

CeSPI
Centro Studi Politica Internazionale

**Policies and Practices
on Migration and Development in Italy:
Lessons to be learnt and
Suggestions for the EU's Aeneas
Programme**

Position Paper

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1. INTRODUCTION: TOWARDS A CO-DEVELOPMENT POLICY

For a long time, and still at the end of the 1990s, when European leaders drew the influential Conclusions of the Tampere extraordinary European Council (October 1999), the relationship between migration and development policies was still very much shaped by what can be labelled as the “root causes approach”: it was widely and somewhat naively believed that addressing underdevelopment as a determinant of international mobility could almost automatically reduce migration pressure¹. It was only at the end of 2002, that a deeply different and more realistic view of the relations between migration and development found expression in an important, although still preliminary, EU policy document². Following this paradigm shift, migration started to be increasingly viewed by European policy-makers, as a potential vector of social and economic development, rather than just a side-effect of poverty and instability³.

This new approach paved the way for a greater convergence (but also for potential overlappings) of policy objectives between European receiving States and the governments of origin countries, traditionally more aware of the development potential of international mobility. A debate is open on the coherence between migration policies (traditionally inward looking) and development policies (outward looking). In this sense NGOs and civil society associations are worried that security-oriented and ‘fortress-type’ attitudes could divert resources from development concerns towards control and repression of migration flow.

More recently, the “European style” co-development approach found its way even further and started influencing some global fora, such as the G8, whose Sea Island Summit (8-10 June 2004) produced, for the first time, a document dealing specifically with remittances, where some French and Italian pilot-projects on Morocco were mentioned as specific Mediterranean experiences in this area⁴.

In the last few years, the Italian Ministry of Foreign Affairs, and particularly the Directorate General for Development Cooperation, has started to fund some projects on migration and development. These are tentative initiatives which place the focus especially on new financing schemes involving public funds and remittances for multiplying resources for development (as we shall see further on).

Besides being involved in such pilot initiatives, CeSPI (Centro Studi Politica Internazionale) is trying to explore and develop another potential nexus between migration and development. In fact, if supported and steered through appropriate policies, positive transnational practices and co-development initiatives could have a positive impact on the integration (not assimilation) of migrants in the arrival territories, according to a paradigm of open (transnational) society. The idea is that the more migrants are allowed and facilitated in maintaining and developing their

¹ Obviously such an approach has its validity, but only in the long run. The migration hump analysis shows that development may increase migration in the short term, depending by the income differential between the country of origin and those of destination.

² European Commission, Communication from the Commission to the Council and the European Parliament - *Integrating migration issues in the European Union's relations with Third Countries*, COM/2002/0703 final, 3 December 2002.

³ On this crucially important evolution in the European political culture around migration, see F. Pastore, “*More development for less migration*” or “*Better migration for more development*”? *Shifting priorities in the European debate*, special issue of “*MigraCtion Europa*. Periodical analysis bulletin on migration policies in Europe”, Centro Studi di Politica Internazionale (CeSPI), Rome, December 2003, available on <http://www.cespi.it/bollMigration/MigSpecial3.PDF>.

⁴ Annex to the *G8 Action Plan: Applying the Power of Entrepreneurship to the Eradication of Poverty*, available on http://www.g8usa.gov/d_060904a.htm.

transnational ties with countries of origin, the more they will feel free, accepted and integrated in the destination country. In this sense a virtuous circle may be sketched: transnationalism favours integration which creates capacity for co-development. Migrant integration and access to social and economic human rights are necessary for acquiring the capacities to carry out co-development practices, and integration does not inevitably entail the reduction of transnational behaviour patterns. This idea has important implications for migration policies and it encourages the development of new integration measures as well as policies to support circular mobility and co-development initiatives.

2. A MAP OF POLICY PRACTICES: SOME LESSONS TO BE LEARNT

In spite of the lack of any clear and consistent European and national policy, a few interesting policy experiments in linking migration and development are being conducted in Italy. Some models are *de facto* emerging and a few promising practices may cautiously be pointed out. CeSPI initiated a research on the existing practices and produced the first national survey, that singles out lessons to be learned and some fundamental policy guidelines. Greater efforts at European and national level for better mapping and networking and for carefully assessing the impact of such diverse policy practices are key-preconditions for further improvement.

2.1 Italian national practices and the strategic role of banks in enhancing remittances for development

In Italy the practices conducted at national government level, have been the temporary labour schemes IMIS (*Integrated Migration Information System Project*) with Egypt⁵ and the MIDA (*Migration for Development in Africa*)-Italy pilot project towards Ethiopia and Ghana. In both projects IOM (International Organization for Migration) was the implementing agency and CeSPI participated by carrying out researches on the field to analyse and to mobilise migrants on co-development initiatives.

The IMIS project between Egypt and Italy has a relevant component of capacity building for the Emigration Sector of the Egyptian Ministry of Manpower and Emigration in order to sustain its relationships with the Egyptian diaspora (the web site <http://www.emigration.gov.eg> has been implemented), and to create computerised match-making mechanisms for labour recruitment, potentially open towards different destination countries (in the beginning with the Italian labour market), while minor research activities have been carried out to identify opportunities for co-development activities in the case of the Egyptian diaspora in Italy⁶.

The MIDA-Italy pilot project aimed at the capacity building of the Ethiopian and Ghanaian governments in dealing with diasporas, and in sustaining migrant entrepreneurship in their countries of origin. Technical assistance and grants were distributed to some migrants from Ghana in Italy who (without the return conditionality) established small farms in their country, in the framework of a government programme for the development of the Cassava *filiera*. But probably, the partnership between the Ghanaian migrants' association of the Modena territory with the Municipality and private companies (commercial cooperatives) of the Emilia-Romagna Region to create an import-export enterprise for trading tropical fruits from the country of origin, is the most significant initiative promoted by the project.

⁵ IMIS began in June 2001 as a result of the collaboration between the Emigration Sector of the Egyptian Ministry of Manpower and Emigration, the Italian government as the donor partner and the International Organisation for Migration (IOM) as the implementing agency.

⁶ See CeSPI researches and other publications in www.emigration.gov.eg/publications/Publication.asp.

Although it is too early to assess the results of these projects, at least three general lessons may be pointed out.

The first is that governments of countries of origin have a lot of difficulties in passing from rhetoric to action. In some cases they are not really interested in giving chances to diasporas to participate in development. Full empowerment of migrants is undoubtedly a great development chance, but it would bring deep political and social changes with it that are not necessarily welcome. In other cases, the governments of countries of origin lack not only the technical capacities but also the capability to overcome official formal attitudes in communicating with migrants.

Second, it appears uncertain that the cost of building new institutions dedicated to diaspora relationships could be more than compensated by real benefits for development. If the resource scarcity is considered, it seems worth while for the governments of countries of origin to concentrate their resources in more direct and reality-oriented development measures. In this sense the migration-development nexus could represent another issue imposed by donor countries for hiding other objectives and for tactics in obtaining more control and repression of illegal migration by the countries of origin or transit.

Third, projects aimed at sustaining migrant entrepreneurship in the country of origin are very costly compared to simplified, traditional and more effective microfinance programmes directed to local people. Moreover a problem of inequality may be observed when migrants get more incentives than local people, without producing a higher impact on development. The same applies in the case of temporary labour migration scheme where significant resources are invested in managing small numbers of migrants⁷.

In sum, the migration for development mantra presents great problems of efficacy, efficiency and impact, unless clear added values are identified. A more systematic and partnership-based approach should be implemented to exploit scale economies, to involve more substantial numbers of migrants, and to identify significant initiatives according to selective criteria.

Taking into account the necessity to identify the added value in mixing migration with development, CeSPI, alongside IOM and the Italian Directorate General for Development Cooperation, is working out a new financial scheme for enhancing the great potential of remittances. The idea is to set up a public-private partnership between the Italian Cooperation and banks to mobilise and channel remittances into productive investments in the origin countries. This could be a new type of finance for development that may catalyse new private resources (remittances). In the box the scheme is summarised.

To this regard, a strategic and decisive role is played by the Italian banking sector (as well as by the banks and microfinance institutions in the countries of origin). In fact, the new financial schemes to enhance remittances for development, depend fundamentally on the interest and capacity of Italian banks in offering migrant banking services and competitive financial products. Some Italian banks are showing an increasing interest in fostering relations with migrants⁸.

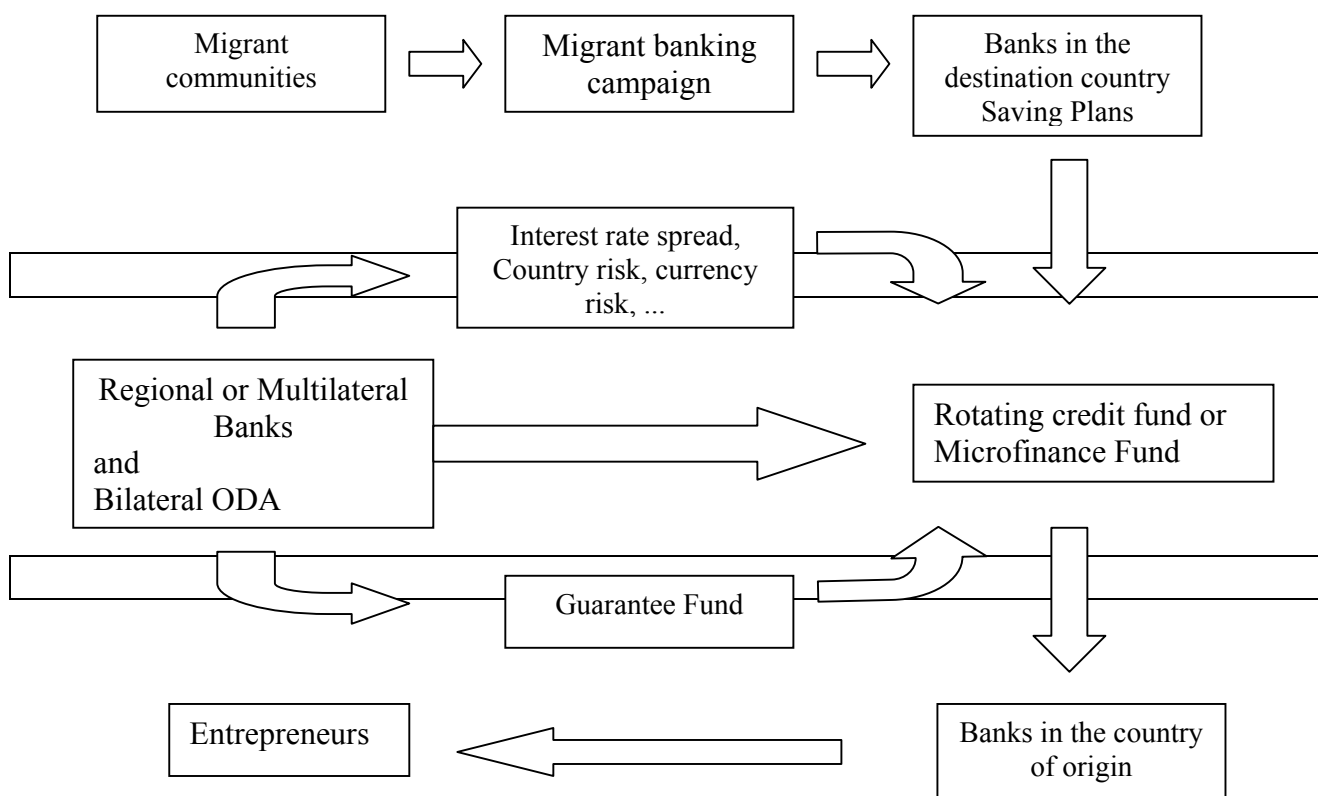
⁷ As highlighted by Michael Collyer, it is doubtful that temporary labour migration schemes will have significant development effects. Temporary labour agreements have the potential to guarantee a regular supply of labour and ensure some degree of return of qualified migrants, if they can be fixed in the long term. But this has yet to be implemented in current schemes because of concerns with flexibility in labour demand. Michael Collyer. 2004. *The Development Impact of Temporary International Labour Migration on Southern Mediterranean Sending Countries: Contrasting Examples of Morocco and Egypt*, Working Paper, Development Research Centre on Migration, Globalisation and Poverty.

⁸ See the recent paper, published by the Press Company of the Italian Banking Association (ABI), by Sebastiano Ceschi and José Luis Rhi-Sausi, "Banche italiane e clientela immigrata", CeSPI, Bancaria Editrice, Roma 2004.

In particular, CeSPI is working out, with Cooperative Credit Banks, the setting up of new financial products which offer an array of different services for migrants (not only money transfer services in which banks are not competitive compared to agencies like Western Union or Money Gram). Considering the high propensity towards saving of migrants, the creation of saving plans seems a promising option. These saving plans should be competitive and comprise health and life insurance, credit access (after a first period of saving accumulation), school credits, and other services.

The creation of trustful relationships between migrants and Italian banks is the problem to be overcome. To this regard, Italian banks should accept the social responsibility of facilitating the access for migrants to financial services: they should develop capacities to communicate with migrants by reducing bureaucratic procedures. Even in this case, partnerships with enterprise associations and official institutions (for example Municipalities) which offer guarantees on migrant solvency can favour the access for migrants to bank services and products. Italian banks should commit themselves to an important migrant banking campaign.

Box: A financial scheme to enhance migrant saving for development



The liquidity collected through the saving plans, could be channelled and invested in the country of origin through the creation of a Rotating Credit Fund or Microfinance Fund established by a Regional or Multilateral Bank with Official Development Assistance (ODA) of bilateral or multilateral cooperation. The ODA could also intervene to cover the spread between the market credit interest rate and the soft credit interest rate of the loans aimed at the entrepreneurs of the origin country, and/or to cover the currency and country risks. A Guarantee Fund could also be established to leverage the credit fund. Finally, the capacity of banks in the country of origin to deliver credit to small enterprises is a known aspect of technical assistance.

Another problem to be solved is the connection between banks and microfinance institutions in the countries of origin to ensure the capillary distribution of remittances and their possible translation

into productive investments. In some countries (for example in Senegal) the law does not allow a linking between the commercial banks monetary circuit and that of microfinance institutions. In several cases microfinance institutions do not have the solidity and capacity to manage remittances. So, the possibility to enhance remittances through microfinance institutions depends on the contextual conditions existing in each country of origin (for example good conditions exist in Latin American countries like Ecuador and Peru).

2.2. Sub-national practices

In Italy, over recent years, sub-national governments (particularly Regions and Municipalities) rather than the central government, have played an increasingly important role in trying to shape (at times unintentionally) a co-development approach in migration and cooperation policies⁹. On one side, Local Authorities have decisive and real competencies in the integration of migrants in their specific territories, on the other they have increased their awareness of the international and trans-local dimension of migration which create direct ties between territories of origin and destination. Consequently they have reacted to the new glocal interdependent context, connecting migration and development “here and there”. A range of pilot schemes in the area of co-development have been put in place (CeSPI has a data base of more than 60 projects analysed). The practices that have been undertaken in the Italian context linking migration and development can be grouped in the following explanatory typologies:

Mobilisation of economic circuits and productive returns

Recruitment projects

Mandatory and assisted returns of weak categories

Community development projects

Channelling and fostering of remittances

The actors promoting such practices include Municipalities, Provinces, Regions as well as migrant associations, NGOs and the private sector: in a word, the whole set of actors of the so-called ‘decentralised cooperation’ or partnership approach.

2.2.1. Mobilisation of economic circuits and productive returns

Within the first typology on the mobilisation of economic circuits and productive returns, we include: a) the creation of transnational economic circuits within which migrants can play the role of facilitators or direct investors; and b) projects aimed at encouraging productive returns of migrants, who can become the main actors compensating for the brain drain due to migration by investing their competencies and capital in their countries of origin.

With regard to the creation of transnational economic circuits there are: training projects for migrants on economic internationalisation (promotion of trade and foreign direct investment) with internships in small and medium enterprises of the arrival region; training, technical assistance and small credit (or guarantee fund) projects for the starting up of migrant enterprises in Italy, some of them trading with the country of origin (ethnic enterprises, travel agencies, trading companies, fair trade circuits, ...). So far, information confirms that these projects are successful in that they are grounded on real dynamics and on the precise selection of beneficiaries. The activities allow

⁹ This part is drawn on the following sources: a) Petra Mezzetti, Alessandro Rotta, Andrea Stocchiero, co-ordinated by Ferruccio Pastore 'The role of the regions in co-development policy in the Mediterranean and the Balkans' - Outline document for Working Groups II and III, Bari Conference (23-24 October 2003) - [<http://www.cespi.it/PASTORE/Mig-Bari/Comm-seconda.PDF>]; b) a recent background paper containing a research study carried out in November 2004 by Petra Mezzetti, Flavia Piperno and Andrea Stocchiero, CeSPI, Centro Studi Politica Internazionale, for the Municipality of Milan, *Migranti e città: un patto per il co-sviluppo*. c) Flavia Piperno's and Jonathan Chaloff's chapter on Italy in Jan Niessen and Yongmi Schibel, 2004. *International migration and relations with third countries: European and US approaches*, MPG, Brussels.

migrants to access the market “here and there” and to open new economic linkages between the origin country and the destination one. In some cases, the enhancement of the human and entrepreneurial capital of migrants is part of the internationalisation process of Italian enterprises¹⁰ and migrants are supported in order to be able to return and start up enterprises in their countries of origin (some of them in outsourcing with Italian enterprises).

Productive returns are an area within which more experiments have been undertaken, and more failures have been experienced¹¹. Some recommendations can be drawn from these types of projects:

Institutional activities must be put in place in order to accompany these projects and allow them to advance notwithstanding bureaucratic obstacles that can delay the beginning of the activities. For this purpose, the international network that ‘Local Authorities’ can put in place can be very important and serve as a guarantee;

Institutional support to the project must be efficient and financial incentives (soft loans), rather than grants and charity, should be delivered;

Local partners have to be trustworthy and competent considering the technical and business assistance that return migrants need;

The knowledge that the migrant has about the local context must be verified and often up-dated;

It is better if productive returns are group or community projects rather than designed for single migrants (as they have high costs compared to uncertain benefits); the groups must be cohesive and the projects must be innovative and of significant scale;

In several cases, the problems do not lie in the start-up phase but afterwards. Consequently, accompanying technical assistance should be delivered.

Migrants must be the ultimate owners of their projects.

2.2.2. Recruitment projects

There are significant examples of workforce selection and training for recruitment projects in countries of origin, implemented by several Italian Regions. Beyond the problems involved in managing recruitment effectively (until now the number of migrants recruited through these projects is low and the costs are very high), the majority of these projects does not take into account the needs and problems of the country of origin in terms of brain and skill drain and shortage.

Few projects contain components designed to somehow compensate the brain drain:

financing development initiatives in territories of origin,

sustaining education besides the recruitment, considering the labour market needs of the country of origin,

trying to programme the return of “brains” to the countries of origin (but so far no evaluations exist) or recruiting brains and skills among subjects who are actually unemployed with no perspective in the labour market of origin.

¹⁰ One interesting and innovative example is represented by a project funded by the Region Emilia Romagna in Morocco, aiming at matching recruitment with migrant circulation and return in the framework of the internationalisation of the agribusiness sector in the Mediterranean. This project, managed by the cooperative Nextia, aims at the development of the local agricultural market through the establishment of cooperatives, labour training in Morocco and of seasonal migrants in Emilia Romagna, and the promotion of trade agreements between local firms both in Morocco and in Italy. Within this framework, the support for qualified migrants to undertake entrepreneurial initiatives in Morocco is implemented.

¹¹ In France “voluntary return programmes”, promoting ‘stay at home’ development and reducing migration flows, have been created since the 1970s. These measures affected only a small number of people and were by far insufficient to solve the problem of illegal migration.

2.2.3. Mandatory and assisted returns

Programmes to assist returnees (mandatory and ‘spontaneous’) have been mainly addressed at particular and generally ‘weak’ categories of migrants such as victims of trafficking, rejected asylum-seekers, refugees and former detainees. For example, ALNIMA is a project financed by the EU (budgetary line B7/667; project code: 2002/HLWG/26) and co-financed by the Piemonte Region which assists the social and economic reintegration of illegal migrants in their countries of origin. ALNIMA assists the return of Albanian and Moroccan former detainees (for light criminal charges only), and of Nigerian victims of trafficking. Migrants who are completing a period of detention in Italy receive a six-month training period in prison (chosen on the basis of a local labour market assessment carried out previously in the countries of origin), while in the countries of origin they later receive a subsidy (*borse-lavoro*) for completing internships in some firms or further professional training; in alternative, micro-credits are granted to selected returnees who are willing to set up their own business. In spite of some structural institutional obstacles on the Italian side (for instance, involving foreign detainees in training activities inside detention facilities is generally difficult due to the general situation of Italian prisons and also to the specific conditions of isolation and deprivation of most foreign detainees), the preliminary results of the project are encouraging¹².

Other projects have often included assistance towards non-accompanied minors, assuring the necessary social protection for reintegrating adolescents in their families or in special communities in their countries of origin, and formulating professional training in the labour market or in school projects. But some Italian local authorities have evaluated these projects negatively due to the high costs and uncertain results, preferring to place minors in foster care and in adoption in the destination territories.

2.2.4. Community development projects

Community development projects include all projects that see the active involvement - through human and financial resources - of migrants’ associations. These associations can be involved as beneficiaries of development projects, or directly by promoting initiatives themselves or through lobbying activities on different institutions, or in other cases by playing the role of ‘facilitators’ in processes undertaken by NGOs or local authorities. In the latter case it has been noticed that acting as mediators has helped migrants to further integrate in the arrival territory and to access resources for the implementation of projects in their country of origin. A better integration in the structures and institutions of the receiving countries can become an incentive towards more transnational commitment in development cooperation initiatives.

The opportunities to support community development projects depend basically on the self-organisation capacities of migrants. For example, the capacity of Senegal’s migrant associations (as well as other Sub-saharan communities) is well known while, in general, migrants coming to Italy from Mediterranean countries are less able to organise themselves. Hometown associations have a strong ownership of the projects and ask for extra funding. They do not trust Italian NGOs (considered as competitors) and they research connections with local institutions which can offer real competencies and equipment (hospitals, schools, enterprises and artisan’s associations). The community development initiatives carried out through decentralised cooperation, between migrant associations and local institutions, should have the following characteristics: be clear, transparent, concrete, verifiable, and controllable. In Italy more should be done to recognise the work of immigrant associations, by promoting these institutions and their public activities.

¹² Greater details are contained in the research report by CeSPI, available on demand at cespi@cespi.it.

On the other hand, community development projects may pose two kinds of problems: first of all these projects may substitute the accountability of the State (the fungibility problem); and, second, they can increase the dependence of local communities on migrants' resources. This way, migrants basically sustain the local welfare but they do not act as actors of change.

2.2.5. Channelling and fostering remittances

Remittances are a key issue around which the Italian debate on migration and development has recently evolved. Due to their constant increase, remittances have progressively moved higher on the agenda of policy makers, governments and banking institutions. Furthermore, as mentioned above, during the last G8 summit at Sea Island, the Italian government led the debate on the opportunities to foster and channel migrants' remittances as finance for development. Due to this commitment, the Italian Directorate General for Development Cooperation should address an important part of its strategy towards this objective. Recently, even the Italian banking system is starting to appear more interested on this theme.

With regard to the actors of Italian decentralised cooperation, few projects have been implemented in the last years with limited benefits for local development in origin countries. It is possible to channel remittances through banks, here and there (for example an experiment between the Region of Tuscany in Italy and the Region of Kenifra in Morocco has been carried out), reducing the use of informal channels. But the symbolic and social role of remittances in maintaining trust and identity structures of migrant communities continue to justify the use of informal channels.

Banks may offer money transfer services at reduced costs, competing with money transfer agencies, but it depends on the perception of profitability and economies of scale, and on the availability of international inter-banking agreements (for example few Italian banks have connections with Sub-saharan countries). Consequently, it is worth while implementing initiatives on the enhancement of remittances for development at national level and networking among the banks operating in different territories where migrants are living.

2.3 FINAL REMARKS

Even if we are witnessing a significant amount of experimentation and creativity with regard to Italian regional and local co-development projects, these suffer from a series of structural shortcomings. The most frequent are associated with:

- isolated actions, excessive sectorialisation, and lack of continuity (lack of long-term planning and sustainability);
- inadequate coordination with programmes and activities with similar objectives undertaken by other regions or central institutions (also in the origin country);
- lack of specialised staff within the institutions;
- scarce coordination and promotion of migrant associations;

Furthermore, the Italian national and regional budget allocated for the management of migratory flows is very low and concentrated on urgent needs, mainly first reception for asylum seekers and other migrants in need of protection, and, in some cases, more long-term assistance to particularly weak categories such as unaccompanied minors. Therefore co-development projects are funded by the scarce resources of Local Authorities dedicated to decentralised cooperation. So, the number of projects and beneficiaries are numerically limited. In the near future Italian Cooperation will sustain a new MIDA project for migrants from Senegal and Ghana. The financial dimension will be of about 1.5 million Euro and linkages with commodity aid, soft loans for the start-up of small enterprises and mobilisation of additional resources from remittances, will be pursued. But the demand coming from migrants of different nationalities is intense and growing and it risks to

remain largely unsatisfied. Consequently the potential added value of the EU's Aeneas programme¹³ is evident but it could be more relevant if networking and coordination with national (Member States) and sub-national activities were pursued more systematically and with greater determination.

Due to the fragmentation of the situation, it is still early to speak about 'best practices'. However, the ways in which some projects have been handled seem quite promising for the future. First of all the remittance issue and the role of banks is gaining ground. In Italy the conditions seem favourable to launch new relevant schemes for enhancing migrants' savings towards co-development initiatives through banking financial products in partnership with ODA instruments. With regard to projects for facilitating the contribution of migrants to social and economic development of communities in their country of origin, the elements that constitute the models of intervention of greatest interest are: the multi-situated management of flows, developed through activities that are undertaken simultaneously in the origin and in the destination country, and often within trans-local partnerships or "city to city" agreements, and the involvement of a network of multiple actors working "here and there" in the same territories. The public-private partnership approach can also give an important added value in mobilising new resources and capacities, and in raising the public's awareness with concern to the positive nexus between migration and development.

On the other hand, setting up partnerships is a very difficult and time-demanding task which requires networking facilities and concentration on significant initiatives in order to be effective and efficient. Here again, a national and European role to promote coordination and concentration is decisive.

Considering the experimental phase of the migration and development nexus, networks among migrant associations, private sector entities, research centres and Local Authorities, could be set up to exchange experiences and identify priorities. The Aeneas programme could take stock of existing practices and sustain the creation of such networks.

Finally, in order to increase the overall coherence in the Aeneas Programme, a clearer separation and articulation of the objectives and actions to be undertaken in the Community's own interest (particularly in the field of migration control and migration law enforcement) and in that of Third countries with regard to the migration and development nexus, is needed.. Possible ambiguities that could otherwise discourage the participation of migrant associations and some countries of origin would thus be prevented. The table in the next page is an attempt to distinguish and to articulate the objectives and actions provided for in the 491/2004 Community Regulation on the Aeneas Programme according to internal ("control" interests), external (development oriented interests) and common interests (human rights). Considering that the legal basis of the instrument is under the heading of the Community's cooperation an development policy with Third countries, more political emphasis should be accorded to the development oriented objectives, and development oriented components could be incorporated in the "control" oriented objectives and actions.

¹³ See point 14 of the preamble of Regulation 491/2004.

Table. Objectives and actions articulation according to internal, external and common interests

Objectives of the Regulation 491/2004	More relevant in the Community's own interest (control oriented)	More relevant in Third countries' interest (development oriented)	Common interest (human rights)
Readmission [Art. 2 (1) (e)]	Support implementation of readmission agreements Possible development- and human rights-oriented components: support to social and economic reintegration		
Development of Legal Migration [Art. 2 (1)(b)]	Actions to manage labour migration Possible development-oriented components: compensation of brain and skill drain/shortage, promotion of brain circulation, incorporation in more general education development measures	Promote links, returns, enhancing of remittances. Complementary with migrants' integration measures	
International protection Art. 2 (1) (c) and (a)		Institution and capacity building for the management of south-south migration, especially in sub-Saharan Africa and on refugee issues.	Improve the reception conditions of refugee, consolidat and compliance with the existing legislative and institutional framework on international protection; Measures to combat racism and xenophobia
Stemming illegal migration [Art. 2 (1)(d)]	Promote collaboration on the management of migratory flows, illegal migration, ... Possible development- and human rights-oriented components: assistance to social and economic reintegration	... including transit migration ... <i>Possible development- and human rights-oriented components: assistance to social and economic reintegration</i>	... and trafficking in human beings (combating trafficking)

LESSONS LEARNED AND RECOMMENDATIONS

The social and economic migrant integration in destination countries is tightly linked to migration and development issues. A better social and economic integration in the structures and institutions of the receiving countries can become an incentive towards more transnational commitment in development cooperation initiatives. In turn, positive transnational migrant behaviours supported by co-development policies favour integration.

On community development initiatives

- Promoting the formation of and giving support to migrants' associations oriented towards solidarity and development objectives is a strategy that can deliver excellent results, particularly with some communities that already show some spontaneous propensity to such practices;
- The community development initiatives carried out through decentralised cooperation, between migrant associations and local institutions, should have the following characteristics: be clear, transparent, concrete, verifiable, and controllable.
- The community development initiatives should be integrated in local and regional development plans, and the fungibility problems should be addressed, in order to reduce the increasing dependence of local communities on migrants' resources.

On remittances

- Banks play a strategic role in the enhancement of remittances for development. A public-private partnership between European Cooperation and banks to mobilise and channel remittances into productive investments in the origin countries should be promoted. Remittances (which are private resources) for development are a new type of finance for development.
- Encouraging channelling of remittances through formal financial institutions (banks) is certainly a pre-condition for directing a share of remittance flows towards more productive uses. But promising a reduction in transaction costs is not sufficient as an incentive to get 'bankised'. Migrants should be conceived as subjects with diverse financial needs (insurance, mortgages, credit for education, loans, etc.) as anyone in a complex society now is. Financial institutions should therefore address such needs globally, with a view to improving people's conditions here and there, not just channelling remittances. Basically social banking towards migrant clientele should be improved to guarantee fundamental economic rights and to collect significant savings for individual and national development "here and there".
- The creation of competitive and 'comprehensive' saving plans to collect remittances as well as specific types of insurance, mortgages, entrepreneurial start-up credit provided by "transnational inter-banks" agreements are needed. To this regard ODA can play a decisive role in reducing transaction costs (market failures) through the setting up of Rotating credit funds, of Microfinance funds and of Guarantee funds that can incentivise the mobilisation of migrant savings for productive and social investments in the country of origin.

On the mobilisation of economic circuits and productive returns

- The migration for development projects and especially the ones sustaining migrants' entrepreneurship in their countries of origin, show problems of opportunity costs. They have high financial costs with uncertain benefits for the development of the countries of origin. Moreover, a problem of inequality may be observed when migrants get more incentives than local people, without producing a higher impact on development. The migration for development mantra presents great problems of efficacy, efficiency and impact, unless clear added values are identified. A more systematic and partnership oriented approach should be implemented to exploit scale economies, to involve a more substantial number of migrants, and to identify innovative and significant scale initiatives according to selective criteria.
- Making pension contributions available to migrants that wish to go home, instead of having to wait until the end of their working-age to receive their pension. In Italy, overcoming this normative limit could constitute an incentive for those who wish to develop investments and return to their country of origin;
- Programmes aiming at encouraging the 'productive return' of migrant workers who should somewhat magically turn into entrepreneurs and job creators have proved to be very difficult to carry out in practice. It is probably better to reduce the barriers to circular mobility of potential transnational entrepreneurs and reduce barriers to market and to credit access: in these more liberalised contexts, if there is a real vocation to entrepreneurship for single migrants, it will be able to flourish. By financing would-be entrepreneurs, there is the risk of creating a class of failed migrants;
- Projects for the creation of transnational economic circuits are successful in that they are grounded on real dynamics and on the precise selection of beneficiaries. The training and technical assistance activities allow migrants access to the market "here and there" and to open new economic linkages between the country of origin and the destination one.

On brain and skill drain and circulation

- Mass-scale feminine migration oriented towards the global market of home-care and health-care produce increasingly visible effects of care-drain and care shortage in the societies of origin (petty crime among left-home youths; identity crises and marginalisation of left-home husbands, vulnerability to trafficking of left-home daughters, etc.). Such perverse linkage between migration and un-development are to be addressed through targeted aid programmes aimed at giving sustainability to the international circulation of careworkers;
- In the case of Italy the brain waste is inhibiting the possibilities to support initiatives on circulating migrant capacities and competence for the development of their country of origin. However, some brain and skill circulation opportunities exists and they could be better exploited in the framework of projects on the mobilisation of economic circuits.

On recruitment

- Beyond the problems in managing the recruitment effectively (until now the number of migrants recruited through official schemes is low and the costs are very high), the majority of Italian projects does not take into account the needs and problems of the country of origin in terms of brain and skill drain and shortage. Few projects contain components somehow dedicated to compensating the brain drain: financing development initiatives in territories of

origin, sustaining education besides the recruitment, considering the labour market needs of the country of origin; trying to programme the return of the brains in the country of origin (but so far no evaluations exist); or recruiting brains and skills who are really unemployed with no perspective in the labour market of origin.

On mandatory and assisted returns

Programmes to assist returnees (mandatory and ‘spontaneous’) have been mainly addressed at particular and generally ‘weak’ categories of migrants such as victims of trafficking, rejected asylum-seekers, refugees and former detainees. In spite of some structural institutional obstacles on the Italian side (for instance, involving foreign detainees in training activities inside detention facilities is generally difficult due to the general situation of Italian prisons and also to the specific condition of isolation and deprivation of most foreign detainees), the preliminary results of the project are encouraging.

- Other projects have often included assistance towards non-accompanied minors, assuring the necessary social protection for reintegrating adolescents in their families or in special communities in the countries of origin. But some Italian local authorities have evaluated those projects negatively due to the high costs and uncertain results, preferring to place minors in foster care and in adoption in the destination territories.

Final recommendations

- Projects to sustain institution building in countries of origin for enhancing the relationships with migrants are needed. But the governments of these countries should demonstrate a real commitment to involving migrants in national development, and ‘donor’ countries should not use the migration for development issue for hiding or pursuing other objectives. To this regard, some result oriented criteria could be attached to the projects’ implementation in order to verify institutional commitment.
- A globally interdependent world needs a new approach to citizenship for native residents and immigrants that incorporates the fundamental principles of human rights into a multicultural strategy that advances development – a strategy that everyone can benefit from. In many receiving countries, immigrants remain non-citizens. For this reason they are excluded from obligations and rights that States and their citizens have towards each other. Without such rights, immigrants lack access to jobs and services that can help them to become fully contributing members of society. They also lack protection from abuse. Naturalisation is intended to be an answer, but most States should begin to rethink policies in response to rising flows, temporary and circular movements and transnational multiple identities. Extending civic rights traditionally associated with citizenship to non-citizens is a critical step, as is the recognition of dual nationality. This approach can represent a challenge resulting in a positive link between integration and mobility of migrants and enhance social cohesion and development.
- The potential added value of the EU’s Aeneas Programme is evident but it could be more relevant if networking and coordination with national (Member States) and sub-national activities were pursued more systematically and with greater determination. In fact numerous structural shortcomings (isolated actions, excessive sectorialisation, and lack of long-term planning and sustainability) are undermining the efficiency and efficacy of migration for development initiatives.