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A De-centralised Cooperation Approach

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**Migration & Development Linkage in Italy:  
A De-centralised Cooperation Approach**

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**Research Report n. 1/2007**

# **Migration & Development Linkage in Italy: A De-centralised Cooperation Approach**

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## **BACKGROUND COUNTRY REPORT FOR THE EUROPEAN COMMISSION DG AIDCO:**

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## 1. Introduction

Italy is far from implementing a *development friendly* migration policy. Resources are mainly used to curb illegal migration, repatriate clandestine migrants and manage illegal flows. In some cases this approach has been quite successful, as for example with Albania, while in other cases this has produced political tensions, as for example with Libya.

Integration and social inclusion are the preconditions for the collective and individual mobilization of the migrants' social, economic, cultural and symbolic capital. Yet, in Italy the model of integration of migrants is still precarious. There is very limited social mobility among migrants and the process of integration in society is strongly limited by the difficulties existing in the renewal of the residence and working permits. The lack of occupational opportunities in formal sectors limits also economic integration, particularly in the Southern regions of the country.

Therefore, in analyzing the linkage between Migration and Development (M&D) in Italy, it should be emphasised that the Italian approach to integrating human mobility as a development factor is very recent and has been particularly developed at the level of local authorities (Regions, Provinces and Municipalities) and through decentralized international cooperation projects implemented by Italian Ngos.

Today, more than one hundred initiatives of de-centralised cooperation involving migrant communities and local NGOs in the Italian territories and in the migrants' countries of origin are being implemented by local authorities and Ngos. These projects are sometimes very innovative and deserve to be closely monitored. By being closer to the needs of migrant communities and being more flexible in the responses to the demands from the local societies and private sector, local authorities' co-development policies often anticipate the central government strategy<sup>1</sup>.

However, the promising results at the local level are restrained by a lack of coordination between departments/secretariats at the local authority level (for example between those dealing with European Union programmes and those dealing with international cooperation for development). They are also restrained by a lack of integration at the national level and local level of international development strategies with policies of social inclusion.

There is a permanent forum between state and regions during which sessions the local politicians from different regions can meet and participate in the thematic Tables (migration, professional training, social policies, etc.) and exchange views on migration policies.

With regard to other forms of international cooperation, the regional authorities support small vocational training courses abroad implemented through specialized training companies with the aim to train prospective migrants according to the needs of the local labour market<sup>2</sup>. From 2008, this scheme will be managed directly by private enterprises.

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<sup>1</sup> Stocchiero, 2007.

<sup>2</sup> The size of the project is about 90.000 euros for training course. This is an interesting scheme that involves also private companies which commit to employ the trained personnel.

At the bilateral and multilateral level the Italian development cooperation has only recently started to support projects with a M&D perspective. The main examples are the IMIS (Integrated Migration Information System) project in Egypt, and the MIDA (Migration for Development in Africa) projects in Ethiopia, Senegal and Ghana implemented by the International Organization for Migration.

The current Prodi administration seems to be very interested in dealing with this issue, and hence there are prospects that a more coherent approach to human mobility as a development factor can be introduced in national policies. At the time of writing there was an ongoing Parliamentary debate on introducing a more migration-friendly policy.

In 2004, Italy also proposed an Action Plan on remittance for development at the G8 Summit at Sea Island, and it would therefore be interesting to monitor if the current government will operationalize the intentions stated in the action plan.

## **2. Co-development policies and their integration in national, local and/or international development strategies**

In terms of the volume of aid, Italy is the seventh largest OECD Development Assistance Committee (DAC) donor, with a 2003 official development assistance (ODA) volume of USD 2,433 million, representing 0.17% of its Gross National Income (GNI)<sup>3</sup>.

Italy has devised a system approach to cooperation: “The “Sistema Italia” for development co-operation is well understood by the Italian government as not only including official government actors, but those in business, NGOs, decentralised regions, universities and research and training centres. Within this larger system the key official actors (see Figure 1) are the Ministry of Foreign Affairs and the Ministry of Economy and Finance” (OECD 2004: 19). However, this integration is not always put into practice.

Decentralised projects are frequently of a multi-bilateral nature (implemented by an international organisation) or carried out by NGOs. An important element of decentralised co-operation relates to immigrants and development activities within their countries of origin. A constitutional reform in 2000 defined the powers of the regions, but failed to discuss development co-operation. The Ministry of Foreign Affairs is attempting to derive a mutually acceptable description of the development role of the regions<sup>4</sup>.

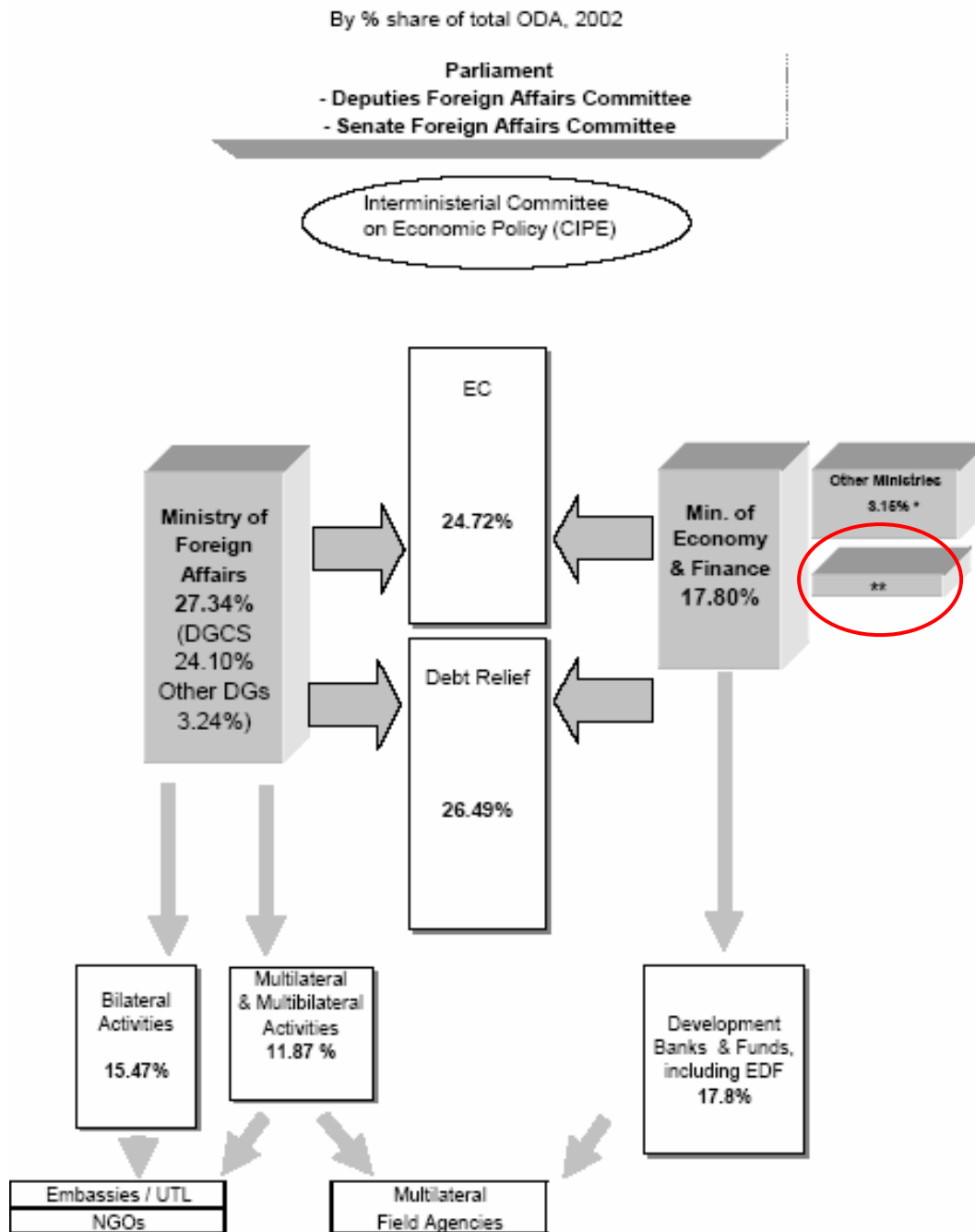
The percentage of Italian ODA represented by decentralised co-operation is small, less than about 0.03 per cent, i.e. about €69 million (see figure 1), although this figure does not include in-kind contribution, such as personnel working in local authorities and involved in development cooperation projects.

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<sup>3</sup> DAC Peer Review of Italy, OECD, 2004.

<sup>4</sup> DAC Peer Review of Italy, OECD, 2004, p. 45.

**Figure 1**  
**Key actors of Italy's Development Co-operation System**



\* Including: Ministries of Agriculture 1.82%; Interior, 0.57%; Environment 0.40%; Productive Activities 0.17%; Justice 0.13%; Education & Research, 0.06%; Presidency of the Council of Ministers, 0.02%.

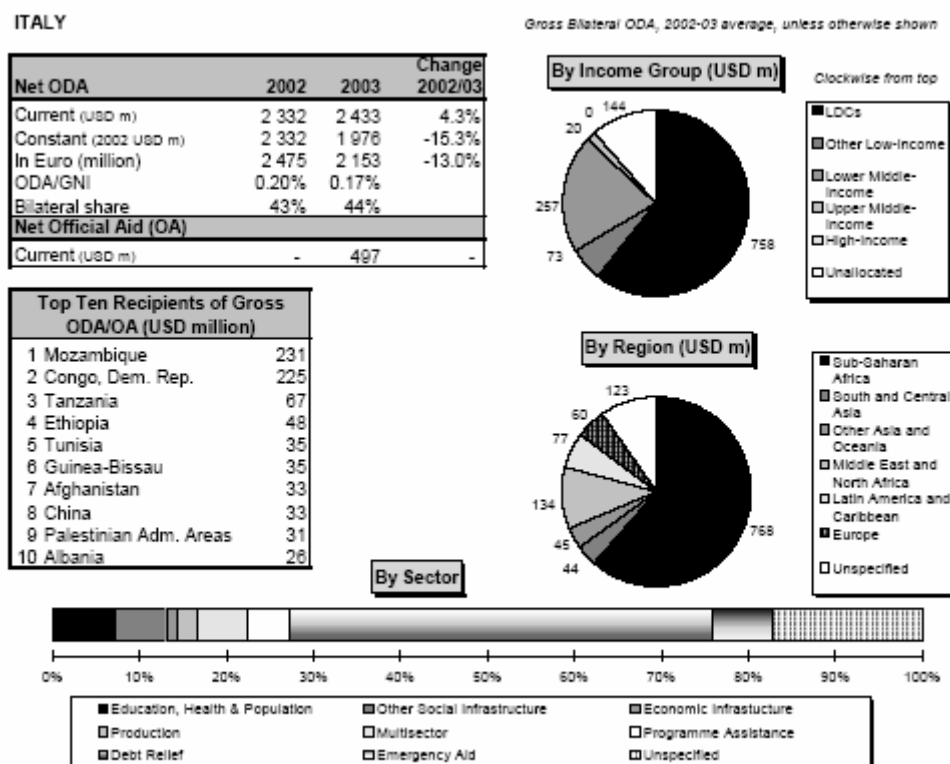
\*\* Regional Municipalities and Public Research Institutes 0.03%.

Source: DAC Peer Review of Italy, OECD, 2004, p. 20.

## 2.1 National M&D Strategy

Only recently, the Italian Ministry of Foreign Affairs, through the Directorate General for Development Cooperation has started to fund projects with a M&D dimension. The focus is placed on linking public funds with remittances to increase their multiplier effect on local development and on managing migration flows. There are also ongoing projects at the level of the Ministry of Social Solidarity aiming to improve the integration and social inclusion of migrants' communities that deserve to be mentioned<sup>5</sup>.

### Italy's Aid at a glance



Source: DAC Peer Review of Italy, OECD, 2004.

Thus, despite the lack of coherent national and international cooperation policy aiming to enhance the human mobility as a development factor there are still some interesting practices from which positive elements can be outlined.

In Egypt for example, the Italian Cooperation is supporting the temporary labour scheme IMIS (Integrated Migration Information System Project) with Egypt. The project has a strong capacity building dimension aimed at training the Egyptian Ministry of Manpower and Emigration staff to

<sup>5</sup> See for ex. the website of the Ministry of Social Solidarity, in which some project reports are available also in English: <http://www.solidarietasociale.gov.it/SolidarietaSociale/tematiche/Immigrazione/progetti/>



create a matchmaking scheme for labour recruitment and sustain the relationship with the Egyptian diaspora.

A complementary project also implemented in Egypt is the Information Dissemination for the Prevention of Irregular Migration (IDOM) Project. This project aims at limiting irregular migration and curbing its risks. Through the provision of information, it aims at positively influencing the choices of Egyptian potential migrants and to let them achieve a better understanding of migration realities.

In Sub-Saharan Africa, the Italian Cooperation is promoting migrant entrepreneurship in the country of origin through the MIDA projects implemented by IOM. The MIDA projects in Ethiopia, Ghana and Senegal contribute to the promotion of long production networks between immigrants regularly resident in Italy and the countries of origin.

### *The MIDA-Ghana/Senegal (Migration for Development in Africa) Projects*

MIDA Senegal/Ghana is a project promoted by the International Organization for Migration (IOM) and supported by the Italian Government (Ministry of Foreign Affairs) through funds for multilateral development cooperation. The overall budget of the MIDA project is €1.2 million (600,000 for Ghana and 600,000 for Senegal), over two years, which will also be used to cover the project management costs. The project promotes and supports an active participation of migrants in Italy in the socio-economic growth of their countries of origin, by identifying sustainable mechanisms of channelling human and financial resources and finding possible synergies between communities of origin and destination.

The aims, scope and approach of the MIDA-Ghana/Senegal (Migration for Development in Africa) are outlined in the call for proposal launched by the implementing agency (IOM)<sup>6</sup>. MIDA does not necessarily entail the return of migrants, rather envisages a wider approach and formulas compatible with their desire to contribute to the development of their countries of origin. Through supporting projects selected by competitive mechanisms (the call for proposals), it aims to transfer human and financial resources, according to the priorities identified in their countries of origin.

The overall objective of MIDA Ghana/Senegal 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.

This is achieved supporting capacity building, technical assistance and access to credit orientation to migrants that want to promote small enterprise creation in their countries of origin. Ghanaian and Senegalese immigrants regularly residing in Italy can participate in the call for proposals. The selected beneficiaries will attend a training course in their country of origin (Senegal and Ghana) on enterprise creation and management.

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<sup>6</sup> [http://www.migrationdevelopment.org/fileadmin/data/news/MIDA\\_GHana\\_Senegal/Call\\_for\\_proposals\\_1\\_EN.pdf](http://www.migrationdevelopment.org/fileadmin/data/news/MIDA_GHana_Senegal/Call_for_proposals_1_EN.pdf).  
Visited on 18 March 2007.

### *Integrated Migration Information System (IMIS) Project*

The Integrated Migration Information System (IMIS) project started in 2001 and lasted until 2005 with a budget of €1.6 million. It is the result of a joint collaboration among the Emigration Sector of the Ministry of Manpower and Emigration, the Italian Government as the donor partner and the International Organization for Migration as the implementing agency.

IMIS is a technical tool and a capacity building mechanism that supports the Emigration Sector of the Ministry of Manpower and Emigration in the management of regular migration flows from Egypt, improving Egyptian migrants' social status in receiving countries and channelling human and financial resources resulting from the phenomenon of migration<sup>7</sup>. The main component of the project is the setting up and launching of a website for job opportunities abroad and the creation of a portal for Egyptian migrants<sup>8</sup>.

In this way, an automatic job matchmaking system between potential employers and prospective migrants is created. Once the employer identifies potential candidates, a contact with the Ministry of Manpower and Emigration is established. The Ministry of Manpower and Emigration is in charge of making the validation of the job seekers' profiles and provides support to the foreign employers. Concerning the final selection of the candidates, the foreign employers can either appoint a local recruitment agency or make the selection directly.

Another important instrument provided by the project is the portal for Egyptians abroad. This is a tool provided to the Egyptian Government to reinforce relationships between the Egyptian diaspora and the home country.

### *Information Dissemination for the Prevention of Irregular Migration (IDOM) Project*

Another project between Egypt and the Italian Government and implemented by the International Organization for Migration is the Information Dissemination for the Prevention of Irregular Migration (IDOM) to be implemented during 2005-2007 and with a budget of €576,000.

The project will be implemented at the Emigration and Egyptians Abroad Sector of the Ministry of Manpower and Emigration. This project aims at limiting irregular migration and curbing its risks. Through the provision of information, it aims to positively influence the choices of Egyptian potential migrants and of helping them achieve a better understanding of migration realities<sup>9</sup>.

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<sup>7</sup> <http://www.emigration.gov.eg/AboutUs/AboutIMISProject.aspx>. Visited on the 18 March 2007.

<sup>8</sup> In addition to the job seekers' roster, the website provides the users with practical and comprehensive information concerning the receiving countries (mainly western European). This set of information is gathered in a module called Masriat. Currently Masriat contains information about France, Italy, Norway, and Spain. In the near future, the project aims to expand the Masriat module to other potential countries of emigration.

<sup>9</sup> <http://www.emigration.gov.eg/IdomSite/AboutIdom/AboutIdom.aspx>. Visited on the 18 March 2007.

The Egyptian Ministry of Manpower and Emigration (Emigration and Egyptians Abroad Sector) will cooperate with the IOM in defining the profile of Egyptian irregular migrants and in raising their awareness on the realities and risks of irregular migration including migrant trafficking. IOM through this project aims at assisting the government of Egypt in developing specific means of information through the cooperation of institutional, non-institutional and media counterparts in order to reach potential target groups and influence their perception of migration realities. A mass information campaign combining selected media (Radio and TV, local and national, articles and newspapers and periodicals, talk shows, posters and brochures), the participation of NGOs/youth groups and tackling the multiple aspects related to irregular migration (legal, socio-economic, etc.) will be developed. All these activities in the Emigration Sector represent strong support to a proper policy in the field of emigration and an example of “best practice” to be a guideline for other countries involved in this phenomenon<sup>10</sup>.

### *MIDA Pilot Project Ethiopia*

The MIDA Ethiopia is a pilot project aiming to build the capacity of the Government of Ethiopia through the identification and transfer of skills, financial and other resources from Ethiopians living in Italy. Information sharing, dissemination and collection have been used to identify a strategy for resource mobilization (both human, technical and financial) of Ethiopians living in Italy.

The objectives of the pilot project were to assess the interest and potential of Ethiopians living in Italy to engage in the socio-economic development of Ethiopia through: transfer of their skill, financial and other resources; to identify links with possible development projects in Ethiopia; to establish networks with key stakeholders, identify a list of priority needs, foster investment and promote private sector development; and to strengthen the institutional capacity of the Government of Ethiopia in addressing poverty reduction<sup>11</sup>. A component of the project also envisaged the actual return assistance for a few selected pilot cases, who will be engaged in the private or public sector of the country.

### *Government measures to leverage remittances*

The Italian position of remittances for development has been highlighted at the G8 Summit at Sea Island. The Italian General Directorate for Development Cooperation should provide follow up to the plan in the implementation of projects.

Remittances from Italy have increased significantly in the last few years and reached €6 billion in 2003. Given the importance and size of this flow, Italy has decided to undertake a set of actions to enhance the efficiency of remittance transfer and their utilization for development purposes.

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<sup>10</sup> <http://www.emigration.gov.eg/IdomSite/AboutIdom/AboutIdom.aspx>. Visited on the 18 March 2007.

<sup>11</sup> <http://ethiopiandiaspora.org/iomactivites.asp?categoryid=5&subcategoryid=9&type=programme>. Visited on March 18 2007.

The Italian Government (Ministero dell'Economia e delle Finanze, Dipartimento del Tesoro) has developed an Action Plan aimed at attracting immigrants' remittances into official financial channels and promoting the development of innovative payment technologies; addressing statistical issues; encouraging the use of remittances as a tool for economic growth and development in countries of origin. Several initiatives have already been launched or are under consideration, such as pilot projects on "microfinance-remittances" especially with countries in North Africa (Morocco and Tunisia), the Balkans and Sub-Saharan Africa

### *Government measures to enhance social and economic inclusion of migrants*

An important element of the Italian strategy towards a *development friendly* migration policy is the activity of the General Directorate for Immigration of the Ministry of Social Solidarity, which has signed bilateral agreements with various countries of origin in the field of labour migration management with the aim to support legal migration mechanisms and the matching of labour demand and supply through information exchange. Countries with which agreements have been signed include Moldova, Rumania, Egypt and Morocco. The agreements forecast also the establishment of professional training and Italian language courses which in turn offer to the attendees a preferential channel for entering the Italian labour market. A special quota is reserved for those prospective migrants that have attended these courses. Once the courses are approved by the Ministry of Social Solidarity they can be promoted by Italian local authorities, social parts and international organizations. Pilot projects have been carried out in Tunisia, Moldova, Sri Lanka and Egypt.

Other relevant activities implemented by the Ministry of Social Solidarity, often with the co-financing of the European Commission are: the project for "Fighting against discrimination. Access to credit and banking for immigrant entrepreneurs", the project "Promoting Best Practices for accessing housing for immigrants", and the project "Italian language and culture for third country nationals resident in Italy". These projects are implemented together with Italian Ngos, migrants associations and local authorities<sup>12</sup>.

### *2.2. Local governments' policies and strategies*

At the local level (regional, provincial and municipal) the resources for international cooperation are few and the projects co-financed are small in terms of budget and number of beneficiaries. The lack of a coherent and *development friendly* national migration policy is undermining the opportunity of enlarging the scope of these initiatives to a broader number of beneficiaries and their sustainability.

Past experiences can be divided in 5 typologies (Stocchiero 2007, Piperno and Reina, 2005):

1. Mobilization of economic and productive networks involving the country of origin and destination
2. Recruitment projects

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<sup>12</sup> See: [www.solidarietasociale.gov.it](http://www.solidarietasociale.gov.it), visited on the 23<sup>rd</sup> April 2007.

3. Assistance for compulsory return of migrants and vulnerable categories
4. Community development projects
5. Channelling and promotion of remittance-based investments

These experiences present structural problems: they are isolated; excessively specialized; lack continuity and sustainability; lack or have inadequate coordination with higher levels of administration and with the country of origin; lack qualified personnel in the local authority; lack a structured dialogue with the migrants and their associations; lack methods in addressing the issues; lack connections between development projects and development plans in Italy and in the country of origin (Stocchiero, 2007: 13).

#### *Mobilization of economic and productive networks involving the country of origin and destination*

This is the most successful area of intervention. In this area, projects have been carried out in the area of training of migrants in the field of trade promotion and foreign investments with internships in small and medium sized enterprises located in the territory in which the migrants live. The existing links between the Italian enterprises and the country of origin of the migrants can facilitate the undertaking of such projects because the enterprises can see a potential benefit in strengthening the links and have qualified staff available in the territory. Projects have also supported the strengthening of existing “ethnic” enterprises such as trading companies, fair trade networks, travel agencies, etc. For example, in Emilia Romagna an agrofood cooperative (Nextia) has supported a project for the recruitment and training of Moroccan migrants in Italy and the creation with them of agrofood cooperatives in Morocco to which Nextia has partly outsourced production.

#### *Recruitment projects*

The number of recruited migrants by Italian companies is low and the costs are high. These projects have also neglected the risk of brain drain and skill drain for the migrant country of origin. In the best cases, projects have compensated the country of origin by financing development projects, promoting educational programmes responding to the needs of the local labour market and supporting the return of some of the skilled migrants to the country of origin.

#### *Assistance for compulsory return of migrants and vulnerable categories*

The main beneficiaries of this typology of projects have been the victims of trafficking, rejected asylum-seekers, refugees and former detainees and non-accompanied minors. Returning migrants voluntarily or mandatorily is very expensive and local authorities prefer to invest in projects promoting their integration into society or their protection in foster houses. In a project involving Albanians and Moroccans detained for small criminal charges and Nigerian victims of trafficking (co-financed under the B7/677 budgetary line) the Piedmont Region assisted the return and reintegration of the migrants in the local labour market through small subsidies.

### *Community development projects*

Migrants' associations have been the main target group of this typology of projects. The involvement of the migrants in the implementation of projects has facilitated their integration in Italy and facilitated access to funds for realizing the project in the country of origin. These projects have benefited from migrants' transnational behaviours and from the existing linkages between local authorities (trans-localism).

The self-organization capacity of migrants and migrants' associations is the key to success for these projects. There is clear evidence that some migrants' communities are better able to organize community development projects. Another important element to be underlined is the strong ownership of the project compared to other initiatives.

However, issues such as transparency, feasibility of the project and verification of results should be taken more into account in their evaluation and selection. Also, the lack of collaboration with local Italian NGOs and associations, perceived as competitors in fund raising activities, is another issue to be addressed to find what is the value that each type of organization can add and how synergic effects can be created<sup>13</sup>.

An interesting project developed by 20 migrant associations from Bolivia, Colombia, Ecuador and Peru, that started in March 2007 should be closely monitored. With the support of research institutions (Cespi and SID in Rome), the Italian Banks Associations (ABI), the Lombardy Region, the Cariplo Foundation, the Cooperative Credit Banks (BCC), the Credit Bank of Peru, Interbank of Peru, the ETIMOS Consortium and the Italy-Latin America Network (RIAL) the migrants' associations have created an Italian-Andean Solidarity Fund to channel money raised through collective mobilizations (such as parties, lotteries, etc.). For each euro collected, Italian public and private donors will donate another 4 euros, establishing a 4x1 mechanisms based on the experience of the Mexican Hometown associations in Zacatecas (the 3x1 projects). The first fund of €125.000 (€25.000 collected by the migrants and €100.000 donated) will be channelled to support one social project in each country (for children and poor families).

### *Channelling and promotion of remittance-based investments*

Few initiatives have been carried-out at the local level, such as that by the Tuscany Region in Italy and the Region of Kenifra in Morocco for reducing the role of informal channels. Other initiatives were launched in December 2005 between the Sicily Region and Tunisia with the aim of facilitating the financial inclusion of migrants through measures for reducing the procedures for opening a bank account and establishing a cooperation with a Tunisian Bank (Banque Internationale Arabe de Tunisie) that allows a twin account for relatives to receive remittances in Tunisia.

The utilization of remittances for productive purposes is more difficult to stimulate. Collective projects have demonstrated some degree of efficiency, but only after having addressed the social

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<sup>13</sup> See also Dario Conato, working document, mimeo.

and infrastructural problems in their community of origin. It is also necessary to underline that remittance utilization for educational and social purposes can have a positive effect on development, though the return from this kind of investment is visible only in the long term.

### *2.3. Structuring the dialogue with migrants*

Italian dialogue with migrants is structured at the level of local authorities (municipalities, provinces and regions). Law 49/87 envisaged the intervention of local authorities in development cooperation. However, in the early nineties the attempts of working with migrants and their own association were still limited. In some regions Ngos have sought advice from migrants originating from countries where Ngos had interest, but this underlines the unstructured nature of this form of cooperation and dialogue. In the late nineties initiatives have flourished but funds are still limited and not every local authority has a budget for cooperation.

Participation and dialogue of migrants living in Italy take place through the consultation on migration issues. The first of this kind was formalised in 1986 (Law 943/1986) instituting a “National Consultancy for the problems of non-EC migrant workers and their families” together with a series of regional Consultancies. These organisms were open to representatives of migrant communities, on the basis of cooptation and not by election mechanisms. The National Consultancy was actually established in 1989 within the Ministry for Labour and Social Security<sup>14</sup>. In this, six members of the most representative migrants associations were represented, together with representatives of trade unions, employers associations, experts of the Ministries of Education, Internal Affairs, Foreign Affairs and Finance, representatives of local authorities including the National Association of Municipalities, the regions and the Union of Provinces, and representatives of associations working in the field of assistance to migrants. From the outset, problems of representativeness of migrants associations emerged for the first time in Italy.

The Regional Consultancies faced similar problems of representativeness and in fact only in the mid-1990s all regions had established their own Consultancy with the aim to promote the socio-economic and cultural integration of migrants.

In 1990 also the Municipalities and Provinces were allowed by the Law (n. 39/1990) to establish local Consultancies. The municipalities of Bologna and Turin were the first to allow the political participation of migrants with a regular residence permits through the local consultative referenda.

In 1998 another innovation in the legislation enlarges the scope for dialogue with the migrants living in Italy. Law 40/1998 establishes:

- ✓ The “National Consultancy for migrant workers and their families” which meets every six months and include the representatives of the most important migrants’ communities at the national level and according to the territorial concentration (the representative of

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<sup>14</sup> The delay was precisely due to the difficulties in finding “representative” members of the immigrant community in Italy. The initially designated number of 6 was tripled because the difficulties in defining representativeness.

the most important migrant group in the most concentrated area). This has met regularly between 1998-2001 until its activities stopped in 2002;

- ✓ The “National Coordination Organism for Social Integration Policies of Foreigners” within the National Economic and Labour Council (a governmental body) and with the aim to promote the dialogue between institutions and social parties, at local and European level, and identify good practices of migration management. It is organised in thematic working groups (participation, regional policies on migration, employment, training of cultural mediators, etc.). The main criticism towards this is the limited level of representation of the migrant communities.
- ✓ The “Territorial Councils for Immigration at Provincial Level” and “Regional Observatories on Migration” to fight against ethnic and racial discrimination. Representatives of these bodies were invited to participate to the meetings of the “National Coordination Organism for Social Integration Policies of Foreigners”. Members of the Provincial Territorial Councils are not elected and representatives of migrants associations are co-opted. A main criticism to these Councils was the limited involvement of migrants and the scarce capacity of influencing national decision-making regarding migration policies.

The mixed composition of these bodies does not allow for the elaboration of common political platforms and the foreign members are often in a minority position, which hinders their participation in an instrument especially designed for the claim of their rights.

To overcome this impediment, at the level of the single Municipalities have been introduced elected Consultancies. Today, more than 40 municipalities have introduced the possibility for the election of a “Foreign Municipal Councillor”, which normally takes care of issues related with access to the social services managed by the municipalities, integration policies, including housing policies, employment policies, fight against discrimination, promotion of rights and participation to political life. Despite the importance of this trend, the share of municipalities with a foreign councillor is only 2.8% and only 12.4% have a Consultancy for migration issues.

### **3. Country migration profile**

In Italy migration is a recent phenomenon which started to be significant in the early 1980s, but with a dramatic increase in the last decade. Limited research tradition, a focus on internal security issues, a relatively small so-called “second generation”, a large informal sector and an unstructured strategy for international development cooperation are the main reasons why Italy has been a late comer to the field of migration management and co-development strategy.

Some of the most important foreign communities are nationals of EU countries (Romania, Poland) or aspiring members (Albania, Serbia and Montenegro) or members of the European Neighbourhood Policy Initiative (ENPI) such as Tunisia, Morocco, Ukraine, Moldova and Egypt. There are some important flows from Latin America (Peru and Ecuador) and Asia (the Philippines, China, India). Among Sub-Saharan countries, Senegal is the most important group in terms of nationals resident in Italy (Table 1). Fifteen nationalities make up two thirds of the total number of foreign residents in Italy.



**Table 1 – The 15 most numerous nationalities of foreign residents in 2005**

Country	Residents	% on the total
Rumania	270.845	11,9
Albania	255.704	11,3
Morocco	235.000	10,3
Ukraine	118.000	5,2
China	112.358	4,9
Philippines	77.015	3,4
Poland	72.229	3,2
Tunisia	60.337	2,7
India	51.399	2,3
Serbia-Montenegro	51.093	2,2
Peru	50.592	2,2
Ecuador	47.742	2,1
Egypt	47.185	2,1
Senegal	46.327	2,0
Moldova	44.886	2,0
TOTAL	1.540.712	67,8

*Source:* Caritas Immigrazione. Dossier statistico 2006. Elaborazione su dati del Ministero dell'Interno 2006, in A. Stocchiero, 2007, p. 11.

Among the foreign communities, Philippinoes are those that remit the most, followed by Chinese, Moroccans, Senegalese, Romanian, Peruvian and Ecuadorian. There is no direct correlation between the number of migrants and the remittance flows. Migrants from the Philippines remit about 14% of the total remittances from Italy, despite their share of the foreign population being much lower. Similarly, remittances by the Chinese resident in Italy represent about 8% of the total but about 5% of the foreign population.

From a geographical point of view, most of the remittances originate from Lazio, Lombardy and Veneto, followed by Tuscany and Emilia Romagna (Table 3). These are the regions hosting the largest majority of migrant workers. However, the indication that co-development projects are implemented and sponsored in regions with smaller migrant populations indicate that a critical mass of migrants is a necessary condition but not sufficient to guarantee the creation of trans-local linkages.

**Table 2 - Main developing countries recipient of remittances by immigrants resident in Italy (1995-2004), in €**

<i>Paesi</i>	<i>1995</i>	<i>1998</i>	<i>2000</i>	<i>2002</i>	<i>2004</i>	<i>Total</i>	<i>Ann. Average 1995-2004</i>
Philippines	72.958	138.513	200.025	269.803	296.714	1.895.887	189.589
China	4.307	13.104	49.770	62.104	169.624	521.288	52.129
Morocco	11.494	15.734	20.170	25.574	3.066	193.830	19.383
Senegal	2.093	2.007	8.236	10.016	3.796	60.995	6.100
Rumania	428	1.968	4.418	4.395	12.314	41.923	4.192
Peru	6.687	4.357	2.517	2.666	3.507	39.927	3.993
Ecuador	388	1.561	1.469	4.242	15.225	37.200	3.720
Brazil	1.695	3.077	2.187	3.268	3.443	29.082	2.908
Egypt	1.710	2.112	3.315	3.557	1.741	28.956	2.896
Venezuela	614	1.609	1.730	1.908	371	16.976	1.698
India	337	1.086	1.075	2.323	2.688	16.624	1.662
Argentina	1.014	2.324	2.003	1.416	874	16.025	1.603
Turkey	475	751	954	2.430	506	11.940	1.194
Albania	447	624	746	2.398	1.513	11.479	1.148
Bangladesh	239	85	29	1.261	6.989	11.365	1.137
Ukraine	69	265	1.078	2.289	1.496	10.025	1.003
Colombia	272	208	147	203	6.981	9.492	949
Poland	447	891	1.125	1.106	1.036	9.185	919

*Source: Dossier Statistico Immigrazione Caritas/Migrantes. Elaborazioni su dati Ufficio Italiano Cambi.*

**Table 3 - Remittances by migrants in Italy according to sending region (1995-2004), in €**

<i>Regioni</i>	<i>1995</i>	<i>1998</i>	<i>2000</i>	<i>2002</i>	<i>2004</i>	<i>Totale 1995-2004</i>	<i>Media 1995-2004</i>
Valle d'Aosta	146	418	289	270	176	2.387	239
Piemonte	5.875	8.879	12.089	13.216	9.276	101.224	10.122
Lombardia	35560	64862	170633	227938	380553	1.662.618	166.262
Liguria	2912	9098	11606	6047	2651	77.001	7.700
Trentino A.A.	3718	5997	8400	6441	8548	67.539	6.754
Veneto	9261	21604	32348	41015	227433	496.493	49.649
Friuli V.G.	4371	5998	10470	6085	5103	65.567	6.557
Emilia R.	8708	24946	30452	26760	30898	249.408	24.941
<b>NORD</b>	<b>70.551</b>	<b>141.802</b>	<b>276.287</b>	<b>327.772</b>	<b>664.638</b>	<b>2.722.237</b>	<b>272.224</b>
Toscana	42552	69901	34838	18088	36688	444.741	44.474
Marche	3218	6177	7002	5240	4992	55.919	5.592
Umbria	703	1573	3027	2185	2402	21.695	2.170
Lazio	50623	106994	176526	362830	1307303	3.092.966	309.297
<b>CENTRO</b>	<b>97096</b>	<b>184645</b>	<b>221393</b>	<b>388343</b>	<b>1351385</b>	<b>3.615.321</b>	<b>361.532</b>
Abruzzo	2373	3053	8387	4159	7555	57.632	5.763
Campania	7144	11041	13797	8704	19206	124.897	12.490
Molise	558	724	2332	3218	2352	17.088	1.709
Basilicata	112	967	709	377	606	6.232	623
Puglia	8286	16510	22515	20964	11379	166.721	16.672
Calabria	2614	6091	6075	3808	7647	49.544	4.954
<b>SUD</b>	<b>21087</b>	<b>38386</b>	<b>53815</b>	<b>41230</b>	<b>48745</b>	<b>422.114</b>	<b>42.211</b>
Sicilia	17537	23564	30509	28585	25589	234.553	23.455
Sardegna	1856	4603	6443	5686	3151	45.785	4.579
<b>ISOLE</b>	<b>19393</b>	<b>28167</b>	<b>36952</b>	<b>34271</b>	<b>28740</b>	<b>280.338</b>	<b>28.034</b>
Non ripartibili	6	40			189	389	39
<b>ITALIA</b>	<b>208.133</b>	<b>393.040</b>	<b>588.447</b>	<b>791.616</b>	<b>2.093.697</b>	<b>7.040.399</b>	<b>704.040</b>

*FONTE: Dossier Statistico Immigrazione Caritas/Migrantes. Elaborazioni su dati Ufficio Italiano Cambi*

### 3.1 Gender Composition of Foreign Presence in Italy

The gender composition of migration is reflecting the worldwide trends toward the “feminization” of migration. From 39.9 per cent in 1992, the share of female residents in Italy has reached 48.3 per cent. It has increased especially among countries like Poland, Morocco, Tunisia, China, while from the Philippines and India decreased. Very high recent migration flows of female workers stems from Ukraine (84 per cent of residents are female), Poland, Moldova, Brazil, Peru and Ecuador (Table 4).

**Table 4 – ‘Permit to stay’ according to sex and main nationalities present, by 1<sup>st</sup> January 1992 and 2004**

Paesi	1992			Paesi	2004			Numeri indici (1992 = 1)	
	MF	F	% F		MF	F	% F	MF	F
Morocco	83.292	8.180	9,8	Romania	244.377	120.829	49,4	2,9	14,8
Tunisia	41.547	3.733	9,0	Albania	240.421	92.674	38,5	5,8	24,8
Philippines	36.316	24.407	67,2	Marocco	231.044	71.970	31,1	6,4	2,9
Ex Jugoslavia	26.727	9.911	37,1	Ucraina	117.161	99.077	84,6	-	-
Albania	24.886	3.504	14,1	Cina	104.952	46.848	44,6	4,2	13,4
Senegal	24.194	694	2,9	Philippines	76.099	48.190	63,3	3,1	69,4
Egypt	18.473	2.624	14,2	Polonia	64.912	48.837	75,2	3,5	18,6
China	15.776	6.283	39,8	Tunisia	62.651	15.285	24,4	4,0	2,4
Poland	12.139	6.757	55,7	Senegal	49.720	5.379	10,8	4,1	0,8
Sri Lanka	12.114	3.758	31,0	India	49.157	15.707	32,0	4,1	4,2
Ghana	11.303	3.506	31,0	Perù	48.827	32.040	65,6	9,8	10,0
Brasil	10.953	7.513	68,6	Ecuador	48.302	31.624	65,5	46,6	44,5
India	9.918	4.265	43,0	Egitto	47.094	8.076	17,1	4,7	1,9
Argentina	9.603	5.036	52,4	Serbia e M.	46.766	18.511	39,6	1,7	1,9
Somalia	9.265	5.685	61,4	Sri Lanka	43.047	17.757	41,3	4,6	3,1
Romania	8.250	4.786	58,0	Moldavia	38.269	27.180	71,0	2551,3*	2470,9
Ethiopia	7.615	5.024	66,0	Macedonia	34.291	11.399	33,2	50,4**	80,3
Pakistan	6.983	248	3,6	Bangladesh	34.255	6.049	17,7	6,2	37,8
Iran	6.821	2.359	34,6	Pakistan	31.607	5.197	16,4	4,6	2,2
Nigeria	5.627	2.426	43,1	Brasil	26.975	19.120	70,9	4,8	7,9
<b>Total</b>	<b>648.935</b>	<b>259.050</b>	<b>39,9</b>	<b>Totale</b>	<b>2.227.567</b>	<b>1.076.080</b>	<b>48,3</b>	<b>3,4</b>	<b>4,2</b>

Source: elaboration of ISTAT data; \* 1998; \*\* 1993 from “Migrants’ transnational practices in Western Europe. The case of the Moroccan community in Rome”, Mattia Vitiello IRPPS-CNR.

## 4. Identification of needs and projects

*The needs of the local authorities can be identified in the following:*

- ✓ More coordination between departments (social policies and immigration and international or European cooperation for example, but also with vocational training, health and education departments at the local level);
- ✓ Create networks of co-development projects to exchange information and good practices
- ✓ Integrate social inclusion policies with co-development strategies

- ✓ Increase the opportunities of exchange between local administrators dealing with migration issues and co-development projects
- ✓ Increase the skills of the local authority staff in dealing with migration and development issues
- ✓ Focus on existing experiences and avoid creating projects where the ownership of the migrant communities is not assured
- ✓ Create networks and capacity building opportunities with local administrators in the migrant's country of origin

*The needs of the NGOs and migrants' associations can be identified in the following:*

- ✓ Increase the technical capacity in project cycle management
- ✓ Increase the cooperation with the Italian NGOs in attracting funds and implementing projects
- ✓ Avoid bilateral funds for de-centralised cooperation being channelled through multilateral agencies, which are more expensive than NGOs
- ✓ Increase the possibility for the migrants to integrate quicker in the Italian society and therefore increase the opportunity for circular migration
- ✓ Projects should address basic needs for those living in Italy in vulnerable conditions, i.e. social inclusion is a precondition for transnational mobilization

*Other needs that have been identified:*

- ✓ Increase the partnership with the private sector in establishing productive networks in Italy and in the migrants country of origin
- ✓ Increase the engagement of the bank system in promoting services and products that can facilitate the financial inclusion of migrants and the utilization of savings for development in the country of origin.

## **5. Identification and Analysis of Good Practices. The case of GhanaCoop of Modena (Emilia Romagna – Italy)**

*Impact of the project in Italy and Ghana*

In 2005, Modena province (one out of nine provinces in Emilia-Romagna region) together with other local actors supported the creation of an import/export cooperative – the GhanaCoop, managed by a group of migrant workers living in Modena<sup>15</sup>. Part of their profits have been invested in development projects implemented in the Gomoa Simbrofa village (a 95 km far from Accra) with the purpose of creating jobs and reducing the high poverty rates.

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<sup>15</sup> In Italy there are around 23,000 Ghanian national, of those around 3,000 in Reggio Emilia and about 3,500 in Modena provinces.

Thanks to these commercial relations between Modena and Ghana, a “GhanaItal”-named import/export cooperative was later created in Modena and the “Migrants for GhanaAfrica” one was founded in Gomoa Simbrofo, producing pineapples and fresh vegetables<sup>16</sup>.

Besides the productive activities, the Ghanaian community in Italy has raised funds for the electrification of their rural villages.

The economic impact of this project can be measured by the import/export flows, the flows of remittances and the number of jobs created locally (both in Gomoa Simbrofo and Modena). Additionally, the project’s focus on organic pineapple farming has a positive impact on the environment. In Italy, the social impact of the project can also be measured in terms of perception of the migrant workers in Modena by the Italian community and by the perception of the Ghanaian workers of the Italian society.

### *Social Dimension*

This practice shows its social dimensions under different lights, from the kind of involved actors (migrant workers and associations) to the attention addressed to cultural diversity. The cooperative established in Ghana, respecting the local tradition under the auspices of King Nana Kana, the village chief, produces pineapples according to the traditional methods, minimizes the use of pesticides and fertilizers and grants workers with social security, decent salaries and work conditions.

### *Environmental Dimension*

This practice is highly innovative since it represents one of the rare cases of local authorities involving migrant workers living in the area to develop projects aimed to support local communities in their native countries. From the productive point of view, the introduction of organic cultivations in Ghana could achieve a spillover effect on other local economic realities and thus contribute to the diffusion of socially and environmentally sustainable export-intended productions.

### *Added value for the local/national endogenous development*

The project introduces some innovative elements which benefit both Italy and Ghana. GhanaCoop succeeded in inserting their own products in the Transfair (Fair Trade) channels<sup>17</sup>, and in obtaining in 2006 the Ethic Award, granted to the most innovative fair trade organizations. At the same time, since February 2006 typical Emilia-Romagna products have been introduced to the Ghanaian markets through the commercial links established with this project.

### *Economic Dimension*

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<sup>16</sup> It is very important to underline that the Ghanaians living in Modena do not come from Gomoa Simbrofo but from another district. The choice of a different district is explained by the need to avoid family (close and extended) control over the land and its production. Clearly, migration and the following development projects that stem from the experience gained in Italy is an emancipatory project. Personal communication with Tana Anglana, MIDA Project Manager, 22 February 2007.

<sup>17</sup> Anglana, 2006.

The project is co-funded by Modena Municipality, IOM (International Organization for Migration) in the frame of the MIDA programme financed by the Italian Ministry of Foreign Affairs, the Ghanaians Association of Modena, a local bank (Emilbanca), the Arcadia cooperative and the Emilia-Romagna regional confederation of farmers' cooperatives.

Another relevant economic aspect of the practice is the promotion of a low cost remittance service offered to migrant workers by GhanaCoop. This service is also intended to raise contributions to co-fund, together with other local actors, several social projects, as "*Luce per il Ghana*" ("*Light for Ghana*"), completed in July 2006 with the construction of a solar plant in Gomoa Simbrofo to supply around 800 people with clean power<sup>18</sup>.

### *Organizational Dimension*

This practice involved several actors. GhanaCoop has 18 partners, including three corporate bodies (the non-profit Associazione Nazionale del Ghana Onlus, gathering almost all 400 Ghanaians living in the Modena province, the Arcadia social cooperative, which managed the start up and now attends to the GhanaCoop communication activities, and Emilbanca, based in Bologna, which partly funded the GhanaCoop projects).

Other actors involved are the Emilia Romagna region, the Modena province and municipality, the Castelfranco, Formigine, Carpi, San Cesario and Nonantola municipalities, the *Confcooperative Modena*, the *Cisl Modena*, the *Consorzio Oscar Romero* of Reggio Emilia, OIM and *Associazione Migranti per il Ghana* of Gomoa Simbrofo. Moreover, GhanaCoop is a partner in the Oltrelab cooperative, which specializes in services for creating social businesses in the countries of the south of the world<sup>19</sup>.

### *Institutional dimension at local and national level*

Emilia-Romagna Region has got a long tradition of commitment in international solidarity through funds granted by the region, provinces and municipalities to local NGOs and several kinds of other non-profit associations in other countries. Recently, the region began to be interested in migrants' associations as partners to establish commercial and solidarity relations with their native countries. For instance, agricultural cooperatives were developed in Ghana and Morocco in partnership with the associations of migrant workers of various towns in the region.

The "GhanaCoop" project, involving Ghanaian migrant workers is of particular interest in the point of view of polycentric development in a "trans-local" dimension, since the high number of involved actors and its peculiarity as one of the few examples of co-development projects in Italy.

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<sup>18</sup> Sebastiano Ceschi and Andrea Stocchiero, 2006, ed., Iniziative di partenariato per il co-sviluppo. La diaspora ghanese e senegalese e la ricerca azione CeSPI-OIM, *Strategy Paper*, Progetto MIDA Ghana-Senegal Novembre 2006, Rome.

<sup>19</sup> Information available on the [www.ghanacoop.org](http://www.ghanacoop.org) website, visited on the 12<sup>th</sup> December 2006.

GhanaCoop is aimed principally at involving the diaspora of Ghanaian migrants in development projects both in their homeland and in Italy. This is done through the creation of reciprocal solidarity relations between the immigrants' communities living in Modena and the Italian institutions, at local, regional and national level, as well as the Ghanaian communities living in the Central and Western Regions and the local Ghanaian institutions. This project's social and commercial objectives are based on equity and environmental sustainability, aiming to contribute to economic and social inclusion of Italian-resident Ghanaian people through the promotion of cooperative and social enterprises in both Italy and Ghana. The creation of such cooperatives contributed to developing flows of Ghanaian products (pineapple, corn, tomatoes) towards Italy and flows of Emilia-Romagna local products (Lambrusco wine, Parmigiano Reggiano cheese, fruit juices and other food products) towards Ghana.

### *Time Horizon*

This project derived from a local level promotion experience among the immigrant Ghanaian communities in the Emilia-Romagna region. Thanks to a relatively welcoming local population, migrant workers have been able to feel more involved in the local development as well as to participate proactively in the local productive and economic activities. Therefore, a long preliminary phase preceded the real start up of the projects and, despite the limits due to project-linked funding, this practice is likely to autonomously keep proceeding. Even more, thanks to its recent participation in multi-year European Union projects, the practice will achieve sedimentation of experiences and results granting it the necessary autonomy to survive the end of funding. In addition, the import/export cooperative working at its full capacity will contribute to the economic autonomy of the practice and to the financial sustainability of the social projects being implemented in Ghana.

### *Valorization of Diversities*

Despite the lack of explicit mentions, this project gains strength by teaming up both Italian and Ghanaian communities for the promotion of the local economic development.

In the analysis of available documents, we could not find any reference to either the respect of gender equality or specific patterns to involve women which could have led to a better understanding of the changes occurring in the social behaviour of immigrants once integrated in the Emilia-Romagna social context.

### *Adaptability*

This practice has been performing well in adapting to the opportunities and possibilities offered by the different funding actors. Participation of its promoters to national and international conferences, seminars and meetings on the theme of migrations contributes to an experience exchange and thus a greater openness towards innovations developed in similar projects.

### *Participation*

Many local actors have been involved into the project, from the banks to the local and national associations, to the local authorities.

### *Transferability*

The GhanaCoop project is a pilot project often held up as best practice in involving the migrant people in their homeland development processes. Actually, the project achieves more than just creating links with the communities living in Ghana, as it creates a polycentric linkage between local development in Emilia-Romagna and Ghana, which could be replicated in other territories featuring a high immigrant workers presence. The success of this action largely depends on the presence of both immigrants committed and conscious of the potential of such projects, and on the other hand local authorities aware of the potential of such projects.

Activities stretched from the social sector to the import/export and now the same actors of this practice are looking for opportunities to develop sustainable tourism in Ghana as a tool of reciprocal understanding.

### *Limits and Development*

These kinds of projects typically show limits due to either the excessive personalization of management and promotion or the lack of funds. The combination inside the project of a social dimension with the economic and commercial one, together with the cooperative juridical form, are a strength which grants the practice a future, even in the case of a change in the key management personnel.

### *Indicators*

In this practice, we can select the following indicators:

- ✓ Presence/absence of cooperatively organized economic actors with the participation of migrant workers
- ✓ Presence/absence of banks willing to support transnational development projects of this nature
- ✓ Presence/absence of local authorities willing to support transnational development projects of this nature
- ✓ Presence/absence of social entrepreneurs

## **6. Conclusions**

### *Preliminary Considerations on National Co-development Policies*

A thorough assessment of the MIDA projects, the main co-development projects supported by the central government, are not available yet. However, some deficiencies and potentialities have been indicated (Stocchiero, 2007). For example, when dealing with migrants' associations in foreign countries (diasporas), governments of countries of origin have difficulties in passing from rhetoric to action. The lack of resources on the one hand, and the real lack of interest in supporting diasporas organization on the other, make the implementation of these projects very difficult. M&D projects involving diasporas may appear to be another imposition from donor countries.



A “confidence gap” exists between governments and diaspora organizations characterised by the absence of capacity of public officials dealing with migrants and temporary returnees and by the lack of information on the good intentions of the government of origin in promoting special returning schemes and investment opportunities for residents abroad (Gallina, 2005).

The governments of countries of origin lack also the necessary technical capacity in operationalizing co-development projects. The development priorities of the government are not always the same as those of the migrants and the geographical priorities of government intervention are not necessarily the migrants’ areas of origin. In this regard, to avoid efforts falling into a vacuum a careful analysis of the link between existing “migration corridors” and the development policies should be carried-out before any intervention (Gallina, 2006).

Another limit is the fact that supporting migrants’ projects can represent a further discrimination towards poor households without members abroad. Furthermore, projects linking migration with development appear very complex, due to their new nature and limited experience, compared to simpler poverty alleviation projects. For authorities in the country of origin these efforts can be burdensome and too costly if the needed capacity is lacking. Similar problems can be faced when dealing with projects investing large sums for dealing with the management of a few hundred temporary workers.

The projects at the national level are still limited and not integrated into a comprehensive development friendly national migration policy. This reflects the structural limits of Italian Development cooperation, where few resources are dispersed across many countries and without a strong connection with foreign policy.

#### *Preliminary Considerations on Local Co-development Policies*

At the local level, the initiatives are flourishing and many can be regarded as good practices of operationalizing the Migration-Development nexus. However, actions remain isolated, there is excessive sectorialization, lack of continuity, inadequate coordination with programmes and activities with similar objectives undertaken by other regions or central institutions both in Italy and in the country of origin, lack of specialized staff within the local authorities, and scarce coordination between migrants’ associations and scarce promotion of migrant associations (Stocchiero, 2007: 10).

Initiatives supporting a trans-local engagement of local authorities in the country of origin and destination are promising and should be supported. The bank sectors have also started to perceive the benefits of addressing migrants and provide products that can enhance the role of savings for the development process of the communities in the country of origin.

Trans-local linkages through co-development policies should be accompanied by projects aiming at the social, economic and financial inclusion of the migrant population. Simply by “liberating” the migrants from daily worries and preoccupations, their potential can be developed. Projects and programmes for co-development should firstly address the legal situation of the migrants on

the territory, facilitating the renewal of permits, and then appropriately select migrants with the capacity to become social entrepreneurs.

The other issue that should be addressed is how to reduce the confidence gap between local NGOs and local migrant associations. Migrant associations can greatly benefit from the expertise in project preparation, management, monitoring and evaluation, and in financial accountability acquired by established NGOs. Similarly, NGOs can significantly benefit from the contacts, engagement and knowledge of the migrant communities present in the same territory. Italian NGOs should then work as catalyst of trans-local initiatives.

The lack of a national strategy on co-development is affecting the local authority capacity of implementation. Not every region has a law on international cooperation for development and therefore some regions are more active than others and have more resources than others. But it also happens that in those regions having a law (and a budget) for international cooperation for development there is very little or no communication with other relevant regional departments, such as immigration and social policy departments for example.

A similar problem occurs in the coordination of European Union programmes. The management at the local authority level of EU programmes concerning countries from which migrants originate is not always organized and coordinated with the departments and secretariats managing migration, international cooperation and social policies. The lack of synergies at the local level affects the regions capability to use European Union funds for a coherent co-development policy.

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