

## Italian integration process, a difficult challenge for Italy

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### Abstract

The main purpose of this article is to give a perspective on a very important issue for the policy making of Italy, the integration of the immigrants. The article aims to give general introduction on emigration flows, the rise of the numbers and the emergency to response immediately to this new challenge for the Italian government. The analyses will continue with the fundamental Italian law on migration and integration and the difficulties of the integration policy and the real integration of emigrant due to the gap between laws and government policies in this issue and the growing flow of migration, the miss understanding of the rising diversity in a conclusion that are still a lot of project, lows and public factors that could help Italy to give a better response to this migration emergency. Precisely because, like all complex phenomena, integration escapes the attempt to frame it in a universally accepted concept, valid for everyone in every place and at any time, not only every host country has been able to develop different "models" of integration , each based on a specific idea of what it is or should have been, but immigrants themselves have ended up having very different concepts of this term, which vary according to the origin, the contexts of settlement, from individual to individual and even from generation to generation.

**Keywords:** migration, Italy, integration policy, challenges.

### Introduction, Migration in numbers

#### Number of immigrants in Italy

In 2002, emigration had reached 347,000 persons, compared to 46,000 a year earlier, in 2003 it had registered 610,000 new admissions. In 2004, the balance was 558,000 people and in 2007, as it was said, it is almost half a million. In 2008 we have almost 470,000 new entries in the register of citizens from abroad. Over the past year, in 2007 Italy had registered a number of new members than ever before in Italy, with net migration at the end of the year more than 490,000 new registrations. Emigration increased from zero in 1988 to 49,000 people ten years later, with a progressive growth rate, to 434,000 in 2008 (Direzione Generale dell'Immigrazione e delle Politiche di Integrazione 2013,p 54).

If we look at the origin of new arrivals, a figure which is substantially confirmed: according to data from the Ministry of the Interior on the presence of foreign nationals between 2005 and 2007, the ratio between emigrants of the European Community and not in 2007. In 2006 the new EU population was 80,000 and 180,000 non-EU, in 2007, the Community had almost 320,000 and 102,000 non-EU community (Direzione Generale dell'Immigrazione e delle Politiche di Integrazione 2013, p 71).

The balance between entering the market of registers and deleting from abroad to abroad is positive for all areas of Italy, although much higher in the North-West (over 160,000 units) in the North-East (almost 150,000) and the Center (Almost 140,000),

compared to the South (slightly more than 7,000) and the Islands (13,352) (Direzione Generale dell'Immigrazione e delle Politiche di Integrazione 2013,p 89).

### **Determining the causes of emigration and countries of origin**

Overall, work remains the predominant motive for the contribution of foreigners arriving in Italy: visas issued in 2006 to work were about 94,000, in 2007 there were 225,000. We see changes in input motivation between 2000 and 2007, as the incidence of inputs for the employed business has doubled from 7 percent to over 14 percent of total inputs, while the incidence of self-employment has dropped by two-thirds. The increase in work visas should definitely be linked to the assignment of shares to foreign workers. Observing and significant decline in recent years visas to study (from a peak of 5 percent in 2003, in 2007 it reached 3.3 percent), the health, or tourism demands that, related to the overall attractiveness of Italy do not seem to have any large percentage.

Asylum seekers: The Ministry of the Interior recorded the number of asylum seekers in mid-2007, when applications received were just over 14,000, and 2008 when there were more than 31,000, although it is only partially helpful to try to giving clear answers to such a complex phenomenon irregular migrant: In 2008 more than 35,000 people arrived in Italy by boat or dinghy. They were transported by 665 ships, of which 537 came to the coast of Sicily (397 at Lampedusa).

Emigrants are mostly men, the percentage of women ranging from almost 10 percent in Sicily to 12 percent in Calabria, while only very few women were on board ships landed in Sardinia and Puglia. The presence of women is highest among Nigerians (29.8 percent). In Puglia, the percentage of children is particularly high: 60 percent, in Calabria it drops to 18 percent, to 12 percent in Sicily. The incidence of children is the highest among Egyptians (41.8 percent) (Direzione Generale dell'Immigrazione e delle Politiche di Integrazione 2013,p 74).

### **Nationality**

Due to its geographical position in the center of Europe, Germany has been a favorite country for Eastern European immigrants. Other Schengen countries such as Spain and Italy have had smaller numbers of asylum seekers and migrants from Eastern European countries. But on the other hand these countries have had to manage the influx of emigrants coming from North African countries.

The number of persons of foreign nationality pursuant to certain immigration law and that they were not in possession of documents or applications to stay in Italy did not change much between 1999 (112,881 persons) and 2005 (119,923). At the same time, however, the number of people leaving has largely decreased, from 72,392 to 54,306. This decrease is due to the complete decrease of border disputes increased from 48 437 in 1999 to 23,878 in 2005 while evictions and returns increased during the same period, from 23,955 to 30,428 (Direzione Generale dell'Immigrazione e delle Politiche di Integrazione 2013,p 5).

As of January 1, 2009, almost half of the foreign population in Italy belonged to only

five nationalities: Romania (about 780,000, an increase of 24.8 percent over the past year), Albania (more than 440,000, an increase of 9.7 percent over the year 2008), Morocco (about 400,000, up 9.9 percent), China (about 173,000, up more than 10 percent) and Ukraine (up more than 150,000, up 16.5 percent a year earlier)(Dietrich 1996, p 129).

In an overview of continental origin, the presence of young EU citizens, citizens of Eastern European countries joined the EU The European Union in 2004 and 2007, increased by 22.7 percent between 2008 and 2009 (percentage of change recorded between 2007 and 2008 was much higher, but it was due to the significant census of Romanians, which joined the European Community in 2007 (part of which is likely that it was already present in Italy).

The presence of Africa has increased by almost 10 percent (Going from 133,000 inhabitants in 2008 to 155,000 in 2009), Asia 14.3 percent (about 631,000 people in 2009, 80,000 more a year ago) and that people from America 12.1 percent (increase from about 293,000 to about 330,000 people). We have the difference that the presence of foreigners from Asia and America registered between 2008 and 2009 has doubled compared to the change in 2007/2008.

December 31, 2009, according to ISTAT data, residents in the country outside the EU are about 2,943,501, up 4.9%, of the population, concentrated in 84.0% in the central regions In Northern Italy (Lombardy 17.8%, 13.9% Lazio, Emilia Romagna 13.3%, Veneto 13.2%) (INSTAT 2009) The central and northern regions (8.9% in Emilia Romagna, Friuli, Venezia Giulia, Lazio, Trentino Alto Adige and Veneto), in relation to the total number of citizens, are also those have higher. Despite the large volumes of information resources, we have an impossibility for a satisfactory measurement because we have difficulty in calculating and measuring the number of seasonal workers entering the respective states. This makes us reasonably understand that the data obtained are not entirely accurate.

### **Italian laws**

The first law of the Italian Republic on this matter was law no. 943/1986, which dealt with the issue of immigration, moreover only in relation to the issue of work, in an emergency and not organic way. To have the first real organic law on immigration, also dictated by emergency reasons, we will have to wait until 1990 and the Martelli law,<sup>1</sup> which introduced for the first time in Italy interventions of a social nature towards immigrants and bases the system entry of migrants on the programming of entry flows through a system of forecasting maximum quotas. For almost all of the 1990s, the structure adopted by the Martelli law continued, until 1998, the year in which law no. 40/1998 so-called Turco - Napolitano: this law, the first in Italy concerning immigration and not approved in an emergency situation, although far from perfect, nevertheless proved to be the most coherent and organic immigration law approved until then. Among the positive points that can be ascribed to him was the provision of delegation for the approval of the legislative decree that created the so-called Consolidated Law on immigration, which rearranged the matter in all its

<sup>1</sup> <http://www.costituzionale.unige.it/lara.trucco/liberta/TULPS.pdf>.

components and which, despite the numerous changes made to modify it over the years, it is still in force and represents the object of analysis of this sheet. The Turco-Napolitano law. This first phase of our country's immigration policies ended in 1998 with the approval of law no. 40 of 1998.

Turco - Napolitano was the first Italian immigration law of a general nature, systematic and not approved in emergency circumstances; among the major innovations introduced by this law was the expansion and greater definition of the programming of migratory flows, which was integrated into the national foreign policy through a system of privileged quotas in favor of countries that collaborated in the repatriation of immigrants expelled from Italy. A great merit of the new immigration law was certainly the introduction within the Italian legal system of the Consolidated Law on immigration, modified several times, which concentrated within it all the national rules concerning this sector, helping to simplify and make the Italian legislation on the subject more streamlined and orderly.

The Turco - Napolitano law operated both with a view to the labor and social integration of immigrants, through measures such as the provision of entry for job search, the establishment of a residence card to stabilize long-term residents and the extension of basic health care also for illegal immigrants, both by strengthening the control and expulsion policies, considered necessary and complementary to integration measures and national needs: the cases in which the irregular deported could be subject to accompaniment to the border were increased, and in addition, temporary residence and assistance centers (CPT) were provided, created to detain and identify immigrants and eventually expel them. The detention in these centers, imposed by administrative means, was scheduled for a maximum of 30 days, and has been the subject of much criticism over the years for the discretion with which the police are in charge of using it, but also due to the severe restriction of fundamental rights resulting from prolonged detention at these centers.

The Bossi - Fini law (1998; 286) In the following years, immigration grew further, also due to the entry of new states into the European Union, and consequently also the number of those entitled to transit and stay in Italy; the increase in immigration made the political debate on these issues even more heated, and the reference legislation traced these conflicts. This season was inaugurated by law n. 189 of 2002, which significantly modified the Turco - Napolitano in a restrictive sense for non-EU citizens interested in immigrating to Italy. The new law acted on the side of the controls of those who already resided in Italy, shortening the duration of residence permits from 3 to 2 years, giving greater weight to the role of CPTs and accompanying the border, introducing fingerprinting for all foreigners and the crime of clandestine stay; and also on new entrances, eliminating the sponsor system introduced by the previous law and creating a single procedure, based on the residence contract, which made it much more difficult for non-EU citizens to come and work legally in Italy. This law was accompanied by a gigantic amnesty, the most massive in European history, involving over 650,000 individuals.

Parliament has recently taken some important steps. First of all, the law n. 46 of 2017, which provides for rules aimed at speeding up international protection proceedings and combating illegal immigration: in particular, 26 specialized courts on immigration

have been established by extending the competences of the already existing Courts of Appeal (which must deal, among other things, with the numerous cases of appeal against the provisions of the Territorial Commissions); more streamlined procedures are envisaged for the recognition of international protection and the expulsion of illegal immigrants, based largely on talks with the Territorial Commissions and the raising of the maximum period of detention of migrants within the relevant Centers (on the parliamentary debate and on the criticisms advanced to the new discipline read this sheet). The rules in question do not apply to unaccompanied minors, for which a distinct discipline has been approved (legge 2017; 47) with measures aimed at ensuring better protection. Furthermore, the new law on citizenship is currently under discussion.

### Integration

The term "integration", referring to the integration of immigrants into the receiving societies, in fact gives rise to many discussions and not a few confusions. It is therefore necessary to distinguish, first of all, between the dimension of integration as a social process, which takes place as it were "from below", and that of the integration of immigrants as a conscious objective of a set of policies, therefore pursued "from above": That is, in short, of integration policies as a public, explicit strategy for governing the phenomenon. Policies obviously affect integration processes, but these are influenced by various factors, which go beyond explicit policies on the matter: above all, the labor market contributes to it, which may or may not offer opportunities for employment, professional growth, development of independent activities; welfare policies, with their ability to offer social protection and mitigate starting inequalities; educational systems, as a social lift for the second generations; civil societies with their pro-social organizations and the commitment to combat racism and discrimination.

The issue of integrating "new citizens" into society is taking shape as an increasingly urgent question which, in order to be addressed, requires to be "thought out", that is, intentionally designed. It is not possible to imagine, in fact, that the social integration paths of those who enter a new context are the result of chance or fortuitous circumstances. On the contrary, on this perspective of social integration requires intentionally and consciously promoting opportunities for inclusion in society.

To some, the term "integration" appears too obligatory with regard to the freedom of choice and cultural identities of migrants: it is confused with the old-fashioned assimilation, that is, with the obligation to conform to the social, cultural and linguistic practices of the majority population <sup>2</sup> Other terms have thus been proposed, such as "inclusion", "incorporation" or, as we like to say in Italy, "interaction", each one reveals strengths and limits. I clarify that the term "integration" must be interpreted distinguishing it from the old assimilationism; in fact, by "integration" I mean a positive interaction (Commission for immigrant integration policies, 2000) based on equal treatment and mutual openness between the receiving society and immigrant citizens.

Even more simply, integration can be defined as the process of becoming an accepted

<sup>2</sup> Ambrosini, Migrazioni, pg 45.

part of society (Penninx, Martiniello 2007, p 31) a definition that underlines the procedural character of integration, does not specify the required requirements, leaves room for several possible intermediate and final results and, above all, it involves the receiving society, with its willingness to accept or not the new residents, and in what terms.

A process of effective integration involves multiple aspects of life of the subject, in the context of multiple paths:

- economic integration, which primarily concerns the achievement of economic autonomy, through access to decent employment;
- social integration, through the construction and autonomous management of relationships, participation in associations, the use of free time, as well as access to decent accommodation;
- cultural integration, through the acquisition of language skills, access to training opportunities and the development of mediation cultural processes;
- political integration, through paths of full participation in life of society and citizenship (Ambrosini, 2017, p 23).

According to Giovanna Zincone, the main aspects of the integration of emigrants and refugees and the related objectives of sound public policies on the subject are the following:

- a first aspect-objective concerns the maximization of the "utility" of phenomenon for the host country: in this sense, the positive impact of phenomenon on the economic, political and social system of the host country
- a second objective aspect can be identified in the protection of well-being e the integrity of immigrants and refugees, through the attribution of rights both to individuals and groups;
- a third objective aspect concerns a positive interaction, or at least low conflict, immigrant and refugee with indigenous majorities;
- a fourth objective aspect concerns, finally, the ability to avoid damage to the countries of origin, for example as regards their fabric economic and social (Zincone, 2009, p14).

## Policy evaluation

### Economic crisis

The economic impact of emigration is considered in terms of a change in all living standards or capital or health income, in terms of a change in the distribution of income of the population or inequality in the various social groups that make up a society (Wayne, 2004, p 119).

Employment is widely seen as a major and difficult path towards immigrant integration. Carrying out the analysis of this indicator brings many questions such as, what kind of work do immigrants do, who can provide work, is it the duty of the state to provide work as a right of every person to be employed, how can we register these unemployed emigrants and above all the channeling of immigrants as people with low employment skills and also the job positions they have are exactly of lower levels than their real skills.

The immigration public policies of the US should bring back a new concept of the "US"

as a determinant of a certain identity. Unlike us, this is the harshest conception where interventions are more mandatory, Security constitutes political unity through who has placed him in an existentially hostile environment and has asserted an obligation to free him from threat (Huysmans, 2006, p 50). So every country should have a re-imagining and a re-imagining of what it means to be German, French, English or Italian today.

This means that civil liability is very difficult to achieve and also the generation associated with it as Italian is a major problem in rehabilitation and in the cultural and social consensus that it presents as a hybrid state between the culture it carries from the country of origin and the culture of the place where he is located and lives. Giving an understanding of the transnational nature of emigration has also given rise to numerous criticisms of national theories in the field. Many authors have created transnational citizenship that transcends national citizenship and is growing more and more (Koopmans, Statham, Giugni Passy, 2006, pg 74).

Civil liability is an important but difficult factor in achieving for immigrants. This means that the passage of several stages that this policy sets out begins with their awareness as an important political actor, where we have an increase in their motivation for active participation. This led to the creation of many advisory organs whose main task was to inform how they could be part of this social position, how they could be part of the decision-making and how they could be mobilized to be heard. With the continuation of this participatory logic, civil citizenship and naturalization are born as two main aspects of integration, but which are under a constant debate on the respective realization and the real results they bring,

The state should create practical and real social policies to help the parties as hosts to understand and accept more easily the phenomenon and the future party facing a new reality, difficult and normally to some extent this situation brings closure and self-defense from these arrival for the case of the hosts and also brings closure and fear on the part of the newcomers. understanding and there is no possibility of realizing the state care for immigrants.

One of the questions that has arisen from the policies undertaken by nation states towards the regulation and control of immigration. And this is not how effective is the control of the state in these borders because we know that it is never absolute but the question is how are the rights that these immigrants have guaranteed, how do they benefit from these social and political rights that resident immigrants enjoy from more than 20 years and the rise of actors involved in these issues (Joppke, 2003, p 61). The importance of the regional program is in the transfer of key competencies from the central government to the municipal governments. This transition is important because for a country like Italy, regional division is of major importance in the policies undertaken. We must also take into account the unequal distribution of emigrants in these regions where it is clear that some regions have a significant number of emigrants and some regions are a smaller number that makes the policies undertaken more sporadically and sometimes completely inapplicable. The region finds it easier to recognize and understand the concrete needs of migrants by analyzing the main conditions of the region as a host country and highlighting the real possibilities of integration or the inability of the respective regions to cope with this phenomenon.

Decentralization consists of the distribution of immigration funds to each region which independently decides on the translation of these funds into integration policies.

Short-term immigration policies are often used in cases of elections when the policies through numerous speeches highlight depending on the ideology and the party they represent and not forgetting the mass, the electorate, the way they will address this issue, thus influencing the creation of some short-term and ineffective policies.

## Conclusions

-Relationships between cultures are often characterized by power asymmetries. The world as we know it today is made up of a dominant center and endless hanging environments. The latter have little exchange power in economic, political and cultural life. Immigrants come mainly from these peripheral areas with the desire to undertake a process of social emancipation, that is, to reach the center by reading his statement based on the parameters of the winning model.

It is important to understand that multiculturalism is not created by the presence of immigrants. They add other differences to those that already exist in any society and help if anything to make them more visible. Continuous social transformations require an innovative method of intervention that defines the term "intercultural". We do not aim, therefore, for an ethical principle or a goal to be achieved, but establishing a work practices can help restore a plural memory by exploring our multicultural contexts.

Practice considers intercultural immigrants not as representatives of a culture but as a project of social emancipation. Immigrants living a complicated adaptation process that aims to find a "combinatorial" identity between elements belonging to both contexts, the new one and the context of origin. This process is influenced not only by culture but also by gender, social status, educational level, type of migration project, etc. The aim is to create a new covenant of citizenship capable of restoring the symmetry needed to create space for negotiations and to manage ongoing social transformations to ensure social cohesion. This means overcoming the dependent "integration" model that sees the immigrant as a simple workforce and recognize the complexity of the relationship for these people to engage with the territory where they reside.

The intercultural needs of socio-cultural mediation is first and foremost a strategy of equalizing opportunities in order to rebuild social networks, create new skills and restore new social cohesion. Socio-cultural mediation aims to work together in this new segment of society so that they can actively participate in helping to rebuild a shared perspective.

The issue of immigration is not just for immigrants, nor is it just a social policy intervention to control anxiety and even a security - policy to curb risk. The milestones are the revival of democracy through active citizenship, involving all social actors in the territory. . Training and education organizations, the voluntary sector to play a key role in spreading awareness of this ongoing social transformation and facilitating the creation of a new leadership role among different actors. Politics should play a

better and more important role in this important mission.

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