by employers. The European Court of Human Rights judgement “**Hirsi Jamaa and Others v. Italy**” condemned Italy for refusing entry to Somali and Eritrean nationals off the coast of Lampedusa on 6 May 2009. Moreover, public opinion and migrant communities have expressed their concern about the conditions of irregular migrants detained in the Centres for Identification and Expulsion (CIE) and also about the costs of return of irregularly staying third-country nationals, which exceeded those of funding allocated for integration measures¹³. In the framework of the **Strategic Response to EU Action on Migratory Pressures**, Italy has been strengthening cooperation on readmissions and border controls with third countries, e.g. with Tunisia and Libya. Moreover, a **National Coordination Centre** has been set up to coordinate border police activities involved in fighting irregular migration by sea. Further initiatives have been carried out to tackle the use of false documents and the misuse of asylum applications.

8. Provision and Exchange of Information to support Policy Development

Exchange of information has taken place through the many EU platforms, such as the **European Website on Integration**, the **National Contact Points on Integration**, the **EU Immigration Portal** and the **European Migration Network**. Italy has also participated in various ministerial **bilateral meetings**, aiming at strengthening the collaboration with other EU Member States in the field of migration, and with IOM’s Director General.

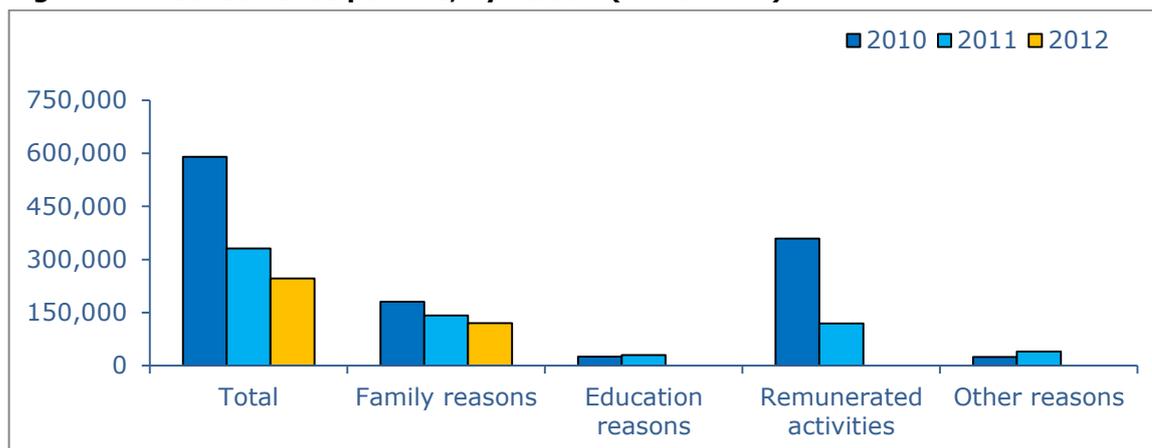
STATISTICAL ANNEX

The Statistical Annex provides an overview of the latest available statistics for Italy on aspects of migration and asylum (2010-2012), including residence, asylum, unaccompanied minors, irregular migration, return and visas. Where statistics are not yet available, this is indicated in the Annex as “N/A”.

¹³ See: National campaign “LasciateCIEntrare” by the National Federation of the Italian Press and the Order of Journalists.

Statistical Annex: Immigration and Asylum in Italy (2010-2012)

Figure 1: First residence permits, by reason (2010-2012)



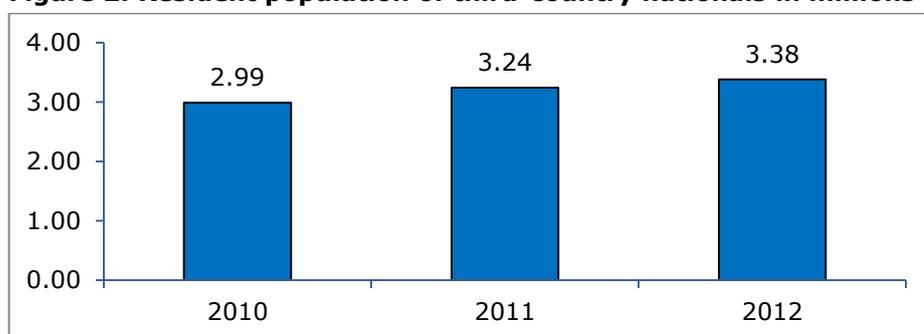
Source: Eurostat (*migr_resfirst*) for 2010 and 2011; Data for 2012 is provisional and is taken from national contributions to the EMN Annual Policy Report 2012

Table 1: First residence permits: Top 5 nationalities (2010 – 2012)

2010	2011	2012*
1. Morocco – 64,604	1. Morocco - 30,018	1. China – 24,986
2. China - 48,655	2. China - 26,430	2. Morocco – 21,109
3. Ukraine – 48,249	3. Albania - 24,316	3. Albania – 18,398
4. Albania – 47,602	4. Tunisia - 19,036	4. India – 11,629
5. Moldova – 41,806	5. India - 18,208	5. Egypt – 9,396

Source: Eurostat migration statistics (*migr_resfirst*); *Data provided by EMN National Contact Point

Figure 2: Resident population of third-country nationals in millions (2010 - 2012)



Source: Eurostat migration statistics (*migr_pop1ctz*)

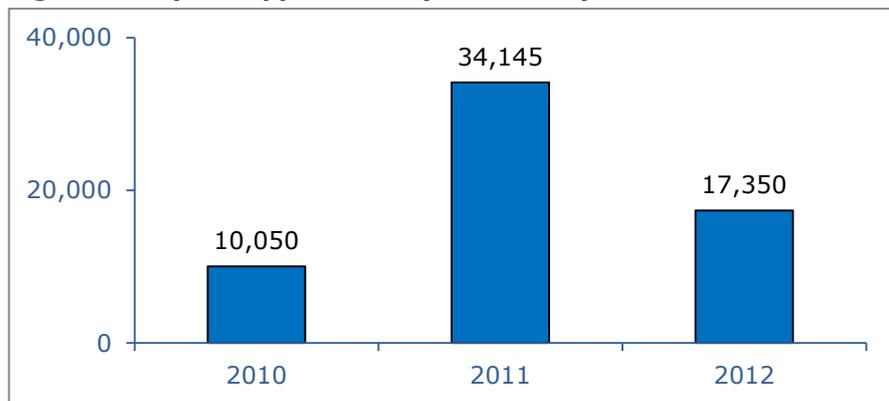
Table 2: Resident population: Top 5 nationalities (2010 – 2012)¹⁴

2010	2011	2012
1. Albania - 466,684	1. Albania - 482,627	1. Albania - 495,667
2. Morocco - 431,529	2. Morocco - 452,424	2. Morocco - 470,426
3. China - 188,352	3. China - 209,934	3. China - 228,323
4. Ukraine - 174,129	4. Ukraine - 200,730	4. Ukraine - 214,445
5. Philippines - 123,584	5. Philippines - 134,154	5. Moldova – 144,505

Source: Eurostat migration statistics (*migr_pop1ctz*)

¹⁴ Data refers as from the 1st of January of the given year.

Figure 3: Asylum applications (2010-2012)



Source: Eurostat migration statistics (migr_asyappctza)

Table 3: Asylum applications: Top 5 nationalities (2010 - 2012)

2010	2011	2012
1. Nigeria - 1,385	1. Nigeria - 6,210	1. Pakistan - 2,600
2. Pakistan - 930	2. Tunisia - 4,560	2. Nigeria - 1,615
3. Afghanistan - 875	3. Ghana - 3,130	3. Afghanistan - 1,495
4. Turkey - 855	4. Mali - 2,580	4. Senegal - 940
5. Bosnia and Herzegovina - 815	5. Pakistan - 2,060	5. Tunisia - 895

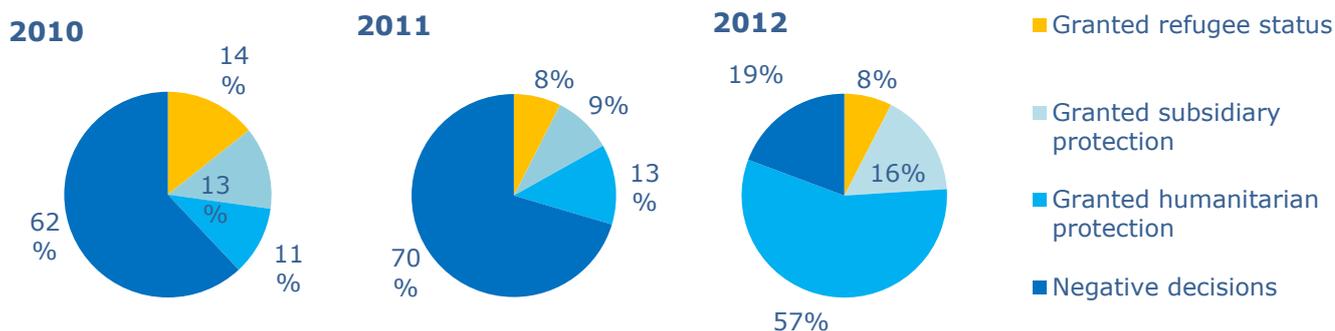
Source: Eurostat migration statistics (migr_asyappctza)

Table 4: Asylum applications - First instance decisions by outcome (2010 - 2012)

	Total decisions	Positive decisions	Of which:			Negative decisions
			Refugee status	Subsidiary protection	Humanitarian reasons	
2010	11,325	4,310	1,615	1,465	1,225	7,015
2011	24,165	7,155	1,805	2,265	3,085	17,010
2012	27,295*	22,035*	2,050	4,495	15,490*	5,260

Source: Eurostat migration statistics (migr_asydcfsta), * Data provided by EMN National Contact Point

Figures 4-6: Asylum applications - First instance decisions by outcome (2010 - 2012)

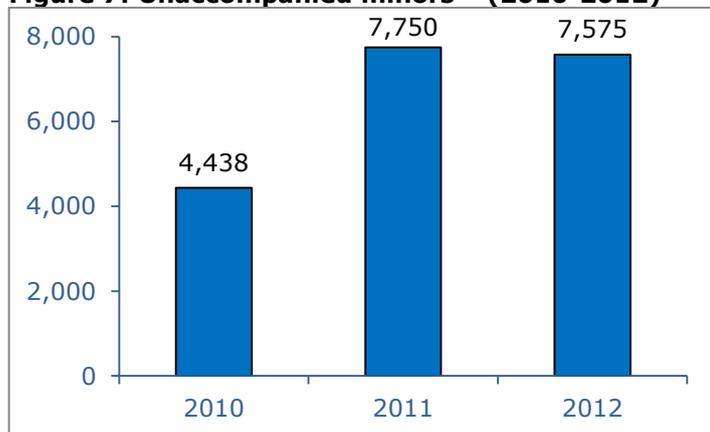


Source: Eurostat migration statistics (migr_asydcfsta) and information from EMN NCP

Table 5: Third-country nationals relocated and resettled (2010 - 2012)

	2010	2011	2012
Third-country nationals relocated	0	0	0
Third-country nationals resettled	55	220	0

Source: Eurostat migration statistics (migr_asyresa) and National contributions to EMN Annual Policy Reports

Figure 7: Unaccompanied minors¹⁵ (2010-2012)

Source: Commission Staff Working Documents on the Annual Report on Immigration and Asylum

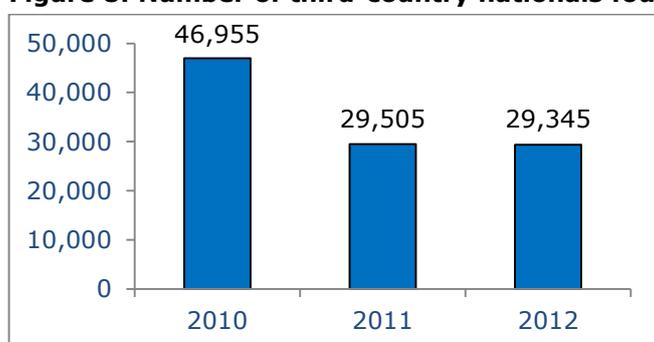
Table 6: Unaccompanied minors (2010 - 2012)

	2010	2011	2012
Unaccompanied minors (total)	N/A	N/A	N/A
Unaccompanied minors not applying for asylum¹⁶	4,438	7,750	7,575
Unaccompanied¹⁷ minor asylum applicants	305	825	970

Table 7: Number of third-country nationals refused entry at external borders (2010 – 2012)

	2010	2011	2012
Third-country nationals refused entry at external borders	4,215	8,635	7,350

Source: Eurostat migration statistics (migr_eirfs)

Figure 8: Number of third-country nationals found to be illegally present (2010 – 2012)

Source: Eurostat migration statistics (migr_eipre)

Table 8: Third-country nationals returned (2010 - 2012)

	Third-country nationals ordered to leave*	Returned as part of forced return measures**	Returned voluntarily***	Returned through an Assisted Voluntary Return Programme***
2010	46,955	10,600	160	N/A
2011	29,505	12,180	473	479
2012	29,345	5,943	418 (provisional)	874

Source: *Eurostat migration statistics (migr_eiord), ** Commission Staff Working Documents on the Annual Report on Immigration and Asylum, ***Data provided by EMN NCP

Table 9: Number of visas issued by type (2010 – 2012)

	2010	2011	2012
Total visas	N/A	1,714,661	1,870,382 ¹⁸
Schengen visa (short-stay visas)*	1,274,988	1,446,850	1,642,808
National visa**	1,543,408	267,800	198,104

Source: Commission Staff Working Documents on the Annual Report on Immigration and Asylum; * DG HOME Statistics on Visa Policy website: http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/borders-and-visas/visa-policy/index_en.htm, ** Information provided by EMN NCP

¹⁵ The number of unaccompanied minors is the total number of minors ('raw data') reported to the Committee for the Foreign Minors.

¹⁶ The figure for unaccompanied minors not applying for asylum refers to the stocks;

¹⁷ The figure for unaccompanied minors applying for international protection refers to flow data regarding applications received during the course of the year. They derive from different administrative sources and are not comparable.

¹⁸ Includes 37 622 limited territorial validity visas