



EMN EUROPEAN MIGRATION NETWORK
Italian National Contact Point

ITALY

Annual Report on

Asylum and Migration Statistics

Reference Year: 2006

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**Annual Report on Asylum and Migration Statistics
for ITALY
(Reference Year: 2006)**

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1. INTRODUCTION

1.1 Methodology

As reported by the Council Decision 2008/381/EC, the purpose of the European Migration Network (EMN) is fulfilling the information needs of the European and national institutions for immigration and asylum and, in general, of a broader audience, by providing them with updated, objective and comparable information.

EMN activities specifically aim to gather, exchange and analyze information and statistical data on immigration and asylum, making reference to a wide range of sources, and collaborating with the European institutions in order to enhance the information consistency.

In order to achieve this purpose, the National Contact Point for Italy within EMN decided to integrate the data received by the Eurostat through the European Commission, by reporting in post notes all the sources, in order to facilitate the very difficult task (generally recognized as a priority for the national and European institutions) of harmonizing the statistics.

As it will be highlighted in the following report, this task is far from being simple, but it is of extraordinary importance to make statistical data and its contribution to the knowledge of the migration phenomenon more usable.

When analyzing the sources at our disposal, we experienced many methodological problems to be solved in order to fix the discrepancies between the various sources and the data publicly diffused. Such difficulties, regarding the analysis of figures relating to 2006 or to the immediately preceding years, are today about to be solved thanks to the implementation of the so called Statistical Regulation on Immigration established by Regulation (EC) No 862/2007 of the European Parliament and of the Council of 11 July 2007¹; starting from 2008, this Regulation conforms the data submitted by national authorities to the European Commission (and more specifically to the Eurostat) to the shared European standards.

First of all, as regards the demographic balance of the *subscriptions from abroad* and *cancellations to abroad* and the global *population trend*, it must be noted the existence in Italy of two different ways of gathering statistical data, which culminate in different statistical results.

The first system uses statistical elaborations based on individual forms for the registration of more than 1.5 million people who changed their residence during 2006; this system is commonly used because of the high degree of information details the forms contain, although it is more

¹ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007R0862:en:HTML>

subjected to errors regarding the global figures, since this kind of personal forms have not been filled in for every person involved².

Instead the second system, that we have decided to privilege in this study, is based on forms which are filled in by the competent Municipalities and refer the total number of people involved (therefore there are only 8,103 forms, as many as the Italian Municipalities). The data gathered by these forms represent the cornerstone of the so called “demographic balance” published by the Division for Population, Education and Culture of the Istat itself, which suggested to use them because they provide a more reliable summary³.

We also need to take into consideration the difference between the periods when the population census were made: the 2001 population census was a clear dividing line between the 1991-2001 results and the ones gathered since October 2001 until today. As regards the data collected before the 2001 population census, we could not use the aggregated forms on subscriptions from abroad and cancellations to abroad of the demographic balance, therefore - as an exception to the rule - we had to turn to the data inferred by the individual forms, which are extremely detailed but – as already observed – clearly underestimated if compared to the actual numbers. On the other hand, as regards population, we used the statistical reconstructions created between the various census in order to eliminate the discontinuities in population history which occur each time a new census is made to determine the regular population of a country⁴.

As regards *residence permits*, we have had recourse to the data that follow after a certain time the permits registered by the Ministry of the Interior and which are periodically published by the Istat (the national statistics institute), and easily accessible on the Internet⁵. The different dates of data gathering, even if referring to the same source, highlight partial discrepancies because the subsequent gatherings are characterized by higher total amounts. Nevertheless, even in the version provided by the Ministry of the Interior and published by the Istat, these figures are widely underestimated for two reasons:

a) the administrative data do not calculate the amount of all those minors under 14 years old who have not been issued an individual residence permit, because they have been registered directly in the document of a parent of theirs. Since only few years, the Istat has been able to gather from the Municipalities (on the basis of the personal data of the resident citizens) the figures regarding foreign minors in Italy. Even if not entirely disaggregated, these figures immediately turned out to

² See ISTAT, *Iscrizioni e cancellazioni anagrafiche. Periodo di riferimento: Anni 1997-2005*. published on June 18 2008 http://www.istat.it/dati/dataset/20080618_00/

³ See http://demo.istat.it/index_e.html

⁴ See <http://demo.istat.it/ric/index.html>

⁵ See <http://demo.istat.it/altridati/permessi/index.html>

be very useful, and starting from 2007 they were widely spread – for instance, by the Italian Statistical Yearbook edited for Caritas and Migrantes by the EMN Italian Contact Point Idos⁶.

b) the second reason is the well-known problem of the administrative delays when a residence permit needs to be renewed. In fact, as it is notorious, all people waiting for the renewal of their residence permits are not included in the official statistics, and the lack of their number has a relevant impact, if considering that at the beginning of 2008 the then Undersecretary of the Ministry of the Interior Marcella Lucidi estimated the amount of the backlog files at one million⁷. Today, even if the total amount has decreased, hundreds of thousands of files regarding renewals continue to be underway, because the number of new entry flows as well as permits to be renewed is considerable. Of course, all these files are statistically recorded only after a certain time.

In this situation, it is important to have an overview by integrating the amount of the residents with that of the resident ones, and both of them with supplementary estimates.

Due to such fragmentary official statistics, at a national level it was necessary to have recourse to an estimate which cross-checked the various statistic archives in order to reduce their lack and emphasize their value, and in particular: the register of births, marriages and deaths (especially regarding the figures of minors and newborns); the visas issued by the Ministry of Foreign Affairs for new entries for permanent settlement reasons different from work; archives managed by Inail (National Disability Insurance Institute) and Inps (National Social Security Institute) regarding job insertion. Such estimate, which has been calculated by Caritas/Migrantes *Dossier Statistico Immigrazione* since several years, is considered reliable because it is the result of a series of comparisons with the experts of the Ministry of the Interior, Istat and other statistical offices.

It must be observed that also the statistics of the *new residence permits* which have been issued during the year and are still in effect until the end of the year, even if officially published by the Istat, do not reflect the actual trend of the new entries from abroad; this is due to a relevant amount of migration flows that generate a delay of the administrative registration procedures, and this determines a lack of statistics. This inconvenient is pointed out by the comparison with the yearly determined entry quotas and with the entry visas issued by the Italian diplomatic and consular representations.

As regards the *statistics on asylum applicants*, it must be noted that the national and international institutions often remark that the “official” figures of the National Commission for Asylum Right are dissimilar from each other. For instance, limiting our analysis to institutions recognized as authoritative, the Caritas/Migrantes Statistical Dossier, the annual report on the

⁶ See Caritas/Migrantes, *Dossier Statistico Immigrazione 2008. XVIII Rapporto*, Idos, Rome, 2008.

⁷ See *Immigrati, burocrazia in tilt: un milione di permessi fermi*, “La Repubblica”, January 18, 2008 <http://www.repubblica.it/2007/11/sezioni/cronaca/immigrati-3/milione-bloccato/milione-bloccato.html>

Protection System for Asylum Applicants and Refugees (Sprar), the website of the Italian Council for Refugees (Cir) and the Statistical compendium edited by the UNHCR on the trend of asylum applications in the main developed countries⁸, all of them report different data. In this case too, it is presumable that the reported figures, although referring to the same date (the end of the year), differ from each other when the data have been gathered in subsequent periods of time.

In order to solve this age-old problem, and following the urge by the Eurostat, the Italian National Contact Point requested a new data extrapolation to the National Commission for the Right of Asylum, explicitly referring to the date on which the data were gathered: in fact, in case of continuously changing archives, it is obvious that, after a certain time and after the examination of further asylum applications, their total amount results in an increase. As far as the year 2006 is concerned, we referred directly to the statistical tables published on the website of the Ministry of the Interior, under the section regarding asylum⁹.

Concerning the activities to counteract illegal immigration (*refusals, apprehensions and removals*), we have requested the final data to the competent authorities, that is the Department of Public Security of the Ministry of the Interior. It must be noted that the figures we received present a discrepancy of some dozen units, compared to the official data that were published by the same authority for the above mentioned Caritas/Migrantes Statistical Dossier and for the First Dossier on Immigration in Italy, which was edited in 2008 by the Ministry of the Interior¹⁰. For this reason, therefore, we deemed it necessary to report the dates when the final statistical figures were gathered.

2. ASYLUM

2.1 Analysis and interpretation of asylum statistics

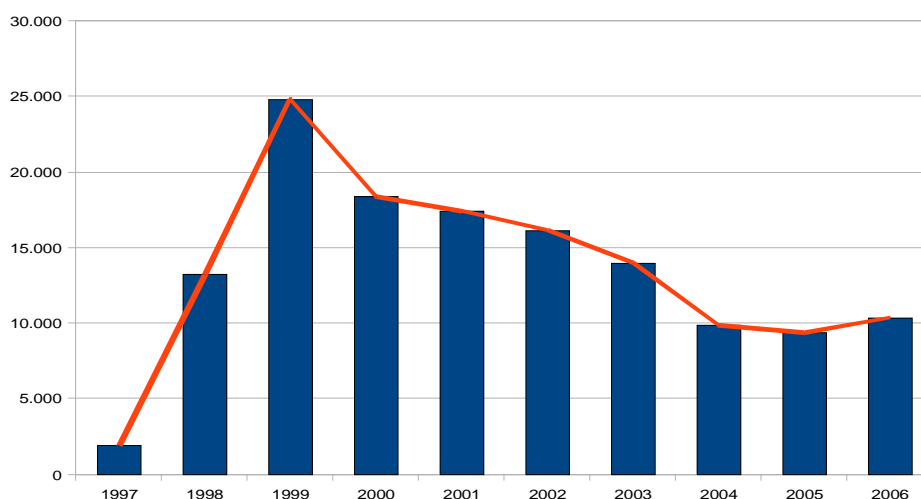
During 2006, foreign citizens who, once arrived to Italy, applied for the recognition of refugee status amounted to 10,348. Contrary to the trend of other European countries, where in 2006 the amount of asylum applications decreased, applications in Italy increased by 10.4%, and this trend seemed to continue increasing during the subsequent years. It has been estimated that at least 60% of 2006 applications in Italy were submitted by immigrants disembarked along the coastlines of Apulia, Calabria and Sicily, particularly the island of Lampedusa.

⁸ See respectively: www.dossierimmigrazione.it, www.serviziocentrale.it, www.cir-onlus.org, www.unhcr.it

⁹ See http://www.interno.it/mininterno/export/sites/default/it/temi/asilo/1_numeri_dellxasilo_domande_pervenute-_esaminate.html

¹⁰ See http://www.interno.it/mininterno/export/sites/default/it/assets/files/15/0673_Rapporto_immigrazione_BARBAGLI.pdf

ITALY. TIME SERIES OF ASYLUM APPLICATIONS (1997-2006)

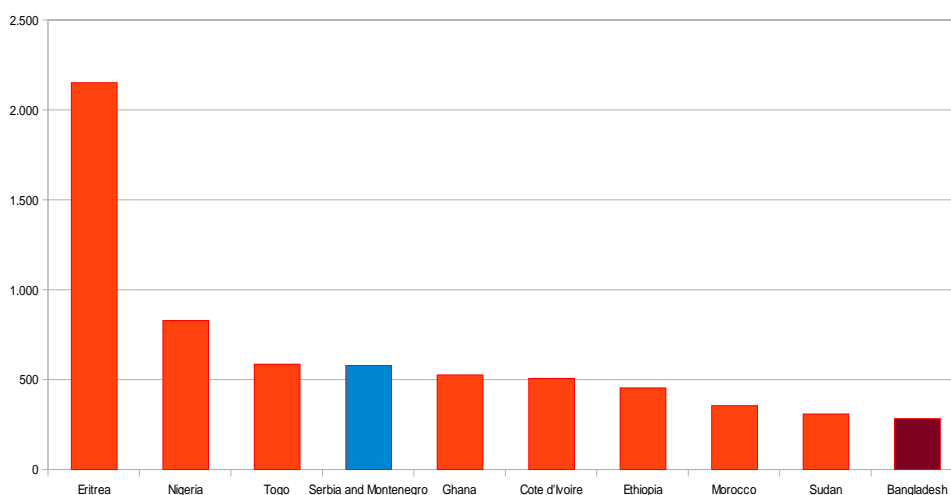


SOURCE: THE NATIONAL COMMISSION FOR ASYLUM RIGHT

Most of the new asylum applicants in 2006 were from African countries, but many of them escaped also from Asia and from some European countries. This is the ranking of countries on the basis of the amount of applications submitted in Italy in 2006: Eritrea (2,151 applications), Nigeria (830), Togo (584), Serbia-Montenegro (581), Ghana (530), Cote d'Ivoire (508), Ethiopia (453), Morocco (354), Sudan (308) and Bangladesh (283).

The above chart shows that in 1999 the amount of applications reached the highest level (almost 25,000 units), whereas subsequently it continuously decreased until 2004-2005, and then it slightly increased up to a total number of a little more than 10,000 applications.

ITALY. ASYLUM APPLICATIONS SUBMITTED IN 2006



SOURCE: THE NATIONAL COMMISSION FOR ASYLUM RIGHT

The amount of new asylum applicants from Eritrea remains the highest one, confirming the figures of 2005 and reflecting the percentage increase recorded in the other developed countries: this situation is easily understandable when considering the political and labour difficulties of that country. In 2005 and 2006 the amount of asylum applicants from Togo, Ghana and Nigeria increased, whereas the amount of new asylum applicants escaped from Liberia and Sierra Leone significantly decreased.

Asylum applications of people from Serbia-Montenegro, and particularly Kosovo, constantly remain among the most numerous in Italy, even if during the most recent years they tended to decrease (from 1,475 applications in 2004 to 581 in 2006). On the whole, Sub-Saharan Africa remains the most frequent area of origin, even considering the various rankings of the different countries.

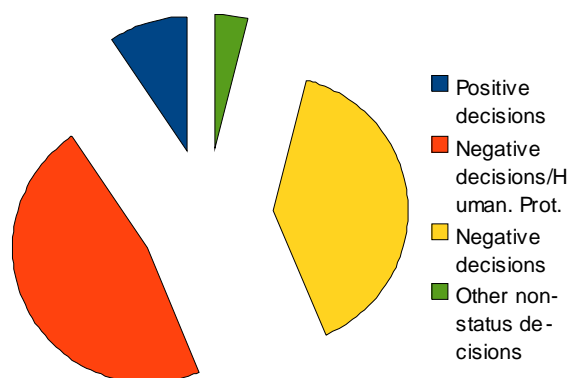
In 2006 the amount of asylum applications submitted by Iraqi people in developed countries dramatically increased by 77%, whereas during the same year in Italy the new Iraqi asylum applicants were only a hundred, representing a slight decrease in comparison with 2005.

After April 2005 (the date when the new procedure came into effect in Italy) the total amount of applications examined by the National Commission for Asylum Right – Special Supernumerary Division (“Sezione Speciale Stralcio”) significantly changed (from 8,332 applications in 2004 to 10,911 in 2005 and 9,260 in 2006). This way the backlog of pending cases considerably increased when the new procedure came into effect.

Regarding results, in 2006 the negative decisions were equal to 39.8% of the total amount (a slight decrease in comparison with the 42.6% of refusals in 2005). On the contrary, there was an evident growth of negative decisions by the Territorial Commissions. However, the same files were forwarded to the Police Headquarters (“Questure”) with the request for the issue of a residence permit for humanitarian reasons: these cases, summed up to the refugee status recognitions, increased from 40.2% in 2005 to 56.3% in 2006.

It is remarkable that, when the new procedure came into effect, the rate of untraceableness (36.7% of cases with the old procedure, that is 4,258 out of 11,589) decreased to 2.8% (262 cases): this means that the involved people rely on the possibility of receiving an answer within a reasonable time.

ITALY. ASYLUM APPLICATIONS EXAMINED IN 2006



SOURCE: THE NATIONAL COMMISSION FOR ASYLUM RIGHT

As regards the unaccompanied minors who apply for asylum¹¹, they represent a restricted phenomenon, whose statistical quantification is actually impeded by the lack of available data on asylum applicants, disaggregated by their age class and the reason of their asylum application. The only available estimations, gathered by the National Association of Italian Municipalities (Anci) over the foreign unaccompanied minors¹², show a clearly increasing trend, as proven by the +146% registered during the years 2004-2006. According to the Anci national survey, in fact, during those 3 years a total of 102, 144 and 251 unaccompanied minor asylum applicants were accepted. Therefore, in 2006, unaccompanied minor asylum applicants amounted to 251 cases, most of whom were almost adults (60.2% were 17 years old, and 27.9% were 16).

Their countries of origin pertain to the areas of the world mainly affected by wars and widespread violence: Afghanistan by far ranks first (167 minors), followed by the countries of the so called “Horn of Africa”, in fact Ethiopia and Eritrea rank second and third, respectively with 15 and 14 cases.

2.2 Contextual interpretations (legal, political and international factors)

On April 2005, thanks to the implementation regulations of law 189/2002 on immigration (Italian Presidential Decree 303/2004¹³), new procedures for the recognition of refugee status came into effect. In particular 7 Territorial Commissions were instituted in order to determine the refugee status, as a supplement to the duties of the National Commission; other legal provisions regarded

¹¹ For further information on unaccompanied minor asylum applicants see the small scale study that will be published in the first half of 2009 by the EMN Italy National Contact Point and available online on <http://emn.europa.eu> and www.emnitaly.it

¹² National Association of Italian Municipalities, *Secondo Rapporto ANCI – 2007 sui minori stranieri non accompagnati*, Rome, March 2008.

¹³ http://www.interno.it/mininterno/export/sites/default/it/sezioni/servizi/legislazione/immigrazione/legislazione_631.html

the facultative or mandatory detention of the asylum applicants, Identification Centres for the detention and the proposal of an easier bureaucratic procedure for asylum applicants as an alternative to the ordinary procedure.

In 2006, the introduction of the new procedures was too recent to evaluate the effectiveness of the changes of the new Regulation (May 2005, Law Decree 140/2005¹⁴), which introduced the European Directive on the minimum standards for the reception of asylum applicants in the Italian legal system.

Nevertheless, the increased number of Commissions for the recognition of refugee status and their decentralization in various areas of the country enabled a significant reduction of the average waiting times for the audition of asylum applicants (from more than 1 year to an average of 3 months). The possibility of legal aid during the audition before the Commission and the issue of the respective minutes are further positive aspects as guarantee of a fair and correct procedure.

Notwithstanding the improvement of some protection standards, particularly regarding the humanitarian exceptions to the cessation of refugee status, the family reunification and the issue of travel documents (these last two are also extended to beneficiaries of humanitarian protection), some objections have been made by the civil society regarding some critical points of the current procedure, such as the detention conditions, the enforcement of the rules regarding administrative proceedings, the issue of travel documents and the waiting times for the renewals of humanitarian protections.

Finally, as regards unaccompanied minor asylum applicants, on December 7, 2006 the Ministry of the Interior, together with the Ministry of Justice, issued the *Directive on unaccompanied minor asylum applicants*¹⁵ in order to pursue several purposes: state institutions take charge of unaccompanied minor asylum applicants more effectively, the asylum applications follow an easier procedures and the waiting times for the fosterage to one of the services of the Protection System are shortened. In particular, the directive provides for the specific bodies to give unaccompanied minors all necessary information in order to apply for asylum. In case the minor expresses this specific will, the bodies themselves have to inform the chief of police, who temporarily fosters the minor asylum applicant with the welfare services of the pertinent Municipality, and informs the Juvenile Court and the tutelary Judge in charge of the territory so that the minor is been made a ward of court and a guardian is appointed. The unaccompanied minor receives a personal certificate showing his status of asylum applicant. The guardian Municipality, in turn, immediately brings the minor to the Central Service's attention, which then takes care of the integration of the minor in the same local body or in another one being part of the same System

¹⁴ http://www.interno.it/mininterno/export/sites/default/it/sezioni/servizi/legislazione/immigrazione/legislazione_700.html

¹⁵ http://www.interno.it/mininterno/export/sites/default/it/assets/files/13/direttiva_minori_stranieri_accompagnati_richiedenti_asilo.pdf

network as long as it has available positions in a reception centre. This way a homogeneous offer of specific services is promoted and there is a strong reduction of dispersal of minors in the territory, also due to long waiting times for submitting the asylum applications, as established by art. 2, par. 5 of Italian Presidential Decree 303/2004.

3. MIGRATION

3.1 Analysis and interpretation of migration statistics

3.1.1 *Migration Flows*

Italian population, not including immigrants and asylum applicants, is decreasing since ten years and, according to the demographic estimates of the National Institute of Statistics, Italy is facing a constant and increasing ageing.

In fact Italy ranks last in Europe as regards population ageing and shares the world's last position with Japan. Therefore it is necessary to introduce younger workers from abroad through a planning system, the so called "annual quotas", which was created to ensure an organized management of entries as well as a progressive social integration and the access to services for the recently arrived immigrants.

In 2006, after a redoubling of the annual quotas of workers from abroad (increased to 170,000 units) the amount of job applications tripled; this proved on one hand a remarkable need of new workers from abroad, especially – as we will see – in specific sectors, and on the other hand a difficulty in matching supply and demand.

The 540,000 job applications submitted by Italian companies and families, made it necessary to enact a second flow decree, which authorized the entry of 350,000 further workers. The analysis of 90% of the submitted applications showed:

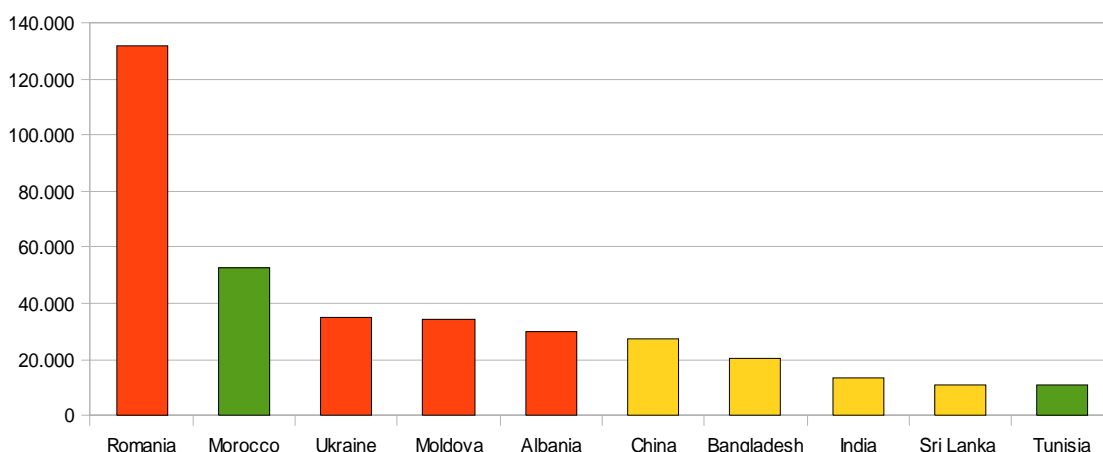
- An obvious prevalence in domestic care (almost 49% of the applications) and, although at distance, in constructions (almost 18%);
- the low incidence of requests for highly skilled professionals (only 1.200 requests for managers and the like);
- the high concentration of requests in specific regions, such as Lombardy, Veneto, Emilia Romagna, Lazio and, in the South, Campania.

As regards the countries of origin of these workers, Romania ranks first (more than 130,000 applications), followed at a distance by Morocco (50,000 applications), Ukraine and Moldavia (35,000 applications each), Albania (30,000), China (27,000), Bangladesh (20,000), India (13,000) and, with the same amount, Sri Lanka and Tunisia (about 10,000 applications).

The trend of flows of new workers in 2006 places Italy among the most welcoming countries in the world. Among the most problematic aspects of this situation, the fact that since many years foreign workers are supposed to wait for their hiring from abroad, whereas – as stated by the minister of the Interior Giuliano Amato himself – almost all of them already reside in Italy and have also started to work: the reason behind this kind of legal “clandestinization” is the fact that supply and demand, especially within small labour markets and even more within families, can only match when the worker is physically present¹⁶. In fact, according to researchers’ estimations, for a certain period of time at least 40%-50% of the foreign population have resided in Italy irregularly.

In Italy, where strong migration flows are still expected, the matter of reconsidering the biased negative position regarding the issue of a residence permit for seeking work is widely debated: according to the experts, in fact, this would also provide major benefit for public order.

ITALY. JOB APPLICATIONS SUBMITTED AFTER 2006 FLOW DECREE



SOURCE: ITALIAN MINISTRY OF THE INTERIOR

As regards population, in our country about half the increase of birth records between 1995 and 2005¹⁷ can be ascribed to immigrated women: in average, they have 2.45 children each, whereas Italian women’s average is 1.24; furthermore, the average age of their first pregnancy is 31.3, that is four years later than foreign women. However, this trend should soon decrease below the replacement rate (an average of 2.1 children each for any fertile woman), due to a progressive assimilation to Italian family models that is mostly caused by the increased cost of living and the difficulties of families with dependent minors.

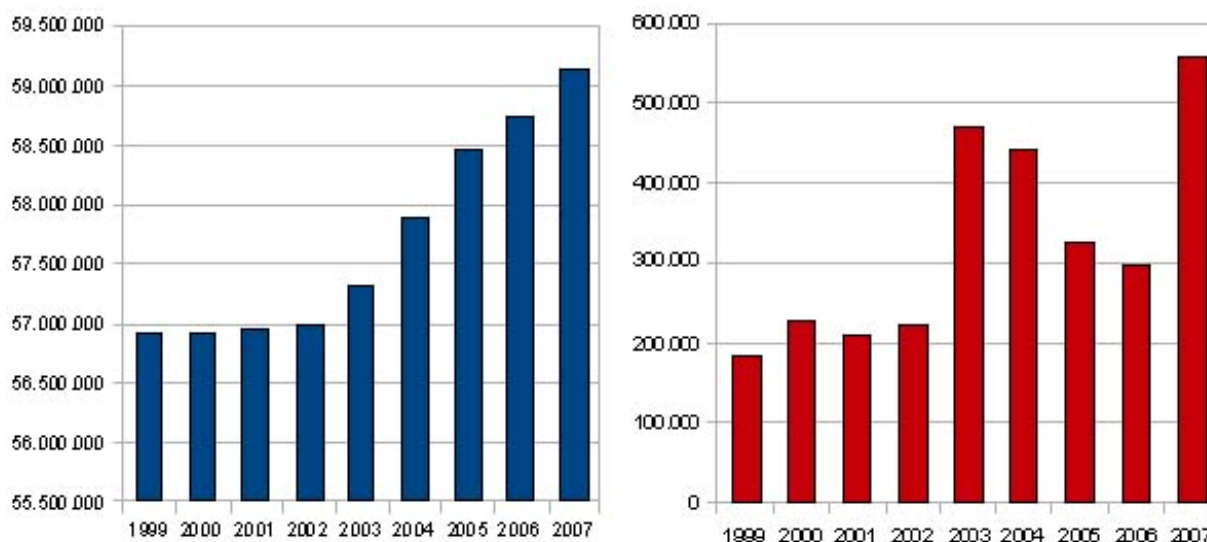
¹⁶ *Il Sole 24 Ore*, July 21 2006:

<http://www.ilsole24ore.com/fc?cmd=art&codid=20.0.1980337572&chId=30&artType=Articolo&DocRulesView=Libero>

¹⁷ ISTAT, *Natalità e fecondità della popolazione residente: caratteristiche e tendenze recenti. Anno 2006*, Rome, July 2008.

Finally, during the 1999-2006 period, the level of cancellations of foreign citizens remained stable at an average of 60,000 units yearly, despite some fluctuations down as in 2002 (44,000 cancellations) and up as in 2006 (75,000). About 10,000 of these regarded foreign citizens; the remaining ones reflect the constant migration history of Italians, despite the presence of new elements such as the brain drain: in such cases, in fact, the emigrants after having definitely settled abroad not always provide for cancellations of personal data in their former residence Municipality (or they do it with long delay). The preferred European destinations of these high skilled Italian emigrants are France, Germany and especially United Kingdom, and overseas the United States¹⁸.

ITALY. POPULATION TREND AND SUBSCRIPTIONS FROM ABROAD
(TIME SERIES: 1997-2006)



SOURCE: NATIONAL INSTITUTE OF STATISTICS

3.1.2 Population by Citizenship in 2006

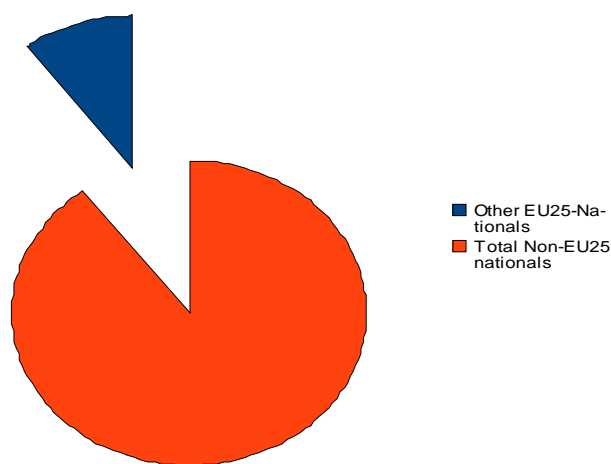
As mentioned in our introductory methodology note, the figures here reported are deeply underestimated in comparison with the effective presence of regular immigrants in Italy. A partial compensation to this is given by the available data regarding minors under 14 years old who are registered in one of their parent's residence permit (moreover, the parents' presence too is underestimated in comparison with the real numbers, due to the same above-mentioned bureaucratic management problems).

¹⁸ For further information regarding the Italian emigration see: Fondazione Migrantes, *Terzo Rapporto Italiani nel Mondo 2008*, Idos, Rome, 2008.

Non EU citizens in Italy exceeded 2 millions since the beginning of 2004, mostly due to the effects of the large regularization programme of November 2002, which recorded more than 700 thousand requests.

In 2006, non EU citizens exceeded 2.6 millions (to the 2,052,000 of the stock figures, in fact, we must add 562,000 minors under 14 years old). The amount of EU citizens (a total of 252,000 units, of which 234,000 are adults and 18,000 are minors under 14) represents only 10% of the total foreign population.

ITALY. FOREIGN PRESENCE 2006



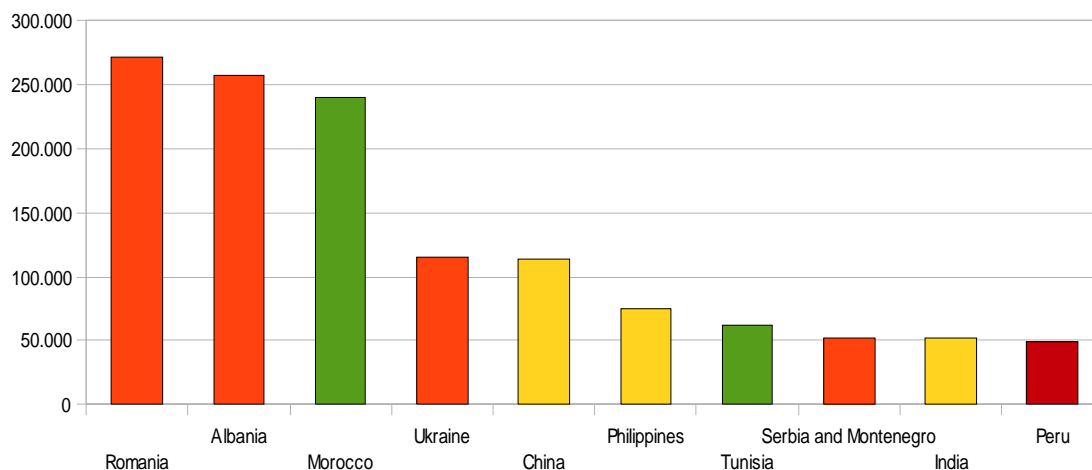
SOURCE: ISTAT CALCULATIONS ON MINISTRY OF INTERIOR DATA

The analysis regarding the amount of residence permits (which should be completed by including minors under 14) shows that the countries of Central-Eastern Europe are in the ranking top: Romania (271,000), Albania (257,000) and Ukraine (115,000) rank first, second and respectively fourth. In particular Romania now ranks first again, after being surpassed last year by Albania. Among the first five countries there are also Morocco (240,000) and China (114,000). It must be emphasized that these first five communities all together sum up almost half the foreign population.

By analyzing the amount of residing minors under 14, it can be noted that the oldest communities present in Italy regained position: Morocco ranks first (91,000), followed by Albania (89,000) and Romania (53,000). Morocco and Albania are also countries which, for a long time, had the highest number of family reunifications, proving a strong attachment to Italy although both these communities have been stigmatized by the public opinion in the recent past. Combining the two lists (owners of residence permits and minors), Albania would have, instead, the primacy

(346,000), followed by Morocco (331,000) and then Romania (323,000) which would only rank third.

ITALY. FOREIGN PRESENCE 2006



SOURCE: ISTAT CALCULATIONS ON MINISTRY OF INTERIOR DATA

3.2 Contextual interpretations (legal, political and international factors)

At the end of 2006, the Italian Ministry of the Interior established a new procedure regarding release and renewal of residence permits which involves the National Association of Italian Municipalities (Anci – Associazione Nazionale Comuni di Italia), the Italian Postal Service (Poste Italiane) and patronage institutes¹⁹. Only for certain categories of foreign citizens must go to the Immigration Offices of the local competent Police Headquarters (asylum application, first release of asylum (applicant) status, first release of statelessness document (proof), humanitarian reasons, medical care, sport event, justice, integration of a minor, invitation, minor age). Only starting with March 27, 2007, EU citizens have been exempted from requesting the release of a residence card even if their periods of stay in Italy are longer than three months; this was established by Law Decree n.30 of Feb 6, 2007²⁰, which enforced in Italy the Community Directive 2004/38/CE that pertains to the free circulation and residence of citizens from the 27 countries within the territories of the Member States.

In practice, the very first application of this new procedure at the Post Offices didn't reach the expectations due to low amount of available forms and, subsequently, to a considerable slowdown of the operations, notwithstanding the introduction of high costs for immigrants (costs that were not considered previously). This delay has been particularly evident in Rome and Milan (where one-fifth of the total files was submitted), and in big cities in general. This slowdown has to

¹⁹ http://www.interno.it/mininterno/export/sites/default/it/sezioni/sala_stampato/notizie/ministero/notizia_23404.html_96129634.html

²⁰ http://www.interno.it/mininterno/export/sites/default/it/assets/files/15/08982_DECRETOLEGISLATIVO6febbraio_2007.pdf

do also with the fact that, in order to obtain the requested document, immigrants have to reach the Police Headquarters twice, and both the times they are subjected to taking fingerprints.

Regarding the first release of residence permit for work, a further delay in handling these procedures was caused by the checking, at the Employment Offices, of the unavailability of other candidates for the jobs to be assigned, since in any case the employer can confirm his choice for a non-EU worker from abroad, making any possible alternative application superfluous. In such situation, the cancellation of about 150,000 files of Romanians and Bulgarians (who in the meantime had become EU citizens) was providential in order to reduce the bureaucratic load.

For these reasons, the circular by the then Minister of the Interior Giuliano Amato which equates rights and duties of immigrants having the receipt of the renewal with those of the owners of the original residence documents, despite the initial criticism was then considered favourably; it also made possible for owners of the renewal receipt only, among the other things, the job insertion at the same conditions of the owners of the definitive documents (Directive by the Ministry of the Interior, August 5, 2006)²¹.

4. REFUSALS, APPREHENSIONS AND REMOVALS

4.1 Analysis and interpretation of statistics

Italy is vastly exposed to migration flows due to its geographical position, and the apprehended irregular immigrants amount to more than 100,000 units per years. Among them, those arrived by sea in 2006 are 22,016 (equal to 13% of the total, that is almost 1,000 units less than in 2005). Quite surprisingly, traffickers have also recently included Sardinia in their circuits. So the sea, that is a fundamental element for exchanges, continues to be a huge cemetery. But tragedies by land are not less numerous: immigrants travel – and often die – either hidden inside tractor-trailers (running the risk of dying from asphyxia or crushed by the goods), or underneath the trains or even inside the holders of the landing gear of the aircrafts; or crossing mountain border posts, rivers and minefields, being likely to strike down, freeze to death, or simply die of any other accident. In all these cases, the hope to live a better life is what motivate them to face these perils.

The historical series of refusals has constantly decreased from 1997 to 2006: during these ten years, in fact, the total amount of foreign citizens who were refused at the border literally halved. The total number decreased from almost 40,000 cases in 1997 to about 20,000 in 2005 and 2006, and amounted to less than 30,000 only in 2003 (24,000). This negative trend proves that the

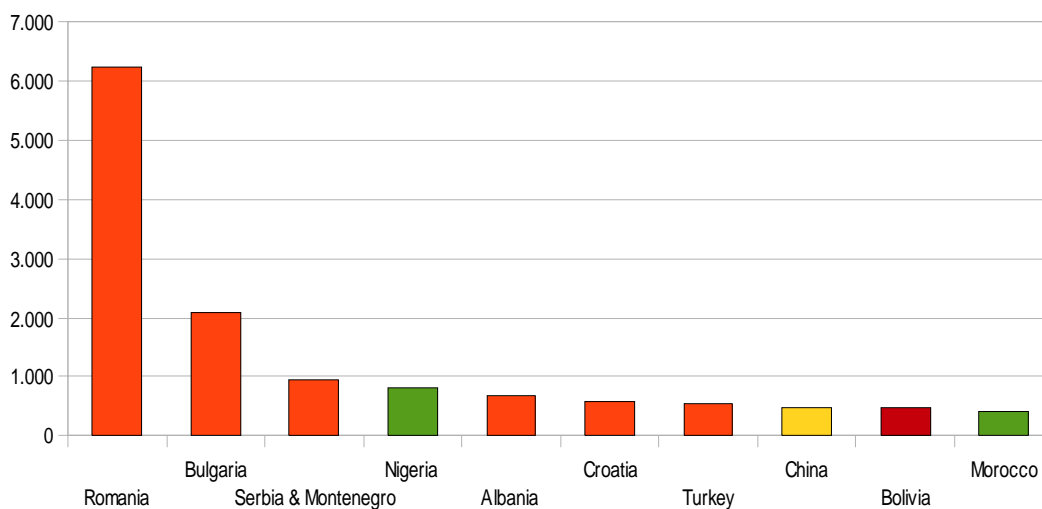
²¹ https://nullaostalavoro.interno.it/Ministero/documenti/direttiva_ministro_5_06.pdf

largest amount of irregular immigrants in Italy is represented by people who remain in the country beyond the permitted period (the so called “overstayers”).

The countries involved in refusals are mainly European: Romania and Bulgaria share the first position – although not for much longer – as they would join the European Union only on January 2007. Between 2004 and 2006, citizens from these two countries of the Eastern Balkans constantly exceeded one-third of the total of refused people.

Albanians’ incidence has considerably decreased, in fact it literally halved from 1,339 cases in 2004 to 675 in 2006, also thanks to the intense collaboration between the Italian and the Albanian governments against irregular immigration. The same decreasing trend has also affected Nigeria, Croatia and Turkey, whereas Serbia-Montenegro increased from 815 cases in 2004 to 861 in 2005 and 956 in 2006.

ITALY. REFUSALS 2006

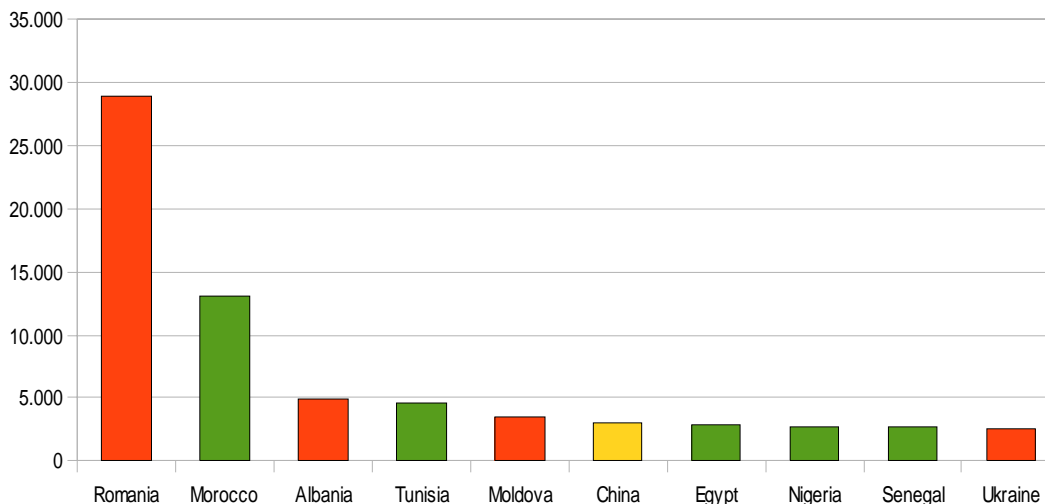


SOURCE: ITALIAN MINISTRY OF THE INTERIOR

As regards citizens apprehended by police on the Italian territory, in 2006 the total amount exceeded again the 90,000 cases, as occurred also in 2000 and 2002. Once again the countries mainly involved in apprehensions are the same from where the majority of immigrants come: Romanians rank first with 29,000 citizens involved, followed by Moroccans (13,000) and Albanians (4,900).

During the period 2004-2006 these countries constantly maintained their ranking, closely followed by Tunisia (from 2,100 cases in 2004 to 4,600 in 2006), Republic of Moldova (3,500 cases), China (3,100), Egypt (2,900), Nigeria and Senegal (2,700), and Ukraine (2,600).

ITALY. APPREHENDED 2006



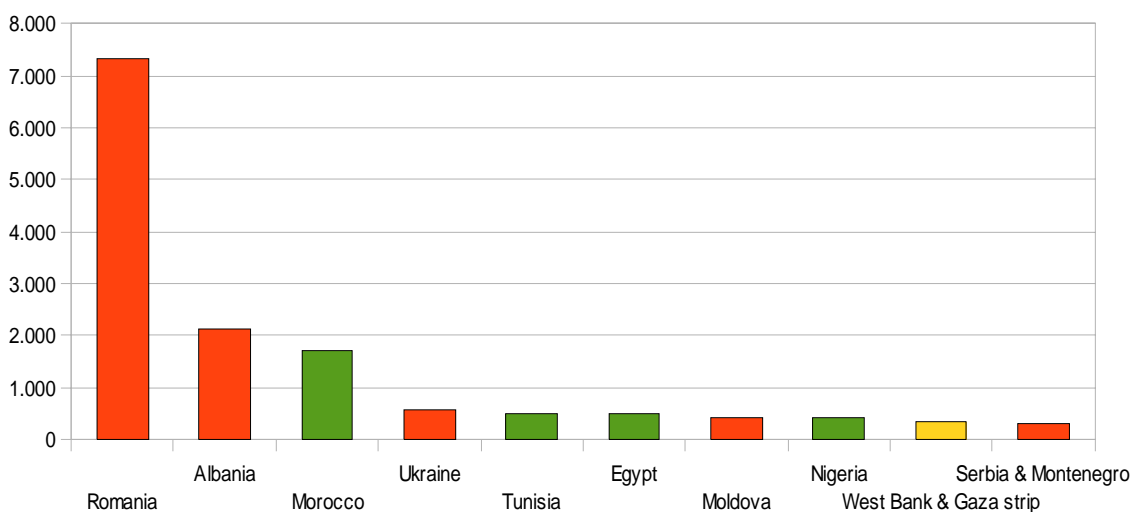
SOURCE: ITALIAN MINISTRY OF THE INTERIOR

As regards removals, starting from 1997 they have constantly decreased. In 1997 there were more than 48,000 removal cases, which almost halved in 2005 (24,000) and decreased to one-third in 2006 (16,000). The ranking of the citizenships involved in removals is characterized by a predominance of Europeans and Africans:

- Europe: Romania (1st: 7,300); Albania (2nd: 2,100); Ukraine (4th: 600); Republic of Moldova (7th: 400); Serbia-Montenegro (10th: 300)
- Africa: Morocco (3rd: 1,700); Tunisia (5th: 500); Egypt (6th: 500); Nigeria (8th: 400).

The only exception is represented by the Autonomous Palestinian Territories in the 9th position with 338 cases, in drastic decrease from the 1,765 cases of the previous year.

ITALY. REMOVALS 2006



SOURCE: ITALIAN MINISTRY OF THE INTERIOR

4.2 Contextual interpretations (legal, political and international factors)

Italy's countermeasures against irregular migration flows are influenced by the fact of being a frontier country, with its national and sea borders placed at the junction of vast migratory flows coming from Eastern Europe, Asia and Africa. In such a context, the commitment to prevent and counteract irregular flows cannot be completely effective, as shown by this study. However, these figures can help us to better understand what is going on, even if they need to be improved both in their gathering and their publication.

The Italian case is of great interest also for its innovative approach to some aspects connected with the irregularity of immigrants. Italy, in fact, is the Member State which has carried out an organic pilot project aiming at the recovery of trafficking victims. Since 2000, specific projects have been launched by the Department of Rights and Equal Opportunities, and the amount of beneficiaries who have received assistance is 45,331; almost all of them are women victims of sexual exploitation, and about one-third of them (13,854) have received a job grant.

Moreover, in order to enforce the art. 18 of the Consolidation Act on Immigration, during the last year in Italy it was suggested to increase the categories of beneficiaries of assisted returns (more than 7,000 from 1991 to today) and to introduce some sort of economic support for the reinsertion of those who cooperate in identifying themselves, thanks to the assistance of the IOM – International Organization for Migration; in this case, their cooperation should be accepted both when spontaneous and when it follows their apprehension by the police, in this case reducing the ban of re-entry to 2 years (instead of the actual 10), except in the event of a second offence.

In order to increase the percentage of regular migration flows as opposed to the irregular ones, it is necessary not only to counteract irregularity, but also constantly improve the laws and specifically the immigration quotas, and furthermore improve the countermeasures of the European Union and the international collaboration.

(Translation by Claudia DI SCIULLO)

5. STATISTICAL ANNEX

Migration flows 1999-2006

	1999	2000	2001	2002
Legally resident population (1st January)	56.909.109	56.923.524	56.960.692	56.997.742
Recorded immigration	185.052	226.968	208.252	222.801
Recorded emigration	64.873	56.601	56.077	44.303
	2003	2004	2005	2006
Legally resident population (1st January)	57.321.070	57.888.245	58.462.375	58.751.711
Recorded immigration	470.491	444.566	325.673	297.640
Recorded emigration	62.970	64.849	65.029	75.230

POPULATION

1999-2001

SOURCE: ISTAT, *Reconstruction of intercensus population by age and sex on 1st January*
<http://demo.istat.it/ric/index.html>

2002-2006

SOURCE: ISTAT, *Demography in figures. Resident population by age, sex and marital status on 1st January*
http://demo.istat.it/index_e.html

IMMIGRATION-EMIGRATION

1999-2001

SOURCE: ISTAT, *Registry subscriptions and cancellations. Reference period: years 1997-2005. Published: 18th June 2008*
http://www.istat.it/dati/dataset/20080618_00/

2002-2006

SOURCE: ISTAT, *Demography in figures. Resident population by age, sex and marital status on 1st January*
http://demo.istat.it/index_e.html

Population by main groups of citizenship 2001-2006

Population by main groups of citizenship, 2001

	1-01-2001
Total Population	56.960.692
Nationals	55.580.943
Other EU-Nationals	146.165
Total Non-EU nationals	1.233.584
<i>Most important third country nat.:</i>	
Morocco	162.254
Albania	146.321
Romania	69.999
Philippines	65.073
China	60.143
Tunisia	45.972
United States of America	45.528
Serbia and Montenegro	40.151
Senegal	39.170
Sri Lanka	33.789
Others	525.184

Population by main groups of citizenship, 2003

	1-01-2003
Total Population	57.321.070
Nationals	55.817.784
Other EU-Nationals	150.866
Total Non-EU nationals	1.352.420
<i>Most important third country nat.:</i>	
Morocco	171.567
Albania	170.746
Romania	94.818
Philippines	65.575
China	64.010
Tunisia	51.137
United States of America	45.642
Serbia and Montenegro	40.237
Senegal	36.959
Sri Lanka	35.696
Others	576.033

Population by main groups of citizenship, 2002

	1-01-2002
Total Population	56.997.742
Nationals	55.549.350
Other EU-Nationals	145.549
Total Non-EU nationals	1.302.843
<i>Most important third country nat.:</i>	
Morocco	167.334
Albania	157.646
Romania	82.555
Philippines	67.258
China	61.452
Tunisia	53.034
United States of America	44.653
Serbia and Montenegro	39.278
Sri Lanka	38.413
Senegal	37.806
Others	553.414

Population by main groups of citizenship, 2004

	1-01-2004
Total Population	57.888.245
Nationals	55.660.678
Other EU-Nationals	148.194
Total Non-EU nationals	2.079.373
<i>Most important third country nat.:</i>	
Romania	244.377
Albania	240.421
Morocco	231.044
Ukraine	117.161
China	104.952
Philippines	76.099
Poland	64.912
Tunisia	62.651
Senegal	49.720
India	49.157
Others	838.879

Population by main groups of citizenship, 2005

		1-01-2005
Total Population		58.462.375
Nationals		56.216.827
Other EU25-Nationals		239.192
Total Non-EU25 nationals		2.006.356
<i>Most important third country nat.:</i>		
	Albania	251.240
	Romania	249.369
	Marocco	235.012
	Ukraine	111.570
	China	106.750
	Philippines	75.829
	Tunisia	59.305
	India	50.693
	Serbia and Montenegro	48.336
	Senegal	47.949
Others		770.303

Population by main groups of citizenship, 2006

		1-01-2006
Total Population		58.751.711
Nationals		56.465.687
Other EU25-Nationals		233.867
Total Non-EU25 nationals		2.052.157
<i>Most important third country nat.:</i>		
	Romania	271.491
	Albania	256.916
	Morocco	239.728
	Ukraine	115.087
	China	114.165
	Philippines	74.987
	Tunisia	61.540
	Serbia and Montenegro	52.272
	India	51.832
	Peru	48.717
Others		765.422

2001-2003

SOURCE: ISTAT, *Foreign presence in Italy: socio-demographic characteristics. Reference period: years 2001-2003. Published: 21 June 2004*

http://www.istat.it/dati/catalogo/20040621_01/

2004

SOURCE: ISTAT, *Foreign presence in Italy: socio-demographic characteristics. Reference period: years 2003-2005. Published: 28 August 2007*

http://www.istat.it/dati/catalogo/20070828_01/

2005-2006

SOURCE: ISTAT, *Demography in figures. Resident permits on 1st January*

<http://demo.istat.it/altridati/permessi/index.html>

Minors (<14 years) registered on foster/parents permit of stay

Number of minors (<14 years) registered on foster/parents permit of stay.

		1-01-2005
Total Population		
Nationals		
Other EU25-Nationals		57.848
Total Non-EU25 nationals		448.501
<i>Most important third country nat.:</i>		
	Morocco	81.409
	Albania	80.611
	China	35.218
	Philippines	22.476
	Tunisia	22.424
	Egypt	14.835
	The former Yugoslav Republic of Macedonia	14.040
	Serbia and Montenegro	13.785
	India	13.619
	Sri Lanka	11.465
Others		138.619

		1-01-2006
Total Population		
Nationals		
Other EU25-Nationals		18.698
Total Non-EU25 nationals		562.696
<i>Most important third country nat.:</i>		
	Morocco	91.040
	Albania	88.691
	Romania	53.039
	China	41.234
	Tunisia	25.142
	Philippines	24.995
	Egypt	17.419
	The former Yugoslav Republic of Macedonia	15.669
	India	15.444
	Serbia and Montenegro	14.531
Others		175.492

2005-2006

SOURCE: Ministry of Interior data

Annual total number of residence permits

Annual total number of residence permits issued according to the main categories for migration (excluding seasonal workers), 2004-2005 *)

	2004		2005		2006	
	Pos. decisions		Pos. decisions		Pos. decisions	
	Total	sub-total	Total	sub-total	Total	sub-total
Total	NA		172.811		122.598	
Family formation/reunification	NA		76.909		60.784	
- spouse		NA		NA		NA
- children < 18 years		NA		NA		NA
- other family members		NA		NA		NA
Study	NA		14.290		12.855	
- pupils		NA		NA		NA
- students		NA		NA		NA
Employment	NA		54.040		30.119	
- self-empl. persons		NA		NA		NA
- employed persons		NA		NA		NA
Other categories	NA		27.572		18.840	

Registered foreigners during the reference year with a residence permit still in force at the first January of the following year

2005-2006

SOURCE: ISTAT, *Demography in figures. Resident permits on 1st January*

<http://demo.istat.it/altridati/permessi/index.html>

Asylum applications (1997-2006)

Total number of first asylum applications during the period 1997-2006

	1997	1998	1999	2000	2001
Number of first applications	1.874	13.194	24.809	18.361	17.403

	2002	2003	2004	2005	2006
Number of first applications	16.131	13.982	9.850	9.377	10.348

1997-2005

SOURCE: Ministry of Interior - National Commission for Asylum Right.

Data extracted on request on 23rd October 2008

2006

SOURCE: Ministry of Interior - National Commission for Asylum Right, *Asylum Applications' Trends 1999-2007*

http://www.interno.it/mininterno/export/sites/default/it/temi/asilo/l_numeri_dellxasilo_domande_pervenute_esaminate.html

Data extracted on 9th July 2008

Unaccompanied minors

SOURCE: Minori Stranieri Non Accompagnati - Rapporto 2007, Anci - Dipartimento Immigrazione

First asylum applications by main countries of citizenship, 2004

	Total
TOTAL	9.850
RFJ - SERBIA / MONTENEGRO	1.475
ROMANIA	1.182
NIGERIA	950
ERITREA	841
SUDAN	841
LIBERIA	490
BANGLADESH	370
ETHIOPIA	348
Others	3.353

First asylum applications by main countries of citizenship, 2005

	Total
TOTAL	9.377
ERITREA	1.313
RFJ - SERBIA / MONTENEGRO	839
SUDAN	603
IVORY COAST	541
ETHIOPIA	523
TOGO	392
GHANA	387
ROMANIA	261
Others	4.518

**First asylum applications
by main countries of citizenship,
2006**

	Total
TOTAL	10.348
Eritrea	2.151
Nigeria	830
Togo	584
Serbia and Montenegro	581
Ghana	530
Cote d'Ivoire	508
Ethiopia	453
Morocco	354
Sudan	308
Bangladesh	283
Others	3.766

**Asylum applications by
unaccompanied minors, 2004**

age groups	male	female	total
Total	Na	Na	102
0-13	Na	Na	Na
14	Na	Na	Na
15	Na	Na	Na
16	Na	Na	Na
17	Na	Na	Na
Age unknown	Na	Na	Na

**Asylum applications by
unaccompanied minors, 2005**

age groups	male	female	total
Total	Na	Na	144
0-13	Na	Na	Na
14	Na	Na	Na
15	Na	Na	Na
16	Na	Na	Na
17	Na	Na	Na
Age unknown	Na	Na	Na

**Asylum applications by
unaccompanied minors, 2006**

age groups	male	female	total
Total	Na	Na	251
0-10	Na	Na	5
11-14	Na	Na	10
15	Na	Na	15
16	Na	Na	70
17	Na	Na	151
Age unknown	Na	Na	0

Asylum decisions (2004-2006)

Total number of decisions, 2004

	Total	First instance	First appeal	Subsequent appeal
Total	8.332	:	:	:
Positive decisions	3.134	:	:	:
Negative decisions	3.114	:	:	:
Other non-status decisions	2.084	:	:	:

Total number of positive decisions (first instance) by type and country of citizenship, 2004

	Total	Geneva Conv. Stat. Granted	Humanitarian Status and all other types of subs. protect.	Other
TOTAL	3.134	771	2.363	
Eritrea	618	188	430	
Ethiopia	151	72	79	
Somalia	508	54	454	
Togo	93	47	46	
Congo Dem. Rep.	74	44	30	
Liberia	654	23	631	
Others	1.036	343	693	

Total number of decisions, 2005

	Total	First instance	First appeal	Subsequent appeal
Total	10.911	:	:	:
Positive decisions	4.384	:	:	:
Negative decisions	4.645	:	:	:
Other non-status decisions	1.882	:	:	:

Total number of positive decisions (first instance) by type and country of citizenship, 2005

	Total	Geneva Conv. Stat. Granted	Humanitarian Status and all other types of subs. protect.	Other
TOTAL	4.384	706	3.678	
Eritrea	1.670	206	1.464	
Sudan	464	34	430	
Ethiopia	491	82	409	
Cote d' Ivoire	400	16	384	
Serbia and Montenegro	141	36	105	
Iran (Islamic Republic of)	57	36	21	
Others	1.161	296	865	

Total number of decisions, 2006

	Total	First instance	First appeal	Subsequent appeal
Total	9.260	:	:	:
Positive decisions	878	:	:	:
Negative decisions/Human. Prot.	4.338			
Negative decisions	3.681	:	:	:
Other non-status decisions	363	:	:	:

Total number of positive decisions (first instance) by type and country of citizenship, 2006

	Total	Geneva Conv. Stat. Granted	Humanitarian Status and all other types of subs. protect.	Other
TOTAL	:	878	4.338	:
Country1	NA	NA	NA	NA
Country2	NA	NA	NA	NA
Country3	NA	NA	NA	NA
Country4	NA	NA	NA	NA
Country5	NA	NA	NA	NA
Others	NA	NA	NA	NA

1997-2005

SOURCE: Ministry of Interior - National Commission for Asylum Right.
Data extracted on request on 23rd October 2008

2006

SOURCE: Ministry of Interior - National Commission for Asylum Right, *Asylum Applications' Trends 1999-2007*
http://www.interno.it/mininterno/export/sites/default/it/temi/asilo/l_numeri_delxasilo_domande_pervenute_esaminate.html
Data extracted on 9th July 2008

Refusals (1997-2006)

Total number of refused aliens during the period 1997-2006

	1997	1998	1999	2000	2001
Number of refused aliens	39.888	29.593	36.424	30.563	30.287
	2002	2003	2004	2005	2006
Number of refused aliens	37.183	24.003	24.003	19.336	20.267

1997-2006

SOURCE: Ministry of Interior - Department of Public Security

Data extracted on request on 19th September 2008

Refused aliens by main country of citizenship, 2004

	Total
TOTAL	24.003
Bulgaria	4.463
Romania	4.368
Albania	1.339
Nigeria	1.047
Croatia	862
Turkey	839
Serbia & Montenegro	815
Bolivia	788
China	639
Brazil	512
Others	8.331

Refused aliens by main country of citizenship, 2005

	Total
TOTAL	19.336
Romania	3.511
Bulgaria	2.209
Albania	1.019
China	876
Serbia & Montenegro	861
Nigeria	838
Croatia	722
Turkey	614
Brazil	581
Bolivia	499
Others	7.606

**Refused aliens by main country of citizenship,
2006**

	Total
TOTAL	20.267
Romania	6.254
Bulgaria	2.083
Serbia & Montenegro	956
Nigeria	819
Albania	675
Croatia	582
Turkey	562
China	482
Bolivia	474
Morocco	416
Others	6.964

Apprehensions (1997-2006)

Annual totals of apprehended aliens illegally present during the period 1997-2006

	1997	1998	1999	2000	2001
Number of apprehended aliens	57.359	69.789	64.523	91.460	90.160
	2002	2003	2004	2005	2006
Number of apprehended aliens	92.823	59.535	61.024	83.809	92.029

1997-2006

SOURCE: Ministry of Interior - Department of Public Security

Data extracted on request on 19th September 2008

Apprehended aliens illegally present by main countries of citizenship, 2004

	Total
TOTAL	61.024
Romania	18.059
Morocco	5.764
Albania	3.447
Moldova	3.296
Ukraine	2.373
Tunisia	2.099
Nigeria	2.064
West Bank and Gaza strip	2.059
Senegal	1.875
Bulgaria	1.594
Others	18.394

Apprehended aliens illegally present by main countries of citizenship, 2005

	Total
TOTAL	83.809
Romania	26.010
Morocco	7.722
Albania	4.130
Moldova	4.013
China	3.779
West Bank and Gaza strip	3.034
Nigeria	2.893
Ukraine	2.756
Tunisia	2.714
Egypt	2.447
Others	24.311

Apprehended aliens illegally present by main countries of citizenship,

2006

	Total
TOTAL	92.029
Romania	28.973
Morocco	13.122
Albania	4.889
Tunisia	4.560
Moldova	3.451
China	3.079
Egypt	2.865
Nigeria	2.705
Senegal	2.702
Ukraine	2.629
Others	23.054

Removals (1997-2006)

Annual totals of removed aliens during the period 1997-2006

	1997	1998	1999	2000	2001
Number of removed aliens	48.292	12.681	24.044	26.734	32.000
	2002	2003	2004	2005	2006
Number of removed aliens	33.413	31.013	27.402	24.001	16.597

1997-2006

SOURCE: Ministry of Interior - Department of Public Security

Data extracted on request on 19th September 2008

Total removed aliens by main countries of citizenship, 2004

	Total
TOTAL	27.402
Romania	11.205
Albania	2.841
Morocco	2.387
Tunisia	1.242
Ukraine	819
Moldova	810
Bulgaria	762
Nigeria	738
Egypt	627
West Bank and Gaza strip	582
Others	5.394

Total removed aliens by main countries of citizenship, 2005

	Total
TOTAL	24.001
Romania	10.032
Albania	2.320
West Bank and Gaza strip	1.765
Morocco	1.572
Egypt	1.086
Iraq	791
Tunisia	783
Ukraine	674
Nigeria	633
Moldova	533
Others	3.812

**Total removed aliens by main countries of citizenship,
2006**

	Total
TOTAL	16.597
Romania	7.332
Albania	2.122
Morocco	1.707
Ukraine	566
Tunisia	506
Egypt	497
Moldova	412
Nigeria	407
West Bank & Gaza strip	338
Serbia & Montenegro	318
Others	2.392