



Italy

“Feeding in” and “Feeding out”, and Integrating Immigrants and Ethnic Minorities

A Study of National Policies

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The present report contains two Chapters:

- the first chapter focuses the “feeding-in” and “feeding-out” dynamics that can be understood from the evaluation of the Lisbon National Reform Program (NRP) 2006 – 2008 and the National Strategy Report on Social Inclusion and Social Protection (shortly NSR)
- the second chapter concerns the specific topic “Integration of immigrants (first and second generations) and / or ethnic minorities

The two Chapters are linked by a table of “feeding-in” dynamics, associated with the objective “social inclusion of Immigrants and Ethnic Minorities”. The external evaluator filled in the table as no similar summarised exercises have been elaborated by NRP and NSR.

It should be noted that the NRP was delivered with a certain delay. Likewise, only a draft version of the NSR was available for assessment, given that the final version has yet to be completed and approved by the national government.

As a result, the present report has some aspects that are provisional and required integration with an analysis of key national official documents and acts, some of which still under debate in Parliament (e.g. the 2007 financial law). In particular, in the present situation, the most reliable document regarding the EU Lisbon and Gothenburg (Sustainable Development) Strategies appears to be the 2007 financial bill that constitutes the operational framework for the new perspectives of development. It should be noted that the 2007 financial act will be finalised by the end of this year (2006) and changes to the present bill could be introduced during Parliamentary debate. Better-defined elements will be available next year for the assessment of the Italian endeavour towards new strategic perspectives.

However, through the integrated analysis of several documents, significant strategic changes have occurred following the recent political elections. A new centre-left government replaced the former centre-right government. Political discontinuity therefore has opened new approaches, options and paths that require time to be understood and implemented. Social inclusion appears to have gained in importance. Compared with the previous NAP, an evolution in: social policies with allocation of new resources to regional and local authorities, the re-launch of the 2000 reform, the probable reactivation of minimum income schemes; healthcare policies with new quality parameters and resources; education and training systems with more autonomy and services, attention on early school leaving and low-income households; employment policy aimed at reducing precariousness through a new taxation system to favour stable jobs and low-income households, as well as a probably more coherent and integrated system of social and unemployment benefits; anti-drug policy with a social inclusion approach that reassigns a key role to regional and local authorities; young people with financial and service support; convicts with new projects for social and labour inclusion; elderly people with resources to promote actions in favour of not-self-sufficient persons; minors and their families with a consistent series of monetary supports (e.g. allowances and fiscal reform in favour of low-income and large households), services (e.g. nurseries, “time banks”, flexible work organisation, especially devoted to reconcile family and work life) and anti-discrimination initiatives; disabled people with anti-discrimination, social and labour inclusion initiatives; immigrants with a more coherent, open, multi-dimension approach aimed at solidarity, social inclusion and multi-cultural cohesion. Moreover, pensions are moving towards a better financial stability.

First Chapter

Summary

The present chapter is dedicated to the analysis of the “feeding-in” and “feeding-out” dynamics that result from the integration of the Lisbon National Reform Program (NRP) 2006 – 2008 and the National Strategy Report on Social Inclusion and Social Protection (shortly NSR).

The analysis reveals the following major challenges to improve a better correlation of the two documents while improving their contents:

- To assign a strategic role to NRP and NSR in the policy arena while providing a single system of stakeholder involvement given that social inclusion policies constitute a pillar of both planning documents within the “Lisborg” (Lisbon + Gothenburg) strategy
- To refer more clearly to the NRP and NSR challenges identified by the EU Commission for Italy in order to better integrate priorities and measures proposed by the two planning documents
- To define more precisely targets that support strategic guidelines while avoiding to take for granted that growth by itself will have a positive impact on employment, social inclusion and reduction of territorial unbalances and poverty
- To define more precisely the expected impacts of the new policy development on socially vulnerable categories, not only in terms of taxation relief and disposable income but in opportunities for “improving the quality of life” (e.g. labour and social integration, multi-cultural cohesion, access to rights and services, reconciliation of family and work life, healthy housing, workplaces, urban and rural areas)
- To promote flexicurity through reduction of precariousness in labour markets, increase in services and social protection systems by reforming current mechanisms (e.g. pensions, unemployment and social benefits, taxation relief, employment incentives) and reactivating minimum income schemes
- To better integrate measures concerning environmental protection, sustainable utilisation of the available resources, sustainable production and consumption patterns into social inclusion, employment, education and training policies, while fostering Corporate Social (and environmental) Responsibility

As an overall conclusion, positive attempts can be detected both in NRP and NSR but a more integrated approach could favour strategic decisions and paths, coherently targeted, to face the challenges underlined by the EU Commission for Italy: to raise activity and employment rates especially for women; to develop the South and reduce regional unbalances; to alleviate the tax burden on families; to give stability to the pension systems; to improve health care services; to favour flexicurity; to integrate immigrants; to adopt an universal approach to extreme poverty; to strengthen co-operation between national and sub-national interventions.

1. Feeding in analysis

1.1 Stakeholders’ involvement in the Lisbon NRP

The 2006 – 2008 NRP was elaborated between July – October 2006. With respect to the previous NRP, a new governance instrument was utilised to favour co-ordination in programme elaboration: a single

inter-ministries structure (CIACE, Comitato Interministeriale Affari Comunitari Europei (created by Law No 11/2005) where regional and local authorities are also represented.

The first operational meeting of CIACE focused on the new NRP the 4th of July 2006. The basic orientations were provided with the participation of the concerned Ministries, including those responsible for employment and social inclusion policies. The NRP elaboration was finalised with the approval by the national government on the 19th October 2006, after two presentations made in July and October to the Parliament Commissions. The next step will be the NRP presentation at the State – Regions Conference, a permanent co-decision institution between national and local authorities.

The NRP document declares that a consultation was made also involving social partners but details are not provided on the procedures or the number of associations involved. Moreover there is no evidence of systemic and intensive consultation and involvement of other relevant stakeholders (e.g. social services providers, NGOs and civil society) in the NRP preparation. For instance, apart from the final governmental approval, comments and information on the NRP contents and methods of involvement do not appear in newspapers or the specialised press.

As a final consideration, there is still a need to assign a strategic role to NRP (as well to NSR) in the policy arena both at national, regional and local levels.

1.1 Social Inclusion / Social Protection challenges

There are five NRP priorities, one of which explicitly references the NSR (2006 – 2008 national plan on social inclusion and protection) under the heading “increasing employment, strengthening training and social inclusion, reducing disparities”. A first (rather timid) attempt to introduce the flexicurity concept is present in the NRP chapter dedicated to “employment, education and social inclusion” with the following main policy orientations:

- employment growth (with a close attention on women) and reduction of territorial unbalances (namely the North – South divide)
- access to rights with the definition of basic levels of social services for all and a specific attention on disabled and elderly people, minors and immigrants
- a new legal framework for immigrants integration in host communities and social inclusion (citizenship rights, family reunification and so on)
- development of co-decision processes (so-called “concertazione”) between public authorities and social partners (namely, trade unions and trade associations)
- reduction of fragmentation and segmentation in labour market (e.g. an increasing number of contract typologies, precariousness and uncertainty)
- integration of different (local and central) information systems to favour labour supply and demand matching (e.g. “Borsa Lavoro”)
- life long learning instruments such as vocational guidance and training, apprenticeship and school-work paths, inter-professional funds and service-at-demand-vouchers, territorially permanent centres for adult education and e-learning
- a new system of unemployment and social benefits with a specific focus on the most vulnerable persons (e.g. young, women and those aged over 50) while fighting against irregular work, hidden labour markets, black economy and tax evasion
- reactivation of a minimum income scheme for social insertion (RMI) combined with labour and social inclusion actions, particularly in the South

- reconciliation of family and work life supported by nurseries and education services for children and minors, illness and maternity allowances, parental leaves and allowances for minors, volunteer “time banks”, the promotion of innovative work organisations, monitoring systems (for instance a national “observatory” on households)
- integrated networks of health services that include the dissemination of a health impact assessment
- urban renovation and social housing

Health and long-term care as well pensions are considered in the NRP chapter dedicated to “macro-economic policies”, where the following main policy orientations are explained: the stabilisation of health expenditure supported by agreements between the State and the Regions (“a new deal for health”, September 2006); a better integration between the public resources (“public pillar”) and the additional resources from private pension-funds (“second pillar”) to begin in January 2007 and aimed at giving financial stability through an increased volume of social contributions, supported by tax relief for low income along with the expected increase in employment rates (especially women and ageing workers).

A series of financial measures are included in the NRP to support the above-mentioned strategic orientations, namely:

- Tax relief concerning labour costs and consisting in 5% reduction of labour-related taxation (2% in favour of employees and 3% in favour of enterprises) to enhance permanent employment; benefit will be of 5,000 € per year for each dependent worker with permanent employment contract in the Centre and Northern regions and 10,000 € in the Southern regions (increased by 1,800 – 2,000 € in the case of women employed)
- Tax relief related to the family burden and fiscal rates that favour low income persons
- National Fund for Social Policies (NFSP) integrated by 300,000,000 € per year between 2006 – 2008, 50% of which in resources directly and autonomously managed by regional and local authorities
- National Fund for Not-Self-Sufficient Persons (with a close attention on elderly people) consisting in 50,000,000 € in 2007 and 200,000,000 € per year in 2008 and 2009
- National Fund for Social Inclusion of Immigrants to face especially social and housing difficulties consisting in 50,000 € per year in 2007, 2008 and 2009
- Foundation for the South to promote solidarity networks, subsidiarity and Corporate Social Responsibility in Southern Italy with 300,000 € as a starting capital amount
- Financial resources totalling 1 billion € to increase family allowances according to the number of children
- National Fund for Family policies consisting in 215,000,000 € per year in 2007, 2008 and 2009
- Plan for nurseries and education services supported by 100,000 € each year in 2007, 2008 and 2009

Both the above-mentioned policy orientations and financial measures can be found in the National Strategy Report on Social Inclusion and Social Protection (NSR) that of course provides details on a wider range of policy trajectories and social categories.

Other measures are constituted by acts recently enforced or presented by the new government. For instance, a number of expected measures are present in the 2007 financial law currently under Parliamentary discussion. Many of these measures are therefore not operational at present time (October 2006) and it is impossible to know if they will be actually approved by Parliament.

However, a better correlation could have been determined between NRP and NSR. The two documents appear to follow parallel paths and have different procedures, even though elaborated by the same national government. This differentiated itinerary may have resulted from too little time for the new government to elaborate the documents, while the involvement of stakeholders was not performed in an integrated and systemic way.

As an overall consideration, more co-ordination efforts should be made to integrate the two documents and to avoid delays. Integration could be made by looking at the main Italian challenges identified by the EU Commission (EC, 2006 and 2006a) in the field of Social Inclusion and Social Protection. Unfortunately, the NRP does not make any direct reference to these conclusions and they are not clearly highlighted in the NSR draft.

A better integration between challenges, NRP objectives and NSR priorities should be worked out, as demonstrated in [Table 1](#). Moreover, both NRP and NSR reflect the Italian planning model: legislative measures implemented by subsequent acts and projects, rather than management by expected results. Targets are often outlined but they are of a general nature (mainly referring to the overall Lisbon commitments), confirming good strategic guidelines that open policy processes but unfortunately remain poorly targeted.

Challenges underlined by the EC	NRP objectives	NSR priorities
<p>To raise activity and employment rates (particularly those of women and older workers).</p> <p>To develop the South.</p> <p>To alleviate the tax burden on families.</p> <p>To ensure adequate financing arrangements including the pension system (e.g. increasing the volume of social contributions).</p> <p>To improve health care services (e.g. long-term care and ageing people), which would also help further raise employment rates for women.</p>	<p>To raise activity and employment rates.</p> <p>To face regional unbalances and to develop the South.</p> <p>To modify taxation in a more equitable way while reducing pressure on workers and families with low income.</p>	<p>To reform the system of wealth distribution by means of more equitable measures in taxation and allowances, favouring families and minors, large households and persons with a low income.</p> <p>To combine social inclusion and employment policies to reduce regional unbalances.</p>
<p>To accompany the reforms of the labour markets with "shock absorber" systems in order to reduce the risk of a two-tier labour market.</p> <p>To establish a universal approach to extreme poverty.</p> <p>To promote long-term integration of the growing immigrant population.</p>	<p>To fight against the increasing precariousness in the labour markets and the fragmentation of labour contract typologies.</p> <p>To analyse flexicurity policies in depth and to define a new system of employment and social benefits.</p> <p>To develop social housing.</p> <p>To promote a new immigration policy.</p>	<p>To promote equal opportunities and the access to rights and services through a more integrated approach aimed at preventing and reducing the risk of poverty (e.g. minors).</p> <p>To fight against extreme poverty and all types of discrimination (especially for people with disabilities) while improving immigration policies.</p> <p>To develop housing policies to support vulnerable categories (e.g. young people, young couples, immigrants and poor persons).</p>
<p>To strengthen co-ordination between national and sub-national interventions.</p> <p>To establish the levels of assistance that are to be deemed essential nation-wide.</p>	<p>To strengthen co-operation between public authorities at different levels and participation of the other stakeholders (e.g. social partners and NGOs).</p> <p>To define of basic levels of access to rights and services</p>	<p>To put the citizen at the centre of service delivery without any discrimination and through definition of basic levels of access to rights and services.</p>

2. Feeding out analysis

There are five NRP priorities:

- Extending the area of free choice for citizens and companies by increasing competition and simplification (e.g. in legislation and procedures), the abatement of barriers to access protected markets, liberalisation of several services sectors (taxi, banks, trade, pharmacies, insurance companies, free professions, etc.)
- Granting incentives for scientific research and technological innovation mainly increasing collaboration and partnership between public and private sectors in order to arrive at investments equivalent to 2.5% of GDP by 2010
- Increasing employment rates, strengthening education and training, improving social inclusion and cohesion, reducing employment disparities
- Upgrading physical and immaterial infrastructures mainly in transport sector to promote inter-modality, inter-operability, logistics national plan, TEN-T networks and corridors, sea motorways, networks in the Southern regions, information and communication technologies
- Protecting the environment through energy saving technologies and systems, development of renewable sources of energy, sustainable mobility, implementation of the Kyoto Protocol, projects for sustainable development

NRP priorities	€ million	%
Free choice for citizens and companies	410.70	0.7%
Research and technological innovation	10,673.60	17.6%
Employment, education, training, social inclusion and cohesion	14,875.59	24.5%
Infrastructures	34,330.40	56.5%
Environmental protection	457.90	0.7%
Total	60,748.19	100%

Following these priorities and investments, the GDP is expected to increase around 1.3% in 2007 and by nearly 1.7% per year between 2008 and 2011.

The NRP notes the employment gaps with respect to the Lisbon Strategy and assumes that growth will have a positive impact on achieving employment and social inclusion objectives. Likewise, the NRP priorities and the associated financial measures are not well translated in quantifiable expected results concerning the increase in employment and social inclusion, as well as reduction of territorial unbalances and poverty. This lack of specific targets makes it difficult to assess the extent to which the creation of new jobs will benefit groups at risk of poverty and social exclusion.

Tables 3 and 4 report data from the EUROSTAT SDI (Sustainable Development Indicators) that show the necessity for an increased effort to meet the 2010 Lisbon Strategy targets and the EU (25 countries) poverty average rate.

Lisbon Strategy focus	2010 Lisbon targets	IT 2005
Overall employment rate	70%	57.6%
Women employment rate	60%	45,3%

At-risk-of-poverty rate after social transfers	EU 2004	IT 2004
Overall population	16%	19%
Women	17%	20%

Referring to the NRP guidelines, main beneficiaries are expected to be socially vulnerable categories, namely women, young and elderly people, persons with disabilities, immigrants and large households.

According to data included in the NSR draft, new policy development is considered relevant and sufficiently elaborated to lessen poverty risks for the most vulnerable citizens. Following the proposed taxation reform it is expected that an improvement should occur, at least in terms of disposable income. In 2004, the income distribution was 91.1% of the population below 40,000 € (dependent workers up to 92.9% and self-employed up to 88.8%), with 8.9% above this threshold. All those who are below the threshold are expected to benefit from the new taxation system.

According to the ISTAT president (consultation made by the Parliament and reported by the newspaper "Il Sole 24 ore" the 13th of October 2006), with the new financial law (concerning 2007) the relative poverty could be reduced for nearly 140,000 households. This translates to 16 million of families that will receive some tax related advantage compared to 4.8 million of families that will have to pay more taxes. Nearly 1 million of households with the lowest income level (the poorest) will not receive any benefit since they do not pay any tax (the so-called "incapienti"). It is, however, too early to evaluate the positive impacts of the new policy or to what extent it will contribute to resolving the problems stratified over a long period of time.

As an overall view, social inclusion seems to have increased in importance in the NRP, but a clearer elaboration of expected results is necessary. This document contains some strong points in terms of guidelines but it is too early to assess if the "Lisborg" process is consistent and the briefly-mentioned policies are realistic and mutually reinforcing each others.

"Lisborg" is considered the re-launch of the Lisbon strategy (2000) within the Gothenburg strategy (2001) for Sustainable Development.

The meaning of sustainability as a guiding commitment "to reconcile humanity with nature" is missing in the NRP and, as a consequence, the NRP does not cite any reference in its definition of "improving the quality of life" in the territorial systems, in particular in those eco-systems in which the impact of human activities is a major factor.

This low awareness is demonstrated by the percentage of resources devoted to environmental protection measures (0.7%) and by the modest connection and correlation among them and the measures concerning employment, education, training, social inclusion and cohesion policies, to which a more consistent amount of financial resources are allocated (24.5%).

A series of measures to promote Sustainable Development are in fact mentioned by the NRP as well as by the 2007 financial law still under Parliament debate, for instance:

- a national Fund to recover and improve urban, peripheral and neighbour areas in the Southern regions (50 million € per year in 2008 and 2009)
- a Fund for Sustainable Development to incorporate environmental dimensions in economic sectors, territorial areas, education and information policies as well as in international co-operation projects (25 million € each year in 2007, 2008 and 2009)
- a Fund to reduce greenhouse effects while producing energy from renewable sources and applying the Kyoto Protocol (200 million € between 2007 – 2009), accompanied by monetary incentives and fiscal relief for energy saving and efficiency in building industry (15 million € per each year in 2007, 2008 and 2009)

- a Fund to reduce energy costs and to favour the utilisation of natural gas and cogeneration plants from renewable sources (50 million € each year in 2007, 2008 and 2009) while providing other monetary incentives to produce bio-fuels from biomasses at a local level.

All the above-mentioned measures have a transversal nature to stimulate the sustainable utilisation of the available resources as well as sustainable production and consumption patterns. Unfortunately, the NRP does not take into consideration these efforts as basic elements for social inclusion policies aimed at improving the quality of life of poor households and vulnerable people through innovation in housing and spatial planning policies.

A better understanding of how policies are actually integrated and how political willingness is orientated towards a “sustainable life” for those at risk-of-poverty (e.g. minors, large households, immigrants, disable and elderly people) could have involved the experimentation with the “feeding in – feeding out” matrices proposed by the Commission, but this opportunity was missed in the Italian NRP.

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Priority Objective: Ensure Inclusion of Immigrants and Ethnic Minorities												
Input or Output targets	Indicators to measure progress		Policy Measures									
			Employment	Economic	Income: tax, social protection	Education & Training (incl. ICT)	Housing, Environment & Basic Services	Health & Social/Family Services	Culture, Sport & Leisure	Transport	Financial & Legal Services	Non Discrimination and Gender Equality
An additional 350,000 immigrant workers to be legally recognised in 2006	Number of immigrants	<i>Key Existing measures</i>	Limits to permit of stay		Three rate fiscal system (e.g. 23% up to 26,000 € and 33% up to 33,000 €)	Training and Italian language courses, school insertion		Regional and local social and health plans	No specific measures but indirect impact from the other policy fields	Social transport included in local social plans	Some financial support for housing and enterprise creation	Anti-discrimination structures (e.g. UNAR), Equal Opportunities Committees
		<i>Main New measures</i>	Sponsorship system and extension of resident permit	Reduction of labour costs	Tax relief for low income and large households	School integration, training and Italian language courses	Social housing plans and urban renovation	Regional and local social and health plans	New rules on citizenship and support to young people	Social transport included in local social plans	New rules on inclusive citizenship (e.g. ius domicili and solii)	Observatories on households, gender equality discrimination, childhood and minors
		<i>Additional resources</i>	National fund for social inclusion of immigrants (50,000,000 € in 2007, 2008 and 2009)	5% reduction of labour-related taxation (2% in favour of employees and 3% in favour of enterprises)	Differentiated fiscal rates (e.g. 23% up to 15,000 €, 27% up to 28,000 € and 38% up to 55,000 €)	53,195,060 € per year	National funds for social inclusion and for urban renovation (50,000,000 € in 2008 and 2009)	National fund for social policies, and National Health fund (nearly 100 billion € per year together)	National fund for youth policies (125,000,000 € in 2007, 2008 and 2009)	(see Health & Social, Family Services)	3,000,000 € in the next 3 years for fighting gender discrimination	

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		<i>How do these measures address gender inequalities?</i>	Anti-discrimination measures and structures (e.g. UNAR)	Less fiscal burden for women employed in the Southern regions	Increase in family and maternity allowances as well as in parental leave system	Anti-discrimination measures and structures (e.g. UNAR)	Anti-discrimination measures and structures (e.g. UNAR)	Health and social plans include anti-discrimination and equal opportunities' actions	Anti-discrimination measures and structures (e.g. UNAR)	(see Health & Social, Family Services)	Basic citizenship principles include the respect of gender equality	Mainstreaming in all policy fields
		<i>Agencies responsible for delivery (national, regional, local)</i>	National Ministries (e.g. Interior and Labour)	National Ministries (e.g. Economy)	National Ministries (e.g. Economy)	National, regional and local authorities	Regional, local and national authorities	Regional, local and national authorities	Regional, local and national authorities	(see Health & Social, Family Services)	Regional ombudsman for citizens	National, regional and local authorities

3. Analysis of the integrated guidelines

In the present section, a more in-depth analysis of the inventory grid annexed to the NRP report is presented, following the integrated guidelines established by the European Council (June 2005). The evaluator provides short comments on their main contents.

3.1 Sustainable use of resources (GL11)

This guideline includes 22 measures, at least 5 of them with a direct impact on social inclusion and employment policies: promoting education related to energy efficiency in secondary schools (1), providing training and job opportunities for disadvantaged people related to the installation of solar heating systems in penitentiaries (1), creating a research centre on biomass with the associated training (1), disseminating environmental management systems in small and medium sized enterprises (1), enhancing Local Agenda 21 (1).

This limited number of initiatives constitutes a starting point for the integration of the principles of sustainable development in social inclusion, health, security, training and employment policies, while stimulating Corporate Social Responsibility with environmental commitment.

3.2 Competitive business environment and better regulation (GL14)

This guideline includes 10 measures directed at simplifying procedures, reducing the administrative burden for enterprises and promoting stakeholder consultation while introducing new norms on competition and consumer rights (e.g. Law No 248/2006).

Stakeholder consultation and consumer rights are significant innovations, but unfortunately the Corporate Social Responsibility approach is not mentioned and one of its pillars (the integration of environmental aspects into business core activities) is missing (Commission of the European Communities, COM(2001)366 and COM(2002)347).

3.3 Employment and territorial cohesion (GL17)

This guideline is utilised by the NRP to support other guidelines and specifically those regarding "Sustainable use of resources" (GL11), "Lifecycle approach to work" (GL18), "Inclusive labour market" (GL19), "Labour market needs" (GL20) and "Flexicurity" (GL21). Details are provided in the analysis of the above-mentioned guidelines.

3.4 Lifecycle approach to work (GL18)

All measures (14) envisaged in this guideline coherently promote paths in social inclusion and social protection. 4 measures are dedicated to young people, 3 to active ageing, 2 specifically to women and the others to family and children.

Measures related to young people concern apprenticeship, insertion contracts and stages, support to territorial mobility (in particular for persons with low skills), research and support for the creation of young person associations.

Measures related to ageing workers include inter-professional funds for permanent training, increase in services for employment (e.g. in restructuring cases) and the analysis of effects related to the typologies of the new labour contracts introduced by the labour market reform (Law No 30/2003).

Measures that favour the employment of women, especially through reconciliation of family and work life, include a Ministerial task force on reconciliation policies and the dissemination of best practices in companies, financial support to firms that develop flexible work organisation (e.g. part-time, job sharing).

Other measures connect issues regarding women, minors and their families such as: parental (maternity and paternity) leaves, family allowances, nurseries and education services for children and minors, services to improve parent-child relationships, to contrast early school leaving, poverty and violence, while offering alternatives to the placement of minors in welfare - educational institutions.

To improve social protection and healthcare services, the necessary financial stability is affirmed in the NRP measures regarding guideline 2 "To safeguard economic and fiscal sustainability as a basis for increased employment". These measures will lessen pension and healthcare expenditures.

As an overall comment, these guidelines (18 and 2) facilitate a better integration between the NRP and NSR, but are insufficiently developed to promote modern social protection systems. More efforts are required to integrate the current mechanisms (e.g. pensions, unemployment and social benefits, taxation relief, employment incentives) and services (healthcare, nurseries and so on) in order to enhance the reconciliation of work and family life, as well as social cohesion aimed at meeting the different needs of vulnerable groups.

3.5 Inclusive labour market (GL19)

Under this guideline, 3 measures are presented that are devoted to people with disabilities. These measures concern the improvement of public employment services, training courses for nearly 1,500 practitioners in all fields (including social, employment, health), innovation of criteria for definition and classification of disabilities, more efficient procedures to assess disability and the impact on the process of social inclusion, the dissemination and implementation of basic principles (non discrimination and equal opportunities).

These measures refer more to service delivery than to the actual beneficiaries. Even though service delivery needs to be modernised, its probable positive impact on the beneficiaries should be more result-orientated (how many persons with disabilities are expected to improve their quality of life) and consumer-orientated (how stakeholders - e.g. families, NGOs and disabled people - are involved in the process of innovation).

3.6 Labour market needs (GL20)

Between the 8 measures contained in this guideline, 4 concern immigrants (Italian language courses in Italy, education and training programmes in the countries of origin, migration management, an observatory on migration flow and an observatory against discrimination), 1 women (entrepreneurship in the field of ethic and sustainable tourism), 1 social inclusion policies (training and prevention), 1 health services for elderly people and persons with disabilities (training for care workers) and 1 the integration of different (local and central) information systems to favour labour supply and demand matching (e.g. "Borsa Lavoro").

These measures are characterised by a direct involvement of the beneficiaries, making them a good starting point for a wider number of initiatives.

3.7 Flexicurity (GL21)

In this guideline, there are 9 measures as a whole, 5 concerning territorial mobility and 4 concerning the emersion of undeclared work.

Measures related to territorial mobility concern projects to increase employment while reducing regional disparities, as well as technical assistance to public employment services (mainly for training purposes) and the creation of a national monitoring system ("observatory").

The measures related to the emersion against undeclared work include projects aimed at increasing control, reorganising competences and services after the labour market reform (Law No 30/2003), developing preventive measures, research and international co-operation (e.g. the European Observatory and the national network on irregular work).

It is clear that the NRP actions within this guideline are very limited, even though necessary and important. A wider perspective could have anticipated concrete measures more coherently based on the combination of labour market flexibility and social security in view of the expected reforms on minimum income for social insertion, taxation, unemployment and social benefits.

Even though ICT is not yet clearly perceived as an instrument to facilitate the combination of flexibility and security, the NRP awareness is strong on the key role played by communication in a knowledge society open to all its components. In this direction (envisaged by guideline 9 "To facilitate the spread and effective use of ICT and build a fully inclusive information society") the NRP presents 22 measures concerning cultural heritage, scientific research and education systems, schools and universities, households and individuals, governments and enterprises, lifelong learning and early school leavers.

3.8 Employment-friendly labour costs (GL22)

2 strategic measures contain reduction of non-wage labour costs aimed at increasing and improving quality of employment. These measures follow the strategy of the new government aimed at reducing labour costs related taxes and increasing permanent jobs.

3.9 Human Capital (GL23-24)

Within the NRP, 21 measures are devoted to improving the investment in human capital (GL23) and 7 measures to adapting education and training systems (GL24). More specifically: training on and dissemination of ICT while providing the associated tools and e-learning for vulnerable people - e.g. young convicts and disable people - (6); training of school teachers (3); removal of income obstacles to enter education, training and university (3); university infrastructure, student housing and tax credits for students who rent a flat (3); prevention of early school leaving (2); reform of education, training and university (2); hiring plan for researchers (2); lifelong learning for adults (1); school-work alternation (1); masters in research (1); higher technical education and training systems (1); education guidance, mentoring and integrative training (1); financial support to fine arts academies and conservatories (1); Mediterranean area for education (1).

As an overall consideration, many attempts are made to promote inclusive education and training policies, accessible for all. However a stronger commitment seems to be necessary to reduce the number of early school leavers, taking also into account that this tendency is increasing in the new immigrant generations. To this end, a better correlation between NRP and NSR could foster improvement.

Second Chapter

Summary

The present chapter is dedicated to the analysis of the Italian policies on “Integration of immigrants (first and second generation) and / or ethnic minorities”. It focuses on the following major challenges in terms of issues:

- To deal with a phenomenon that should be considered as structural dynamics embedded in the Italian context
- To adopt a more strategic thinking in order to determine long term plans (at least 1-2 generations ahead) while positively acknowledging the structural dynamics as a resource for economic, demographic, employment, social and cultural issues
- To find more fluid mechanisms for matching domestic demand and foreign supply in the employment field in order to correct the limited impact of flow programming and to avoid the continuous utilisation of amnesties necessary to legally regularise those who live and work in Italy
- To modify the current legal framework from a “jus sanguinis” to “jus domicilii” and “jus solii” orientation in order to promote a better access to citizenship and the associated civil rights (vote included) while improving relationships between host communities and immigrants
- To more actively contrast discriminations in labour market, housing, education, training, health, social and also banking services
- To promote Corporate Social Responsibility together with more coherent public “flexicurity” strategies (in favour of a better combination between social protection and labour flexibility) against black economy (e.g. irregular and clandestine immigration and precarious jobs)
- To incorporate immigration policies within policies aimed at facing unbalanced development between regions (namely the South territories) given that similar problems, issues and trends concern both endogenous and foreigner communities (e.g. internal migration, lack of services and employment opportunities)
- To strengthen co-ordination and collaboration between national, regional and local authorities according to the subsidiarity principles (affirmed by the Constitution and associated relevant laws) in order to reduce progressively regional disparities
- To improve cultural cohesion through information and communication mechanisms against prejudices and stereotypes generally based on reductionism attitudes (e.g. single-religion-based identity) and emergency approaches that limit the capacity of handling the multi-identities of both host communities and immigrant people

1. General background

1.1 Immigration

According to official statistics (ISTAT, 2005, 2006 and 2006c), immigrant citizens totalled 2,670,514 (end of 2005) making them 4.5% of the overall population. However, some estimates reach 3,300,000 (e.g. Fondazione ISMU) or 5% of the overall population.

Immigration originally appeared in Italy in the 1970's and increased slightly during the 1980's. Further increases occurred in the 1990's and in the last few years ([Table 1](#)). Immigration was then perceived as a structural matter only during the last 8 years even though its incubation period has been a long one (36 years).

As an example, in 1997, the number legal immigrants exceeded 1.000.000 persons and, for the first time, official remittances from immigrants to their motherlands exceeded money sent by emigrants to Italy while the value of the net flow arrived at 5 times in 7 years (2,093,697 Euro in 2004 according to data from Ufficio Italiano Cambi elaborated by Caritas and Fondazione Migrantes).

Immigration flow continues to increase ([Table 2](#)), also in the number of newborn babies from legal immigrants (both parents). This increase is significant since, for instance in 2005 (ISTAT, 2006c), it determines a positive balance (+48,838) between live births (51,971) and deaths (3,133) concerning immigrants, while contributing to lessen the negative population growth trend in Italy (-62,120).

Demographic trends in Italy ([Table 3](#)) reveal that:

- a slight yearly increase in population is due to immigration between 2002 and 2006
- immigration widely overcomes emigration flows
- without immigration, the balance between live births and deaths would have been negative as the deaths have outnumbered births since 1993, except in 2004 characterised by the combined consequences of an extraordinary mortality recorded in 2003 and administrative delays in registering foreigners born in Italy (and thus accounted in 2004)

The official data on the immigrants in Italy (1/1/2005) shows that ([Table 4](#)):

- there are more men than women
- they are younger than the Italians
- follow the traditional flow of internal migration (from the South to the North and the Centre), which characterises the distribution of population between the Italian regions

The largest amount (more than 90%) of regular residence permits regards immigrants who work in Italy or related family reunification.

A key role is played by the regularisation of immigrants who were previously considered as "illegal" persons and successively included in the statistics on resident population and labour forces: 646,829 as an effect of 2002 Laws (No 189 and 222); a similar amount of persons (679,242) in the 1990's by acts enforced in 1990, 1995 and 1998; and previously 105,000 by a 1987 act.

In nearly 20 years (Caritas, 2005) 81% of labour contracts have been established on the principle "first come, then work" and only 19% on the normal procedures envisaged by law ("first a labour contract then permission to come").

540,395 irregular (or undocumented / clandestine) immigrants are estimated to live in Italy as of July 2005 (Fondazione ISMU, 2006). This number of irregular immigrants is indirectly confirmed by response to a decree (DPCM 15/02/2006) aimed at regulating the flow of immigrant workers: in front of a share of 170.000 persons allowed entry into Italy by law, nearly 484,000 persons requested regularisation, many of them corresponding to persons already leaving in Italy (Il Sole-24 Ore, 14 April 2006).

The 2002 regulation regarded 316,489 immigrant workers in household-related activities and 330,340 in enterprise-related activities. From a detailed analysis of these data (ISTAT, 2005c), the following profile of employment, gender, age and country of origin emerges: men (87,3%, aged 31) prevail in employment related to enterprises, their origin being largely from Romania, Morocco, Albania, China, Ukraine, Egypt, India, Ecuador; women (81,2%, aged 37) prevail in employment related to households and their origin is mostly from Ukraine, Romania, Ecuador, Poland, Moldavia, Peru, Albania.

Immigrants have also begun to create their own small enterprises (202,013 in 2005), the most active persons come from Morocco (17.5%), China (11.3%), Albania (8.3%), Romania (7.2%) and Senegal (6.3%) according to a recent survey (Unioncamere - Movimprese, 2006).

Historical ethnic minorities: Roma, Sinti and Travellers have followed different patterns. Comparing several sources of information (mainly newspapers and some specialised press), the estimate of these persons is between 120,000 or 130,000 (100,000 with Italian citizenship and 30,000 coming from the ex-Yugoslavia counties). The largest Roma concentration is in the Southern regions (Abruzzo, Molise, Campania, Puglia, Basilicata, Calabria) but also in some Central cities (e.g. Florence and Rome). Sinti are more concentrated in Central and Northern regions. Sinti appear to be more integrated in the local communities, for instance they tend to use the Italian language rather than their original language. Roma tend to maintain strong traditional languages (generally Italian is the third language), cultures, beliefs and habits, which are distant from those of the local host communities. However, several issues concern all these ethnic minorities, for instance: children education; health and care services; housing and related facilities; work of a precarious nature, with a low income and dignity profile (it cannot be considered as employment); social marginalisation both in the urban and country sides.

1.2 Emigration

For the century after its birth (1861), Italy was a country of emigration ([Table 5](#)). Emigrants contributed to accelerate the phases of economic development before the First World War (transoceanic emigration) and after the Second World War (European emigration) at least for two reasons:

- the remittances (money sent back home) that supported the State balance of payments in front of a continuous financial deficit
- the mitigation of demographic pressure and unemployment both in rural and urban areas.

Emigration decreased significantly during the fascist period because of restrictive policies and laws while the number of repatriates exceeded that of emigrants.

After the Second World War, emigration increased very sharply, favoured also by economic agreements with other countries, e.g. related to coal (supply and cost) from Belgium in exchange of miners from Italy (2,500 kg per month every 1,000 emigrants) in 1946.

Since the 1970's a significant reduction in emigrants became a structural characteristic of the country because of combined effects of internal development and international crises while repatriates arrived at similar numbers of emigrants between 1981 and 1985.

1.3 Internal migration

Italy became an industrial society after the Second World War. Many persons moved from rural to urban areas where industry was concentrated. Even though internal migration is not easy quantifiable, an estimate can be made comparing data referred to the period 1955 – 1981 (Ginsborg P., 1989; Pugliese E., 2002). During that period of time, 10,509,000 people (20% of the resident population as an average) moved from a regional area to another.

The more consistent flow (4,651,000 equal to 44% of the total migration flow) was from South to North with the highest concentration (80%) during the first 20 years (1955 – 1974). This translates to one out of every 4 people living in the Southern regions including the two inlands of Sicily and Sardinia as an average.

During the 1980s the flow intensity decreased but it has gained again some relevance between 1991 and 2001: 114,000 persons from South to North while 61,000 persons in opposite direction with an average net migration of 53,000 per year.

The current flow per year is estimated (Svimez, 2005) to be: 130,000 persons from South to North and 67,000 persons in the opposite direction with an average net migration of 63,000 per year.

1.4. Legal framework

The Italian legal framework follows the above-mentioned dynamics.

Between the 1970's – 1980's (when immigration started), attention was still concentrated on emigration whilst immigration was a matter of the Consolidated Police Law.

Between the late 1980's and mid 1990's (when immigration becomes an issue), emergency measures were adopted (Laws No 943/1986, 39/1990 and 489/1995).

In 1998 (when immigration was recognised as a structural phenomenon), a more coherent attempt was made (Law No 40/98 and the related Consolidated Act No 286/1998) to face issues of internal security (e.g. micro-criminality associated with clandestine immigration) and social integration, combining:

- prevention of illegal immigration, for instance quota system, bilateral agreements, criminal penalties, the introduction of an open-ended "resident card" after five years of regular presence in Italy; including requirements for income conditions. The possibility of revocation of the card has contributed to creating uncertain situations in regular resident immigrants
- labour and social integration, access to civil rights, health, social and employment services, equal opportunities according to UN and EU Conventions, development-orientated relationships with the countries of major emigration
- labour market insertion through a "sponsorship" mechanism by which legal residents, public authorities and trade associations guarantee housing and the coverage of social costs related to the stay of a job-seeker for 1 year
- pluralism to respect cultural and religion diversities
- regional and local authorities involvement.

In 2002 (when attention of the national government was focused on immigration as a threat to the endogenous communities), the solidarity approach lessened and more severe restrictions were enforced (Laws No 189/2002 and Law No 222/2002), for instance:

- “permit of stay” linked to a “residence contract” tying together proof of appropriate housing and a labour contract
- “one-stop-shop” system in each provincial police office (Prefecture) requiring usually five procedural steps that involve five different institutions for a “residence contract” (bureaucracy is used to discourage immigrant workers from entering Italy)
- elimination of the (yet to be tested) sponsorship system
- preference given to immigrant workers with an Italian origin related to work opportunities
- reduced enrolment in the placement list (from 1 year to 6 months) for immigrants who have lost their job
- reduction of potential beneficiaries of family reunion (reunifications)
- prolonged time to obtain a “resident card” to six years
- social contributions (e.g. for pensions) not refunded to immigrants who leave Italy until they reach the pension age (65 years)
- legalisation of nearly 700,000 immigrants

Restrictions regarded also workers coming from 8 EU new Member States (Estonia, Latvia, Lithuania, Poland, Slovenia, Hungary, Slovak and Check Republic) who were considered as “non-EU citizens ” by a decree (DPCM 20/04/2004) for two years (until May 2006) prolonged to other three years (until May 2009) by a ministry circular issued in May 2006.

Criticisms have been raised regarding these laws, also from important institutional bodies. For instance, the Italian Supreme Court declared that Law No 189/2002: a) overturned the solidarity approach of Law No 40/1998, accentuating restrictions (sentence No 3162/2003); b) the norm concerning the expulsion of immigrants was in contrast with the Italian Constitution (sentence No 78/2005 of the Constitutional Court) since it was merely based on accusation whilst the guilt of an accused must be verified before deciding any provision; c) its financial resources were managed with a short term approach with a series of basic weaknesses (confusion in legislation, bureaucracy, inefficiency, lack of information and monitoring) according to evaluations made by the State Auditors’ Department (Corte dei Conti) in May 2005.

Emigration and immigration are two sides of the same coin and related to the access to citizenship’ rights within national laws and policies. In Italy, according to some authors (Zincone G., 2006), “legal familism” animates both past and recent policies, hiding a kind of conservative nationalism: emigration was utilised in the past hoping that the Italian diaspora could have served to support national interests around the world; more recent policies on immigration are aimed at defending a blurred Italian identity.

A person who has an Italian descendant can be an Italian even though she/he is not born in Italy or does not know Italian language, rules and styles of life. Once legally acknowledged as an “Italian”, she/he has the rights to vote and to be elected in the Italian Parliament (“jus sanguinis”).

The condition of an immigrant is totally opposite. To be legally recognised as an Italian (Law No 91/1992): 1) a person who lives and works in Italy but is born abroad is requested to demonstrate at least 10 years of stable residence (they were 5 in 1912 - Law No 555) with good income conditions and without any problems with justice in Italy or abroad (“ius domicilii”); 2) a person who is born in Italy from foreigner parents must demonstrate a stable residence before legal age, 18 years (“jus solii”); 3) a person who marries an Italian person is requested 6 months of stable residence (“jus conubii”).

Therefore, a part from having an Italian ascendant, the fast way to be Italian is to marry an Italian, demonstrated by nearly 90% of the 120,583 foreigners who obtained the Italian citizenship between 1991 and 2004 (Zincone G., 2006).

Changes, promoted by the new centre-left government, are expected in a near future to improve the access to citizenship rights. A government bill was in fact brought before Parliament in August 2006 in line with the EU Council Directive 2003/109/EC on:

- "ius domicilii"; the period of stable residence will be reduced to 5 years to apply for being recognised as an Italian citizens
- "ius solii"; children born in Italy from foreigner parents will be automatically acknowledged as Italian citizens if at least one of the parents has a stable residence of 5 years while foreigner parents who acquired an Italian citizenship can require that also their children born abroad are recognised as Italians without waiting for legal age (18 years)
- "jus conubii"; a person who marries an Italian person will be requested 2 years of stable residence to be legally recognised as an Italian

2 Employment issues

Access to labour rights and employment will be also effected by these modifications. Some acts were introduced in parallel with the above-mentioned bill, others are expected to be enforced in the next months, correcting the 2002 restrictive legislation and favouring social inclusion of immigrants, for instance:

- resident permit validity was extended to cover time necessary to its renewal (ministry directive, August 2006)
- limits to the free movement of workers (ECC Regulation No 1612/68) coming from 8 of the EU new Member States were removed (ministry circular issued in July 2006)
- time to obtain the open-ended "resident card" will be again aligned to five years of regular presence in Italy according to the EU Council Directive 2003/109/EC (government bill in July 2006)
- procedures to family reunification will be simplified according to the EU Council Directive 2003/86/EC (government bill in July 2006)
- an additional 350,000 immigrant workers will be legally recognised (opening the quota system envisaged by DPCM 15/02/2006) in order to cover all the applications (nearly 517,000 according to governmental sources) previously presented by Italian enterprises and families
- a residence permit for job seekers will be introduced together with sponsorship mechanisms that involve Regions, local public authorities, social partners and Chambers of Commerce
- placement registries will be available in the Italian Consulates of the emigrants' countries
- validity of resident permits will be prolonged to 2 years for fixed-tem jobs (currently is of 1 year) and to 3 years for regular employment (currently is of 2 years)

Once legally recognised (e.g. with a regular residence permit), immigrant workers have the same labour and social protection of the Italians, for instance collective agreements and bargaining, income support (e.g. allowances in case of unemployment, sicknesses and maternity), pensions, health, housing, education, vocational training, fiscal benefits, freedom to join a union and so on (INPS, 2006).

With Law No 215/2003, Italy enforced the Council Directive 2000/43/EC on equal treatment between persons irrespective of racial or ethnic origin. The law installed also UNAR, the national office against racial discriminations that in its first report (UNAR, 2005) underlines how employment is probably the sector with the highest number of discriminations (28.4%) specified by the following main causes: access to employment (26.3%), mobbing (20%), work conditions (16.3%), relationships with colleagues (10%), wage (6.3%) and access to vocational training (2.5%). Other types of discrimination concern housing (20.2%), public service delivery (16.6%), banking services (6.7%), health (5%), public transport (4.3%), education (3.5%) and so on. These data concern complaints (282 as a whole) that were sent to the UNAR Contact Centre during 2005 and are likely to underestimate the actual numbers.

Other surveys regard a wider range of persons, for instance: 60% of more than 7,000 workers interviewed in 9 Italian regions (IRES, 2005) declared that immigrants are subjected to discrimination in the workplace; women more than men (e.g. 54% compared to 28% in discrimination from employees and 51% compared to 40% in discriminations from colleagues); as an average in all economic activities, regular immigrant workers received in 2003 a gross salary that is 34% less than the gross salary of the Italians, 43% in the case of more recent regularisation (IRES, 2005a, elaboration on 2001 – 2003 data provided by ISTAT); as an average, the number of industrial injuries is 50-60% higher for immigrant workers (INAIL, 2005).

Some innovative initiatives exist to face this phenomenon (Box 1) but employment opportunities for immigrants still remain more of a quantitative than qualitative nature.

Immigrants contribute to increase the labour forces in Italy, activity and employment rates. For instance, immigrants constitute (ISTAT, 2006b) 5.4% of the total employment in 2005, being prevalently located in the North (62.9%), followed by the Centre (26.5%) and the South (11.6%). Their employment rate is higher than those of the Italians: 65.4% as a total (57.4% is the rate of the Italians); 79.3% for men (69.4% the Italians); 51.2% for women (45.4% the Italians).

The above-mentioned survey reveals the following profile of immigrant workers in 2005: 25.4% are self-employed and 84.6% dependent workers (12.8% in fixed-term jobs and 71.8% in regular employment); 55.1% in services (e.g. family, community and health care, cleaning and so on), 16.8% in building and 23.3% in other industry sectors (40.1% as a total), and 4.8% in agriculture. Immigrants are more likely to be involved in unskilled and manual jobs (32.4% compared to 8.5% in the case of Italian workers) and as blue collar workers (41.7% compared to 27.5% Italians); only 17.3% immigrants are employed in white collar activities (28.3% Italians) and 8.6% in higher qualified jobs (35.7% Italians).

2006 forecasts highlight that there is limited probability for immigrants to enter intellectual, scientific or highly qualified job positions and more likely to be employed in low professional profiles, mainly in family care, nursing, cleaning and catering services, manual jobs in building, industry and agriculture sectors (Excelsior Survey on 100,000 enterprises).

An increase in self-employed immigrants has been registered. During the last five years (Unioncamere - Movimprese, 2006), one-man businesses created by immigrants doubled and in 2005 the increase rate was more than 15% arriving at 202,013 units, concentrated in the Northern regions (53%) and a significant number owned by women (18%). Immigrant entrepreneurs (+26,933 units) surely and positively influenced the overall national 2005 balance (+17,103) between new businesses and those closing down. Without immigrants the result would have been negative (-9,830 units). Immigrant enterprises concern mainly building (38.5%) and trade (38.5%) sectors.

Generally speaking, legal immigrants who reside in Italy can benefit from support to enterprise creation. However, they encounter more difficulties from the banking system than the Italians notwithstanding

they are becoming a business area with a 50% increase of credit demands from 2001 to 2005 (Crif – Nomisma, 2006).

Regions, provinces, municipalities, trade associations, Chambers of Commerce, NGOs, immigrants' associations and charitable organisations provide financial and technical assistance, vocational guidance and training.

Generally, they collaborate in joint projects facilitated also by the European Structural Funds, especially the European Social Fund. Between interesting initiatives (Box 2) there also those concerning micro credit that give a better orientation to merge ethic financing and solidarity while enhancing Corporate Social (and environmental) Responsibility. Unfortunately national initiatives on CSR appear to be limited to awareness raising, but more incisive plans can be found at a regional level (e.g. www.fabricaethica.it promoted by the Tuscan Region with a significant success in the number of enterprises certified SA 8000).

3 Education and training issues

Immigrant workers have a good educational background (9.9% with an university degree and 39.4% with a high school diploma) but generally they are employed in unskilled and manual jobs where nearly 40% of employees have university degrees and more 60% are high school certified (ISTAT, 2006b). National laws (namely DPR No 394/1999 and decrees No 319/1994 and 115/1992) enforce the European Council Directives 89/48/ECC and 92/51/ECC on certification and validation of professional qualifications, educational, training and work experiences previously acquired by immigrants in the country of origin.

Regional laws move in this direction and initiatives have been undertaken at a provincial level by public employment services to facilitate certification involving other public institutions, social partners, private social agencies and foreigner communities (e.g. Genova and Milano). Provinces and their public employment services are also committed to providing vocational training courses (mainly through the European Social Fund) integrated with educational contents to counterbalance a low level of training activities directly managed by businesses (e.g. only 6.2% of them developed courses for immigrants in 2002 according to a survey of the national trade association of artisan and small and medium sized enterprises – CNA).

Problems in education regarding socio-cultural integration of immigrants have occurred, especially for first and second generations. According to the Ministry of Education (ME, 2006) a yearly increase of 60-70 thousand pupils from immigrant parents were registered between 2003 and 2005 arriving at 424,683 units in 2005/06 (4.8% of the total school population) and probably at 500,000 in 2006/07. These students came from 191 different countries, Albania (16%), Morocco (14%) and Romania (12%). Technical and vocational institutes (upper secondary school) were the main choices of 78.5% of young immigrants. An achievement gap in qualification levels of the immigrant pupils shows an increase from primary (10%) to secondary (75.5%) education. Specific institutions provide adult education and nearly 120,000 foreigners (that is 26% of all the participants) attended these courses in 2003/04.

Initiatives are undertaken to cope with these problems at a provincial level (e.g. the Province of Prato elaborated a plan to combat school drop-out, Milano gives scholarships to a limited number of immigrant pupils). Schools try to do their best, using tutors and supplementary courses (e.g. Italian and language of origin). At a national level, the new Minister of Education nominated a deputy minister dedicated to the integration of foreigner minors.

A precious resource consists in cross, multi cultural and linguistic mediators who come from different emigration countries. They are agents for enhancing diverse background, intercultural competences, multilingualism and informal skills, while bridging the distance between different communities. At school, they contribute to improving relationships between immigrant pupils (and parents) and endogenous communities and institutions. Similarly, mediators are necessary in other relevant sectors: social, health and employment services, police headquarters, immigration offices, NGOs, trade associations, trade unions and so on. Mediators were created at the beginning of the more consistent immigration flows, generally through training courses financed by the Regions and Provinces. University courses and master programmes have been developed to improve the mediator professional quality (e.g. Universities of Siena, Milano, Napoli, Venezia, Pisa).

The number of mediators is unknown, while their working conditions are not well regulated and wages differ from a job to another (generally fixed-term and subcontracted activities). These workers are now orientated to creating a national association and a register for increasing professional quality and improving labour conditions.

4 Housing and related issues

National laws No 40/98 and 286/1998 require immigrants to have healthy housing conditions. To rent or buy a house, immigrants require a labour contract, according to law No 189/2002, along with a certification on housing conditions, as well as a regular residence permit. From an immigrant perspective, this system is bureaucratically complicated and without a clear path (a quite similar principle aimed at limiting internal migration was introduced in the 1930s and abolished in 1961). As a result, housing quality is used as a filter to discourage immigration more than being a condition for social protection. Housing suitability is determined through parameters envisaged by regional laws on public building and housing. Different criteria are therefore applied, resulting in unbalanced situations.

Initiatives to limit these difficulties for immigrants and to favour their social inclusion have been undertaken at regional (e.g. Emilia Romagna) and local levels (e.g. Modena municipality). Generally they concern simplification in parameters (e.g. rooms and square meters per person, types of facilities per house), procedures and controls.

All Regions enforced laws on social housing, some of them (around 16) with specific reference to immigrant citizens and the most recently introducing proactive housing measures (e.g. Emilia Romagna, Friuli Venezia Giulia, Abruzzo and Toscana). Such measures concern the creation of social housing agencies, recovery of buildings and housing estates, support to renting and buying, agreements between different public authorities and government levels.

Civil society and its solidarity mechanisms, public authorities (e.g. municipalities, provinces and regions), trade associations, ethic and traditional banking too are active in this field since the immigration phenomenon acquired a manifested consistency ([Box 3](#)).

A positive trend in house purchased by immigrant residents can be detected, arriving at 14.4% of overall contracts in 2005 according to the Scenari Immobiliari research institute (Il Sole-24 Ore, 27 February 2006). However, in parallel with the increase in the immigrants' propensity to buy a house, there is an increase number of regular immigrants who live in a permanent housing uncertainty: according to estimates on available statistics, only 5.7% are owners of a house, 57.8% are tenants and 36.5% live in precarious housing conditions (Censis, 2005). Precariousness increases when Italian owners do not respect laws (e.g. overcrowded buildings, without regular contracts) as newspapers have reported regularly (la Repubblica - Metropoli, 8 October 2006).

Discrimination in housing opportunities has occurred to non-EU citizens both from landlords and estate agencies, similar to problems experienced by Italian internal migrants (Southern) in the past. Following quite the same destiny, the new migrant citizens concentrate in peripheral areas where services and the environmental conditions are poor. This kind of segregation fosters further decline of life styles and urban conditions, as recently showed also by national media enquiry (e.g. Raitre "Report").

Historically, segregation has concerned Roma and Sinti (e.g. the so-called "Roma Champs" in the urbanised periphery), but interesting attempts have been made by local authorities to progressively dismantle the champs offering more integrated plans to prevent and limit isolation (e.g. the municipalities of Florence and Pisa quoted by the European Network Against Racism - ENAR, 2005).

The new financial bill for 2007 (still under Parliament debate) envisages the creation of a national Fund for social inclusion of immigrants (50,000 € per year in 2007, 2008 and 2009) to face especially social and housing difficulties while determining basic levels of rights and services throughout the national territory.

5 Social services and target groups issues

It is a Constitutional and legal commitment to make health and social services accessible to immigrant citizens. Enrolment into health services is mandatory for regular immigrants, and those without a residence permit or with an expired residence permit can access medical assistance in public health agencies. Unfortunately, the risk of being recognised as irregular workers or citizens strongly limits the utilisation of basic health rights. This is particularly true in sectors like building and agriculture where seasonal workers are exposed to several types of risks and illness (Medici Senza Frontiere, 2005).

Humanitarian associations and public health agencies provide several services in an attempt to integrate social, health and vocational guidance through the involvement of social practitioners and multi cultural and linguistic mediators ([Box 4](#)).

Women and minors are one of the most important targets of the above-mentioned health services and initiatives (as well as by those on entrepreneurship and employability) since women are subjects to multi-faced discrimination, partly in the host community, partly in their household and partly in the community of origin.

To combat forced prostitution and human slavery, pilot projects were co-financed by the Equal Opportunities Department (Presidency of the Council of Ministers) according to Legislative Decree N° 286/1998 (art. 18) on immigration rules.

Awareness to help immigrant families with disabled children is increasing in some local areas ([Box 4](#)) and immigrants as a whole constitute a target group in local social plans present within health plans in some regions, for instance public consortia called "Società della Salute" (health society) were created in the Tuscany Region. Plans are often supported by evaluation and monitoring systems (observatories) at regional and provincial levels.

Municipalities face problems with young immigrants (first and second generations) and young people from ethnic minorities who live in poor neighbours. Collaboration with NGOs, volunteer and charitable associations is once again a key-driving factor to deal with these complex issues. Roma, Sinti and Travellers are historical target groups but attention is increasing also on problems encountered by relevant communities coming from Africa (e.g. Morocco) and East Europe (e.g. Albanians).

A national plan dedicated to social inclusion of Roma minors is expected (e.g. education and health services) in 2007 through a close collaboration between government, Roma associations and volunteer organisations, along with strengthening the action of cultural mediators in favour of Roma, Sinti and Travellers.

6. Culture, institutional and communication issues

Religion-based cultural identity was at the basis of the Italian Islam Council (Consulta per l'Islam italiano) created by the Ministry of the Interior in 2005 (decree 10 September). This is an advisory body involving the main Muslim organisations in Italy to promote integration while respecting values on which the wider community relies. However, limits appear in attributing a singular identity affiliation (e.g. religion) to a variety of identities that regard each individual.

Firstly, there is a need to extend this mechanism of representation to other communities, as was the case of the Charter of Values and Principles proposed by the new Minister of the Interior to the Italian Islam Council.

Secondly, as underlined by relevant studies (e.g. Sen A., 2006), it is hard to adopt "the crude presumption that any person belongs to one group and one group only ... despite the plurality of groups to which any person belongs". Such narrow-mindedness hampers more open and free relationships based on plural identities that could favour integration and cross-cultural evolution.

As a result, each member is isolated within its community especially if she / he would like to abandon it and to refuse its basic values. Latent conflicts can incubate within and between the concerned communities (the host one and that of origin).

Conflicts are, at the moment, limited to isolated local cases and a new orientation has been adopted by the new national government to facilitate a more tolerant climate. For instance, an open discussion area will be created through a consultation body (Consulta per i problemi degli immigranti) for immigrants and a commission for social integration (Commissione per la politiche di integrazione).

Regional and local authorities generally favour social integration by means of several measures for awareness raising on the needs of both communities (the endogenous and the new ones) starting from the point that immigration is a structural phenomenon and can become a resource.

From an institutional point of view (Constitution as reformed by Law No 3/2001), immigration is a policy field reserved to the State: single rules to harmonise the immigrant legal status all over the national territory and to manage migration flows, international agreements, bilateral co-operation between States and so on. Regions and local authorities have autonomy to define programmes and plans and to manage services in many policy fields that concern immigrants, for instance: social, health, housing employment, placement, training, education (below the university system).

Exclusive regional legislation is accompanied by a dual converging legislation between the State and the Regions on some key issues.

Even though institutional conflicts often occur between State and Regions, collaboration has been achieved, for example in the "programme and pilot agreements" defined between the Ministry of Labour and 12 Regions in 2001 and later extended to other regions.

Nearly all Regions (16 out of 20) have passed laws dedicated to immigration policies in their territories. Some Regions are also revising their original laws as demonstrated by an interesting experience in Tuscany (Box 5). Local and regional authorities are developing initiatives devoted to immigrants combining the above-mentioned policy fields in order to facilitate social stabilisation of immigrants in local communities. Since the 1990's, regional and local governments have intensified their international cooperation activities with less developed countries regarding vocational training, selection and recruitments projects, mandatory and voluntary return, endogenous employment creation to lessen migratory pressure and utilisation of remittances.

As national laws still limit access to full civic, cultural and political participation by immigrants, institutional mechanisms have been created to involve them at the regional and local levels. These often consist in councils (*consulte*) and deputy town councillors (*consiglieri comunali aggiunti*) elected directly by immigrants (e.g. Padova, Torino, Roma, Modena, Forlì, Cesena, Ravenna, Rimini, Bolzano, Ancona, Lecce). Some municipalities (e.g. Torino, Ancona, Genova, Venezia, Rimini, Reggio Emilia) have tried to allow immigrants to vote in local administrative elections but these attempts were hampered by the national government.

Trade unions promote the involvement of immigrants in representing their interests, for instance 439,883 immigrants were members of the three main unions in 2004 with a yearly increase of nearly 106,000 persons. Immigrants have sought their own solutions, as in the creation of the "Si.Ci.Na", the national Chinese trade union, in September 2006.

Notwithstanding the trend of increased collaboration between communities, negative stereotypes are still present and are often nourished by the media both at national and local. Negative stereotypes are linked to news concerning criminality and terrorism. They are associated with some minorities and ethnic groups (e.g. traditionally, Roma and Sinti) while changing over time (e.g. Albanian, Chinese, Muslim communities, etc.) based on the events reported by the media (newspapers, TV news and programmes, and few Internet web-sites). Some political parties favour negative attitudes towards immigrants through their newspapers and TV channels.

However, pro-active communication has increased during the last decade. The availability of official documentation, accessible to immigrants (and minorities) in their own languages, has increased communication. Several media formats (radio, TV, newspapers, Internet web-sites) have made information more available (e.g. "Stranieri in Italia" is a format transmitted by more than 30 local radio channels all over the national territory). More attention has been given to the problems and issues of every day life in the immigrant communities. Presently, some national newspapers include specific sections (e.g. "la Repubblica – Metropoli" in Italian) dedicated to foreigner citizens. Programmes and the related media, promoted by or involving immigrants have been initiated. More than 20 TV channels are operating throughout Italy in the language of immigrant community as well as in Italian.

Statistics

Year	Legal immigrants (1)	Increase on 1970	Percentage of total population (2)
1970	143,838 (*)	-	0,3%
1980	298,749 (*)	2 times	0,5%
1990	781,138 (*)	5 times	1,4%
2000	1,379,749 (*)	10 times	2,4%
2005	2,402,157 (**)	17 times	4,1%

(1) Foreigners present in Italy with a regular residence permit
(2) Elaboration based on different historical data provided by ISTAT (national institute of statistics)
Source: (*) Caritas and Fondazione Migrantes, 2005; (**) ISTAT, 2005 and 2006

Indicators	1 January 2005	1 January 2004	1 January 2003	21 October 2001 (census)
Legally registered foreigners	2,402,157	1,990,159	1,549,373	1,334,889
Increase over previous year (%)	20.7	28.4	16.1	--
Minors (0-17 years)	20,9%	20,8%	22,8%	21,3%
Percentage of total population	4,1%	3,4%	2,7%	2,3%

Source: ISTAT, 2006

Indicators	31 / 12 / 2005	31 / 12 / 2004	31 / 12 / 2003	31 / 12 / 2002
Population	58,751,711	58.462.375	57.888.245	57.321.070
A. Immigration	325,673	444,566	470,491	222,801
B. Emigration	65,029	64,849	62,970	49,383
C. Net migration balance: A-B	260,644	379,717	407,521	173,418
D. Natural balance (1)	-13,282	15,941	-42,405	-19,195
E. Others (2)	41,974	178,472	202,059	173,105
F. Population yearly increase: C+D+E	289,336 (0.5%)	574,130 (1%)	567,175 (1%)	327,328 (0.6%)
Immigration over yearly increase: % (A / F)	113%	77%	83%	68%

(1) Natural balance is the difference between the numbers of live births and deaths
(2) Corrections to statistics due to mistakes and mismatch in registration of domestic migration
Elaboration on data provided by ISTAT 2004, 2005a, 2005b, 2006a and www.demo.istat.it

Indicators	Legal immigrants (registered)	Population (Italians and foreigners)
Women	48.9%	51.5%
Men	51.1%	48.5%
Average age (years)	30,9	42.5
Over 65 years	2.1%	19.5%
Destination to North	63.5%	45.3%
Destination to Centre	24%	19.2%
Destination to South	12.5%	35.5%
Percentage over total North population	5.8% (Lombardia 6.3%, Emilia-Romagna 6.2%, Veneto 6.1%)	
Percentage over total Centre population	5.1% (Umbria 6.2%, Toscana and Marche 5.4%)	
Percentage over total South population	1.4% (Abruzzo 3%, Calabria 1.6%, Campania 1.5%)	
Origin of immigrants	Europe (46.7%), Africa (26.7%), Asia (16.9%), America (9.6%) and Oceania (0.1%). Within Europe, the Centre-Eastern countries (37.6%) are followed by EU 25 (8.6%). The Northern countries (18.6%) are the main immigration-providers from Africa, the Centre-Southern countries (8.9%) from America	
Most relevant countries of origin	Albania (13.2%), Morocco (12.3%) and Romania (10.4%), China (4.7%), Ukraine (3.9%), Philippines (3.4%), Tunisia (3.3%), India (2.3%), Senegal, Ecuador and Egypt (2.2% per each), Poland (2.1%), Moldavia (1.6%), Nigeria (1.3%) and Peru (1%).	

Elaboration on data provided by ISTAT 2005, 2005b and 2006

Table 5: Emigration		
Resident population	Italian emigrants between 1861 – 1985 (several estimates)	
1861 Census: 22,176,000	A country outside	29,036,000
2001 Census: 56,996,000	Half a country outside	
Nearly 4 million Italian citizens are currently living in other countries of the world.		
"Another Italy" (more than 60 million people) was created abroad from descendants of Italian emigrants who acquired a foreign citizenship.		
The current flow is around 65,000 per year (2005).		

Innovative practices

Box 1: Antidiscrimination

The Equal - "Pane e Denti" project against xenophobia, racism and discrimination in labour market (promoted by Conform and other partners with the direct involvement of the Ministry for Labour).

Box 2: Support to ethnic (immigrant) entrepreneurship

The 2005 call issued by the municipality of Rome for 30 new enterprises.

The "Dedalo" project in Torino, the "World" service in Teramo and the Bologna permanent service promoted by CNA (national association of artisan, small and medium sized enterprises).

The specific services provided by CESCOT - CONFESERCENTI (national association of retailers, tourism and tertiary sector) and by FEDERSOLIDARIETA' – CONFSCOOPERATIVE Lazio (cooperatives' association) and by ARCI Lazio (a national organisation).

The Equal – "Koiné" project and the "Imprendi" web network promoted by the Chamber of Commerce in Milano).

Innovative practices are also in the banking sector: e.g. Federcasse in Emilia Romagna opened the "Conto Radici" a multipurpose bank account for immigrants including traditional services and financing business activities.

Micro-credit practices have been implemented by Mag Verona and Mag2 Finance Milano, Banca Etica, CNA Torino (Dedalo project), Fondazione Risorsa Donna in Rome (a foundation that manages funds provided by Banca San Paolo IM and Compagnia di San Paolo), "Terre in valigia" of Verona (linked to the banking foundation Cassa di Risparmio di Venezia).

Box 3: Housing and related issue

"La Casa per gli Immigrati" started in Verona as an initiative (promoted by Cestim, Acli and Cisl) to buy or rent houses in a co-operative or consortium form for a first (and some time temporary) home for immigrants. The initiative spread in many other parts of Italy (Padova, Bergamo, Udine, Torino, Parma, Cesena, Prato, Arezzo etc.) and now supports immigrants who would like to buy a house. Other initiatives to facilitate fair and better demand and supply have been initiated in Torino ("Insieme per la Casa"), in Udine ("Vicini di casa"), in Pistoia (as a desk of the local association of tenants – Sunia), in Rimini (ACER, the regional housing agency), in Bergamo ("Casa Amica", an association created by the provincial consultation body in immigration policies). The municipality of Modena, the Parma Province, the Campania and Puglia Regions have created housing agencies to find flats and to guarantee both owners, citizens and / or immigrants who have difficulties (e.g. high rent costs), through funds, taxation relief and micro credits. These initiatives are generally performed by means of agreements and partnerships between relevant stakeholders and include the banking sector (e.g. Banca Etica). An agreement between the Roncade municipality (Treviso) and the provincial trade association of industry businesses allowed their immigrant workers to rent flats at favourable costs. Also the traditional banking institutions are interested in this increased business: e.g. San Paolo Imi opened special "migrant banking" services and "multiethnic points" that include mortgage loans in Napoli, Torino, Padova and Pescara. The Fineco banking group provides similar services throughout Italy as well as the Banca Carige in Genova. A "Multiethnic" banking agency in Ravenna and a Muslim faith oriented credit in Fabriano (introduced by the local Cassa di Risparmio) find solution to respect the Koran principle of neither receiving nor pay interest on loans.

Box 4: Social services

Medici Senza Frontiere (MSF, Doctors Without Borders) promoted from 2004 the "Progetto Italia" to help both regular and illegal immigrants (15 surgeries and mobile clinics with 44 practitioners).

MSF, Emergency, Naga-har, Opera San Francesco, Caritas, Red Cross and Misericordia together with public health agencies collaborate in projects devoted to immigrants in several sectors (e.g. maternity, dentistry, ophthalmology, orthopaedics) and cities (e.g. Palermo, Genova, Roma, Milano, Napoli, Verona, Reggio Calabria, Firenze, Udine).

Partnerships between Provinces, NGOs and foundations (e.g. Viterbo, Verona) or public employment services have developed initiatives on specific issues related to labour market (e.g. Napoli, Pistoia, Arezzo, Veneto).

In Torino the "Stranieri due volte" project started in 2003, promoted by the no-profit association Area, revealed that the phenomenon of disabled children is increasing and has reached 4.8% of newborn babies compared with 0.7% of the Italians in the concerned local context.

Box 5: Integration, participations and citizenship

After a series of public consultations that involved more than 5,000 citizens, Tuscany Region will enforce a law to promote an active citizenship respecting cultures, faiths, and styles of life of different communities. This proposal is based on person-centrality, cohesion between different identities, better governance aimed at involving immigrants in decision-making (e.g. regional and local programmes and plans), policy arena (e.g. regional and provincial conferences on immigration, voting right). A key aspect is the integration of policies and services devoted to immigrants as citizens of the Tuscan territorial system.

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