

## Consistency of migration and development policies in Italy

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# I. NATIONAL CONTEXT

## 1.1 Status quo of the national “migration policy”

To better understand the relationship between migration and development policies in Italy, it is suitable to provide a summary of the laws related to these issues. In the seventies Italy became a country of immigration, and in the nineties the first consistent law on immigration (Law n.40/98) was issued. This law then converged into the *Testo Unico* for immigration, together with what remained of the previous legislation<sup>1</sup>. This one, amended with subsequent acts, is now the framework of the Italian national policy.

The *Testo Unico* is the regulatory framework, governing entry, stay and, in general, the legal status of foreigners in Italy. The *Testo Unico* is divided in six Titles.

The 1<sup>st</sup> one is introductory and is composed of 3 articles that present the general principles that guide the immigration law.

The 2<sup>nd</sup> contains provisions on entry, stay and expulsion from the territory of the State.

The 3<sup>rd</sup> refers to the work discipline.

The 4<sup>th</sup> regards the right to family unity and protection of children.

The 5<sup>th</sup> deals with provisions relating to health, education, housing, participation in public life and social integration.

The 6<sup>th</sup> contains the final provisions.

The T.U. recognizes at the Regions, in matters within their competence, the legitimacy to govern in favour of foreign (for example for welfare, education, health and housing).

Our migration policy is governed by a three-year planning governmental document. In this document, the actions and measures that the Italian Government intends to play in the field of immigration are indicated, also in cooperation with other EU states or international organizations or by agreements with the countries from which the major migration flows come. The policy document also identifies the general criteria for the definition of the flows on entry in the State. According to information contained in this policy document, the Prime Minister issues one or more decrees, which defines the maximum quota of foreigners to be admitted in the State for employment, including seasonal, and self-employment.

The investigation phase for the emanation of the flows decree and for the three-year planning document is held by the Committee for Coordination and Monitoring. It is chaired by the Prime Minister or Vice and is composed of ministers interested in the topic of each meeting and the President of the Region or Autonomous Province (designated by the Conference of Presidents of Regions and Autonomous Provinces). The Committee uses a technical group established at the Ministry of Interior, made up of representatives of various Ministries.

The Committee for Coordination and Monitoring can also consult the employers' organizations and trade unions at the end of preliminary investigations and submit the document on determining the flows to the Presidency of the Council.

Entry into the territory of the State for employment, including seasonal and self-employment, is possible, except in special cases, where the entry quotas are established by governmental decrees. These quotas are also, according to restrictions for workers who come from states that don't collaborate, to combat illegal immigration and the readmission of their nationals.

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1 From World War I to 1986 our legal system did not speak of immigrants, but only of foreigners, as we can see in the public security rules.



I.e. in order of preference in the decrees, quotas reserved for non-EU foreigners from countries with which our country has agreements for the regulation of job entries and agreements on readmission procedures are assigned.

Reserved quotas are also assigned to non-EU foreigners residing abroad who have completed programs of education and training in countries of origin according to art. 23 of TU and they are put on special lists established at the Ministry of Labour.

The quota must take into account the Ministry of Labour's indications on employment and unemployment rates at national and regional levels, as well as the real needs of the labour market, but governmental decrees are often combined with amnesties to standardize the irregular situation of many foreign residents on our national soil. These irregularities are generated by the inconsistency between governmental expectations and the needs of the Italian labour market, as well as by the difficulties in remaining within the law because of an excess of legislative constraints and their uneven application.

The amendments to the Law n. 40/98<sup>2</sup> produced restrictions on entry and stay permissions (Law n. 189/02) and instituted the crime of illegal immigration.

With the enactment of Law n.189/02, the permit of stay is granted only to foreigners who already have a contract of employment. The permit of stay lasts for two years, in the meantime, if the foreigner has lost his job, he should go home, otherwise, he becomes illegal. It is illegal to enter Italy if you don't already have a job contract. Before the enactment of this law, the foreigner that entered Italy can recourse to a sponsor, i.e. an Italian citizen or foreigner that makes a guarantor, but to the present time, entering Italy to search for a job, is not allowed. The Law n.189/02 has also introduced changes to legislation on family reunification, in the sense of a drastic restriction on parties entitled to have access to reunification. In conclusion, this law pays special attention to combatting illegal immigration through border control and internal control, but it tolerates the regularization of million illegal immigrants, to meet the interests of Italian families and businesses and abolishes or does not consider the tools to make a regular entry: sponsors, family reunification, permits for job search.

Moreover, this Law introduced the crime of illegal immigration, punishable with imprisonment, committed by those who remain in Italy in violation of a deportation order.

The crime of illegal immigration has recently been rejected by the European Court of Justice, since it has been reckoned to be against the UE Directive on repatriation. The Law punishes an administrative offence as a criminal offence.

Our government policy seems to be directed to border control and public safety rather than to a coherent plan for the integration of immigrants, even though immigration in Italy is also recognized to be a structural issue.

Thus, the weaknesses of the law are:

- difficulties for a legal entry and for the renewal of the permit of stay<sup>3</sup>;
- the law on high education of non-EU students<sup>4</sup>,

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2 Law n. 189/2002

3 The permit of stay is tied to an employment contract that the foreigner must get before entering Italy. The renewal or revocation is subjected to the possession of means of livelihood and a suitable accommodation. The permit is denied whenever the income is insufficient or the accommodation is unfit. In general, but not specified in the *Testo Unico*, police departments use the minimum pension (4,600 € per year) as an indicator of the minimum wage. The minimum income grows in proportion to the number of members of the family in accordance with the rules on family reunification. The distinctive feature is that there are no specific guidelines: the operators, besides adopting this restrictive practice, often ignore other sources of income as granted by the Regulation.



- difficulties for the recognition of foreign educational attainment,
- citizenship according to *jus sanguinis*<sup>5</sup> and the related procedural difficulties to obtain it if not a son of an Italian citizen.

These aspects are all relevant to our investigation because they limit the migrants' contribution to the cultural, social and economic development of the host societies<sup>6</sup>.

The national public debate on immigration doesn't bring a positive climate of coexistence and integration, since it is built on the issues of public safety and carried on with instrumental and demagogic rhetoric, focused on the development aid to stop migration flows, also the cooperation themes are not properly discussed at national debates and in mainstream media.

## 1.2 Status quo of the national “development cooperation policy”

Development Cooperation Policies are regulated by the Law n. 49/87, and the activities of Development Cooperation are part of the tasks of the Ministry of Foreign Affairs. Within the Ministry, such activities are delegated to the Directorate General for Development Cooperation. The Directorate implements the policies of cooperation and establishes relations with international organizations, with the European Union and non-governmental organizations. Its activities include the management of funds for development aid and humanitarian emergency. All initiatives involving significant commitments in financial terms are approved by a Steering Committee, consisting of representatives from the Ministry of Foreign Affairs and other institutions, in particular the Ministry of Economy and Finance. The Directorate General for Development Cooperation is divided into 12 offices:

Office I: Development Cooperation within the European Union

Office II: Multilateral Development Cooperation

Office III: Development aid for the Balkans and Eastern Europe, the Mediterranean and the Middle East and the Central Asia

Office IV: Development aid for Africa Sub-Saharan Africa

Office V: Development aid for Asia, Oceania and Americas

Office VI: Humanitarian interventions and emergency

Office VII: Development and civil society, NGOs and voluntary

Office VIII: Planning and monitoring the budget of cooperation, gender issues, rights of children and people with disabilities

Office IX: Evaluation and visibility of initiatives

Office X: Legal, accounting, financial management assistance loans

Office XI: Management and exploitation of instrumental

Office XII: Management and human resources development

In the technical task for the formulation, management and control of programs of cooperation, the Directorate is supported by the Central Technical Unit. The latter is composed of external consultants and administrative staff of the Ministry of Foreign Affairs.

Other bodies of the Italian Cooperation are the local technical units. These are instituted in

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4 The study permit lasts one year and is renewable. The renewal is possible on condition that the student has the required conditions and if the student passes at least one exam for the first year and at least two for the second and next ones. The permit is not renewable beyond the third year out of the formal end of the study course.

5 The foreigner must have ten years of continuous residence in Italy and the request for citizenship is subject to the discretion of the court.

6 i.e. the lack of political participation through voting, the impossibility of working in the public offices, reserved for Italian citizens.



developing countries and are accredited to the governments concerned through cooperation agreements.

The Local technical units are made up of experts of the Central Technical Unit and the administrative staff assigned by the General Directorate for Development Cooperation, as well as executive staff and auxiliaries recruited locally.

The tasks of these units are:

- to collect information for the Directorate, for the detection, investigation and assessment phases of cooperation initiatives
- to submit, to the Directorate, data and background information on the plans and development programs in the country of accreditation and on development cooperation promoted and implemented by other countries and international organizations
- control and supervision of cooperative initiatives

The Italian Cooperation recognizes the Decentralized Cooperation as the cooperation activities carried out by Italian local governments, in partnership with local counterparts in developing countries, with the involvement of civil society in their respective territories.

Starting 90s, the role of local governments (regions, provinces, municipalities) in the development cooperation grew, which not only contributed financially to the cooperation projects implemented by different actors in their own territory, but also taking an active political role upon themselves.

The Law n. 49/1987 is thought to be too old, insufficient and inadequate, and is therefore now the subject of a quite long-standing debate.

Even OECD in its DAC Peer Review on Italy presses for a reform of this Law as a priority for our cooperation policy.

The principal suggestions are:

- to clearly distinguish emergencies and development cooperation issues,
- to identify public authorities with political, administrative and managerial capabilities on cooperation to overcome current fragmentation and improve consistency in Italian Cooperation through a more structured and coordinated action at all levels (starting from the relationship with local institutions and social organizations working in the field).

In 2007 the government proposed a revision of this law that was stopped by a cabinet crisis. The current administration doesn't take into consideration this issue, moreover the development funds have been drastically reduced to the lowest level in the last 20 years (179 million € for 2011, whereof 80 million for management fees).

In regard to the relationship between migration and development, we have to say that the Government has not passed any political program.

The Italian policy concerning immigration, as already mentioned, focuses on the flow control and national safety, counting also onto bilateral agreements<sup>7</sup> based on financial incentives in exchange of immigration control. This approach ignores the real needs of the transit and the countries of origin.

Moreover, the Italian International development cooperation Law makes no mention of migrants as volunteers (expatriates), roles reserved only for Italian citizens. Basically, a migrant is not recognized as a potential actor in the development. In this context, co-development should be used as an instrument to promote *send-back* measures or for the workers' circulation based only on our

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7 i.e. agreements with: Egypt, Tunisia, Albania and Libya.



national labour market needs or merely for the internationalization of the Italian economy.

Despite this framework of regulation, the Italian Government has nevertheless experienced some co-development projects with the Ministry of Foreign Affairs within the IOM strategy (see the attached table n1.1 ) and the PLASEPRI program. The latter is the first project directly funded by the Italian government and managed by the Italian Cooperation, which provide a platform for financial and technical assistance to promote private sector development in Senegal, with the direct involvement of Senegalese businessmen immigrated into our country.

Projects of decentralized cooperation, local authorities and civil society organizations are important players in this field. The experiences of these actors are innovative but fragmented and poorly coordinated also due to the centrality of the government policies (that we have already analysed) and limited funding.

The consistency of the actions that link migration policies to development policies is complex and requires a structural and multidimensional approach, involving political and administrative skills in several areas: immigration, cooperation, work, welfare, research and education, finance and economics. This approach is far from being realized by the Italian Government. As we have seen, the programs involve the Ministry of Foreign Affairs, but they do not include any cooperation with the immigration bureaux.

Another sore spot is the lack of systematic monitoring and reporting data, even if we count a certain number of studies and data provided by private research institutions. The major source of this data is CeSPI Centro Studi Politica Internazionale<sup>8</sup>. Despite the international centrality of this issue, the research on co-development in Italy is only a very small part of the papers on migration<sup>9</sup>.

## II. OVERVIEW OF ACTORS

### 2.1 Migrants

In the last 10 years, the international attention on the link between migration and development has grown rapidly. The new international approach on the subject puts the migrant in the centre, therefore, it seems to be useful to design a brief profile of the foreigners living in Italy.

The impact of foreign population in Italy has increased, in five years (2005-2010) reaching an incidence from 4% to 7%. About 5 million foreigners are residents in our country. More than 100 nationalities are represented, the most numerous being: Romanian, Albanian, Moroccan, Chinese and Ukrainian, who all together reach up the number of 1.966 million people. On average, the gender ratio in foreign population is equal, with a slight disparity in favour of women, but this ratio changes when we analyse the groups of origin.

Foreign residents in Italy generally have quite high education levels, comparable to Italian ones. About half of foreign population has a middle school degree (49.7%, compared to 47.2% of the

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8 CESPI: <http://www.cespi.it/home.html>

9 Lacroix, 2009: 26. Only 15% of 965 Italian texts examined by the author is specifically devoted to the relation between development and migration.





Italians). People with a diploma make 40.2%, while 1 foreigner out of 10 has a degree (the Italians in 2009 were 13.0%). These data compared to last census results<sup>10</sup>, show a decrease of highly educated foreigners and a gradual increase of immigrants with middle school level<sup>11</sup>. The employment of foreigners increased, from 1 million in 2005 to 2 million workers in 2010, but in the last two years, the rate of unemployed has also increased as a result of the financial crisis. The number of foreign workers that suffers from the phenomenon of skill waste is also increasing, from 39.4 % in 2008 to 41.7% in 2009. Most of these workers are women. Many immigrants work in services (59%) and are mostly women (88%), followed by the industrial sector (21%) and the building sector (16%), both in the domain of men (only 10% of women immigrants are employed in industry and none in the building sector). In agriculture the fraction reaches 4%<sup>12</sup>.

Foreign workers contribute to GDP for 11. 1%, and pay almost 11 billion Euros of social security contributions per year. They are about 10% of total employees, but are also involved in self-employment and entrepreneurship. The data on intermarriage (240,000 from 1996 to 2006), citizenship acquisition (500,000 and 59 thousand in 2009), foreigners born in Italy (570,000), incoming for family reunification (110,000), make the structural dimension of immigration in Italy very clear. 22% of foreign population is composed of minors and 13% of the so-called “immigrants” were born in Italy<sup>13</sup>.

The presence of foreign students increased for 7% of the total number of students, reaching the absolute value of 629,360 units on a school population of 8,945,978 units. In all grades of education, the phenomenon of foreign students born in Italy is increasing. This number reached 233,003 units in 2008-09, with an increase of 17%, compared to the previous year and this raise is higher than the increase of immigrant students in general (17% versus 9.6%), indicating a migration decrease<sup>14</sup>.

## 2.2 Public and private institutions dealing with migration and/or development

In addition to the national policies regarding cooperation and immigration, we will take into account public and private institutions that deal with immigration and /or cooperation in Italy. Listed below is a framework that does not pretend to be exhaustive.

### - International organizations:

**UNHCR** The Rome office of UNHCR participates in the Commission for refugees and carries out activities on international protection. It cares for the dissemination of information on refugees and asylum seekers in Italy and in various areas of crisis around the world. Since 2006, the Italian office of the UNHCR has expanded its power and became responsible for Regional Representation for Cyprus, Greece, Malta, Portugal, San Marino, the Holy See, and Albania.

**IOM** is the main intergovernmental organization in the field of migration and Italy is one of its founders. The IOM in Rome has a coordinating role for the Mediterranean countries (Italy, Albania, Algeria, Andorra, Cyprus, Greece, Libya, Malta, Mauritania, Morocco,

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10 In 2001 the share of foreigners who possessed a diploma was 31.0 % and those with a university degree just over 13 %.

11 The data presented so far are taken from ISTAT Report 2011 <http://noi-italia.istat.it/>

12 Data from [http://www.fieri.it/stranieri\\_e\\_lavoro\\_in\\_italia.php#](http://www.fieri.it/stranieri_e_lavoro_in_italia.php#)

13 Report Caritas Migrantes 2010

14 Report of the Ministry of Education, University and Research “Non-Italian students” 2008/2009





Portugal, Spain, Tunisia and Turkey).

**UNICEF** The Italian Committee for UNICEF – a non-profit organization, is a part of UNICEF International. Since 1974, the Italian Committee has been operating in our country according to a cooperation agreement with UNICEF International. UNICEF Italy is also engaged in migrant children and unaccompanied minors issues.

**ILO** The ILO office in Rome is the representative office of the ILO in Italy and in the Republic of San Marino. The Rome office covers labour and social rights issues and also addresses the themes related to the employment of immigrants in the Italian market labour.

#### **- Government organizations:**

##### **Ministry of the Interior - Department for civil liberties and immigration**

The Department for civil liberties and immigration of The Ministry of the Interior is responsible for civil rights protection. It is composed of 6 Directorates:

- Central Directorate for immigration and asylum policies;
- Central Directorate for assistance to immigrants and asylum seekers;
- Central Directorate for civil rights, citizenship and minorities;
- Central Directorate for religions;
- Central Directorate for the administration of F.E.C.;
- Central Directorate for general affairs and the management of equipment and financial and human resources;

The Central Commission for refugees, set up by presidential decree n. 136 dated 15th May 1990, is also part of the Department for civil liberties and immigration

**The Central Commission for refugees** is an inter-ministerial body that interviews asylum seekers and ascertains if the refugee status can be granted according to the Geneva Convention.

Article 32 of Law No. 189/2002 decentralizes the Central Commission and establishes the Local Commissions to speed up the asylum requests examination.

The Central Commission is turned into the National Commission for asylum rights, which is responsible for the co-ordination of local commissions.

##### **Central Directorate of the Immigration and Border Police:**

The Law of 30<sup>th</sup> July 2002, 189 on immigration and asylum, has established with Article 35 the Central Directorate of the Immigration and Border Police. This Directorate is part of the Department of Public Safety of the Ministry of the Interior

##### **Territorial councils for immigration**

They promote inter-institutional initiatives on immigration issues. Established by Cabinet Decree in 1999 in all prefectures, they are chaired by prefects and composed of the representatives of the State, Regions, Local Authorities, Chamber of Commerce and workers' organizations.

**Sportelli unici per l'immigrazione** are instituted at provincial level, within the prefectures, to help the foreign workers to obtain legal documents.

**The Ministry of Labour and Social Affairs** participates in the annual programming of flows and



provides the allocation and monitoring of immigration quotas. It prepares the lists of non-EU workers available for recruitment and of foreign workers that have attended education programs and trainings in origin countries.

**The Ministry of Education** organizes trainings on reception and integration of foreign scholars and engages in activities for supporting non-Italian pupils.

**Cnel-** National Council on Economy and Labour is an "advisory body that contributes to the economic and social legislation". The CNEL is composed of 120 members: twelve experts chosen from qualified members of economic, social and legal issues; forty-four representatives of workers public and private sectors), eighteen representatives of self-employment, thirty representatives of business and ten representatives of associations of social promotion and of voluntary organizations. The Council has been busied in the drafting of the Law 40/98 and Decree Law 286/1998 concerning the *"Testo Unico delle disposizioni concernenti la disciplina dell'immigrazione e norme sulla condizione dello straniero e successive modificazioni ed integrazioni"*.

The ONC (National Coordination Council on social integration of foreigners) is a part of CNEL and its missions are:

- To support and sustain the development of local processes of reception and integration of foreigners
- To promote the cooperation between CSOs and institutional actors at the local level.

**Trade unions:** There are many foreign workers associated with the national trade unions: 380 immigrants in the CGIL (Italian General Confederation of Labour), 379,139 in the CISL (Italian Confederation of Workers Unions), 206,125 in the UIL (Italian Labour Union); 8.4%, 6.6% and 9.5% of workers respectively.

**UNIONCAMERE-Chambers of Commerce:** 442,000 small immigrant businesses are enrolled at the chambers of commerce in the legal form of sole proprietorship (334 thousand) or companies (119 thousand).

#### **-The Local institutions:**

##### **Local authorities:**

Italian municipalities are associated with ANCI (National Association of Italian Municipalities). ANCI has a **Migration and Equal Opportunities Office** that is part of the Welfare Sector, which also includes the Department of Social Policies.

ANCI Migration and Equal Opportunities Office addresses the priorities of Italian Municipalities in the fields of migration policy and protection of refugees and unaccompanied minors. ANCI leads the **System of Protection for Asylum Seekers and Refugees**, and the **National Programme for the protection of unaccompanied minors**.

#### **-Development NGOs:**

The Law n49/87 on Cooperation defines the appropriate NGOs which, after an investigation, very selectively obtain - from the Ministry of Foreign Affairs - the recognition of eligibility for the management of cooperation projects. There are more than one hundred of these NGOs in Italy. To



see the full list: <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/Partner/ONG/ONG.asp>

In the 70s, a lot of Italian NGOs have decided to unite into three federations:

- The FOCSIV (Federazione Organismi Cristiani Servizio Internazionale Volontario) with 61 NGOs
- The COCIS (Coordinamento delle Organizzazioni non Governative per la Cooperazione Internazionale allo Sviluppo) with 28 NGOs
- The CIPSI (Coordinamento di Iniziative Popolari di Solidarietà Internazionale) with 46 NGOs.

The “Association of Italian NGOs” was born in 2000. This association has united the three federations and represents more than 250 organizations that are engaged in international cooperation and solidarity.

Some NGOs, including the Italian Components of ActionAid International (AMREF, Save the Children, Terre des Hommes, VIS and WWF), have launched another network “CINI” *Cordinamento Italiano Networking Internazionali*. Others, such as AVSI, CESVI, CISP, Coopi, GVC and COSV, are coordinated in “Link 2007”.

In the field of humanitarian aid AGIRE was founded, the Italian agency for emergencies, that includes 12 of the main Italian NGOs.

Finally, 7 Italian and foreign NGOs have formed the “Alliance Network 2015”.

Ten years ago, the “Platform for Development Education” was born, which was renamed in 2011 to the “Platform for Global Education”. It unites workers from NGOs that are engaged in development education, inter-culture and migration issues.

#### **-Association of migrants and pro-migrants:**

The associations of migrants in Italy are extremely different from each other considering internal organization, ethnic composition (mono or mixed), the relations with local institutions and other associations, the degree of representativeness in the ethnic group of reference, and activities carried out. The statistical report FIVOL 2006 (latest consistent data) has estimated at least 3,000 organizations to be pro-immigrant and for immigrants in our country.

Since the nineties, the Italian associations have been engaged in migration issues and lobbying for a reform of the immigration law.

The Italian associations are federated in many networks; the most important is **FORUM TERZO SETTORE**. It was officially established in 1997. It represents around 100 organizations of the second and third level of Voluntary Work, Social Cooperation, International Solidarity and Social Enterprise. It aims to the enhancement of CSOs in their own territories. The Forum Terzo Settore is decentralized in 18 regional forums, and many provincial and local forums.

#### **-Research institutions:**

**Asgi** The Association for Legal Studies on Immigration was established in 1990 and brings together lawyers, academics, legal practitioners and jurists with a specific professional interest in legal issues on immigration. It aims at:

- 1) promoting information, documentation and studies on immigration, and on refugees, statelessness and citizenship issues .
- 2) highlighting the legal issues that the immigration poses to national and international law



- 3) promoting studies, meetings, conferences, projects and publications on immigration policies
- 4) providing legal assistance

**Caritas and Migrantes** yearly publishes a Statistical Dossier on Immigration. The Immigration Statistical Dossier collects all available data on immigration in Italy.

**Centro Studi e Documentazione sulle Migrazioni SCALABRINI** is the first Italian research centre on migration.

**Cespi** Centre for International Political Studies is an independent, not -profit organization founded in 1985 that carries out studies and policy-oriented research. CeSPI is focused on four research axes: the international cooperation; the financial cooperation for development and peace building; the local partnerships and local development; the human mobility, the cross-borders and co-development policies.

**Cnel-Stas** is the database of the CNEL institution, and also contains data concerning social and cultural integration of the foreign population in Italy.

**Fieri** is a research institute on migration studies, which aims to create a “bridge” between research activities and public decision-makers.

**INPS**-National Institute of Social Security publishes an annual report on immigrant workers.  
<http://www.inps.it/portale/default.aspx?sID=0%3b6969%3b&lastMenu=6969&iMenu=1&p3=4>

**IRES CIGL** is an Economic and Social Research Institute (founded in 1979 by CGIL). It has an Observatory on immigration.

The Observatory collects data on migration.

The main research areas are:

- Monitoring the flows;
- Processing integration with giving particular attention to the labour market;
- The Trade Unions policies for foreign workers.

**ISMU** is an autonomous and independent scientific body that promotes studies, research and initiatives on the multi-ethnic and multicultural society, with particular attention to international migration.

**ISTAT**- National Institute of Statistics has a database on immigration issues  
[http://noi-italia.istat.it/index.php?id=6&user\\_100ind\\_pi1\[uid\\_categoria\]=4&cHash=b17d6a95c01a5bc9c8f396d738321fc6](http://noi-italia.istat.it/index.php?id=6&user_100ind_pi1[uid_categoria]=4&cHash=b17d6a95c01a5bc9c8f396d738321fc6)

## 2.3 Starting Co-Development

The role of migrants as mediators between the hosting context and the origin one is spreading and is



mainly evident in decentralized cooperation projects. Local authorities, especially in central and northern Italy, have started up initiatives with migrant communities<sup>15</sup>. As an example, we can cite the experiences of Friuli-Venezia-Giulia Region, of the Municipality of Milan and of Veneto Region. They have undertaken some actions that recognize the migrants as potential actors in the development projects.

The first one has created a table of co-management named “Migrants and Cooperation”, made up by the Regional authorities and by immigrant associations, starting initiatives of cooperation. The Table is aimed at identifying common ground to enhance the cross-cultural role of migrants. They have experimented cooperation projects involving the countries of origin of the foreigners living in Friuli Venezia Giulia.

The municipality of Milan has chosen the theme of co-development as one of the axes of action for the Expo 2015 and, since 2008, it has funded - through annual call - some projects proposed by communities or by individual migrants engaged in co-development.

Veneto Region has established an advisory board on migration involving the Immigration Office, the International Cooperation Department and the Health and Social Affairs Department. The aim of this policy is to define the three-year business plan to manage immigration flows and promote integration and a positive impact on development processes. In this strategy, public and private actors are engaged in partnership with the countries of origin and also Diaspora associations in Italy.

Social sector, and mainly NGOs, are the other actors that, for their traditional activity in developing countries, show particular commitment in this field. For instance, the “*Laboratorio migrazioni e sviluppo*”<sup>16</sup> is an example of its ability to create a network to overcome the fragmented nature of the interventions. In this group, some Italian NGOs and an international financial consortium of Micro-credit cooperate with the Diaspora associations on co-development programs for remittance enhancement.

Bank foundations are the other subjects that have, in recent years, engaged themselves in co-development with social sectors and migrant associations. For example the “Fondazioni4Africa”<sup>17</sup> project is funded by a four-bank foundation for the local development in Senegal. The project is implemented in partnership with some NGOs and involves Italian immigrants (both individually or as associations) in a multi-year program, linking local development to activities in Italy (fair trade, sustainable tourism, means to canalize remittances).

In the profit sector, there is a remarkable example of Ghanacoop, a cooperative of some Ghanaians supported by the Municipality and the Province of Modena, with the support of the *Banca Cooperativa Emiliana*. Ghanacoop imports exotic fruits from Ghana, according to the Italian distribution food market. This Cooperative reinvests its profit in development projects in Ghana.

In these examples the vitality of immigrants in Italy and particularly of some well-organized groups is clear (i.e. the Senegalese community that is creating a regional and super regional federation).

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15 The examples are taken from: “*Sei personaggi in cerca d'autore: il co-sviluppo in Italia pratiche senza politica*” A. Stocchiero, Cespi Working Paper 60/2009 and “*Dalla migrazione allo sviluppo. Lezioni tratte dall'esperienza degli enti locali*” UN-EC Joint Initiative on Migration and Development (ICMS), 2010.

16 <http://www.cespi.it/INFOEAS.html>

17 <http://www.fondazioni4africa.org/Fondazioni4Africa/sv1.do>



### III. RESEARCH AND PUBLIC DEBATE

Most of data in this research are provided by private institutions, and Cespi is mainly active in this field, and is involved in social and political investigations. In the studies of Cespi, the transnational approach is dominant. This institution is engaged in monitoring many co-development projects implemented in Italy.

Even the definition of co-development, which many Italian authors use, was coined by a Cespi researcher: A. Stocchiero *“Policy of co-development means the creation of conditions and the implementation of measures that benefit both countries of origin and of destination, as well as the migrants themselves. The co-development of destination and origin territories is achieved with the resources and skills of the migrants, and basically with the growth in their transnational practices (sharing knowledge and information, transferring acquired skills, trade and investment promoted by the migrants, channelling remittances and investment)”*<sup>18</sup>.

His categorization of the projects is also taken into consideration:

- community development projects,
- recruitment,
- return to production,
- enhancement of remittances,
- repatriation assistance.

In 2007, Stocchiero also issued a document entitled *“Proposals for a strategy paper of the Italian Cooperation for Migration and Development”* Working Paper Cespi 33/2007, addressed to the Government to acquire “guidelines and strategies that seek to define areas of consistency between policies of immigration and asylum, integration, labour and development cooperation”.

Basically, the analysis and the proposals of the author are:

- 1) Development cooperation and integration policies should promote the access of migrants to public planning through citizenship rights and the promotion of equal opportunities, and through supporting migrant associations.
- 2) The migrants’ role in development implies an open mobility policy even if selectively and in accordance with the assimilation capacity. Border security and flow control cannot prevail.
- 3) Italian flow policy should commensurate to both our labour market and the needs of the countries of origin, with giving great attention to the brain drain and its impact on developing countries.
- 4) Recognition of citizenship rights and the foreigners’ qualifications and skills should be favoured to avoid brain-waste and skill drain.
- 5) An open mobility policy should be promoted and the access to dual citizenship should be favoured.
- 6) Inter-ministerial dialogue should be increased to ensure policy coherence at national and European levels, while partnerships between governments and civil society and between the North and the South should be encouraged.
- 7) Migrant women role claims specific attention to women's responsibility in family welfare and for the impact on the welfare systems of the countries of origin.

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<sup>18</sup> Stocchiero, A., 2004 *Migranti e città: un patto per il cosviluppo*, Background paper for the Municipality of Milan, [www.cespi.it](http://www.cespi.it)





- 8) Migrant children or children of migrants who remain in the countries of origin need specific initiatives to guarantee their fundamental rights and the right to family reunification. Also, the Second generation deserves attention for a process of cross-cultural integration.
- 9) Innovative policies should be structured, not only for consistency on immigration and cooperation policies but also for economic and political internationalization.
- 10) We need a clear policy at a central level to overcome the fragmentation of the experiences implemented in Italy and to ensure their sustainability and their enhancement<sup>19</sup>.

The “*Laboratorio migrazioni e sviluppo*”, mentioned in the previous Chapter, has also developed a Manifesto to offer the stakeholders involved in the Italian co-development practices a set of guidelines for priority policies.

The Manifesto is addressed to the Governments of the countries of origin as well as to Italian government, to the Local Authorities, the Civil Society Organizations, the Economic and Financial sectors and, last but not least, to Universities. In many ways the authors of the Manifesto agree with the points illustrated above, so, hereafter, we propose only its premise to clarify what the Italian actors intend with co-development: “...*ideas and practices of co-development enhance the migrants in the processes of development and integration since co-development is based on the strong belief that, with the resources and the activities related to migratory movements, it is possible to start improving processes both in countries of origin and in destination areas. Co-development is a coordinated movement between cross-exchange and social, economic, cultural and political transformation that ties in a new and virtuous circle of integration to international cooperation. Co-development supports and enhances skills, capabilities and mobility of the migrants in a dynamic process, focusing on the value of the person. Co-development has a diversified nature and is centred on the migrants themselves and their communities – both of residence and of origin - according to the participatory approach. Co-development ideas and practices can inform a new policy for an interdependent fairer, freer and more sustainable world*<sup>20</sup>.”

This Manifesto was presented to local authorities and national politicians last year in Rome with the aim of raising awareness of this issue.

As we have seen, the debate on co-development is blocked at governmental level, but at Local level, something is changing: in April 2011, Tuscany Region organized a workshop to enhance co-development policies. This workshop involved one regional administrator dealing with migration and one dealing with development, as well as some Italian actors (researchers, NGOs, financial sectors, municipalities and regions that had already experimented good practices). In June 2011, the University of Trento organized an international conference to discuss this theme. It involved many Italian researchers.

As claimed by Stocchiero: “*The relationship between migration and development is complex and depends on many factors that need to be investigated [...] As a result, policies on migration and development cannot be the sole and fundamental aspect of development aid policies, but just a component that has to be defined carefully [...] The migrant is not an instrument for planning development processes, nor necessarily an agent working for the improvement of original contexts, but he is an actor that can affect his own context at different levels of effectiveness and*

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19 Stocchiero, A., 2007, *Proposte per uno strategy paper della cooperazione italiana su migrazioni e sviluppo*, CESPI working papers 33/2007 [www.cespi.it](http://www.cespi.it)

20 Manifesto Infoeas “*Laboratorio migrazioni e Sviluppo*” 2010





*consciousness*<sup>21</sup>. Many analysts underline the risk of a simplistic analysis and political proposals, in fact, the public debate on migration and development is dominated by the false premise that it is sufficient to hold back immigration to promote development in their countries, “Let's help them at their home” is the motto. Underlying this idea is a well-defined conception of development. As Riccio<sup>22</sup> points out about the relationship between Africa and France (also valid in the Italian context), “*This vision relies on a definition of development as something static and focuses on the aid as a multiplier of projects on African soil. In fact, this concept is nothing but a re-enactment of colonization and it is necessary to at least integrate it with other measures. Firstly, development is a dynamic process. It's a fact that old Europe will need a large number of migrants to maintain its demographic balance and to animate his knowledge economy [...]. Moreover, it is not sure that development can stop immigration, just look at the number of French people living abroad, which has never been so high*”.

The debate on the relationship between migration and development is full of clichés. The description that media and many of our politicians make of the migrants - "needy poor people" or "dangerous invaders"- ignores the positive contribution of these people. On the other hand the possible active role of migrants shouldn't be taken for granted. “*The risk is that the states remain in a substantial disengagement and renounce to manage mobility and development promotion, relying on the invisible hand (or should we say “invisible foot”!) of global market.*”<sup>23</sup> As regards the active role of Diaspora associations in our country, Pastore<sup>24</sup> outlines three critical points:

- 1) the temptation to be assimilated,
- 2) the lack of confidence in the contexts of origin,
- 3) the distrust of public powers.

The first point is also linked to public debate on immigration. The authors declare: “*Many migrants - especially in a country where immigrant communities are relatively weak, dispersed and not very cohesive, like in Italy - prefer to stake everything on integration, even on assimilation (as it seems to happen relatively often among the Albanians), loosening the ties with motherland*”<sup>25</sup>. We want to add that the will of assimilation may be related to the stigma suffered by some foreigners in our country, especially for the Albanians and the Romanians.

In conclusion, “*The essential point here is that migration is not the factor that triggers development, but, on the contrary, enables development by structural, political and economic reforms, unleashes the potential development of migration*”<sup>26</sup>.

Co-development should be understood as a cross-cutting theme for a new global policy to integrate different areas such as: migration, development, economic, financial and labour policies: trans-nationalism is the key-word.

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21 Stocchiero, A., 2007, *Proposte per uno strategy paper della cooperazione italiana su migrazioni sviluppo*, pp. 6-7, CESPI Working papers 33/2007 [www.cespi.it](http://www.cespi.it)

22 Riccio, B., 2008 [http://glieuros.eu/spip.php?page=print&id\\_article=1345&lang=fr](http://glieuros.eu/spip.php?page=print&id_article=1345&lang=fr)

23 Pastore, F. 2006 “*Transnazionalismo e co-sviluppo: aria fritta o concetti utili? Riflessioni a partire dall'esperienza di ricerca del Cespi*” Cespi

24 ibidem

25 ibidem

26 De Hass, H., “The migration and development pendulum: A critical view on research and policy”



### III.1 A STUDY OF A CASE

We want to analyse the case of public call for co-development implemented by the Municipality of Milan.

It is worth mentioning that in Italy, 60% of foreigners stay in the northern regions and 982,225 migrants live in Lombardy Region, of whom 407,191 in the Province of Milan.

In Milan, there are 208,021 foreign people.

1 The immigrants' nationalities in Milan Municipality are very numerous:

Nationalities	Residents 31/12/08	Residents 31/12/09	Difference 31/12/08 - 31/12/09		Residents 31/7/10	Difference 31/12/09 - 31/07/10	
			a.v.	%		a.v.	%
Philippines	28,735	31,123	2,388	8.31	32,047	924	2.97
Egypt	23,546	25,838	2,292	9.73	27,115	1,277	4.94
China	15,244	17,201	1,957	12.84	18,111	910	5.29
Peru	14,104	15,586	1,482	10.51	16,520	934	5.99
Ecuador	12,136	12,884	748	6.16	13,250	366	2.84
Sri Lanka	11,083	12,348	1,265	11.41	12,810	462	3.74
Romania	9,612	11,244	1,632	16.98	11,821	577	5.13
Morocco	6,752	7,140	388	5.75	7,407	267	3.74
Albania	3,920	4,788	868	22.14	5,273	485	10.13
Ukraine	4,608	5,012	404	8.77	5,169	157	3.13

*Source: Municipality of Milan – Statistical Service*

In 2007/2008 the Municipality of Milan, supported by Cespi, experienced an innovative call to promote co-development projects; before launching the call, 20 public, as well as individual meetings with the stakeholders were organized to clarify the spirit of invitation, the significance of co-development and the procedures of participation. These meetings made it possible to adjust and take into account unforeseen perspectives such as:

- the inclusion of migrant students as a category of proponents,
- the need to support the creation of networks between migrants of different nationalities, in order to involve less active groups,
- the starting of training on the co-development and project cycles.

The call had the following objectives:

- to enhance the human and social capital of migrants residing in Milan and its Province,
- to stimulate the participation of new actors in co-development projects and the creation of partnership between migrants and local stakeholders,
- to empower the immigrants' skills of planning as development actors.

The aim of facilitating was “positive discrimination” for the empowerment of migrant associations as well as individual migrants, so the evaluation of the projects took into account five indicators:

#### 1. leading role of migrants:



- 1.1 migrants as project promoters
- 1.2 promotion of social and human capital of migrants (skill-transfer, partnership, management of activities)
- 1.3 financial involvement of migrant associations or individual migrants
- 1.4 training activities carried out by migrants for migrants and not
- 1.5 balance between activities in the Countries of origin and Italy
- 2. strength of partnerships and relation with the local territory:**
  - 2.1 number of partners
  - 2.2 skills of partners and involvement of both the migrants and the Italians
  - 2.3 liveliness of engagement of partners
  - 2.4 sustainability of partnership
  - 2.5 liveliness of exchanges, relationships, dialogues between “here and there”
  - 2.6 multiplicity of actors engaged
- 3. promotion of integration:**
  - 3.1 meetings with local authorities or with other migrants
  - 3.2 activities for Italian civil associations
  - 3.3 innovative actions to connect migrants and Italian citizens
  - 3.4 empowerment of the skills of initiated by migrants
  - 3.5 continuity of the previous actions which aim at linking migrant associations and local authorities
- 4. capacity-building:**
  - 4.1 sustainability of the actions
  - 4.2 actions for young women
  - 4.3 capacity-building for migrants to manage projects
  - 4.4 empowerment of migrant associations to promote global-education projects for integration
  - 4.5 actions for the enhancement of remittances
  - 4.6 promotion of transitional business
- 5. innovation:**
  - 5.1 promotion of business between Milan and the countries of origin
  - 5.2 innovative partnership
  - 5.3 innovative financial actions for remittances
  - 5.4 activities to recognize the value of high skilled migrants

In 2009/2010 the Municipality of Milan earmarked €1,500,000.00 (max. € 80,000 per project) for co-development projects and organized a course (21 leaders of migrant associations) on planning (project cycle), partnership building, fund-raising and communication (internal and external), in order to improve the shortcomings highlighted in the first call. The Municipality also promoted a research to involve nationalities that had not been involved in the first call, mainly Asian. Moreover it programmed meetings, supported by Cespi, inviting the proponents to address their projects towards co-development.

The funds covered 70% per project, encouraging partnerships.

The call was addressed to “Associations of migrants in Lombardy Region from Africa, Latin America, Asia and Europe outside EU” and to “Cooperation and voluntary associations of



Lombardy Region, working on issues related to migration and development and/or in the process of integration of the migrants”.

Objectives of the call:

- Actions for Development (Non-Emergency);
- Enhancement of human and social capital of migrants and of the territories of origin and residence
- Providing actions both in Italy and in third countries
- Creation and development of partnerships

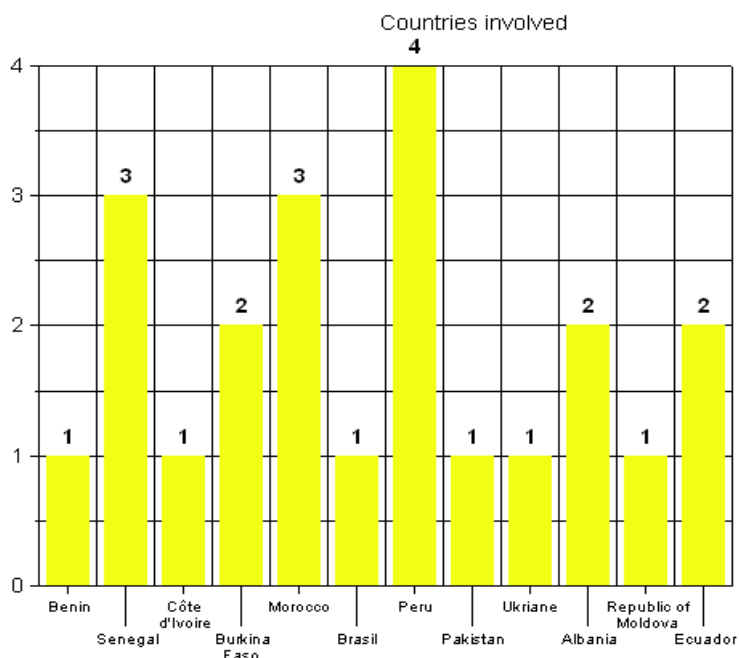
Themes of projects:

- social, economic and cultural development of the communities of origin;
- development of productive initiatives / income-generating
- channelling remittances (individual and group) for local development
- psychosocial support of migrant families, both in Italy and in the third countries
- building capacities of migrant associations to implement activities of co-development and integration.

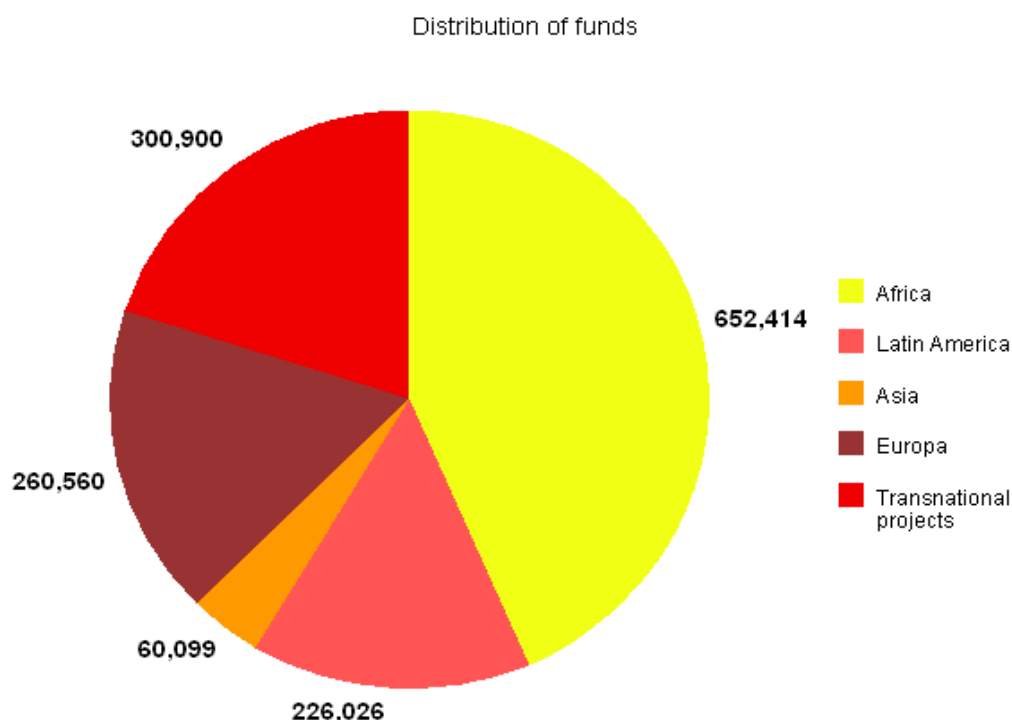
For this second call, the Municipality decided to take in a greater account the proposals concerning partnerships and the “job generating” projects.

Immigrants from 48 different nationalities presented a proposal for a call with 91 projects of which 21 were funded, nine of these involving African Countries, three Latin American Countries, one Asian Country, four European Countries outside EU and three were trans-national projects.

## 2- Countries involved in projects funded by the Municipality of Milan 2009/2010



### 3- Distribution of allocated funds



The Municipality assessed a growth in the attendance of local actors in partnership (compared with the 1th call): 51% of participants were migrants or mixed (migrants and Italian) associations, out of 21 assigned projects, 11 had an ONG as a proponent. Among the proposed, 13 ideas concerned transnational actions (more than 2 Countries involved) and 67% of the projects proposed “job generating” . The Municipality reckons:

- the capacity of the project to involve two or more countries- “the quality improvement of the project for many migrant groups compared to the previous announcement (for many training courses)”<sup>27</sup>
- the partnership- “enabled partnerships in Italy and countries of origin show greater wealth and variety compared to the first announcement”<sup>28</sup>
- and some weaknesses- “a strong need for professional training (in Italy and in the country of origin); necessity to strengthen the associations. These conditions are necessary to support the empowerment of the migrants as actors of co-development and the creation of income generating activities”.<sup>29</sup>

In conclusion “Milan Experience reveals a world of very different actors, thus expressing a rich panorama of actors of solidarity - effective and potential - which emphasizes a need for support and strengthening. One suggestion: considering the results of the call in Milan as a photograph of the co-development of the territory”,<sup>30</sup> we suggest continuing to promote:

<sup>27</sup> Municipality of Milan for Co-development, public meeting 02/20/11

<sup>28</sup> Ibidem

<sup>29</sup> Ibidem

<sup>30</sup> Mezzetti, P., Ferro, A. “*Politiche municipali per il cosviluppo Esperienze europee a confronto e benckmarking del*



- networks, collaborations and partnerships between migrant associations and Italian associations / NGOs (and / or other associations, federations or associations of migrants).
- The capacity of building migrants' associations so they can become more aware of their role and be able to maximize their potential (training and capacity of building initiatives on the themes of co-development, planning, fund raising etc..)
- different paths for technical assistance aimed at migrant associations and individuals involved in order to become agents of training for other subjects.
- Actions of scouting, research and mobilization of nationalities less active in public initiatives.

It is essential to strengthen the political role of municipalities as promoters of an international speech on co-development and to promote a dialogue between stakeholders / partners and migrants / associations, for the implementation of interventions in local governance for development.

## IV. INTERVIEWS<sup>31</sup>

As already mentioned, the theme of the linkage between migration and development in Italy is multifaceted and involves the participation of different actors at different levels, especially civil society, public institutions and local authorities, often with the participation of the international organizations, such as IOM.

At government level, a factual program on this matter does not exist, although some proposals have been introduced for the integration of M&D policies as the draft of law presented in 2007 by Ministers Amato and Ferrero (respectively of the Interior and Social Solidarity) aiming to reform the discipline of immigration but that, at the end, was not promulgated due to the early termination of the legislature.

This included:

- measures aiming to enhance development cooperation and to channel the skills of migrants and their resources into the development of countries of origin
- measures to encourage the use of skills acquired by migrants in Italy for the development of countries of origin through the employment of foreign experts in development cooperation and the encouragement of the productive return (temporary or permanent) of migrants to countries of origin, allowing the maintenance of the status of regular residence in Italy.

Today, as result of the recent government crisis, in Italy there is a new Ministry: the Ministry of Integration and Cooperation referring to the linkage between the two issues, but it is too early to judge whether this will lead to a consistency of the two practices.

To contribute to the understanding of the complexity of the Italian scene, we conducted 9 focused interviews and we choose to report them in an almost uncut version to provide an overview - not exhaustive but hopefully explicit - of the Italian panorama.

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*Bando sul co-sviluppo del Comune di Milano 2007-2008*" Cespi Working paper 49/2008

31 The interviews of COP, FWC, OMCVI and Nomisma have not the confirmation by the interviewees.



## IV.1 THE NGOS

**The Consortium of NGOs of the Piedmont region (COP)** is an association of the main organizations operating in Piedmont that deal in international cooperation and global education. Founded in 1997, it is composed now by 25 organizations operating in 90 countries, with about 100 employees, 1,000 volunteers in Italy plus 70 abroad. COP works in about 260 projects worldwide.

### **Andrea Micconi - COP coordinator**

*-What are the main problems and issues of migration and development in your organization?*

COP implements development and education projects of decentralized cooperation, which are often funded by Piedmont Region. Concerning the relation with the Diaspora and migrants organizations, our work is structured in 4 main areas:

1. Co-development: over the years, the collaboration of some NGOs with associations of migrants became more and more structured, especially in the context of decentralized cooperation that the Piedmont Region promotes in West Africa since 1996. For example, an association of Senegalese of Verbania led that province to a project of cooperation in Senegal, where a local association - created by friends, relatives and people who were in contact with the migrants in Verbania - has directly managed the project. The same happened with another project promoted by the association of *Senegalese of Turin* and CISV ONG that has involved the Municipality and several other public bodies. A joint initiative between NGOs and migrant associations has stimulated local authorities to action. These examples have led to a more general reflection on the theme through several public meetings.
2. Awareness campaigns and public events: besides the afore mentioned projects , the implementation of cooperation has been realized together with awareness-raising events on the Italian territory. In general, these public actions were and are realized in close collaboration with the activities of development education, which is the 3th field of commitment of the COP.
3. Development education: COP has tried, in this area too, to work with migrant associations, but the lack of funds did not permit to organize structured initiatives. Nevertheless, workshop were held and shared activities on the themes of migration and development were realised (for instance, some action on Maternal and child health). In recent years COP has begun to work in order to join the health and the immigration sectors. For example, the CCM ONG has organized several initiatives with some migrant women's associations in order to discuss how to structure a network between migrants, CSO and the public health sector, with the participation of the Municipality, the Province of Turin and the Region.





4. Trainings: COP is engaged in several projects empowering migrant's associations, for instance in “Fondazioni 4 Africa” and other projects with CESPI addressed to Somali’s associations. The trainings are focused on specific needs concerning cooperation's activities and the re-enforcement of the associations (i.e. organizational and administrative issues).

*- What about the involvement of migrants and ethnic minorities as staff members, officials or representatives in your organization? How are they represented ?*

We have some foreigners in the staff of the NGOs of COP – employed with contracts of collaboration - working on Global Education, International Adoptions or in services for migrants. In the field of International Cooperation there are no foreign workers.

*-Do you know of any initiatives which link migration and development policies? Please give examples.*

At the present moment, the cut of funds has interrupted the practices of linking migration and development policies promoted by the Piedmont Region. The regional sector of International Cooperation had responded to the call of the Ministry of Interior to finance workers’ training in their countries of origin, and addressed potential migrants to prepare them for the selection made by the embassies, based on the Italian flows decree. There are also cases in which the provinces have implemented projects of international cooperation through the local Department for Social Policies and coherent projects for the integration of migrants – this is the case of the Province of Cuneo with the immigrants from Burkina.

*- Are there models of good practices, linking migration and development policies in your organization or projects you know? Please give examples.*

I would like to highlight the experience of the Senegalese associations in Turin that have promoted and co-promoted many projects in collaboration with the NGO Cism and other CSOs, for instance, these associations are working together with an association of doctors of the hospital of Turin in Senegal. This is a demonstration of the strengthening of associations of the Senegalese and their ability to relate with the world of cooperation and civic institutions. These kinds of actions also lead the operators of the public sector to a deeper awareness (first-hand knowledge) of the context of migrants’ countries of origin, thus improving the relationship between foreign citizens and public operators in Italy.

Another example is the activity of CCM NGO that works in close collaboration with a Moroccan women association to disseminate in Arabian speakers the knowledge of the services to which one is entitled and the territory offers.

The third experience concerns Morocco, where, in collaboration with IOM, COP promoted three projects with the Region, involving associations close to trade unions, NGOs operating in the territory of the project, associations of Moroccan or pro Moroccan in Italy and local authorities in Morocco in a consistent plan of action “here and there”.

*- Do you see an increase or decrease of cooperation between migration and development?*

It is just a personal opinion, but concerning the co-development, it seems to me that there is a decrease in interest compared to a few years ago when the question, how to structure a relationship



with migrants to channel their efforts on the local development plans, was a priority.

- *What should be done to change the situation?*

COP's answer is not to ask for funds to support the co-development, but to support the issue of decentralized cooperation that is centred on the relationship between local authorities of the north and the south of the world. I would prefer to work so that local authorities of emigration areas provide themselves with the means to reinforce their institutional role (for instance, encouraging the use of remittances for the benefit of the population and the local development). We are working in this direction with a project in partnership with Piedmont and Tuscany Regions for the strengthening of their own responsibilities in order to put in practice regional development plans - here and there- involving different stakeholders. I believe that the awareness of the linkage between migration and development can be only increased with this kind of actions, i.e. working on the strengthening of public institutions.

- *How is your organization promoting migrants or people from development countries in your ads?*

COP is a very light structure that does not have its own communication office since the idea is to support the network and individual members to produce initiatives. Five years ago, in May, we carried out a Unitarian action of communication of our commitments on the different issues of the international cooperation, involving migrant associations as well.

- *Do you see the importance of linking migration and development policies at all? Why?*

Yes, that is essential since having a common vision on the future of the planet - that will involve not only the countries from which migrants come - is absolutely essential to avoid making choices, on the one hand, that may be inconsistent with the choices made on the other.

**CEFA** "*Comitato Europeo per la Formazione e l'Agricoltura*" founded in 1972, member of the "*Federazione degli Organismi Cristiani di Servizio Internazionale Volontario*" (FOCSIV) and of the Italian NGOs Associations. Cefa is engaged in projects of development cooperation, especially in the Mediterranean Area, East Africa, in the Balkan Region and Latin America.

### **Alice Fanti, responsible for the REMIDA project**

Concerning the immigration issues, CEFA is a neophyte as an organization born as Development NGO and since it is engaged in this "new" matter for only a short time. The first consistent project on immigration is REMIDA, funded by the European fund line for repatriation and co-founded by the Ministry of Interior, but we consider that migration and development are closely related and we aim to enhance the path to link it also in our projects. In the REMIDA project, we take care of voluntary repatriation and we contact immigrants that live at a critical moment of their migration path. They are vulnerable also because of the legal documents and decide to return to their country of origin, sometimes after 20 years of life in Italy. This situation has also psychological implications that we handle with cultural mediators and psychologists. We believe that voluntary repatriation must be approached as a complex situation that involves not only the economical and labour re-



insertion of the person in a new context, but also the reconstruction of social networking in the country of origin. In this perspective, we believe that this kind of project can work only with a set of actions “here and there”.

*-Is there a potential for closer cooperation between Development NGOs and Diaspora Organizations?*

Yes, for some years now, we implement activities in Italy that are directed at migrant's associations in our cooperation projects, and we have already experienced good cooperation with some Moroccan immigrant residents in the territory of Bologna, who have participated in activities of cooperation in their country of origin. We have just started working with a Tunisian Association (one of the most important communities in Emilia Romagna). We would also like to build a stable relationship with different communities here and their Mediterranean countries of origin as we believe that - given the geographical proximity - joint planning is essential. In my experience, immigrant associations are often interested in collaborations of this kind, even people of the second generation that do not have direct contact with their country of origin.

*-What about the involvement of migrants and ethnic minorities as staff members, officials or representatives in your organization?*

All employees are local in the activities abroad.

*-Could you list the strengths and weaknesses of the REMIDA project?*

Summarizing, I believe that the greatest strength of the project is the support at this time of economic crisis, the return of people who lived in Italy for a long time and not only through an economical re-insertion. Together we plan a path leading to reintegration, implemented on-site by our staff. We give trainings to the returnees according to their needs, considering as well the real possibility of job reinstatement.

The sore point is that so far the issue of repatriation is still controversial because it is associated to the forced repatriation and especially because it is experienced by migrants as a disastrous moment of their immigration's path.

*-Do you know of any initiatives which link migration and development policies ?*

Concerning REMIDA: this project is a part of the overall development plan of CEFA in Morocco. We are working there in the areas from which the majority of migrants residing in Italy come and where we try to create alternatives to emigration. In these terms, REMIDA is complementary to our activities on-site.

The assisted voluntary repatriation does not offer the possibility of return to Italy, in fact, those who take advantage of it must deliver back their permit of stay. We try to maintain a link with Italy through the creation of relationships with Italian companies investing in Morocco for the possible employment of those who decide to come back again in Italy, also on temporary bases. This perspective, however, is plausible only for people with a medium-high education level, whereas it remains difficult for the low-skilled.

We establish customized plans and often decide together even on the area of return. Many of



Moroccans residing in Emilia Romagna come from rural areas, but decide to go back to urban areas, therefore we assist them in job reinsertion especially in the opening of small businesses through access to credit or with organising interviews with companies.

*-Are there any models of good practice of linking up migration and development policies in your organization or projects you know?*

I think it's too early to judge the practice on migration and development because I think it's really a new subject for Italy.

*-Do you see an increase or decrease of cooperation between migration and development?*

I think there is a sharp increase in projects' proposal, also in EU calls regarding practices that link migration and development.

*-How is your organization promoting migrants in your ads?*

We are beginners, though evolving, as we believe that the strategy of combining the two issues could be successful.

*-Do you see the importance of linking migration and development policies at all?*

I think it's important and that it is an in-progress tendency, although in Italy, it seems to me that there isn't any awareness: the issue of immigration is used for demagogic political campaigns, on the other hand we are witnessing the collapse of cooperation, with an inconsistency that I find obvious.

## **IV.2 THE LOCAL BODIES**

**The Interregional Observatory on Cooperation and Development (OICS)**, founded in September 1991 by the Conference of Italian Regions and Autonomous Provinces, as a shared structure to develop decentralized cooperation and support the processes of internationalization of local economies.

It is a not-for-profit organization and has the legal nature of a private association of public agencies. Its full members are the Italian Regions and the Autonomous Provinces.

### **Gildo Baraldi General Director of OICS**

*-What are the main problems and issues of migration and development in your organization?*

The aim of OICS is the International cooperation as a set of relations with third countries.

In this perspective, we operate:

- for the mutual development cooperation (i.e. the creation of partnerships that generate benefits to both parties),
- for the enhancement of regional Italian communities that emigrated abroad (mainly to South



America) and

- for the improvement of the immigrant communities in Italy and for the development of their countries of origin.

From our point of view, the correlation between cooperation, immigration and emigration is vital to create a global partnership between territories, so that all stakeholders involved can liaise to create mutual development.

With this approach we operate in three areas: the Balkans and Turkey (with the EU program: IPA - Instrument for Pre-Accession Assistance), North Africa, Mediterranean and Middle East (with another EU program: ENPI- European Neighbourhood and Partnership Instrument) and in Latin America and the countries of Mercosur.

We carry out institutional strengthening activities, particularly for decentralized public institutions. We are also engaged in the empowerment of member organizations (following our industrial district model: small and medium enterprises) to generate employment and development and for the support of processes of social cohesion against poverty and exploitation of emigrant communities, especially in Latin America.

Concerning immigration, we have some programs carried out in collaboration with the IOM, but essentially we are trying to involve foreigners in development projects for their countries of origin. Unfortunately these programs are sporadic because there isn't a national partner that can collaborate even in financial terms, and the Regions cannot provide support with structural funds, thus these programs are proposed just in the occasion of European calls.

We also have projects addressed to internal migration and not only to immigrants issues in Italy, for example in the Aymara Quechua area (which extends to countries with very different rates of development such as Bolivia, Peru, Chile and Argentina), where we are carrying out a program to facilitate the flow of cross-border workers.

Concerning the activities implemented by Italian public entities, OICS does not have a central role, but supports the Italian Regions.

The Regions that have already gained first-hand experience are more active and effective, for example the Autonomous Provinces that are already multi-ethnic, cross-border, with more languages spoken. Moreover, a lot of other regions also use their own experience of INTERREG (a European program aiming to manage the intra-European migration involving our border regions).

*- Do you see an increase or decrease of cooperation between migration and development?*

At the EU level, I can see an increase in the number of calls and in the availability of resources placed on this issue, but at the national level, the funding cut is so relevant that at the present day all actions are at a stop.

*-What should be done to change the situation?*

The Italian regional authorities are lobbying for reducing the financial cuts that fell on them, but so far the results are poor.

**Veneto Lavoro** is an instrumental organization of the Region Veneto, established by the Regional Law No 31 in 1998. It is equipped with self-government; its mission is to provide the Region and the Provinces with technical assistance on labour policies.



## **Sandra Rainero -Veneto Lavoro**

*- What are main problems and issues of migration and development in your organization?*

Vento Lavoro is an instrumental entity of the Region that deals with the analysis and the implementation of projects on labour policies. Over the past 10 years we have been involved in the research and experimentation of actions for immigrants (that have reached a quite relevant number in the Veneto Region).

In 2000, in association with some regional bodies engaged in migration caused by economic reasons, we started to deal with the issue of the governance of migration flows with small pilot projects.

We started with Albania, anticipating what later became the Article 23 of the T.U., i.e. to manage migration flows under different aspects, starting from the countries of origin and from the needs of our companies in Italy, in order to select foreign workers, in our case the Albanian, to facilitate an exchange - positive for both companies and migrants - between demand and offer.

Starting from this pilot project, we have carried out research and activities on the impact of migration on development, both in our region and in the countries of origin.

One of our key points was to substantiate the importance of working with origin's countries with a dual purpose: 1) to govern migration flows to protect the rights of migrants, while respecting the laws, and 2) to develop the positive effects that migration may have on sending countries, linking these activities to the concept of circular migration and co-development. Together with the Directorate for the management of migration flows and with the Directorate of development cooperation, we have, therefore, implemented activities concerning the labour market on one hand, and on the other hand, the possibility that immigrants can become transnational agents of development.

The projects that we implemented have focused on specific geographic areas: the migration corridors with Eastern Europe, especially Moldova, Romania (before their entering into the European Union and later with projects on international mobility within the EU) and Ukraine, and the migration corridor with the South (Morocco, Albania, Ghana and Senegal), the areas which the majority of foreigners living in the Veneto Region come from.

We have implemented research and practical models of governance working on Article 23 and on the concept of circular migration and productive return that is not linked to the repatriation policies, but to the return to physical or virtual resources of capital: human, social and financial, the levers for the development of the countries of origin.

We have created a service model that operates as networking of stakeholders such as migrant associations in Italy, as well as economic entities and a number of actors in countries of origin, for the voluntary return of migrants to implement businesses. This network is multi-levelled, involving provinces, some municipalities, some institutions at local or national level in countries of origin, employer associations, and non-state actors. The networking, even if complex, is effective when including those who make policies and those who implement actions.

*-What about the involvement of migrants and ethnic minorities as staff members, officials or representatives in your organization?*





In the staff of Vento Lavoro, there are only 2 persons of foreign origin, but with Italian citizenship. Veneto Lavoro is a public organization and cannot employ foreigners, but as collaborators (with contracts of continuous or occasional collaboration), we often engage immigrants who have specific skills.

The ones involved, however, are often from the "ruling class" among the migrant population and have more capacity to relate with the Italian authorities. This gap is also significant in migrant associations, since some of them have less problems than other groups that do not have features to access the funds and cannot improve their ability of negotiation.

*-Do you know any legal provisions on migration and development policies? How are they implemented?*

At national level, there are no provisions and this situation weighs heavily at the local level.

By 1990, the Veneto Region has adopted a regional law on immigration and emigration. This is at the present an out-dated law that needs to be overhauled, but without a mandate by the national state, clarifying the power of Regions on these matters, there will be many limitations.

The last regional calls have, for the first time, had a specific focus on migration and development. I think it is the result of the involvement of the Region in programs, including ours, on this topic.

Anyway, I do not think that many of the NGOs that compete for these calls, are prepared on this issue due to their insufficient awareness of this linkage. Migrant associations are not eligible to these calls, for which we have specific calls; moreover, I think that they can hardly have the skills to write and manage projects by themselves. We are working on this problem through strengthening associations.

One of the big problems of regional calls is their rigidity, in the sense that their aims must be consistent with the priorities of the annual regional plan. For example: the last call for migrant associations pointed as priorities the training on safety at work and language training, both topics in which migrant associations are often not engaged. We are trying to address these problems, but we need more time, since it has only been two years that we fund associations directly of immigrants through specific calls.

*-Are any models of good practice of linking migration and development policies in projects you know?*

It is difficult to propose something as an example of good practice; this involves a range of impact assessments that are often missing. We could rather quote experiences of small municipalities - or even individuals - that we would like to systematize and support through appropriate regional policies.

I think the main problem of the regional policies is the lack of an inter-Department dialogue, since there is an excessive fragmentation of responsibilities into various directorates. Our idea, as a technical institution, is to lobby for the creation of an inter-department plan to promote consistency of policies relating to different areas, given also the need of reviewing the regional law on immigration.

*-Do you see an increase or decrease of cooperation between migration and development?*





I perceive an increase but, also, a lot of confusion. The strong link between migration and development is unclear to many. Local authorities do not automatically identify this bond and we need to structure specific tools and methodologies to encourage their involvement in these issues.

*- What should be done to change the situation?*

In Italy, we could lobby the ANCI or the Conference State/Regions to promote the dissemination of tools and knowledge of good practices linking migration and development. We could lobby as well at local level for policy coherence and for the creation of specific tools addressed to public bodies, for what we need a strong message at the institutional level, for instance, promoted by ANCI, UPI or the conference State /Regions that have the possibility to reach all local authorities.

*-How is your organization promoting migrants in your ads?*

We do not have many channels of communication, but we have conducted several actions in which immigrants were also represented, for instance, we have produced a documentary on services and immigration policies in Europe, where two narrators were successful immigrants. Another case is a video that we shot recently on gender issues, narrating the story of success of a foreign entrepreneur.

We communicate on this subject also through the data of the regional observatory on immigration.

*-Do you see the importance of linking migration and development policies at all?*

I am absolutely convinced that migration policies are a part of development policies and, in a globalized society like ours, both are central for countries of destination and for countries of origin.

### **IV.3 THE RESEARCH INSTITUTE**

**CeSPI** - Centre for International Political Studies, is an independent, not- profit organization founded in 1985, which carries out studies and is research-policy oriented.

**Andrea Stocchiero, researcher of CESPI**

*-What are the main problems and issues of migration and development in your organization?*

The research lines of CESPI of migration and development issues concern:

- development cooperation policies and their evolution at international and national levels
- policies of decentralized cooperation
- European migration policies
- emigration policies in the countries of origin or transit (Egypt, Morocco and, through a program funded by the EU, we will start a research in West Africa)
- the linkage between co-development and integration, i.e. how the involvement or the enhancement of migrants, in the relationship with countries of origin, is functional to improve integration into Europe-Italy
- the policies and tools for the enhancement of remittances



*-What about the involvement of migrants and ethnic minorities as staff members, officials or representatives in your organization?*

Some foreigners are working with us in punctual actions, for instance, on a web site about the costs of sending remittances and in research on Diaspora's issues. In particular, in a research on the African Diaspora, we structured a working group comprehending some African immigrant researchers (women and men). The group has also organized a seminar on the African Diaspora in Italy. We are still in contact with them and other immigrant groups, particularly in Rome, where we are structuring a Forum on co-development with the support of the Province, and in Milan, where CeSPI is supporting the co-development programme of the Municipality.

*-Do you believe that the co-development practices could create a better integration of immigrants in Italy?*

This is a working hypothesis partially corroborated by some experience as that of the Municipality of Milan, where, through years of calls on co-development, the Cooperation Office ended up having a lot of contacts and engagements with migrant's associations.

In short, the work on co-development has improved the relation between immigrant's associations and local government, however, this does not automatically mean that now there is more integration but, if the relationship between public offices was more structured, the co-development could also express this potential capacity. The core issue remains the consistency of policies implemented within the different sectors of public life. So far among the positive cases in Italy, in which co-development is tied to integration issues, remains the case of the Friuli Venezia Giulia Region during the previous administration. In other regional contexts local institutions are trying to implement similar experiences but are still very fragmented because these practices are not guided by a clear political strategy.

*-Are there any models of good practise of linking migration and development policies in your organization or projects you know?*

As first, the criteria for evaluating good practices should be developed. In my opinion, the decisive criterion is the impact that consistent practices on migration and development issues have at political level, i.e. how these practices affect the re-framing of immigration and development policies. In this sense, the case of Friuli Venezia Giulia Region remains the most consistent and relevant experience. Now, also the Tuscany Region is structuring a coherent and interacting strategy on external cooperation and migrant integration.

*-Do you see an increase or decrease of cooperation between migration and development?*

The commitment of research institutions on this topic is increasing and, when some years ago we were almost the only institute in Italy, engaged in this issue, in recent years, many colleagues have started to work on it. Concerning the NGOs, at the beginning, only few were sensitive to these issues, but in the last years, the increase of foreign presence in Italy and the financial incentives of European and UN calls for projects have engaged them "out of necessity". It must be said that the relationship between NGOs and migrant's associations is becoming a matter of collaboration but



also of competition.

Concerning the policies, the cooperation policies remain an off-centre issue and the immigration policies are centred on the reception and integration - often as if immigration was an emergency - and therefore co-development is perceived as a very marginal aspect.

*-Do you believe that research on these issues could affect the policies?*

These are two worlds that are seldom related, and it is often easier to reach the officials while it is quite difficult to find a politician who knows something about the issues of co-development or that is willing to engage on it. The awareness of the persons matters a lot, meaning that the problem is structural.

**Nomisma** has been serving as a high level research centre for the analysis of national and international socio-economic dynamics for over 30 years, with a view to provide public and private stakeholders with in-depth understanding of complex scenarios at local and global levels.

### **Anna Lucia Colleo, researcher of Nomisma**

Nomisma is interested in the mobility of people, and not only in the international context. It is engaged in research on territorial and development policies, as well as the analysis of human capital that is a core issue, especially during these last years, when our country has increasingly become a destination of immigration from abroad.

In this context, the co-development could be an asset, but it could also be a challenge to analyse all aspects of the relationship between migration and development - even in its negative aspects - the co-development could also be an important key to define sustainable development strategies.

We carried out our first work in 2006 for the Veneto Region, analysing the in-flows of labour from Eastern European countries, particularly from Romania, and the investments and internationalisation processes of Veneto's enterprises in these same countries.

It was a policy-oriented research and has made the Veneto Region particularly active in these issues through its Labour Department in cooperation with the Immigration Department and supported by Veneto Lavoro as the technical body. The Region has gone much further with the implementation of the Article 23 of the T.U. (i.e. the pre-emption right - amongst immigration quotas - of workers trained in the country of origin), focusing on the recruitment of health care workers and the spin-off of venetian enterprises abroad. This first work has allowed us to acquire an insight into these practices, also to the benefit of the Italian system, or rather for the benefit of several regional systems, because migration does not occur between countries but between specific local contexts.

Our studies show that a strong flow of emigration and a corresponding flow of remittances undoubtedly have a positive effect on the balance of payments, even at state level (Morocco, Albania, Algeria and Senegal are examples of this), and also other positive effects, such as an increase in the saving investment for the education of children and the use of remittances as a completion of public investment in the health sector. It is also true that remittances are often private money sent to families and therefore not available to the entire community to build social and economic development, and one of its negative effects is the increasing of social inequality. Usually,



those who migrate are part of a social class that is becoming “middle class” that has had more economic and social opportunities.

The social impact of immigration should be analysed case by case, for example in the case of women's immigration from Ukraine and Moldova, it is quite evident that this phenomenon creates imbalances of sustainability of social services for children care and elderly services.

I believe that if we intend to co-develop an update institutional policies on migration flows, which are meant to strengthen development policies and cooperation between local contexts that have a common interest and are linked by migration's flows, the co-development will be positive and useful; on the other hand, if we intend to co-develop (as it sometimes was intended) with a joint development planning, co-development is utopian.

*-Given the complexity - that you mentioned - what are the proposals for Italy or abroad that have taken this complexity into account and were able to be dealt with in a conscious way?*

Last year we completed a research for JMDI on local authorities' practices. This research was conducted as a peer review, asking local authorities to choose the more interesting initiatives and evaluating them one by one.

As result of this experience, I can say that there are some factors that facilitate the commitment of local authorities on migration and development issues:

**the degree of administrative decentralization of the competences:** there are regions, such as the region of Madrid, that have created a specific regional competence, i.e. an office to manage a three-year policy on integration also through a plan on migration and development, issues assessed as two faces of the same coin. The first prerequisite for the activation of institutions in enhancing the linkage between migration and development is the specific competence (department) in this area.

**the internal organization:** inside public institutions' administrations. Even if a specific department on M&D exists, there is not always a convergence into one service, i.e. a single unit providing consistency in the various aspects of immigration policies and development, which are cross-sector policies affecting the labour market, economic trade relationship, management of flows, etc.

**A cultural factor:** in Italy, there is a substantial difference between various local contexts. There are regions with a strong tradition of solidarity where NGOs and the CSOs dealing with development cooperation are very focused on the needs of immigrants, while other Regions, that have a policy much more oriented to "chase them away", often simply manage the effects of immigration as emergency.

There have been many positive initiatives. I mentioned that of the Veneto region, that has a "Return Office"(which does not have a nice ring to it in many other regions, even as a label), but also migration and development initiatives are not unilateral on the benefits.

I should also mention an initiative of the Piedmont region together with the Chamber of Commerce of Milan constructing easier exchange networks for business services and for new commercial enterprises selling Piedmont products in the Mediterranean area and Mediterranean products in Piedmont. There are many initiatives even in the management of remittances , for example that of a Sicilian bank in partnership with the Tunisian bank that had provided services to facilitate transfers of money. The initiative was unfortunately interrupted, but had the merit of recognizing the need to



build connections. Some regions have built close relationships with immigrant communities while others have decided to abolish the Councils of immigrants, stating that these Councils used to represent only those who were part of it and their communities. However, it seems to me that the three elements that I mentioned before are the ones that can make the difference.

*-How is your organization promoting migrants or people from development countries in your ads?*

We do not campaign, but rather facilitate the work of public administrations in these activities. There is lack of public debate, therefore, we strongly suggest and encourage public administrations to raise public awareness on this matter.

#### **IV.4 THE ASSOCIATIONS OF IMMIGRANTS**

**OMCVI Association of women of Cape Verde in Italy.** Founded in 1988, it is the first association of female immigrants in Rome, founded by a community made up of almost exclusively women. Its main objective is the harmonious integration of women of Cape Verde and their children in the Italian society and its actions are directed both to their and Italian community. It also aims at enhancing awareness on the history and culture of Cape Verde.

##### **Ireneo Spencer responsible for the youth of Cape Verde in Italy of OMCVI associations**

The project “Multi Media Centre Cape Verde” intends to build a communication bridge between young people in Italy and Cape Verde and to support the strengthening of the Diaspora’s Cape Verdeans youth and the second generation in Italy, through a multi-media centre with free software and audio-video technologies. By these means, the youths are able to maintain a continuous relationship and exchange information on their lives “here and there”.

In Rome, the youths who participated in the project that I have coordinated, have produced radio programs (also video and articles) aired by the Cape Verdean radio, broadcast by Radio “Città Aperta”.

They spoke about their life in Rome and various issues related to integration and the citizenship’s right. We have also provided a space for discussion and comparison with young Italians on these issues.

We also conducted a series of audio spots on the lives of Cape Verdeans in Rome and a video on immigration and remittances of Cape Verdeans living in Rome to the country of origin, who create wealth but sometimes also addiction.

The exchange between young Cape Verdeans, second-generation’s youth and Italians has also led a group of adolescents from Cape Verde in Rome, and I think this event has helped them to understand the reality of the life of foreigners in Italy, which is often mythologized in Cape Verde. This face-to-face meeting has also improved the knowledge about Cape Verde of those living in Rome.

Another interesting topic is the self-representation of migrants, for example, we made some interviews to investigate if the Cape Verdeans feel more African or European and it turned out that, especially among the first-generation, the Cape Verdeans do not recognize themselves as Africans, and I think that this is an issue that should be investigated in greater depth.

*-What about the relationship between OMCVI and NGOs?*



I must say that in this project the relationship with the NGOs (Lunaria and Binario Etico) was really a great experience, with each actor having a specific and well defined role.

Lunaria was the association leader and was responsible for the management and relations between partners; I have coordinated the meetings of young people here in Italy and was a mediator between technicians for the creation of the Cape Verde media centre. Binario Etico had a technical role concerning the online platforms and the implementation of free software. It has been a good synergy and we learned a lot from each other and even now, when the project is completed, we continue to have good relations and are trying to structure networks for future collaborations. The project has generated interest in other communities of foreigners that are trying to implement it in Nigeria and Angola.

*-Do you know of initiatives of linking migration and development issues?*

Our project is certainly the first project of its kind involving the Community of Cape Verde in Italy. OMCVI aims to maintain links with their homeland and to improve the awareness of the Cape Verdean culture, so we often organize cultural exchanges between Cape Verde and Italy. There is also a project at European level for exchanges among the youths of Diaspora, implemented by an association in Portugal. Last year, as part of this project, a group of young Cape Verdeans of Portugal came to Italy, and this year we are supposed to go there. I think it's also important to develop in this line to enhance the relationships between the second generations in Europe and not only with the country of origin.

*-Do you see the importance of linking migration and development policies at all?*

I think it is absolutely essential that the policies in these fields are linked, also to implement more comprehensive networking between second generations in Italy and the countries of origin.

**F.W.C. The Filipino Women's Council** was established in May 1991 by Filipino migrant women who volunteer their time to provide support for the social and psychological needs of Filipino women in Rome, who needed counselling and advice regarding a wide range of issues: employer-employee relations, marriage conflicts, domestic violence, including sexual and rape incidents, labour laws and rights. Today, FWC still works on issues related to migration and development, with paying special attention to gender disparity through volunteer commitments and project partnerships with different institutions and NGOs both in Italy and in the Philippines.

#### **Chato Basa Vice-president of FWC**

Our association was founded in 1991 when few associations of Filipino migrant existed and addressed gender issues even less (we were one of the largest communities of foreigners in Italy with a predominance of women, i.e. 70%), and so we wanted to deal with their problems.

Even today the majority of the Filipino community in Italy is made up of women and mothers who leave their children at home. This acute sense of detachment and the fact that these women are alone makes them, in my opinion, even more vulnerable.

Moreover, at that time, many Filipinos in Italy did not have the permit of stay and were working illegally.

This put their possibility of asserting their rights even more at risk and it was difficult to provide





answers on this matter as the sole association, so we worked closely with trade unions.

Another significant problem (in the past and now) concerns the socialization of these women and their degree of knowledge of the Italian language. In fact, the majority of Filipino maids work as Colf, spending all day in Italian homes with a pretty basic interaction, therefore, in this sense, the Filipino community lives in a ghetto

This situation has prompted us to create our own association, since we believe the empowerment of Filipino women is important. In regard to the knowledge of their rights, we felt that the right way to interpret the word “development” is: the development of people.

We have therefore implemented a series of training courses on women's basic orientation and we participated in the creation of a network of associations of Filipino women, focusing on women's rights in 12 European countries.

The exploitation as immigrants in Europe, the Filipino women also experience in a situation of class citizens their country, since our country was/is sexist and patriarchal.

It was therefore important to insert the history of Filipino women and their emigration in basic women orientation courses.

The Filipinos have migrated into 179 world countries, and the first flow was toward Hawaii in 1900, when the agricultural workers went on strike. The second was during World War II, when soldiers and technicians were needed in the U.S. The third flow occurred after the Second World War, when Europe and North America were in need of professionals in medicine and other fields, so our best professional people have left the country.

We are talking about millions of professionals that have left the country.

First Filipino women arrived to Italy with the support of the Comboni Missionaries. In these first years of immigration, a varied range of migrants arrived to Italy, among whom many were professionals, while afterwards Filipino immigrants settled more as domestic workers. Our professionals continued to go to England, USA, etc. and those who arrive to Italy now, basically choose this country because they had a relative or someone already here. As a result, the structure of the Filipino community in Italy is very clanistic.

We did a research on the context of Filipino immigrants in Europe that confirmed our data on the exploitation of women, since in this work we have strongly focused on researching.

We made a paper on gender, remittances and the impact of remittances on the development of our country entitled "The Case of Filipino migrants in Italy" and it turned out that, even if we have now been abroad for decades, we still are not able of self-development as a country, both in the economic and social sectors, while family relations are breaking up and children grow without their mothers. In short, the social cost of migration of women is very high for the Filipino community.

On the issue of social cost of immigration, we have also implemented the project “Maximizing the Gains and Minimizing the Social cost of Overseas Migration in the Philippines” with CISP-Comitato Internazionale per lo Sviluppo dei Popoli and Atikha-Overseas Workers and Communities Initiatives Inc., co-financed by EC-UN “Joint Migration and Development Initiative”, aiming to improve the capability of Filipinos in Italy and of their families in the Philippines to address both economic and family issues caused by migration.

Another aim was to strengthen migrant organizations and socio-economic integration of Filipino workers in Italy, while enhancing their contributions to development projects in their home country.





We are very focused on training and in particular promote courses on financial literacy; we have organized trainings for trainers, choosing them among our community leaders in Italy, and now they are carrying out new courses on these same subjects. We would like to implement these classes also among other communities of migrants.

The empowerment of migrants is essential for us and we follow the principle using external expertise only in the case of specific technical contents (for example, in legislation), but on the issues that affect the social cost of immigration and similar issues, we have always used the expertise “hidden” within the Filipino community.

We also participate in another project funded by IFAD, where Filipinos abroad address their savings toward agricultural cooperatives, thus encouraging the increasing of agricultural production: the Philippines were an agricultural country, but now it imports everything from abroad.

One of our crucial problems is the lack of funding. In fact, we often turn to international bodies since it seems that in Italy there are no funding programs accessible.

*- Is your organization working together with development cooperation organizations?*

The greatest experience of cooperation we have had was with the NGO CISV in the project that I mentioned before, and that has been a positive experience, even if the only one. In Italy, there aren't many NGOs working on immigration issues.

*-Is there a potential for closer cooperation between Development NGOs and Diaspora Organizations?*

I think that cooperation is essential, but I also believe that there would be a great competition between Italian experts and immigrants on these issues.

So far the Italian legislation is very harsh, and if an immigrant is a development worker, he can work with this qualification only as an external collaborator because he is not an Italian citizen.

This harshness is, however, attributable also to the Italian NGOs that, it seems to me, are more focused on emergency than on long-term projects.

The solution would be working on empowerment of immigrants in Italy so that they can take direct charge of projects on issues of development and migration. I believe that projects related to immigrant's needs must involve them directly from initial planning to the evaluation of the results.

*-Do you see an increase or decrease of cooperation between migration and development?*

I see a decrease at national level; immigration and development are in the Italian policies just secondary issues or a demagogic tool for political campaigns.

At international level, I see an increase of interest but very focused on remittances, as if remittances could be enough to eradicate poverty, disengaging the countries of “the North of the World” from their commitment on development issues.

*-What should be done to change the situation?*



Every stakeholder should focus on the world's development model, since immigration is caused by global imbalance.

*-Do you see the importance of linking migration and development policies at all?*

Migration is a development issue.

#### **IV.5 THE BANK FOUNDATIONS**

**Marzia Sica** project manager *Fondazioni4Africa* Senegal

For the first time in Italy, within the *Fondazioni4Africa* project, four bank foundations, Compagnia di San Paolo, Fondazione Cariparma, Fondazione Cariplo and the Fondazione Monte dei Paschi di Siena, with the financial contribution also from the *Fondazione UMANO PROGRESSO*, are working together by instituting a co-planning mechanism with partners implementing operations in the field, and have been working together to prepare and manage these projects with the aid of numerous agencies and institutions.

*-What are the main problems and issues of migration and development in the Fondazioni4Africa' project?*

Bank Foundations are hybrid subjects (in the sense that they are bank's shareholders but are engaged in non-profit sectors). Under the legal point of view, Foundations cannot define themselves as profit actors, but it's true that they are a new subject within the Italian and even more in the co-development cooperation panorama.

Before the experience of F4A we, as Foundations, have already funded different programs in cooperation, but F4A is really a new kind of project since it is structured at different levels of partnerships, i.e.: between foundations, between local authorities and between CSOs. It is the first time that these Foundations have carried out an initiative in such a joined way and given the working lines, in 2007, when the project began, they were innovative in the Italian context.

The project's aim was to connect previous Italian initiatives on migration issues, with particular focus on the empowerment of migrant's association and the cooperation projects.

During the viability plan, Senegal has emerged as a country fit for this aim:

Primarily because the activities to "support the integration of migrants" already involved many Senegalese associations;

Secondly, in the Italian panorama on co-development, Senegal was a country in which a lot of activities have already been implemented and was therefore reasonable to keep some of those going in order to assure the sustainability of the actions, that is, for the foundations, the most important criteria to be fulfilled. This is also the reason why we preferred to support and enlarge activities in Senegal carried on by our partners in the F4A project.

With the same criteria, in Italy, we have chosen to continue experiences proposed by migrant association and CSOs.

Summarized, these are the main lines of action that have inspired the F4A project.

*-How was the F4A project born? And how had it developed during the three-year activities?*



The viability plan started in 2007 with an in-depth discussion between actors that were already engaged with these issues, especially Italian NGOs and migrant associations. This early stage ended in 2008, when the project actually started and ended in 2011. Now we are implementing the second stage of the project.

As I said, with F4A, we have carried out actions in Senegal, but also in the North of Uganda, where the political conditions of the country have not allowed us to involve migrants.

One of the main features of F4A is the joined plan to structure and manage the activities of the project, engaging NGOs, migrant associations, Foundations, and CSOs in Senegal.

We have structured numerous round tables to identify the priorities and acknowledge the clues of the participants in respect of cooperation activities in Senegal that should encompass also actions concerning the empowerment of migrant associations.

As results of these round tables, we have specified the following key issues for our project:

- Food security and sovereignty

- Responsible tourism

- Funding agriculture, especially in the rural zone of Senegal where the Senegalese banks are not active.

This approach was one of the first Italian experiences for structuring exchanges between NGO and migrant associations. At the beginning, we noticed somewhat of a mutual mistrust, as NGOs considered the associations of migrants poorly structured for a joined planning and migrants believed they had more knowledge on their origin countries than NGOs and were therefore able to promote more useful and less expensive actions.

During the project this mistrust decreased.

The selection of migrant associations to be involved in the round tables was not at all simple, with one of the criteria being the preference of associations that had already implemented actions on co-development, that were just the experiences of Cespi and Coopi and the MIDA project by IOM. Another problematic aspect was the degree of representativeness of migrant associations. There are different kinds of associations, namely those that bring together people coming from the same areas of origin and are generally interested in projects for the development of their community “there”; those that associate immigrants with different origins, that are interested in integration programs in Italy more and, last but not least, some mixed associations (Italians and immigrants) that have often defined mission and objectives more profoundly.

The work of the round tables was thoughtfully accompanied and analysed by Cespi, the main Italian centre of research on co-development, that have helped us to understand the complexity of these kind of programs and to manage the relationship between NGOs and migrant associations. In my opinion, this is a very prizing point of F4A.

In F4A, each NGO is combined with one migrant association in order to implement the activities together. This joined work has generated good results, however in some cases the couple broke up, but none of the programs have been abandoned, since we have recomposed new couples. Instead, in some other cases, the couples have become so structured that now they still carry on quite consistent partnerships.

Nowadays, in this second stage of F4A, we are evaluating those consistent partnerships to assess the sustainability of the actions beyond the ending of the project.

I believe that F4A is the first Italian project in which migrant associations, NGOs and Foundations have signed an agreement where each signatory has an equal degree of responsibility and rights. We become aware of the importance of these good empowerment practices for migrant associations



posteriorly, that also helps with improving the perception of CSOs and local authorities in Senegal and their influence on migrant associations.

The relationship between local partners in Senegal and migrant associations is another point worth of attention that F4A wanted to focus on. This is a relationship poorly considered in the programs on co-development implemented before 2007. The skills of migrant associations to promote consistent activities according to the programs already implemented in the countries of origin and to the development plans is a central theme for us.

The surplus value of these kind of programs is that migrants gain credit within the public opinion of their countries as driving forces able to bring financial resources and specific skills for local development.

For instance, in F4A, the association responsible for the tourism project, had already started the construction of a reception building in Senegal before the beginning of the project, but this activity really became an action able to generate profits for the whole community when, with the help of the F4A project, some local negotiation committees were created, in which an important role was played by community and manufacturer associations (that also became partners of the cooperative that manages the tourist centre, while the migrant's association have implemented other profit activities to support this cooperative).

This working methodology is a win-win method, favouring the enhancement of the role and skills of each partner.

Another example is the work of *Stretta di Mano*<sup>32</sup>, an association that supports women's cooperative, operating in fishing industry in Kebemer. *Stretta di Mano*, which has enhanced the relationship of this cooperative with the local authorities and, as a result, a public building has been assigned to their activities by the Municipality of Kebemer. An association of migrant women has strengthened an association of Senegalese women.

F4A has also worked on the empowerment of migrants' role in their community of origin for the elaboration of the local development plan. In respect of this activity, the set of meetings that involved the Senegalese mayors in an Italian tour to meet their Diaspora community, have been very interesting. These meetings were aimed at enhancing the participation of migrants in the policies of their communities there and the recognition of their transnational role as citizens that have double interests and rights "here and there". Senegal has a law for the participation of the representatives of diaspora organizations in the city councils. As a result of these Italian meetings, in Kebemer, two migrants have been appointed to this role.

The Mayors' tours were managed by the migrant associations that planned a set of meetings with Diaspora organizations, but also with the Italian local authorities, in order to arrange new partnerships.

*-How do you assess the impact of this project on the empowerment of migrant associations in Italy?*

The F4A project focused on the participation and empowerment of migrant associations within their origins' contexts, but I think that the Diaspora have been strengthened also in respect to their position within the host country, indeed, we have proposed a lot of trainings on how to manage an association with the collaboration of the NGOs engaged in the project.

We have also organized a set of communication activities informing about the mission of these associations, so as to reinforce awareness of their role in Italy.

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<sup>32</sup> *Stretta di mano* is a mixed (Italians and immigrants) women's association.



*-Can you summarize the strengths of this experience?*

I believe that the most important result of F4A is the demonstration that migrant associations can be a skilled subject for the development of their areas of origin, capable of promoting with NGOs, public authorities and CSOs sustainable projects “here and there” for the improvement of the quality of life of the whole society.

The migrant association have brought funds and skills to empower grassroots organizations in Senegal, also in their capacity of interaction with local public authorities there. I think that now, these migrant associations have more capabilities to become a transnational actor also in respect to the sustainability of the actions carried out by the F4A project since I believe that a project can be really sustainable only if it is shared through structured partnerships between the territories involved. Also, these associations gained more credibility among Italian public authorities, thanks to the actions implemented during F4A and to the new project proposal in which they are engaged in now, are stimulated by the F4A actions.

Another interesting line of work is the empowerment of migrant associations in respect to the Italian profit sector.

This was not a main objective of F4A, but we have implemented some actions in this sector, for instance, the association of the *Senegalesi di Parma* has organized, in collaboration with the entrepreneur associations and the Province of Parma, training for Senegalese agriculture workers on the preservation and transformation of food products. Now the training has ended and the participants have obtained a diploma recognized in the whole Emilia Romagna Region.

*-Do you see an increase or decrease of cooperation between migration and development?*

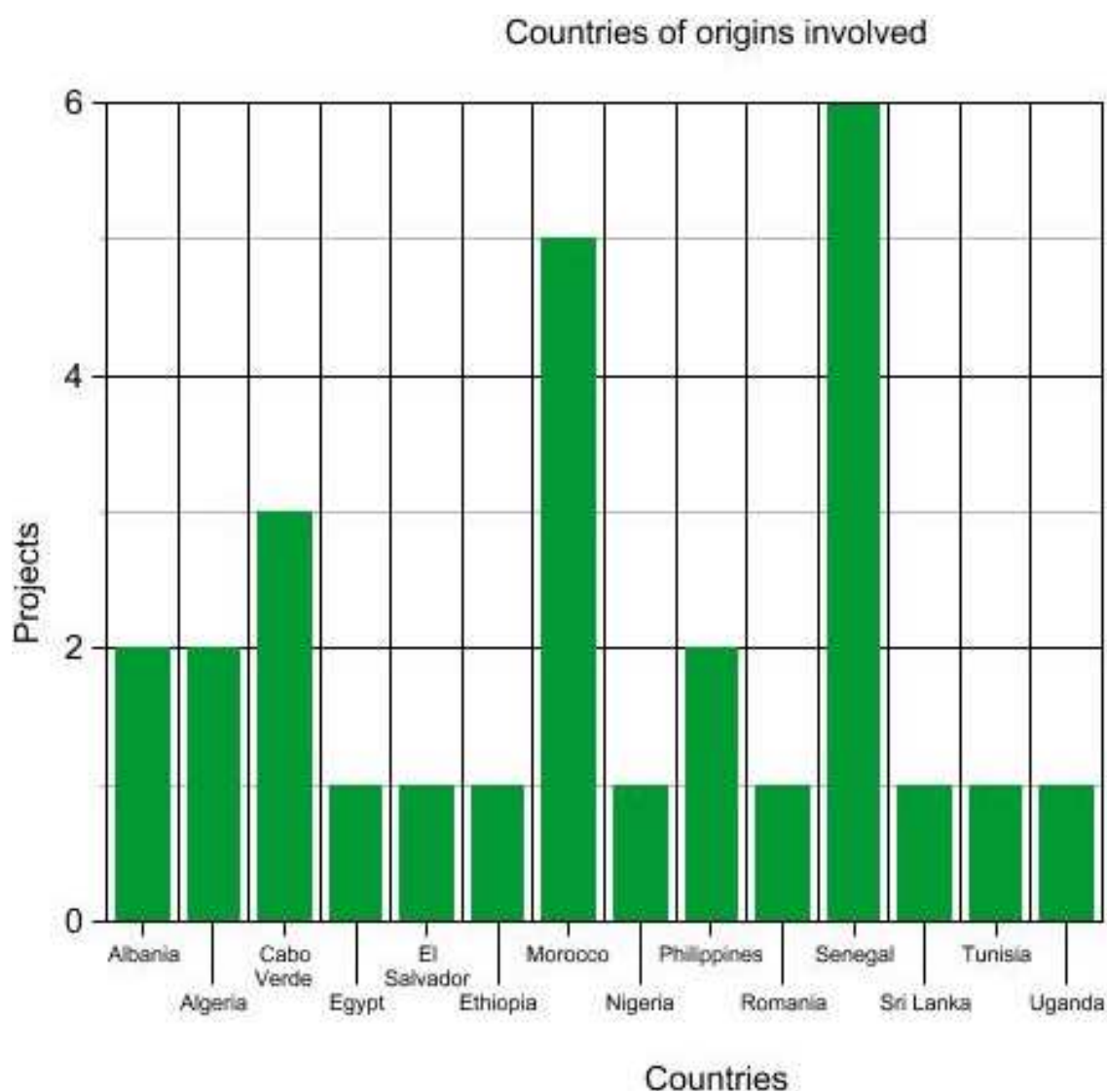
Since 2007, I think there has been an increase of interest and more awareness on this linkage, but I'm afraid that will remain only a postulate if this awareness does not become a consistent policy. I think that a correct way of action could be to work more on the empowerment of migrant associations and involve in this path the whole Italian society (schools, youths, etc.) as well as the origin societies.

## **V. MORE RECENT ITALIAN INITIATIVES**

Given the difficulty of defining clear and unambiguous indicators for identifying good practices of linking migration and development, we have chosen to examine - in the summary and through graphs - some of the projects implemented in Italy, selecting - among the ones we mapped out - the more recent ones, i.e. the ones that have been initiated no later than 2007 (26 projects). Concerning the identifications of good practices related to migration and development, the need of a structural program seems to be a clear indicator. It is often cited in related literature and has been confirmed also by the interviews carried out for the purpose of this research.

The most indicative Italian experience appears to be the table "Migranti e Cooperazione" of the Region Friuli Venezia Giulia (no longer active since 2008). We have therefore decided to deepen it in the second part of this chapter with an interview with its coordinator.

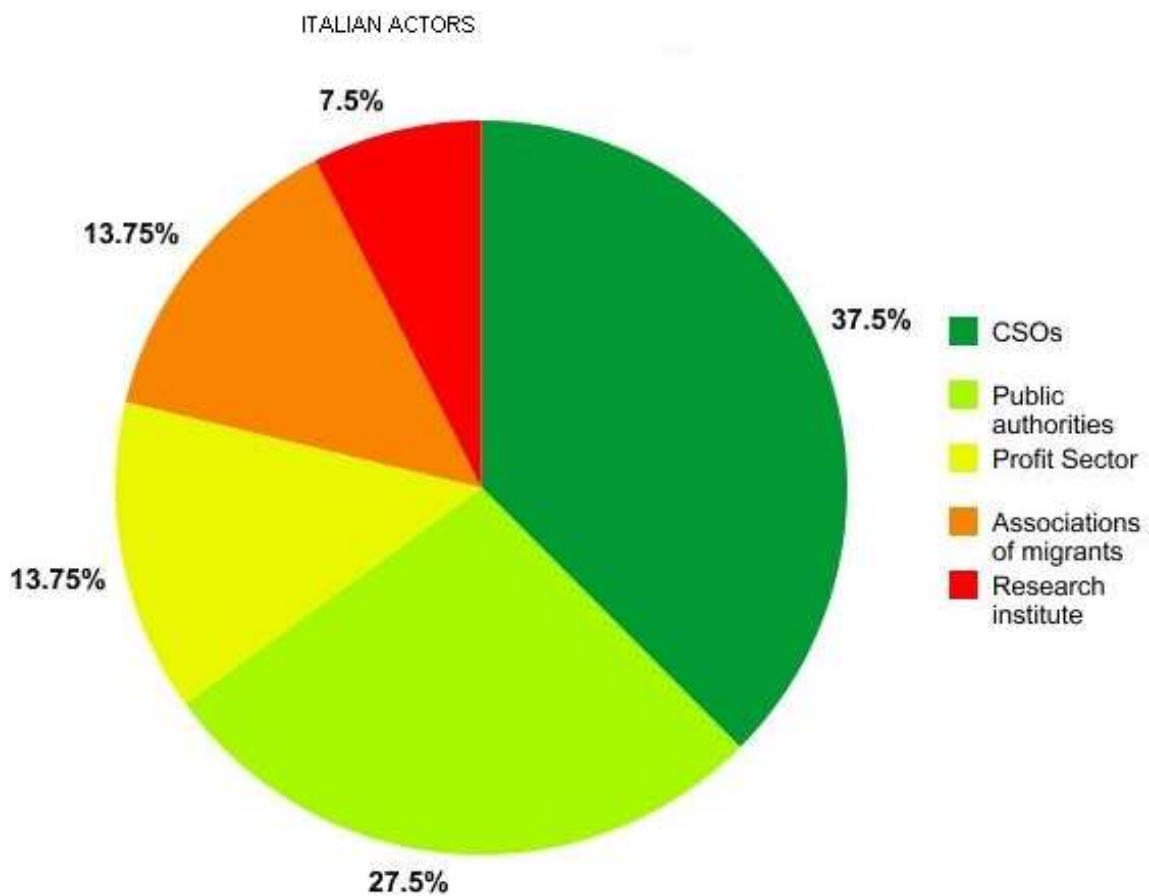
For more information on the Italian projects, please refer to the attached database (Table 5.1). The analysis reported here and the database are based on secondary sources and are not claimed to be exhaustive.



In the 26 projects analysed, the countries of origin involved are those from which the most numerous foreign communities came to Italy (Romanian, Albanian, Moroccan) or the countries tied to Italy by geographical proximity (the Mediterranean countries). The Philippines, Cape Verde and Morocco are also the countries from which the first immigrant communities in Italy originate. The relevant involvement of Senegal in these projects could be interpreted as the result of the activism

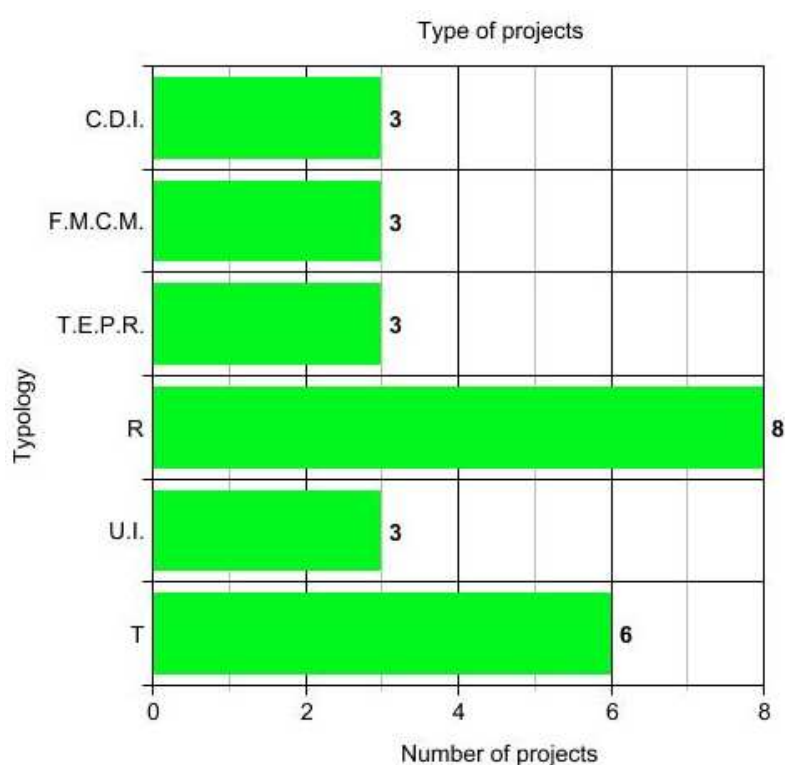


of one of the most organized communities of foreigners in Italy. They have, indeed, regional and inter-regional organizations.



Some clarification on **Labels**:

- **CSO**: we have consider the NGOs in this group
- **Public Authorities**: we have consider this as a homogeneous group that includes National and Local Authorities
- **Profit Sector**: includes Banks and Private Foundations
- **Research Institute**: includes Private Institute and Universities



**Labels<sup>33</sup>:**

**C.D.I.:** Communitarian Development and Inter-cultural projects

**F.M.C.M.:** immigration Flows Management and Circular Migration

**T.E.P.R.:** Transnational Economy and Productive Return

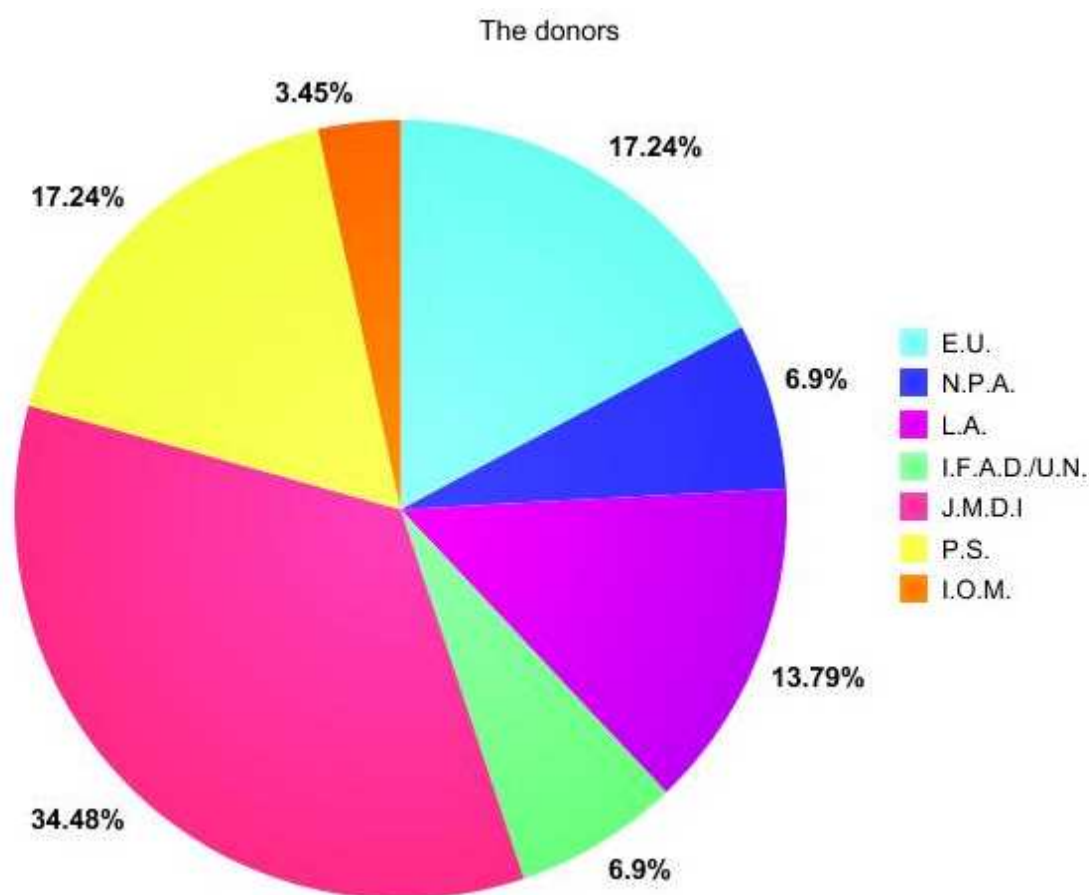
**R.:** Remittances

**H. I.:** Humanitarian Initiatives (assisted and productive return of disadvantaged groups)

**T.:** Trainings (for the empowerment of the migrant association on its role of cross-border actors in development actions).

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<sup>33</sup> Some of these the criteria are adopted by Stocchiero into the “*Sei personaggi in cerca d’autore. Il co-sviluppo in Italia: pratiche senza politica*” CESPI Working Papers 60/2009



## V.1 THE EXPERIENCE OF THE FRIULI VENEZIA GIULIA REGION

**Gabriella Presta Coordinator of the Regional Table “Migranti e Cooperazione”.**

The thematic table was created in 2005 by the Region and the Regional Department for



## Immigration and Development Cooperation.

To reform the migration and development cooperation services, the Department had decided to promote a series of Tables for joint planning - that at the time was not yet activated, even if they were already provided by a regional law - and among them the Table "Migranti e Cooperazione", stimulated by previous experiences promoted by a Senegalese association which had risen the interest of the administration.

This Table specifically aimed at migrants and their associations in order to experiment with new models of development cooperation.

The work of this table was interrupted in 2008, due to the transition to a new regional legislature, which abolished the whole set of which the Table was an expression. I believe that this set was the most interesting thing existing on the subject, because its activity on co-development was inserted in a broader context of reforms involving the whole regional immigration context.

The Table was the culmination of a process begun in 2003 that implemented a series of processes allowing immigrants to effectively participate in regional public life, promoting interventions and managing them.

Until then, in FVG, there was almost no experience of projects proposed by migrants, since the funds were very poor both for immigration issues and development cooperation.

The lines of the realized reforms were based on the guidelines, already laid down by the regional law on development cooperation in 2000 (participation and enhancement of migrants, joint planning, etc.), but this set of rules was until then unrealized.

The general review process I was talking about started from the reformulation of policies on immigration. A new and quite consistent and articulated law was approved (the Regional Law 5/05, then abolished by the new legislators); this rule, within a system structured with Tables, Observatories, Working groups and Research groups, was a real decision-making process where immigrants took part as other citizens.

So that this reform could really express its full potential, it took some time to encourage participation, as in the early meetings included - shall we say - the "well-known persons", while the region wished to involve less structured groups as well.

This work of "inclusion", that lasted a couple of years, led to the drafting of the Law 5/05 (which was really co-written).

The Law 5/05 clearly prescribed the administration to support a variety of services and programs aimed at enhancing the integration of immigrants in the economic, social, cultural, and political life of the region and, among others, programs and projects promoted by immigrants' associations.

The Table "Migranti e Cooperazione" was structured as a part of the reform of the development cooperation regional services, but was deeply linked to the general review process fostered by the Law 5/05. At the Table, the proposals came directly from immigrant associations, and the regional coordinator had a facilitating role for technical and financial assistance as well as being a mediator in order to achieve a specific financial commitment from the Region for the selected projects.

Co-development in those years was one of the axes on which the Region focused through the migration department, facilitating the participation of foreigners in the decision-making processes concerning immigration and the promotion of the cooperation between foreign citizens residing in FVG and their communities of origin.

Looking back to that experience, I think it was really a rebirth; the mechanism worked and there were many areas in which foreign nationals have participated actively: the plans for restructuring the health system, the regional observatories on labour policies, the Tables of decentralized cooperation, and even now - as result of that experience - in regional forums or committees on



regional cooperation, where the participation of migrants is still considerable.

*-What about the involvement of NGOs at the Table "Migranti e Cooperazione"?*

In FVG, there are only 4 NGOs, while the remaining associations are also engaged in international cooperation and development cooperation, but have the formal structure of voluntary associations or associations of social promotion. Anyway, I will treat them all as a homogeneous group.

At the beginning, the NGOs participated in the Table activities, but over the time, they have not continued to be engaged.

I think the main problems were:

1) in Italy, the NGOs are often understaffed and to handle the relationship with migrant associations is a long and time-consuming work, also because these associations are often poorly structured, moreover, it is not uncommon to come upon a diverging point of view in conceiving cooperation between NGOs and associations of foreigners.

2) the projects that were realized through the Table were small, since the region has decided to keep the amount of the single funds quite small, since the proponents of the projects had little experience in cooperation (in fact, it was enough to demonstrate a year of experience in this sector).

However, we have structured a partnership with NGOs through a series of training courses dedicated to migrant associations that went hand in hand with the work of the Table itself, in which NGO's were involved as teachers on some modules (logical framework, budget , etc.)

These courses have also been an opportunity to relate migrant associations and NGOs, as it is not to be taken for granted that NGOs are engaged in immigration issues, and that was even less certain some years ago. Also, from the point of view of migrant associations, the relationship with NGOs was quite confrontational: already during the first meeting on cooperation issues, some controversy has sparked.

*-What about the limitations that the national law on cooperation provides for the employment of foreign citizens?*

The limitations of the law 49/87 on cooperation - which doesn't mention migrants as expatriate workers – were not a problem for the good running of the table, since all the implemented actions in third countries were directly managed by local partners with their own staff. Nevertheless, the problem was raised by the Region in the occasion of national meetings for an amendment of the national law on cooperation, as one of the issues to be reviewed.

*-How do you assess the result of the Table concerning the enhancement of participation of immigrants?*

Among the results achieved by the Table, we can also count the enhancement of the participation of foreigners in civic life, which has been facilitated by the unification of the topics of immigration and cooperation that were then unified under a single Department.

Even the guidelines of the Table have been built in meetings and discussions that lasted about 8 months, with the goal to implement consistent activities. For instance, we sorted out a typology of the project (income-generating activities) that was quite adaptable to different contexts of origin and to some specific goals, such as the involvement and empowerment of women, the implementation



of regular training courses, the independent financial administration, and so on.

In this way we could implement the same type of project in different countries, so it was almost one big single project.

This characteristic of our experience might seem a limitation, but we must consider that the policy document and the guidelines have not been imposed upon us from an external authority, but were built within the Table itself. In this way, the table had funded small projects on agriculture and handicraft as well as other income-generating activities that local communities could manage almost immediately with their own financial co-contribution. Moreover, these projects often involved the families in the countries of origin, whose components had not immigrated to Europe (this was a specific idea expressed by the migrant associations involved in the Table).

The Table has also helped associations that have proposed projects with other aims. The proposals of this kind were not directly financed by the Region, but could participate in specific calls.

*-Did the practices put in place by the Table influence the regional policies for the immigration?*

I do not think there was a direct influence, but I can say they have enabled a virtuous cycle that encouraged the involvement of immigrants in many sectors of the public life. In my experience, the co-development is the most important channel after the labour sector for the involvement of immigrants living in our region. In short, the Table was the driving force for the involvement in public life of immigrant communities, especially for those that were quite marginal.

*-Can you briefly summarize the strengths and weaknesses of this experience?*

Yes, strengths:

- the self-construction of common working criteria, where no pre-established area of interest existed;
- the strong support of the region for structuring a network, with enough resources dedicated to the accompaniment and training, in order to strengthen the associations;
- the direct contact with the associations and the particular attention given to the dynamics that the allocation of funds create within poorly structured associations (suffering from fragmentation, excessive workload, malfunction of the democratic participation in the associations' life)
- the long-term training provided to associations of migrants that has been implemented for 3 years, i.e. throughout the duration of Table's activities;

Weaknesses:

- These positive points have also a downside that must be kept in consideration because in some cases they lead to the fragmentation of the associations. That happened in some cases in which there was an excessive grandstanding or little internal transparency.
- Another sore point was the structuring of partnerships between NGOs and associations of Immigrants. I believe it is necessary to work more on this matter, bearing in mind the potential danger that NGOs have "upper and over", since they are much more structured than migrant associations;
- Another criticism quite often addressed by the activities financed by the Table, was that the projects were low budget and small (around 30.000/40.000 Euro), with insufficient impact not triggering a process of change. However, I returned to Senegal last year and I





have met the communities we have been working with since 2005 and they were going on autonomously. I think if we could multiply the impact with other small projects, with the change being indeed substantial.

*-Do you see an increase or decrease of cooperation between migration and development?*

I believe there is a decrease of attention, in particular in the context of the Friuli Venezia Giulia. It seems to me that there is less attention as we rise within the institutional levels, i.e. small municipalities or provinces feel the need to improve the relationship with the foreign component of the population, while instead at regional and national levels, and it seems to me that there isn't much interest for it.

*-Do you see the importance of linking migration and development policies at all?*

I think they should be much more integrated and inclusive of other policies such as those related to rights of citizenship. Basically I think they are not two distinct areas. Policies that aim at building an institutional and social environment suitable to enhance the cross-border role of migrants, must take in account migration policies in general and those for integration in particular. At the same time, if co-development assumes that immigrants are the link to relate communities, then it must consider migrants as immigrants in Italy and as emigrants from their countries of origin.

## VI. CONCLUSIONS

As we have already seen, Italian government immigration policy seems to be directed to border control and public safety rather than to a coherent plan for the integration of immigrants. The regulatory framework governing entry, stay and, in general, the legal status of foreigners in Italy, sets numerous restrictions that limit immigrants-rights enjoyment and also their contribution to the cultural, social and economic development of the host country.

The Italian Development Cooperation Policies are governed by a too old and inadequate law and the development funds have been reduced drastically to the lowest level in the last 20 years (179 million Euros for 2011, whereof 80 million for management fees).

Despite this framework, there are many experiences linking migration and development issues that have engaged NGOs, CSOs, migrant associations and also Italian government, but the consistency between M&D policies is a goal far from being realized.

The activities already carried out (some of which are very innovative) are fragmented and poorly interconnected and are not sufficient for re-framing migration and development national policies.

To reach this goal, we believe that it is essential that the Government revitalises its actions on Development Cooperation, also with adequate funds (the new Ministry on Immigration and Cooperation is without portfolio).

It is not less important to change route on migration policies, primarily concerning the weaknesses of the *Testo Unico* cited in the 1<sup>st</sup> chapter.

Moreover, it is crucial that migration issues are approached as transnational issues that must be managed by global governance with multi-level policies which would be able to link territories "here and there".



We believe that Italy could play an important role as the bridge in the Mediterranean areas and the skills of immigrants residing here could be useful in this sense, as we have seen the most representative group of immigrants are: Romanian, Albanian and Moroccan. A goal that cannot be renounced is a paradigm change on national migration policies that are less centred on border control and are not exclusively focused on National interests.

In respect of internal policies, it is necessary to enlarge the ways of legal entry. Concerning the external policies, it is desirable to reduce the practices inspired by the principle of “positive conditionality”.

It is also important to strengthen networking on M&D issues at local level, and to enhance consistency and consensus between different actors (local authorities, NGOs, CSOs, migrants) on this topic. We believe it is very important to implement into these networking “positive discrimination” for the participation of immigrants, also in order to enhance their skills to cross the brain waste. The interviews have shown that also the actors engaged in M&D issues have not many immigrants in their staff.

The experiences already carried out by Local Authorities in Italy have highlighted that a good practise of work on M&D is to interconnect different Public Departments, not only those dealing with Migration and Development issues, but also others, for instance, Social Affairs, Education, and so on, in order to approach migrations in a set of consistent and multi-level actions.

Another important point is to institute public means (for example Public table of discussion) for a joined plan that involves different stakeholders (NGOs, immigrants, CSOs, Diaspora organization, etc.) to implement common programs on these issues.

These means could also improve the relationship between public Authorities and immigrants residing on their territories.

Last but not least, we recommend working to raise public awareness on immigration issues, especially on the constrains of the national migration law and to thwart the demagogic description that media and many of our politicians make of the migrants - "needy poor people" or "dangerous invaders"- that ignores the positive contribution of these people to our society.



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## Links:

CESPI MOBILITÀ UMANA TRANSNAZIONALISMO E COSVILUPPO

<http://www.cespi.it/mobilita.html>

CESTIM <http://www.cestim.it/18cooperazione-immigrazione.htm>

EUNOMAD ITALIA <http://www.eunomad.org/en/platforms/italy.html>

FIERI [HTTP://WWW.FIERI.IT/STRANIERI\\_E\\_LAVORO\\_IN\\_ITALIA.PHP#](HTTP://WWW.FIERI.IT/STRANIERI_E_LAVORO_IN_ITALIA.PHP#)

FONDAZIONI4AFRICA <http://www.fondazioni4africa.org/Fondazioni4Africa/sv1.do>

GLOBAL FORUM ON MIGRATION AND DEVELOPMENT <http://www.gfmd.org//>

ISTAT <http://noi-italia.istat.it>

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OIM ITALIA

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RIMD RED INTERNACIONAL MIGRACION Y DESAROLLO

<http://www.migracionydesarrollo.org/>



# ANNEX 1

**Table 1.1**

**MIDA-Ghana/Senegal 2006-2007** is a project promoted by the International Organization for Migration (IOM) and supported by the Italian Cooperation (Ministry of Foreign Affairs). The objective of the MIDA project is to contribute to the socio-economic development of Ghana and Senegal, through the identification and transfer of skills, financial, social and professional resources of the expatriates living in Italy and the promotion of partnerships between hosting and origin communities. More specifically, MIDA Ghana/Senegal supports Ghanaian and Senegalese expatriates living in Italy who are interested in promoting the economic and social development of their home country through the promotion of:

1. Co-development projects within the perspective of decentralized cooperation;
2. Business Development Services (BDS) to support the start-up of small-to-medium enterprises (SMEs) in the country of origin;
3. Innovative mechanisms for remittance transfer and micro-finance.

### **Preparatory Activities**

During the first six months of the project, 11 territorial workshops were held in 10 Italian cities to assess and register the interests and investment/development plans of Ghanaian and Senegalese expatriates in Italy. The workshops drew the attention of more than 200 participants from migrant associations, local, provincial, and regional entities, professional training centres and NGOs. The information collected during the workshops led to a technical workshop - held in November 2006 – that introduced two strategy papers produced in cooperation with CESPI:

- Partnership initiatives for co-development: Ghanaian and Senegalese immigrants;
- Financial instruments for the optimization of the role of remittances in development.

The technical workshop was also the occasion to launch two calls for proposals targeting Senegalese and Ghanaian migrants in Italy willing to invest in income-generating activities in their relative countries of origin. The two calls were intended respectively to support and co-finance co-development entrepreneurial projects and to provide non-financial services for enterprise creation in Ghana and Senegal (Business Development Services – BDS). The calls resulted in the submission of a total of 82 project proposals, allowing for a good representation of Senegalese and Ghanaian migrants in Italy.

### **1. Co-development projects**

A preliminary analysis of all the proposals received produced valuable information on the applicants, the types of SME projects they envisioned and the partnerships they pursued.

A large segment of the migrants indicated that their occupation was in the manufacturing sector (40%), while another significant portion specified employment in business and trade activities (22%) – particularly important for the Senegalese diaspora – and in the services industry (19.5%). The remaining migrants indicated employment in agriculture, health, and technology.

Important observations were gathered concerning the primary sectors selected by the migrants' SME projects. Agriculture figured as high as 59% of all co-development projects for Ghana and Senegal combined, while 12% proposed activities pertaining to the processing of agricultural products. The remaining 29% of the projects were distributed among a different range of sectors including ITC, tourism, rural development, textile & clothing, and carpentry. Partnership development is an essential component of the MIDA project as it allows for the establishment of strong support systems that can uphold the migrants' efforts and promote the sustainability of their social and economic projects. In this regard, migrants showed associative efforts by presenting their project as members of an association 42% of the times, with this propensity much greater for Senegalese migrants. The 82 SME projects proposed a total of 93 partnerships in Italy with various partners such as local authorities (municipalities, provinces and regional administrations in nine Italian regions), civil society and cooperatives, NGOs, private partners and individuals.

### **Selected co-development projects**

An evaluation process that involved three committees – in Italy, Ghana, and Senegal – led to the selection of 12 projects – 5 in Ghana and 7 in Senegal - which were each awarded funding from a minimum of €9,063 to a maximum of €30,000. The beneficiaries of the 12 projects selected reside in 11 different Northern and Central Italian cities, representing different local diaspora communities. The winning projects will be implemented in 12 different areas of origin in Ghana and Senegal - as indicated on the maps – stretching the potential impact of co-development initiatives from urban centres to rural areas.

### **2. Business Development Services (BDS)**

To support migrants' projects and to equip potential entrepreneurs with the necessary professional and technical skills, the MIDA Ghana/Senegal project offered two 10-day Business Development Services (BDS) courses, held in Ghana and Senegal in June-July 2007. The courses were offered to the beneficiaries or their local partners responsible to follow the project implementation on site. The course modules were intended to create business skills with a focus on start-up



procedures and business plan development, resource mobilization and access to credit, technical and financial management, and business sustainability. The BDS courses saw the participation of 18 project managers in Senegal and 17 in Ghana. Key aspect of the Business Development Services is the tutoring component that the participants received upon completion of the course. In one-on-one sessions with the trainers, each project proposal was reviewed, business plans were developed, and the participants were assisted in the initial implementation of their project.

### **3. Microfinance and Money Transfer Mechanisms**

The MIDA Ghana/Senegal strategy promotes the development of innovative financial products for the collection, the transfer and investment of remittances in the countries of origin. Specific channels explored through MIDA Ghana/Senegal are:

#### **- Collaboration with banks in Italy, Ghana, and Senegal**

The MIDA strategy stresses the participation of the banking system to promote the development of financial instruments that encourage migrants to utilize formal channels of remittance transfers. In this regard, a dialogue has been started with 22 institutions in the Italian banking system, as well as 5 financial institutions and 5 administrative and entrepreneurial organizations. As to promote bilateral agreements between banks and provide comprehensive financial packages, contacts have been established also with banks in Ghana and Senegal.

#### **- Prepaid "Ethical Twin Cards"**

In an effort to simplify the transfer process and to reduce the costs of remittance transfers, the MIDA project has promoted the development of prepaid "ethical twin cards."

These rechargeable cards are an innovative alternative to traditional money transfer mechanisms and they offer low costs, immediate availability of funds and flexibility of use, making them a good tool for the receiving parties who, for a small fee, can access the funds from any ATM and POS machines. A portion of the commissions generated through the use of the cards would be allocated to a development fund to finance social projects in migrants' countries of origin.

#### **- Creation of a Foundation**

With the support of IOM, thirty associations of Senegalese migrants operating in Italy have created a foundation with the joint objective to create and manage a pool of assets - comprised of the contributions of members and public and private donors - to finance social projects and to provide guarantees for financing entrepreneurial activities in Italy and Senegal.

### **Database Expansion**

A growing database with contact information on migrants residing in Italy is regularly maintained with the objective to enhance the knowledge of the diasporas and to increase the effectiveness of MIDA's outreach activities. The database contains three sets of data: 1. information on migrant associations, with evidence of associations led by migrant women; 2. individual migrants who have contacted IOM and have demonstrated interest in the MIDA approach; 3. approximately 200 SME project proposals that have been submitted to IOM since 2003.

**WMIDA 2008-2010 (Migrant Women for Development in Africa)** is a project promoted by the International Organization for Migration (IOM) and supported by the Italian Government (Ministry of Foreign Affairs). With the WMIDA project IOM promotes and supports an innovating strategy of International Cooperation, aimed at making migrant women active in the socio-economic growth of their countries of origin, through the identification of possible synergies between migrants' resources and the needs identified in the countries of origin. WMIDA does not necessarily entail the physical return of migrant women to their home countries; it rather envisages a wider approach and formulas suiting their desire to contribute to the development of their countries of origin. It is a transfer of human and financial resources, according to the priorities identified in the countries of origin, towards co-development entrepreneurial initiatives.

The term "co-development" indicates **an entrepreneurial project**, proposed by an individual or a group, **having a specific social value and envisaging a strong partnership** among local authorities (Municipalities, Provinces, Regions), civil society (NGOs, associations) and the private sector (enterprises, banks, foundations and others), both in Italy and in the country of origin. MIDA strategy is therefore in line with the principles of Migration and Development, which have gained broad acknowledgement by the international community as well as by national Governments: convinced that international migration, if supported by adequate policies, can positively influence the development of countries of origin and destination alike, they have agreed to incorporate international migration into the development agenda and to integrate migration into national development strategies, including possibly into poverty reduction strategies.

## **2. Overall Objective**

The overall objective of WMIDA is to contribute to the socio-economic development of Western African countries of origin of migrant women in Italy, through the identification and transfer of skills, financial, social and professional resources of the female expatriates living in Italy and the promotion of partnerships between hosting and origin communities.

## **3. Specific Objective**

Support, through co-funding, training and technical assistance, viable entrepreneurial co-development projects enhancing the role of western African migrant women in Italy towards their home country.





#### 4. Target Group

The present call is open to **migrant women** regularly residing in Italy and to their **officially registered associations**, coming from the following countries:

- Benin
- Burkina Faso
- Cameroon
- Cape Verde
- Gambia
- Ghana
- Guinea
- Guinea Bissau
- Ivory Coast
- Liberia
- Mali
- Nigeria
- Senegal
- Sierra Leone
- Togo

#### 5. The outputs of the initiative:

creation of 12 small business projects conceived and initiated in Burkina Faso, Cameroon, Cape Verde, Cote d'Ivoire, Ghana and Senegal, immigrant women in Italy, and from these countries;

Recognition of the role of women and in particular for migrant women, both in the country of origin in the Italian reception;

organization of training modules and support for capacity-building project and business women involved

enhancement of the role of the migrant as a natural partner for cooperation and development activities in countries of origin;

establishment of partnerships with the local Italian authorities with a view to co-development.

**The project Mig-ressources “Migration and Return, Resources for Development” 2006-2009** is a programme focused on the profile of migrant as a potential agent of development and aiming at creating favourable investment conditions in Italy and Morocco for expatriates to invest at home, either through temporary or virtual returns programmes, targeted investments of remittances or through the creation of trans-national networks of firms, migrants' associations and public administrations in both countries.

Carried out by IOM MRF Rome and IOM Rabat, in cooperation with the Italian Research Centre CERFE, the Rabat-based CERED (Centre d'Etudes et de Recherches Démographiques) and the Hassan II Foundation, it has been financed by the Italian Ministry for Foreign Affairs – Italian Cooperation.

Knowing that the average Moroccan migrant leaves his country with a good level of qualifications, but that is rarely employed in Italy at a level proportionate to his skills, the project aims at reversing this process, by favouring either a better integration in the host society or an effective socio-economic development of the origin country through the targeted investment of migrants' remittances, the improvement of social and technological transfers or even the return, which can be actual or virtual.

The migrants' original skills and qualifications, enriched by the migratory experience and the potential investment capacity of their remittances, represent a key factor of development, in particular when they match Italian priorities. In this regard the project meets the efforts of the Italian Government in improving the role of migrants as actors directly involved in the socioeconomic development of the country.

Project staff is composed by representatives of IOM, CERED and CERFE and by consultants selected amongst researchers and trainers of national and international level.

#### **OBJECTIVES:**

Mig-ressources wishes to:

- Create a more favourable environment for the qualified migration between Italy and Morocco.
- Create the conditions for a successful integration and adequate professional insertion of potential Moroccan migrants, before their departure, and of Moroccan immigrants already residing in Italy and underemployed with respect to their qualifications.
- Identify qualifying return paths, either virtual or real (temporary or permanent), for Moroccan immigrants residing in Italy to contribute to local development and intensified cooperation between the two countries.
- Find all the means to improve a better use of migrants' remittances for the economic and social development of Morocco.



- Collect data about the geographical distribution of the Moroccan Diaspora in the Italian territory aiming at making the decentralised cooperation between Italy and Morocco more effective.

#### **HOW TO DO IT?**

The first step was to complete a research on the international experiences on these issues and on migration dynamics in order to get specific knowledge on:

- good practices of professional insertion and good practices in the return paths;
- migration potential of Morocco with regard to Italy;
- social and professional integration opportunities in Italy;
- the best means which could be used in order to develop remittances and social investments of migrants. 30 potential qualified migrants in Morocco have been selected, trained and assisted to get access to professional insertion and to social integration in Italy and supported in their efforts to find in Italy an employment adequate to their skills, able to avoid brain drain or brain waste, in a possible circular migration contest.

Similar trainings were carried out in Italy, where 80 people were selected: qualified migrants already living in Italy who already had planned a return /investment /co-development project.

The selected beneficiaries were involved in training, sensitization, and support activities, in Italy and in Morocco, in order to assist them in the implementation of their projects (either involving investments, or enterprise creation, or not for profit cooperation).

In Morocco beneficiaries attended 105 hours of training provided by 30 trainers /experts, while in Italy the training was organized in 67 hours, and it was provided by 19 trainers and experts.

The Italian training was organized in Turin and in Rome, and beneficiaries were split in different groups on the basis of their specific interests and return project (enterprise creation, cooperation projects, reinstallation, investments) and have followed, after the common start up of training, specific curricular paths.

All the beneficiaries, in Italy and in Morocco, have eventually attended a final 2 days workshop in Casablanca aiming at giving them the opportunity to meet each other and to offer to 14 MREs Representatives (the association of Moroccans Living Abroad) the opportunity to meet representatives of:

- Political and institutional representatives of Morocco;
- Representatives of the economic and social sectors of Morocco;
- Italian economic environment in Morocco. Furthermore in the last months of the project the beneficiaries in Italy have benefited from an assessment of their project ideas carried out by the Hassan II Foundation Economic pole and 5 of them have met an expert of Italian Ministry for Foreign Affairs, Cooperation Office, in order to plan cooperation opportunities and identify possible funds.

Together with the course, IOM and its partners finalised the preparation of specific guidelines, explaining:

- how to carry out a programme aiming at supporting integration and professional insertion of migrants in Italy;
- how to carry out a programme aiming at supporting actual or virtual return projects finalised to improve the local development of Morocco

At the moment, as a result of the training session and the projects' development, about 40 projects are assisted by IOM and by partners involved, in order to try to start implementing it during 2008. At the same time, beneficiaries of Casablanca's training sessions are being helped in finding an internship in Italy.

#### **Final International Conference**

The project will be concluded by an international conference to be held in Morocco where all activities, lessons learned and products will be presented and discussed among international experts, representatives from Italy and Morocco, stakeholders and institution representatives.

#### **THE WEBSITE: [WWW.MIGRATIONRETOURS.ORG](http://WWW.MIGRATIONRETOURS.ORG)**

The partners of the project published a specific website: a communication, a networking and a consultation tool, where to find a list of associations a database on integration opportunities in Italy and professional opportunities for migrants return (actual or virtual).

The website hosted an electronic conference between the beneficiaries of the project and 3 newsletters have been published on a dedicated webpage.

#### **THE RESEARCH**

A thorough research about factors facilitating and hindering migration potential for development was carried out during the 2006 – 2007:

- About 250 texts have been consulted and about 100 official national and international statistics (World Bank, OECD, Eurostat, National statistical institutions) or specific survey reports have been analysed
- 300 specialised internet sites have been consulted and 120 individual biographies have been collected

All these data have permitted to identify 7 constitutive rules and 39 indicators of what has been defined the Migratory Circle and its 80 hampering factors and 92 facilitating factors.

These same factors have been later on validated by 112 witness (national and local governments' representatives, job centres and labour market services' officers, NGOs and migrant associations members, banks and money transfer representatives, trade unions or enterprises associations members) who have been interviewed in 2007 and have confirmed the relevance of 153 factors.



### **OPERATIONAL NETWORKING**

About 300 meetings aiming at identifying the possible beneficiaries and the possible cooperation with different interlocutors have been set up either in Italy or in Morocco.

More than 60 associations and associations networks of MREs (Moroccans living abroad) in Italy have been contacted.

Thanks to this networking activity it has been possible to build up a repertoire of over 90 references of subjects potentially interested in supporting migration or return projects of Moroccan beneficiaries (through the offer of internships, enterprises incubators, administrative and financial assistance, mentorship and coaching, etc.). A second repertoire of all agencies operating in the migration field either in Italy or in Morocco was prepared, with a list of about 100 subjects with a relevant role in the field of migration between Italy and Morocco.

