

OFFICE OF THE INSPECTOR GENERAL

EVALUATION OF THE *MIDA ITALY* PROJECT

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IOM International Organization for Migration

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LIST OF ABBREVIATIONS AND ACRONYMS

DFID	United Kingdom Government's Department for International Development
DRD	Donor Relations Division
ERD	External Relations Department
IOM	International Organization for Migration
MIDA	Migration for Development in Africa
MMS	Migration Management Services
MOU	Memorandum Of Understanding
MPRC	Migration Policy, Research and Communications Department
MRF	Mission with Regional Functions
NGO	Non-governmental Organization
R&R	Return and Reintegration
UNDP	United Nations Development Programme

EXECUTIVE SUMMARY

One of the objectives in evaluating the '*Migration for Development in Africa (MIDA) Pilot Project – Italy*' was to obtain a review of a concrete implementation of the MIDA concept actively promoted by IOM since its launch in 2001. The analysis of a practical experiment is useful for documenting the concept's performance and achievements and refining its strategy. *MIDA Italy* is one of the few MIDA projects with a significant budget implemented since the concept's launch and, as a pilot project, several new fields of activity were tested. It also included topics increasingly important in the general debate on migration and development, such as diasporas' investments and the use of remittances. The evaluation will also be used in the discussions on the project extension, currently under examination with the Italian Government, who funded the pilot phase.

The MIDA concept was initially defined as a capacity building programme, whose objective was the mobilization or transfer of knowledge, expertise, finance and other resources from the African diaspora to meet identified needs for development in African countries. The *MIDA Italy* pilot project was to define a strategy for mobilizing human, technical and financial resources to benefit target sectors in pilot countries, by enhancing the active engagement and role as development agents of African nationals residing in Italy.

Information on community and individual skills, investment capacities and plans to support their communities of origin was to be collected through research and registration in databases. Several modes of skills transfer (virtual, sequenced or permanent) were planned for implementing development activities and institutional capacity building. The project was to focus on those migrants willing to set up micro-enterprises and job-generating activities in their areas of origin. It was divided in two phases: the preparatory phase, focusing on preliminary research, database creation and promotional activities, and a second phase concentrating on investment projects in the selected countries of Ghana and Ethiopia.

This evaluation first examines the relevance of the *MIDA Italy* strategy and finds that one of the key recommendations adopted during the Libreville Workshop in 2001 was not met: there was no concrete commitment from the Governments or private sectors of the countries of origin to support pilot project implementation and play a pivotal role in integrating *MIDA Italy* into national policies for using the diasporas' skills and resources. Ownership of *MIDA Italy* did not rest with the African countries, as also recommended, but with the Italian Government. Lack of ownership is demonstrated through the absence of a formal institutional agreement in the case of Ethiopia and the inadequate agreement signed in Ghana, despite the strong interest shown by both countries during preliminary discussions.

The selection process of the countries of origin and target groups was well detailed and may be considered as relevant to the *MIDA Italy* pilot project's objectives. The project document and implementation however entirely lacked gender focus, which should be rectified in the extension phase under discussion and other future MIDA projects. This evaluation also recommends refining the analysis of the diaspora concept, especially its potential for skills transfers and investments.

Analysis of the project's performance focuses on the effectiveness of the preparatory phase, skills transfers and investment projects. Most of the activities in the preparatory phase were implemented in Italy. IOM contracted a specialized centre in international development studies to conduct three research studies: the concept of decentralized cooperation for development and its link with the African diasporas living in Italy; the use of remittances and investments for development; transnational links among migrant communities with a focus on cooperation and development.

The research is of good quality and useful not only to IOM, but also to partners in Italy. Three databases were developed by IOM Rome, the main one listing African communities and associations in Italy and used for promotional activities. A second database records all the investment projects submitted by the African nationals interested in MIDA and a third, with a more restricted scope, was set up to create the *MIDA Italy Club*. Several promotional activities were also implemented during the preparatory phase, with good overall performance. An identified weakness was the imbalance between promotional activities in Italy and in the selected countries of origin, which did not aid promotion of the MIDA concept in those countries, already affected by low institutional commitment.

The project was not effective in transferring skills and capacity building activities, as no transfer took place, contrary to initial plans. In Ethiopia, a web site was created with the objective of raising interest among the diaspora in investing in its country of origin. However its implementation was not made in cooperation with the Ethiopian Government, as initially discussed, and its sustainability is not guaranteed. No investment projects were implemented. Six pilot investment projects were identified in Ghana and continue with the financial support of MIDA. However, the results in terms of contribution to development are weak and the overall approach requires further analysis. No transfer of skills took place under the investment projects. Important lessons can be learnt for the implementation of those components, both for IOM Rome in the discussions for the extension phase and for IOM for future MIDA projects. Lessons learnt also include weaknesses identified in the project's overall management.

The final section draws conclusions applicable to the MIDA concept in general, concerning its various components, ownership, promotion through practical experiments and integration into other IOM activities.

1. INTRODUCTION

1.1 The MIDA Concept and MIDA – Italy

The *Migration for Development in Africa (MIDA) Pilot Project - Italy*, or *MIDA Italy*, is one of the few MIDA initiatives implemented since the launch of the concept in 2001. The MIDA approach is based mainly on IOM's expertise gained through the Return of Qualified African Nationals programmes, implemented between 1983 and 1999, and a series of internal brainstorming sessions analysing IOM's role in Africa.

A strategy paper *IOM Migration Policy Framework for Sub-Saharan Africa*¹ was tabled at the IOM Council in November 2000, presenting IOM's strategic responses to migration issues in sub-Saharan Africa. It covered a broad spectrum of IOM programmes and services, such as technical cooperation and capacity building, labour migration, movement services, emergency response, population mobility and health, counter-trafficking and regional processes. One section focused on the Migration for Development programmes, including the Return and Reintegration of Qualified African Nationals, and proposed a new approach in line with the conclusions of the Brain Drain and Capacity Building regional conference held in Addis Ababa in 2000. The strategy paper stressed the need to work closely with the private sector and African nationals living abroad.²

In order to refine the paper's concept of migration for development and discuss the new fields of activity, IOM organized a *Technical Workshop on Migration for Development in Africa (MIDA)* in Libreville, Gabon in April 2001, with representatives from 20 African countries. The workshop was key in clarifying the main objectives, criteria and conditions for implementing a MIDA programme and the participants set the basis for the programme.

In the report on the workshop, MIDA is defined as '*a demand driven capacity building programme. Its objective is the mobilisation or transfer of knowledge, know-how or expertise, financial and other resources of Africans in the diaspora to meet the identified skills needs for development in African countries. MIDA has flexible arrangements that provide various options of skills' transfer. These include short-term, sequenced (repeated), tele-working or distance and even permanent transfers*'.³ The report also underlines that Africans living abroad are contributing to the development of their countries through remittances and that these should be better organized.

The participants also agreed on five recommendations, forming the basis for effective implementation of the MIDA concept:

- '*Both governments and private sectors should show commitment to the successful implementation of the MIDA programme and play a pivotal role in formulating national policies to utilise the skills and other resources of Africans in the diaspora for development in Africa.*
- '*The ownership of the MIDA programme rests with African countries themselves.*

¹ Document MC/INF/244, 17 November 2000

² The terms 'African diaspora' or 'diaspora' will be used in the text when referring to African nationals living abroad.

³ IOM, Report on the Technical Workshop on Migration for Development in Africa (MIDA) held in Libreville Gabon, 9 to 11 April 2001.

- *'The International Organisation for Migration (IOM) should play a facilitating and implementing role for the achievement of the objectives of the MIDA programme.*
- *'Each country should endeavour to identify sources of finance and should launch the necessary procedures to enable the successful implementation of the programme at country level and according to the procedures of the relevant funding agencies.*
- *'Finally, the representatives of participating African countries recommend that the OAU Secretary General should submit the Libreville Workshop Report for endorsement and adoption of the MIDA programme by all OAU Heads of State during the upcoming OAU Summit in Lusaka, Zambia.'*

In reference to the last point, a resolution was adopted by the Council of Ministers during the July 2001 Summit,⁴ covering various migration-related topics, e.g. irregular migration, trafficking and migrant rights, health, brain drain, migration policy and regional and sub-regional processes. Concerning MIDA, the Resolution's point (7) *'Calls upon IOM to continue to help African countries to encourage and facilitate the return of their qualified expatriate nationals and promote the initiated programme of Migration for the development of Africa'*.

The specific reference to the return of qualified nationals deserves note, as the MIDA approach considers that permanent return should remain marginal. Point (3) of the Resolution also *'Notes with concern the 'Brain-Drain' issue affecting our continent in a moment where our countries need their qualified and skilled manpower to face the globalisation challenges'*. The African diaspora's contribution to the development of its home countries is referred to under point (4) of the Resolution.

Following formal endorsement by the African countries, IOM started to work on initiatives to promote the MIDA concept. *A Migration Development in Africa Programme: General – MIDA General* was prepared in 2001, to create a database recording the skill needs in priority development areas in the target countries and the skills, financial and other resources of the African diaspora. In 2002 and 2004, leaflets covering various aspects of MIDA were printed and widely distributed. IOM's official documentation on migration and development included references to MIDA, for instance in the papers submitted to IOM's Governing Bodies and the IOM research series. IOM officials actively promoted MIDA during appropriate conferences and events, and several specific projects were drafted and presented to the donor community.

Nearly 30 project documents have been produced since 2002, covering African countries including Tanzania, Kenya, Uganda, Zimbabwe, Somalia, Ethiopia, Sudan, Ghana, Guinea, Benin, Senegal, Niger, Mali, Sierra Leone, Cape Verde and Côte d'Ivoire. IOM also proposed regional programmes, in particular the *MIDA Great Lakes*, covering Rwanda, Burundi and the Democratic Republic of the Congo.⁵ *MIDA Italy* was not regional, but

⁴ *Resolution (Regulation) on Establishment of a Strategic Framework for a Policy of Migration in Africa*, CM/Dec.34 (LXXIV), Council of Ministers, Seventy-fourth Ordinary Session/Ninth Ordinary Session of the AEC, 5-8 July 2001, Lusaka, Zambia – see Annex 3.

⁵ *Mobilisation of Human and other Resources of the African diaspora in Belgium for the Development of the Countries of Origin (MIDA) – Phases I and II.*

included a multi-country approach, with the participation of two countries of origin from different regions.

According to the IOM Project Tracking Unit database, nine projects received funding, of which five were financed by IOM's own resources through the 1035 Facility. Another project was financed by the 1035 Facility and US Government co-funding. Three different donors agreed to fund the remaining three projects: Belgium for *MIDA Great Lakes*, Italy for *MIDA Italy* and the Netherlands for a survey on the involvement of the Ghanaian diaspora in the Ghanaian health sector. Seven projects had a budget below USD 100,000, except *MIDA Great Lakes (Phase I and II)* amounting to EUR 3.4 million and *MIDA Italy* with EUR 520,000. The UK Government recently expressed interest in certain project opportunities, but with a preferred focus on traditional IOM return programmes.

The *MIDA Italy* pilot project was to define a strategy for mobilizing human, technical and financial resources to benefit target sectors in pilot countries, by enhancing the active engagement and role as development agents of African nationals residing in Italy. Information on community and individual skills, investment capacities and plans to support their communities of origin was to be collected and registered in a database. Virtual, sequenced and permanent skills transfers were planned for implementing development activities and institutional capacity building. The project was to address those migrants in particular who were willing to set up micro-enterprises and job-generating activities in their areas of origin.

The project also entailed some research, intended to:

- Identify viable synergies with development projects initiated or sponsored by Italian institutions, to foster direct participation in African economic development of sub-Saharan nationals living in Italy;
- Explore possible alternative methods of money and remittance transfers from the diaspora to their respective countries, possibly highlighting viable financial products that would attract migrants' remittances.

Ethiopia and Ghana were selected for the implementation of pilot activities: in Ethiopia, the project created an information web site for the Ethiopian diaspora and a national database for expatriates wishing to participate to the development of their country of origin; in Ghana, six pilot projects were selected for the development of small and medium enterprises, with the participation of the Ghanaian diaspora living in Italy and Italian local authorities. Information campaigns were implemented in both countries.

1.2 Evaluation Scope and Methodology

After IOM had experimented with the MIDA approach for four years, the Office of the Inspector General considered that it would be useful for IOM to draw some key lessons from the new concept for the Organization and that an evaluation would be appropriate. As a joint evaluation by IOM and the Government of Belgium of *MIDA Great Lakes (Phase I)* was already available, *MIDA Italy* was selected as being another project with a budget of over USD 100,000, in agreement with the departments and field offices connected with its implementation. The objectives and project purposes of *MIDA Italy* and *MIDA Great Lakes* in fact cover most of the components of the MIDA concept, as defined during the Libreville

Workshop; this will be useful for drawing general conclusions in the report, where appropriate.

The overall objective of the evaluation, as agreed with IOM Rome in the terms of reference,⁶ is:

To evaluate the overall performance and achievement of the project in line with its objective and project purposes, taking into account its pilot nature. Focus will be placed on the elaboration of the strategy, including the selection of tools and fields of activity, on the collaborative efforts between partners in Italy and in the pilot countries in Africa, and on the achievements in terms of its contribution to development.

The methodology consisted of an extensive documentation review, including documents concerning the MIDA concept and field visits in Italy and Ghana.⁷ In Italy, in addition to interviews conducted with Italian Government counterparts, representatives of the Ghanaian and Ethiopian Embassy and implementing partner agencies, meetings were organized with Ghanaian nationals living in Italy, including representatives of a Ghanaian Association with over 2,000 members.

The terms of reference included an analysis of the efficiency in implementing activities and of IOM's overall management of the project. However, when work on the evaluation started in November 2004, it appeared that the activities planned in Ghana were not properly being implemented, due to a serious fraud organized by the IOM Field Programme Manager. An investigation was conducted by the Office of the Inspector General and a detailed internal report drew attention to weaknesses that had allowed fraud. The donor was accordingly informed and corrective measures taken. The evaluation will therefore not dwell on this management failure and will only highlight key issues, where appropriate. The evaluation exercise was also delayed, to allow time to measure the fraud's impact on the project's outcome and pending the results of the investigation.

Finally, *MIDA Italy* is a pilot project and the evaluation's focus should not only be on the results achieved, but also on the content of the discussions, debates, research and conferences held during the project's life. Identified weaknesses and consequent amendments may be used as positive elements for learning lessons on the project's implementation and MIDA strategy. They also require specific attention, for avoidance in future programmes: this is particularly important, due to the newness of the MIDA approach and the low number of projects implemented since 2001.

Section 2 of this report details the *MIDA Italy* components and how they have been implemented. Section 3 analyses the relevance of the strategy for the MIDA approach, the Italian Government's cooperation objectives, potential contributions from the private sector, needs and development strategies of the selected countries and diaspora expectations. It also examines the relevance of the countries, target groups and individuals selected, including a gender perspective. Section 4 analyses effectiveness in reaching the objectives and implementing the various components of the project, including the

⁶ See Annex 1

⁷ See Annex 2

collaborative effort as identified in the general MIDA concept and overall management by IOM Rome. A brief assessment of the impact on the development of the countries and of sustainability is given. Section 5 gives general recommendations for the implementation of similar projects in other countries and regions.

2. THE MAIN COMPONENTS OF *MIDA ITALY*

The *MIDA Italy* project document was drafted based on preliminary studies conducted in Ghana, Ethiopia, Senegal and Italy between January and March 2003, (financed by the *MIDA General* programme), and internal IOM meetings and material available from other sources.⁸ These will not be discussed in the present evaluation.

This Section presents the main components of the *MIDA Italy* project under three headings:

- Research, Database and Promotional Activities;
- Institutional Agreements and Main Partners;
- Investing in Development.

A detailed analysis of the implementation of the components is made under Sections 3 and 4.

2.1 Research, Database and Promotional Activities

Considerable work has been completed under this component, which may be viewed as the preparatory and identification phase of the project. Most activities were conducted in Italy, to clarify the situation of the African nationals residing there and their readiness to contribute to the development of their countries of origin. Three research studies and three databases deserve mention; promotional material was produced and workshops, seminars and conferences were organized.⁹

The research was intended to assist IOM to design a strategy for mobilizing and channelling human and financial resources from the diaspora to the development of their countries. CeSPI,¹⁰ a specialized centre in international development studies, was contracted to conduct the two main research studies: *Decentralized Cooperation and African Diasporas for Development*¹¹ and *Remittances, Investments and Small Enterprises for African Development*.¹² Various African countries were selected as case studies. The first research study focused on the potential role of migrants in development and cooperation initiatives; the second examined banking and saving systems available for channelling remittances and investments. Recommendations for improvements and new channels to explore were proposed. CeSPI also prepared a third short paper, *Transnational Migration and Translocal Development*, focusing on transnational links among migrant communities and decentralized cooperation and development.

⁸ The sources include Caritas, *Fondazione Corazzini*, *Confederazione Nazionale dell'Artigianato e della Piccola e Media Impresa*, CeSPI, Ministry of the Interior and *Consigli Territoriali per l'Immigrazione*.

⁹ See Annex 4 on main preparatory activities.

¹⁰ *Centro Studi di Politica Internazionale*

¹¹ The concept of 'decentralized cooperation' has been promoted by the European Union since 2000 and can be briefly defined as follows: the implementation of development cooperation initiatives by local or decentralized authorities and with the support of civil society in the territory concerned, with similar administrative entities in the countries in development, promoting the participation of civil society for the sustainable development of their territory. CeSPI's study considers that decentralized cooperation can easily integrate migrants and diaspora as actors in civil society.

¹² The reports are in Italian and the titles are a translation from the Italian – for the exact titles see Annex 2.

The first database contains details of African communities and associations in Italy and is regularly updated. Today, it holds records of more than 500 associations (registered and informal) and groups of individuals, originating from nearly 30 sub-Saharan countries and living throughout Italy. Built with the support of the Italian Government, Regional authorities, migrants' associations and other NGOs working with immigrants in Italy, the database was used for establishing contact with African nationals for the promotion of *MIDA Italy* and will continue to be used as a source of information under the second phase of the project, currently being finalized with the Italian Ministry for Foreign Affairs.

The second database is more selective, originating from the idea of creating a '*MIDA Italy Club*' and thus registering only those immigrants ready to promote the MIDA concept; IOM Rome intends to continue its use during the project's second phase. The data does not include immigrants who submitted investment projects, for whom a specific database was established.

The third database records the investment projects submitted by the African diaspora under the MIDA project. It was created following a series of workshops and conferences and through information campaigns, which called for project proposals. A more detailed appreciation of the database content is made under Section 4 of this report.

A communication strategy and various promotional activities were discussed during IOM's internal preparatory meetings organized at the launch of the *MIDA Italy* project. In order to increase their effectiveness, discussions also took place with African embassies, associations and individual focus groups selected from the African diaspora in Italy. IOM Rome also met four Mayors of African cities in May 2003, to discuss promotion of MIDA in the countries of origin. Promotional activities in the form of information campaigns, workshops and conferences were implemented throughout the duration of the project.

An information campaign action plan was designed at project inception and leaflets, posters and CDs in English, French and Italian were developed and produced with the assistance of graphic designers. Press releases were sent to various media and NGOs, African associations, local authorities and the *MIDA Italy Club* were selected as partners for dissemination of the information. Four regional workshops were organized in September and October 2003 in Turin, Prato, Modena and Milan. IOM also used events and conferences to promote the project, for instance the *Conference on Economic Co-operation and Fight against Poverty in Africa* in Turin, the *Festa d'Africa* in Rome and the *Conference on Decentralized Cooperation and Immigrants' Associations* in Florence. A final Conference was organized in June 2004 to present the overall outcome of the project. More than 120 participants from African and European embassies, the Italian Ministry for Foreign Affairs, Italian regional, provincial and municipal authorities, African associations, NGOs, entrepreneurs, trade unions and financial institutions attended the event.

2.2 Institutional Agreements and Main Partners

Due to the numerous contacts established, mainly in Italy, and the interest shown by the African diaspora during the preparatory phase, a limited number of countries and partner associations had to be selected for the development or deployment phase, focusing on the diaspora's contribution to development activities. Based on research conducted on the African population in Italy, the number of registered associations and projects, discussions

with the donor and previous field visits to Senegal, Ghana and Ethiopia organized under *MIDA General*, Ethiopia and Ghana were finally selected as pilot countries.

Three main objectives were targeted under the phase:

- Identifying and mobilizing skills, financial and other resources of the diaspora towards the socio-economic development of its country of origin;
- Identifying priority sectors of the economy in the country of origin and potential partners;
- Effective transfer of skills and financial resources from the diaspora.

As noted in the Libreville Workshop recommendations, '*ownership of the MIDA programme rests with African countries themselves*' and '*each country should [...] launch the necessary procedures to enable the successful implementation of the programme at country level*'.¹³

In that perspective and to meet the phase's objectives, IOM Rome held formal discussions with the Ghanaian and Ethiopian Governments to identify key partners and sectors, and proposed that a Memorandum of Understanding be signed. The Government of Ghana identified a main partner for the implementation of development projects, the Ghana Investment Promotion Centre (GIPC), with whom a formal agreement was expected to be signed. Signature was delayed and GIPC encountered difficulties in effective collaboration with IOM. The Ethiopian Government was favourable towards signing an MOU during preparatory discussions, but for administrative reasons did not do so. No partners were formally identified. These problems and their impact on the implementation of development initiatives are examined under Sections 3 and 4.

In Italy, in addition to the agreement signed with the Ministry for Foreign Affairs for pilot project implementation, a further agreement was signed with the Municipality of Modena for the implementation of a development project in Ghana, in line with the decentralized cooperation concept. The agreement also allows for the participation of a private enterprise and a Ghanaian association from the region.

No other institutional agreements were signed for the promotion and implementation of MIDA development projects and no other partners identified, even among the African diaspora in Italy, apart from the six development projects presented below.

2.3 Investing in Development

The third main component of *MIDA Italy* relates to the capacity and willingness of the African diaspora to invest effectively in its countries of origin. For both countries selected, all the options of investment highlighted in the MIDA General concept were explored, including financial investments, skills transfers and virtual, temporary and permanent returns. The information campaign organized in Italy included a specific question on the African diaspora's willingness to return as part of the submission of investment projects to be implemented in countries of origin. The results achieved in both countries selected are quite divergent.

¹³ See Section 1 for additional information on the Libreville Workshop.

No project for financial capital transfer¹⁴ and related investment proposals was received from Ethiopians living in Italy, while the Ghanaian diaspora submitted 71 project proposals, representing 70 per cent of the total of projects received. No investment initiative was therefore implemented in Ethiopia and five projects were selected for implementation in Ghana, in addition to which, cooperation with the Municipality of Modena also promoted financial investment in Ghana. IOM did not conduct additional initiatives for attracting investment projects in Ethiopia, due to problems related to non-signature of the agreement.

Information on human capital and skills transfers was collected through the databases, e.g. a migrant proposing an investment project had to specify if he/she was planning to return 'virtually', temporarily or permanently; also, the questionnaire on the Ethiopian web site included a question on return. However, no concrete action was implemented in terms of skills transfers, returns or 'circular migration' (brain drain – brain gain), contrary to the project document's initial intention.

The 'social capital', which represents the relationship that might be established between the migrant's community, the population of the region of residence and the community of the region of origin, was not promoted, as the concept still lacked concrete references and experiments. Some exploratory steps were made, mainly through the pilot experiment with the Municipality of Modena; the migrant acting as the bridge between the two communities in implementation of development activities.

It must be stressed that one of the key objectives of the MIDA approach is to promote the African diaspora's investment in the development of its countries of origin. The few results achieved or otherwise through the *MIDA Italy* pilot project are important, as they give IOM an opportunity to refine its activity at that level. Apart from *MIDA Great Lakes*, which actively promotes the virtual, temporary or permanent transfer of skills, no other MIDA projects have concretely met such objectives, most being directed towards research and preparatory work.

¹⁴ A distinction was made in the research studies conducted by CeSPI between 'human capital', 'financial capital' and 'social capital' that will be used here for differentiating the investments and transfers.

3. RELEVANCE OF *MIDA ITALY*

This Section examines the relevance of the *MIDA Italy* strategy from various perspectives, including the MIDA global approach, the Italian Government's cooperation objectives, contributions from the private sector and the needs and development strategies of the selected countries. It also examines the relevance of the countries and target groups and individuals selected, including a gender perspective.

3.1 Relevance of the *MIDA Italy* Strategy

The overall strategy adopted by IOM Rome for project implementation, as presented in Section 2 above, follows the MIDA global approach described in various IOM papers and consists of four major steps:

- Analysis of the situation of the African diaspora and development of databases including skills, financial resources, availability, diaspora networks, etc.;
- Analysis of the economic sectors meriting major attention in the country of origin, in terms of development needs and opportunities, including an analysis of the relevant government policies;
- Information campaigns for the promotion of the MIDA initiative, both in the country of origin and the country of residence, including establishment of networks, potential partnership and institutional agreements;
- Implementation of development and/or capacity building schemes, initiated by the diaspora, including investment projects, skills transfers, returns and use of remittances.

However, the strategy adopted failed to implement some basic requirements of the five Libreville Workshop recommendations,¹⁵ e.g. the recommendation that both governments and the private sector show commitment to the successful implementation of the MIDA programme and play a pivotal role in formulating national policies to use the skills and other resources of Africans in the diaspora was not fully met; no joint initiatives with the private sector in Ghana and Ethiopia materialized. In terms of development policies and MIDA contribution, IOM Rome focused on the economic sectors meriting attention in implementing activities,¹⁶ but the Governments were not pro-active in defining priorities or encouraging investment through the MIDA project.

Past initiatives, both in Ethiopia and Ghana, for encouraging diaspora investment, did not operate under the MIDA concept, nor under IOM leadership, as suggested by the Resolution adopted at the OAU Heads of State Summit in Lusaka.¹⁷ During the preparatory phase, representatives of both governments confirmed their political will to support the IOM MIDA project and its implementation, but this was not translated into effective support in the field.

¹⁵ See Section 1.

¹⁶ For example, the production of cassava in Ghana in line with a presidential decree encouraging and promoting it.

¹⁷ For instance, a *Homecoming Summit for Ghanaians Living Abroad on the Way Forward* was organized in Ghana in July 2001. Key tasks of the Ghanaian Investment Promotion Centre, IOM's official partner, are to follow up the summit recommendations and promote investments from the Ghanaian diaspora. In Ethiopia, an official Proclamation was published in 2002 recognizing the Ethiopian diaspora's potential contribution.

The difficulties encountered in signing the MOU in Ghana and the absence of a MOU in Ethiopia are signs of weak governmental commitment, affecting *MIDA Italy* implementation in the countries of origin. The governments were not sufficiently proactive in implementing the recommendation that countries identify sources of finance and launch the necessary procedures to enable successful programme implementation.

Equally, the *MIDA Italy* implementation did not appear to follow the recommendations that MIDA programme ownership rest with African countries: on the contrary, ownership appears to be with the Italian Government, in its support of IOM in organizing the investment of the African nationals living on its territory in the development of their countries of origin. In addition, the MIDA approach accords with the new concept of decentralized cooperation promoted by Italian central government and the migrants' potential role in such cooperation.

IOM held discussions with the Italian Government, to examine ways of working more closely with other schemes Italy was promoting in Ghana and Ethiopia, although without tangible results. IOM Rome is, however, discussing a second phase of the project and strategy, to benefit from current Italian Government cooperation projects and to implement stronger synergies, for instance in the field of micro-credits. Although collaboration with the private sector for investment opportunities did not materialize in the countries of origin, the financial participation of a private company in the initiative promoted by Modena Municipality is encouraging.

The Lusaka Summit Resolution also stressed the role of the return of qualified nationals (RQN) for the development of their countries of origin. However, RQN relates more closely to the project's objectives than to the strategic requirements discussed above. *MIDA Italy* was only intended to set up relevant databases and not necessarily to implement a Return of Qualified Nationals component.

Conclusion

The Italian central government and regional and local authorities showed enthusiasm for and commitment to promoting the MIDA concept and the MIDA Italy project; the work at that level deserves recognition. However, and contrary to the recommendations adopted by the African countries during the Libreville Workshop and the Lusaka Summit, commitment and ownership by the countries of origin remain very weak. The support shown through political declarations was not translated into effective implementation.

Recommendation

As an extension of *MIDA Italy* is under discussion at the time of writing this report, IOM should work closely with the governments of the countries selected, to solicit their commitment and support for project implementation - key elements of the Resolution adopted by the African Heads of State during the Lusaka Summit and of the Recommendations adopted at the Libreville Workshop.

3.2 Relevance of Selected Countries and Target Groups

The countries were selected based on several factors and criteria analysed during the preparatory phase, mainly through field visits and research. Senegal, Ghana and Ethiopia were short-listed. Senegal has the greatest number of migrants living in Italy, an estimated 34,811 in 2001, followed by Nigeria with 17,971 and Ghana with 17,832. Although Ethiopian nationals are only in eighth position with 4,629, these were among the first sub-Saharan African nationals to migrate to Italy in the 1970s.¹⁸ Other criteria were the interest shown by the African Governments targeted, the donor's interest in the country pre-selected, the active presence of IOM offices and geographical balance.

Ghanaian nationals submitted 70 per cent of the project proposals, providing a solid basis for pilot investment activities. In addition, many projects proposed investing in agriculture and food processing, sectors strongly encouraged by the Government's economic policy. Finally, the Ghanaian Government's previous efforts to promote diaspora investment created a positive framework for implementation, for instance the organization of the *Homecoming Summit for Ghanaians Living Abroad on the Way Forward* in 2001.

In Ethiopia, apart from interest shown by the Italian Government in conducting development activities in the country, the General Directorate of Ethiopian Expatriate Affairs of the Ministry for Foreign Affairs, created in 2002, was proposed by the Ethiopian Government as a potential beneficiary of pilot activities, mainly capacity building. IOM planned to promote the interests of the Ethiopian diaspora and its investments in the country through the General Directorate's support.

Senegal was excluded, as it was not practical to conduct pilot activities in three countries with the budget available and Senegal was already benefiting from diaspora projects: one is funded by the Italian Government to assist the reintegration of migrants willing to return and another is the UNDP TOKTEN programme.¹⁹ Due to the weak support from the Government of Ethiopia during the *MIDA Italy* pilot phase and the low level of interest from Ethiopian expatriates in Italy, Senegal has been selected as a target country in the extension currently under discussion.

IOM Rome tried to involve both individuals and associations as target groups for the MIDA project promotion, as the initial intention was to create the maximum of contacts and networking among the African diaspora and to have a broad picture of its interest in MIDA. There were no predetermined target groups to be focused upon. One of the main questions that the *MIDA Italy* pilot project was intended to answer was whether the diaspora could be an effective agent in the development of its country of origin. The answer is analysed under Section 4, as it relates more closely to the effectiveness than to the relevance of the target group.

Selection criteria were established for the investment projects, as IOM Rome received more than 100 proposals and only a small number could be funded by MIDA. The criteria included the legal and work status of the migrant, Ghanaian association membership, MIDA

¹⁸ See CeSPI, *Migranti e Cooperazione Decentrata Italiana per lo Sviluppo Africano*, p 8.

¹⁹ *Transfer of Knowledge through Expatriate Nationals*, the main objective being to organize the temporary return of highly qualified nationals, often as consultants.

priority sectors, the participant's contribution and financial commitments, and development considerations. A revolving fund facility was initially planned; however, due to time constraints and the low level of funds available for development activities, IOM Rome finally decided to fund five initiatives in Ghana through non-reimbursable grants of around EUR 25,000 each.

MIDA Italy did not focus on a gender perspective during project implementation, nor when drafting the project document. All investment projects selected involved only men and the database does not include a distribution by gender. However, the CeSPI studies note that 40 per cent of the Ghanaian nationals migrating to Italy in 2003 were women, even if these studies also state that most of the women migrated under the family reunification policy.

The studies also state that for the Nigerian population, which is the second in terms of size, the majority of migrants are women, many of them victims of trafficking and criminal networks, often illiterate and having illegal status. If it may be argued that IOM could play a better role in that field through Counter-trafficking activities, the fact remains that IOM Rome could have paid more attention to the gender dimension and the contribution of the diaspora's women. Out of a total of 251 respondents to the Ethiopian web site questionnaire, 16 per cent were women. Further analysis and stronger focus could have been useful.

Conclusion

The selection processes for the implementation countries and the target group were thorough and can be considered as relevant to MIDA Italy's objectives. The major problem lies in the absence of a gender dimension in the project document and implementation.

Recommendation

If there is a project extension, the gender dimension should be better integrated, in order to have a more informed analysis of the contribution possible from the diaspora's women to the development of their country of origin. The analysis may be made both in terms of economic development ('financial capital' transfer) and also of social development ('social capital' transfer).

4. PROJECT PERFORMANCE

Evaluation of the project's performance consists mainly of an analysis of its effectiveness in reaching its objectives and implementing its components, including the collaborative effort identified in the general MIDA concept and IOM Rome's management. An assessment of the impact on the countries' development and the initiative's sustainability is briefly covered.

4.1 Effectiveness of Preparatory Phase

The preparatory phase consisted of three main components: conducting research, compiling databases and holding promotional events. IOM Rome undertook a great number of activities in order to assess the African diaspora's situation in Italy and potential contribution to the development of its countries of origin in more detail.

The research conducted is of good quality and contains useful elements for implementing migration and development initiatives: for example, the detailed presentation of decentralized cooperation and which region in Italy could be pro-active in developing joint ventures with the African diaspora, based on migrant profiles. Research also confirmed that the migrants often start working for low agricultural wages in the South of Italy and then move to the more industrialized regions of the North, benefiting from contacts established with networks of migrants who have been living in the country for many years. There is useful information on the human, financial and social capital that the migrants may invest. The research notes that illegal migrants are less inclined to think about the development of their country of origin than giving priority to personal survival. As soon as regularized and 'stabilized', they can consider examining investment options, however taking into account that their first interest remains directed towards improving the life of relatives in the country of origin.

The research also covers the topic of remittances, currently attracting much attention from various organizations and governments. The studies draw a clear picture of the Italian banking systems and possible improvements, both in terms of flow of remittances and savings for migrants. They also examine investment opportunities, especially in small-scale enterprises, but from the migrants' perspective, based on two case studies in Senegal and Ethiopia. The research studies were not only for IOM use, being broadly publicized. The CeSPI team that conducted them also collected information not necessarily reported in the papers, but that was useful for the MIDA project, e.g. almost 30 banks interviewed during the research on remittances were asking how they could work more closely with IOM and the MIDA project.

The database grouping diaspora associations, NGOs and entities dealing with migrant issues, was useful for organizing the events staged under *MIDA Italy*. Using the database during an extension phase would guarantee updated data that could still be effective in promoting activities related to the African diaspora in Italy. The *MIDA Italy* Club database was less useful than the main database; however, it was interesting to gauge the interest of members of the African diaspora in joining such a club. Finally, the investment projects database was very useful for determining which concrete projects would be implemented, by whom and where.

Several approaches were selected for the promotional events used to raise awareness among the African diaspora of MIDA and its main components. The information material was concise and well designed and multiple channels of dissemination were used, including the African embassies,²⁰ African associations in Italy, Italian local authorities and NGOs, international organisations, trade unions, public conferences, IOM's web site and local and national media. The Italian central authorities and CeSPI assisted IOM in promoting the project. CeSPI contribution was effective, due to the knowledge the Centre had accumulated through research.

Analysed quantitatively, the MIDA concept promotion was very effective: a broad range of the population and many institutions, which could have been active in the field, were contacted through information campaigns and invitations to the numerous events. Equally, documents produced as information material and background papers met professional standards and were of good quality.

It has not been possible to make a detailed survey of the impact of the promotional events during the evaluation; however, the interviews with two African embassies, local authorities in Modena, the Ghanaian Association and participants, the private company in Modena, CeSPI, the Italian Ministry, the CNA²¹ and IOM staff confirmed the effective promotion of MIDA and its activities. At the final conference, a representative of the Italian Government had already declared the Ministry for Foreign Affairs' interest in continuing its support to *MIDA Italy*.

The project's main weakness lies in the low level of promotional activities in the target countries, Ghana and Ethiopia. A similar problem was found with government support,²² which did not uphold the Libreville Workshop recommendations or the Lusaka Summit Resolution. Poor knowledge of and support for the MIDA concept in the countries of origin do not facilitate the transfer of skills and resources from the African diaspora, nor promote the dialogue between them. The problem is, however, addressed in the extension phase now under discussion for implementation in Senegal and Ghana.

Concerning sustainability of the promotional activities and their follow-up, the Italian Government is expected to continue playing an active role through its commitment to extend *MIDA Italy*; there is also continued interest among the Senegalese and Ghanaian diasporas in Italy. However, no major follow-up activities are planned with other African diasporas, countries or NGOs that might show interest in MIDA. IOM Rome and the Italian Government should explore ways of maintaining the great interest shown all round the country during the pilot phase, e.g. organizing events presenting the results achieved in terms of investment activities in Ghana and Senegal.

Conclusion

The promotional activities in Italy were efficient and reached a broad population with a potential interest in MIDA. The main weakness lies in the quasi-absence of promotional activities in the

²⁰ As an indication of the numerous contacts established, 16 African embassies were contacted and 11 meetings organized. Almost 50 African associations participated in the four workshops.

²¹ *Confederazione Nazionale dell' Artigianato e della Piccola e Media Impresa*.

²² See Section 3.

targeted countries. The sustainability of the MIDA promotion may be guaranteed through the planned extension, especially for the Ghanaian and Senegalese diasporas; without an extension, sustainability is not guaranteed.

Recommendation

If the extension phase for Ghana and Senegal is approved, IOM Rome and the Italian Government should explore opportunities, either during the life of the project or at its end, to organize events and conferences extending beyond the Senegalese and Ghanaian diasporas, as planned in the project extension proposals. A broader population should be targeted, as was the case for the final conference of the pilot phase. IOM and the Italian Government could invite other EU countries, with a view to promoting MIDA in the EU.

4.2 Effectiveness in Skills Transfer and Development Investment

The deployment phase consisted of activities implemented in Ghana and Ethiopia. Difficulties were encountered for implementing the planned activities in both countries; however, *MIDA Italy* being a pilot project, useful lessons can be learnt for possible extension of the project and other similar initiatives.

4.2.1 Ghana

Of the six investment projects selected for Ghana, five were implemented with Ghanaian nationals and a *MIDA Italy* financial contribution, and one through decentralized cooperation with the Municipality of Modena, a private company, *MIDA Italy* funds and a Ghanaian association. The five investment projects suffered from the fraud that delayed their full implementation and adversely affected the level of investment and capacity building activities. An investigation report provides details of the fraud and those responsible; this evaluation will not elaborate on the subject. Corrective measures have been implemented and the projects are continuing.

Some general observations, unconnected with the fraud, can be made: the first is that the projects are being implemented in isolation. IOM Rome initially thought that MIDA could generate interest and support from the Ghanaian Investment Promotion Centre, especially as the projects accorded with a presidential decree for the promotion of cassava production and treatment. However, the GIPC's main objective is not to assist small-scale investments, as confirmed during the field visit, as it focuses on medium- to large-scale investments. The Ministry of Agriculture did not participate either, even if it could have contributed technical assistance.

While it can be said that the projects contributed to the development of agricultural initiatives in some regions and provided work for several villagers, the projects were not integrated into development plans and did not benefit from synergies with other development activities and partners. Long-term development and investment is not guaranteed, as confirmed by the Field Project Manager's recent visit to the smallholdings. Investment returns in agricultural projects can also be unpredictable, as benefits are not immediate and external factors, such as drought, may oblige additional investment. The Field Project Manager also confirmed that the

beneficiaries did not cooperate with other projects or initiatives, e.g. in food processing.²³

The second observation relates to skills transfers: one main purpose of the MIDA approach is to use African nationals' skills acquired abroad to train people in their country of origin, e.g. through virtual or temporary transfers. However, and as confirmed during the interviews, none of the beneficiaries had agricultural or tropical fruit import/export expertise. IOM Rome and IOM Accra had to find people in Ghana with experience in agriculture, to compensate for the absence of skills among the migrants. Both IOM Offices also discussed training opportunities for small business management, but implementation with the Empretec training company was delayed, due to the fraud. In summary, no skills transfer from the diaspora itself took place.

The third observation, which deserves the greatest attention, concerns the level of financial investment from the African diaspora, which provides a clear picture of the use of remittances and the diaspora's contribution. The level of investment from the Ghanaian nationals is low, a high percentage of the funds for the investment projects coming from *MIDA Italy*. The contribution from the Ghanaians in Italy ranges between 6 and 14 per cent of the total.²⁴ In examining the 100 project proposals submitted, the following data may be extracted:

- 48.5 per cent of projects with no investment from the migrant (total budget requested from MIDA), among which 9.9 per cent agreed to a permanent transfer and 38.6 per cent for a contribution through temporary or virtual returns;
- 14 per cent of the 100 projects between zero and 5 per cent contribution to the total budget, with only virtual or temporary returns proposed;
- 14.8 per cent between six and ten per cent, with two per cent of permanent returns;
- 13.8 per cent between ten and 20 per cent, with two per cent of permanent returns;
- 8.9 per cent over 20 per cent with two per cent of permanent returns.

In summary, more than 75 per cent of the projects propose an investment from the diaspora between zero and ten per cent of the total budget, the balance being expected from other sources. While the Ghanaian diaspora is interested in financing development activities in its country of origin, a large percentage of the migrants do not have the financial means to do so without external financial support. The CeSPI research also notes such financial constraints. During the interview with CeSPI research team, they confirmed that some basic conditions are required before investing in development projects: legal status in the country of residence, including family reunification, a decent standard of living conducive to savings, trust in the

²³ Due to the delays in disbursements following the fraud, which prevented planting during the cassava season, the smallholders planted maize in some fields, instead of cassava, as had been initially planned. No contacts were established with companies for transportation or processing of the harvest.

²⁴ Following the fraud and reduction of MIDA's final contribution, the percentage increased to between 15 and 25 per cent.

Government of the country of origin, good economic conditions and the possibility of regular travel. This lack of available investment funds is also supported by the fact that 44 per cent of the 100 projects proposed were under EUR 50,000, 20 per cent between EUR 50,000 and EUR 100,000 and only 9 per cent had a budget over EUR 500,000 (their viability was, however, not checked).

The difficulty of many Ghanaians living abroad in investing in development projects is also confirmed by the Modena initiative. In discussions, members of the Ghanaian Association stated that they had not yet concluded an agreement on a contribution that could be made to the budget in addition to the funds allocated by the Municipality of Modena, the private company and *MIDA Italy*.²⁵ As the Association has at least 200 members in the Modena region, EUR 100 per member would result in a total contribution of EUR 20,000, but the members explained that many of them already had difficulty in transferring this small amount to their families in Ghana each month and were reluctant to start investing in such a project without immediate benefits, which is understandable. What is worth learning from the pilot project is that Ghanaian Nationals living in Italy acted more as links between entities in Italy (IOM, the regional authorities and the private company) and potential managers in Ghana. The term 'partners' is not appropriate, as these persons did not participate with financial contributions.

A distinction should therefore be made when discussing the diaspora's contribution. As this report notes, GIPC deals mainly with large investments from the rich Ghanaians of the diaspora, while the great majority of migrants have insufficient means to invest in development projects, even if they might play a role, as shown in the Municipality of Modena's project. A research paper soon to be published by IOM provides a very useful set of distinctions and categories that will be crucial in shaping dialogue on the diaspora and development of the country of origin.²⁶

The most interesting development initiative is certainly the decentralized cooperation project, even if MIDA's basic aim of the diaspora's contribution was not met. The presence of the Ghanaian nationals living in the Modena region was, however, the factor that led to implementation of the project, since in the spirit of decentralized cooperation, the Municipality decided to work on a project in Ghana with the Ghanaian Association, mainly in recognition of their economic contribution to the region through their work.²⁷

It was also intended to highlight the Ghanaian diaspora's capacity for integration in the region by its working closely with local authorities and a private company, and to demonstrate that it could still play a role in the development of the country of origin. The project consists of importing tropical fruits from Ghana to Italy through a Modena private enterprise cooperative and a company to be created in Accra with the migrants' support. The project is in its preparatory phase and importation should start during 2005. It is important to underline that the Italian cooperative will provide

²⁵ It should be noted that this was not a pre-condition for project implementation.

²⁶ IOM draft research: *Engaging diaspora as Development Partners, for Home and Destination Countries – a Policy Roadmap*, see Annex 5, Table of Contents.

²⁷ Agreement between IOM, the Municipality of Modena and the Ghanaian Association.

technical expertise for the project's management, which is a necessary condition for success in such a complex import/export market.

4.2.2 Ethiopia

During the assessment phase of *MIDA Italy*, both Ethiopian Government entities and diaspora showed interest in working with IOM: the Government specifically requested IOM to open a web site to facilitate investments. This interest did not develop further; however, IOM Rome decided to implement some activities and a web site, including various links with other sites and general information on the investment opportunities, which was finalized without the Ethiopian Government's participation. The site also contained a questionnaire, in order to build a database on the Ethiopian diaspora from the responses. IOM received a large number of responses but it has not been possible to use them to any great extent. Due to the Government's lack of interest, it is uncertain whether the web site will be transferred and regularly updated. At the time of writing this report, IOM Addis Ababa is trying to keep it running.

Implementation of activities in Ethiopia faced two major problems: the lack of support from the Government and the Ethiopian diaspora's reluctance to invest in their country of origin, because of their lack of trust in the Ethiopian Government. The evaluation report will not elaborate further on the subject, as it has already been shown that, apart from the necessary interest of the diaspora, institutional commitment is important for successful implementation.²⁸

Only a small contradiction will be brought to the attention of IOM Rome. As noted in the Lusaka Resolution, the brain drain is a serious problem and the African governments requested IOM to contribute to its diminution or reversal. In building the web site, IOM included a link with another site promoting vacancy notices throughout Africa: *FindaJobinAfrica.com*. This might encourage brain drain, especially from poor African countries to the richest, such as Nigeria or South Africa. The site also advertised other activities promoting Ethiopian diaspora investment, in which IOM was not involved.

Conclusion

Three major conclusions are drawn here: firstly, and in addition to the establishment of formal agreements, integration of MIDA Italy into the country's development strategy and collaboration with other development programmes are important factors for success. MIDA projects should not work in isolation but instead should use existing projects promoting, for instance, micro-credit schemes. Secondly, the definition of the link between diaspora and development should be better defined at project inception, reducing the risks of overestimating possible investment. Thirdly, the decentralized cooperation concept merits further exploration, both in terms of integrating the migrant population and involving the diaspora as an agent for development. The project proposals submitted to the Italian Government for the pilot phase extension already take into account these conclusions and therefore it is unnecessary to make a recommendation. IOM Rome should not underestimate the importance of these three factors during implementation.

²⁸ Ethiopia has not been selected for an extension phase, being replaced by Senegal.

4.3 Overall Management by IOM Rome

IOM Rome has completed an extensive amount of project work, especially for the preparatory phase. However during investment project implementation in Ghana, IOM Accra identified management problems that had led to fraud. The IOM internal investigation report extensively analysed both fraud and management problems; only some major lessons will be recalled here.

First, the MIDA approach requires the involvement of IOM Missions both in the countries of origin and residence. It is important to split resources accordingly, depending on the level of activities. In the case of the pilot phase, most of the resources were allocated to IOM Rome.²⁹ If several regions in Italy show great interest in future decentralized cooperation and collaboration with the MIDA extension phase, IOM Rome would have to meet all such requests, both in Italy and the countries of origin; the same would apply if cooperation activities with Senegal³⁰ or Ghana were higher than expected.

Second, project ownership does not rest entirely with IOM Rome. Although the Mission developed the initial project documents for the extension phase, the IOM offices in Africa should actively contribute to project implementation, receiving adequate funding to do so. This local office involvement is especially important in reinforcing relationships with the governments of the countries of origin, including the MIDA project in development schemes and implementing activities effectively.

Finally, the project's main objective should be borne in mind throughout implementation. The large amount of funds made available during the pilot phase for implementing the agricultural projects in Ghana, whatever the level of the migrants' investment, diluted MIDA's main objective of the diaspora contributing to development of its country of origin. This also applies to the creation of the Ethiopian web site, intended to be a tool for promoting investment and not an objective in itself; in reality, its development ceased at an early stage and it did not increase knowledge of the Ethiopian diaspora's potential for investing in development activities.

Recommendation

IOM Rome should retain responsibility for overall project management, should there be an extension, but should also consider the needs of IOM's offices in the countries of origin. A detailed analysis of staffing and financial requirements should be made at the beginning of the project, in accordance with the action plan, together with monitoring and reporting requirements between all missions involved. All Chiefs of Missions concerned should formally agree on what is expected from each in terms of management, to avoid the problems encountered in Ghana during the pilot phase.

²⁹ According to the expenditure report at the official closure of the project (excluding costs related to the need to extend activities following the fraud), staff costs were allocated as follows: 75 per cent IOM Rome, 20 per cent IOM Addis Ababa and 5 per cent Accra. Office costs were: 63 per cent IOM Rome, 19 per cent Addis Ababa and 18 per cent Accra.

³⁰ Senegal has been selected for the MIDA extension phase.

5. SOME LESSONS LEARNT FOR APPLICATION TO MIDA

This Section presents a series of general recommendations and lessons learnt that may be applied to the MIDA concept and management, based on the evaluation of the *MIDA Italy* pilot project. The evaluation of *MIDA Great Lakes* will be used as a reference, to complement the analysis. No other evaluation is available and, as mentioned in Section 1, only a few projects have been implemented to date.

5.1 MIDA Ownership

The four-step approach presented under Section 3.1, including analysis of the African diaspora in a given country, analysis of economic sectors meriting attention, implementation of promotional activities and development initiatives, remains a valid MIDA strategy. However, IOM should address the issues of MIDA ownership by the African countries, promotion of the approach by ministries,³¹ integration into development plans and collaboration with the private sector, as agreed through the Resolution of African Heads of State and the Libreville Workshop. Lack of interest is evident not only in the case of *MIDA Italy* but also in *MIDA Great Lakes*. Support from the three countries selected, Rwanda, Burundi and the Democratic Republic of Congo, was weak. Ownership and interest seemed to rest more with the diasporas' countries of residence, in this case Belgium and Italy, the donors.

By the same token, the investment projects funded or supported by MIDA should not be stand-alone but instead integrated into a global development policy and, more importantly, create business networking opportunities. IOM MIDA should not support such individual initiatives financially, their success remaining ambiguous in terms of development. Also, the migrants are to a certain extent already privileged and, in accordance with MIDA's initial objective, should not be the beneficiaries, but rather the investors.

5.2 Promotion of MIDA and Practical Experiments

As emphasized in the introduction to this report and as also noted in the case of the *MIDA Italy*, the MIDA general concept continues to be widely publicized and benefits from numerous promotional activities. Even if not always mentioned specifically, its main objective of contributing to development through circular migration remains relevant. Many debates still refer to the brain drain and the role migrants may play through skills transfers, permanent returns and remittances, a recent example being the Resolution adopted by the World Health Organization urging its Member States to develop strategies to mitigate the adverse effects of migration of health workers.³² A project was recently developed in Ghana in line with the Resolution, *A Brain Gain Initiative for the Health Sector in Ghana involving Ghanaians from the Netherlands and other European Countries*.

However, few projects have been funded since the launch of the concept in 2001 and many of them through IOM funds (the 1035 Facility). Four donors, Belgium, Italy, the Netherlands and UK, agreed to fund MIDA projects. Most of the projects funded, including

³¹ May include the Ministry for Foreign Affairs, the Ministry of Planning, the Ministry of Finance and technical ministries such as Trade, Agriculture and Health.

³² World Health Organization, *Health systems, including primary health care - International migration of health personnel: a challenge for health systems in developing countries*, A57/A/Conf.Paper No. 1 Rev.2, May 2004.

by the 1035 Facility, were mainly directed towards research and analysis of the diaspora's situation. Practical experiments in skills transfers and investments were made only through the two pilot projects funded externally and with a budget exceeding USD 100,000: *MIDA Italy* and *MIDA Great Lakes*. IOM Headquarters should investigate the low level of donor interest more thoroughly, especially since the concept is widely accepted. Effective ownership and stronger support from the African countries would certainly also have created interest from the donor community for the 30 project proposals developed by IOM since 2001.

Other basic conditions also need to be fulfilled for successful implementation: stability of migrants' status in their country of residence, at least minimum acceptable living standards for the family in the country of origin, economic and political stability in the country of origin, a low level of corruption and migrants' trust in their country of origin's government.

5.3 MIDA: A Broad Concept

As mentioned under (5.2), several MIDA projects were directed towards research and analysis, in line with overall MIDA strategy. The project documents for the two projects attempting to move from the theory to practice in diaspora investment were not specific in how to achieve this, whether through skills transfers or development investment. However, *MIDA Italy* implemented only investment projects and the *MIDA Great Lakes-Phase 1* focused on skills transfers. At this point, the question of the relevance of covering all the MIDA components in a single project is raised.

If a programme approach is used, with the full endorsement of the government of the country of origin, full integration into development plans and the hypothesis that the financial means follow, then coverage of all the components may be envisaged. In practice however, the projects implemented to date focused on only one or two main components. Even in the case of the skills' transfer in *MIDA Great Lakes*, the virtual transfers were marginal, as were the permanent returns that remain central to the Lusaka Resolution. In the case of *MIDA Italy*, the diasporas' investments and use of remittances for development were also weak and require closer assessment.

The focus on one or two components should be examined when developing project proposals, and the implementation process framed in more detail, e.g. the focus on the transfer of skills for the health sector only, as developed in the newly approved project for Ghana, is a relevant response to a donor's interest. Alternatively, a more in-depth assessment should be made of the diaspora's investment potential in its country of origin. The results of the research soon to be published by IOM's Migration Policy, Research and Communications Department, proposing a categorization of diasporas and remittances, should be integrated into the MIDA concept, to help determining the anticipated results and investment impact.

In summary, the MIDA concept can be divided in three main areas of activity:

- Diagnosis and research, where IOM has developed effective tools;
- Skills transfer through virtual transfers, or temporary and permanent returns;

- Investment projects and remittance management, as will be the case in the *MIDA Italy* extension.

All the above may include capacity building components and most are not new to IOM. MIDA groups them under one broad concept, to use potential synergies more effectively; however, a more focused approach allows better assessment and use of synergies, e.g. with micro-credit schemes supported by most of the donors, or with the TOKTEN projects financed by UNDP dealing also with temporary returns.³³ TOKTEN is in fact a component of the MIDA concept. The synergy with existing development schemes of other partners was absent in both *MIDA Italy* and *MIDA Great Lakes*.

Splitting up the components is a pragmatic solution, but a programme approach including all the components remains the ideal situation, if it can attract sufficient funding. As already underlined, the approach requires strict conditions that make it challenging to fund and implement.

5.4 MIDA Management

The evaluations highlighted management difficulties in both *MIDA Italy* and *MIDA Great Lakes*. The resources allocated to the IOM Missions in the countries of origin were not correctly projected. In the case of *MIDA Great Lakes*, no IOM offices were opened in Rwanda or Burundi, IOM having relied on the expectation that the Governments' ownership and institutional recognition of MIDA would be sufficient impetus for implementation. This was not the case and many activities were not properly supported, promoted or monitored. The situation in the countries of origin contrasts with the situation in the countries of residence, where IOM Rome and IOM Brussels implemented many research and promotional activities effectively. As shown in both projects, a clear demarcation of activities, definition of roles and a balanced allocation of resources are necessary conditions for successful monitoring and implementation, due to the multi-country approach required by MIDA.

Under points (5.2) and (5.3) above, the evaluation proposes an internal re-examination of the MIDA concept, towards improving its implementation and obtaining greater interest from the donor community. One of the remaining MIDA management problems lies in the programme's integration into IOM's traditional activities and ownership of the concept; this was mentioned during the interviews conducted during the evaluation and in the Deputy Director General's statement at the Council Session of November 2004. ERD's Regional Advisers for sub-Saharan Africa had responsibility for following up activities related to MIDA at Headquarters and they conducted the work effectively. There were certainly advantages at the launch of the concept, especially due to the political dimension implied by the new approach.

However, in terms of practical implementation, MIDA could benefit from being integrated into MMS, or interacting more concretely with MPRC. The components of the MIDA are not new to IOM: MMS and MPRC work on similar approaches in Africa and other regions, e.g. on migration and development, labour migration, use of remittances, return of qualified African nationals, TOKTEN, capacity building and technical cooperation. This evaluation

³³ IOM recently started working more closely with UNDP on TOKTEN, e.g. in BiH.

does not suggest how to improve MIDA, as this is outside its scope; however, it strongly recommends modifying MIDA for stronger promotion and internal institutionalization, including an analysis of the MRFs' role in donor countries, which might also help to increase donor interest.

Recommendation

IOM Headquarters should refine the MIDA concept and strategy, based on the practical experiments, research and internal dialogue achieved to date, focusing on the diasporas' role and the use of remittances. A discussion should be organized on which entity should take the lead in continuing MIDA's promotion and in adjusting the programme's approach when necessary. The discussion could also include the IOM MRFs in Africa.

6. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

Conclusions

1. *The Italian central government and regional and local authorities showed enthusiasm for and commitment to promoting the MIDA concept and the MIDA Italy project; the work at that level deserves recognition. However, and contrary to the recommendations adopted by the African countries during the Libreville Workshop and the Lusaka Summit, commitment and ownership by the countries of origin remain very weak. The support shown through political declarations was not translated into effective implementation.*
2. *The selection processes for the implementation countries and the target group were thorough and can be considered as relevant to MIDA Italy's objectives. The major problem lies in the absence of a gender dimension in the project document and implementation.*
3. *The promotional activities in Italy were efficient and reached a broad population with a potential interest in MIDA. The main weakness lies in the quasi-absence of promotional activities in the targeted countries. The sustainability of the MIDA promotion may be guaranteed through the planned extension, especially for the Ghanaian and Senegalese diasporas; without an extension, sustainability is not guaranteed.*
4. *Three major conclusions are drawn here: firstly, and in addition to the establishment of formal agreements, integration of MIDA Italy into the country's development strategy and collaboration with other development programmes are important factors for success. MIDA projects should not work in isolation but instead should use existing projects promoting, for instance, micro-credit schemes. Secondly, the definition of the link between diaspora and development should be better defined at project inception, reducing the risks of overestimating possible investment. Thirdly, the decentralized cooperation concept merits further exploration, both in terms of integrating the migrant population and involving the diaspora as an agent for development. The project proposals submitted to the Italian Government for the pilot phase extension already take into account these conclusions and therefore it is unnecessary to make a recommendation. IOM Rome should not underestimate the importance of these three factors during implementation.*

Recommendations

1. **As an extension of *MIDA Italy* is under discussion at the time of writing this report, IOM should work closely with the Governments of the countries selected, to guarantee their commitment and support for project implementation - key elements of the Resolution adopted by the African Heads of State during the Lusaka Summit and of the Recommendations adopted at the Libreville Workshop.**
2. **If there is a project extension, the gender dimension should be better integrated, in order to have a more informed analysis of the contribution possible from the diaspora's women to the development of their country of origin. The analysis may be made both in terms of economic development ('financial capital' transfer) and also in terms of social development ('social capital' transfer).**

3. If the extension phase for Ghana and Senegal is approved, IOM Rome and the Italian Government should explore opportunities, either during the life of the project or at its end, to organize events and conferences extending beyond the Senegalese and Ghanaian diasporas, as planned in the project extension proposals. A broader population should be targeted, as was the case for the final conference of the pilot phase. IOM and the Italian Government could invite other EU countries, with a view to promoting MIDA in the EU.
4. IOM Rome should retain responsibility for overall project management, should there be an extension, but should also consider the needs of IOM's offices in the countries of origin. A detailed analysis of staffing and financial requirements should be made at the beginning of the project, in accordance with the action plan, together with monitoring and reporting requirements between all missions involved. All Chiefs of Missions concerned should formally agree on what is expected from each in terms of management, to avoid the problems encountered in Ghana during the pilot phase.
5. IOM Headquarters should refine the MIDA concept and strategy, based on the practical experiments, research and internal dialogue achieved to date, focusing on the diasporas' role and the use of remittances. A discussion should be organized on which entity should take the lead in continuing MIDA's promotion and in adjusting the programme's approach when necessary. The discussion could also include the IOM MRFs in Africa.

**EVALUATION OF THE PILOT PROJECT
MIGRATION FOR DEVELOPMENT IN AFRICA – MIDA ITALY**

Terms of Reference

1. BACKGROUND

In 2001 IOM launched the Migration for Development in Africa (MIDA) initiative, a capacity building programme whose main purpose is to promote development goals through the participation of the African diaspora. MIDA approach is building on the IOM expertise gained through the Return of Qualified African Nationals between 1983 and 1999 – intended to reduce the effects of the brain drain and facilitate the transfer of qualified human resources to African countries.

MIDA goes beyond the return and reinsertion of qualified nationals in their country of origin and is intended to mobilise the skills and financial resources of the African Diaspora for the development in Africa. It is an institutional capacity building programme based on synergies between the profiles, skills and resources of migrants and the relevant demand from African countries. MIDA no longer necessarily entails the systematic return of migrants, rather envisages wider approach and formulas compatible with their desire to contribute to the development of their country of origin.

The programme had been announced in the document 'IOM Migration Policy Framework for Sub-Saharan Africa' at the November 2000 IOM Council. In April 2001, IOM organised a workshop in Libreville, Gabon, which provided a forum for representatives from Government and private sector of 20 African countries to share and discuss the MIDA concept. The African Union endorsed the MIDA programme in July 2001.

The *MIDA-Italy pilot project* – funded by the Italian Government – was expected to define a strategy for the mobilisation of resources (human, technical, financial) to benefit target sectors in pilot countries, by enhancing the active engagement and role of African nationals residing in Italy as development agents. Information on community/individual skills, investment capacities and plans to support their communities of origin was to be collected and registered into a database. Several modalities of skills transfer (virtual, sequenced, and permanent) were planned for implementing development activities or for institutional capacity building. The project was expected to address in particular those migrants willing to set up micro-enterprises and job-generating activities in their areas of origin.

The project also entailed some research work intended to:

- a) Identify viable synergies with development projects initiated/sponsored by Italian institutions, in order to foster a direct participation of Sub-Sahara nationals living in Italy in the African economic development;
- b) Explore possible alternative mechanisms of money/remittance transfer from Diaspora to respective countries, possibly highlighting viable financial products that will attract migrants' remittances.

Two target countries were selected for the implementation of pilot activities: Ethiopia and Ghana. In Ethiopia, the MIDA Italy project, in collaboration with the Government, created a national database for expatriates wishing to participate to the development of their country of origin as well as an information web site for the Ethiopian diaspora. In Ghana, five pilot projects were selected for the development of small and medium enterprises with the participation of the Ghanaian Diaspora living in Italy and Italian local authorities. In both countries, information campaigns were implemented.

2. OBJECTIVES OF THE EVALUATION

The overall objective of the evaluation is:

To evaluate the overall performance and achievement of the project in line with its objective and project purposes, taking into account its pilot nature. Focus will be placed on the elaboration of the strategy, including the selection of tools and fields of activity, on the collaborative efforts between partners in Italy and in the pilot countries in Africa, and on the achievements in terms of its contribution to development.

More specifically, the evaluation will:

- Analyse the various steps taken to identify the strategy of both phases of the project, the pilot and deployment phases;
- Evaluate the relevance of the strategy with respect to MIDA approach, the Italian Government cooperation objectives, the potential contribution from the private sector, the needs and development strategies of the selected countries and the expectations of the diaspora;
- Analyse the relevance of the pilot countries identified, as well as the target groups/beneficiaries selected for assistance, in particular in the countries of origin;
- Evaluate the effectiveness in reaching the objective, project purposes and expected outcomes of the project as defined in the project document;
- Analyse the effectiveness in implementing the various components of the projects – research, information campaigns, micro-projects and investments, skills transfers - and of the mechanisms put in place;
- Analyse the gender dimension of the project, especially regarding the contribution of the Diaspora and the transfer of benefits in the country of origin;
- Analyse the impact of the pilot project in terms of development through resources from the Diaspora, taking however into account its pilot nature and related sample of activities;
- Evaluate the collaborative efforts necessary for an effective implementation of the strategy, both in Italy and in the countries of origin;
- Analyse the efficiency and cost-effectiveness of the project;
- Evaluate the sustainability of the various initiatives implemented and the mechanisms put in place for guaranteeing it;
- Evaluate IOM overall management of the project;

- Propose any recommendations deemed necessary for increasing the performance and impact of the MIDA – Italy initiative;
- Propose recommendations for the implementation of similar activities in other countries based on the performance and achievements of the MIDA-Italy project.

3. METHODOLOGY

The methodology will consist of an extensive documentation review and a series of interview with the various partners in Italy and in the field. Field travel should also include visits to the pilot projects implemented in the countries of origin (for instance the micro-enterprises).

IOM Rome will be in charge of providing the necessary documentation. It includes research papers, letters, notes for the files of meetings and Memorandum of Understanding with the various partners, the diaspora associations and the private sector, official exchanges with the countries of origin, their development framework, and any other documentation that IOM Rome considers worth sharing.

Field visits and interviews include:

- **In Italy – Rome – 5 days:** with government officials, diaspora associations and Italian partners. In particular:
 - *IOM Rome*
 - *Italian Ministry for Foreign Affairs:* Meetings with reference persons at the directorate for development cooperation
 - *CeSPI - research centre:* meetings with the director and the head of the research team who worked for *MIDA Italy*
 - *C.N.A. (National Confederation for the Craft Sector and Small and Medium Enterprise):* meeting with the responsible for immigrants integration and International relations
 - *Ghana Embassy* in Italy
 - *Ethiopia Embassy* in Italy
 - *African diaspora* stakeholders who participated in the focus groups.
- **In an Italian ‘partner’ province town - 3 days**
 - *Modena Municipality:* Meetings with representatives from the local authority
 - *Association of Ghanaians in Modena*
 - *Confcooperative Modena (Co-operative of Italian entrepreneurs, partner in MIDA Italy decentralized cooperation project)*
 - *EmiliaFrutta (Co-operative of Italian entrepreneurs in the agric field, partner in MIDA Italy decentralized cooperation project)*

- **In Ghana 1 week/10 days:** with government officials, the local partners, target groups/beneficiaries, other International Organisations or bilateral cooperation, Italian cooperation. The field visit will be organized by IOM Accra in collaboration with IOM Rome

A more detailed programme and timing will be finalized before travelling. The first visit should however take place in IOM Rome.

No field visit is foreseen in Ethiopia. Phone interviews will be conducted with the IOM mission and government officials.

4. RESOURCES AND TIMING

The cost of the evaluation will be borne by the Office of the Inspector General.

A draft report should be made available to IOM Rome for comments by the end of January 2005.

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 Giuffrida Manlio, Counsellor, Ministry for Foreign Affairs, Rome
 H.E. Mengistu Hulluka, Ethiopian Ambassador, Rome
 Kwabena Asare, Minister/Consular, Ghana Embassy, Rome
 Marco Zupi, Deputy Director, Centro Studi di Politica Internazionale, CeSPI, Rome
 Andrea Stocchiero, Researcher, CeSPI, Rome
 G. Baglione, G. Bea, C. Catena, F. D' Andrea, Confederazione Nazionale dell'Artigianato e della Piccola e Media Impresa, CNA, Rome

Daniela Giuliani, Modena Municipality, Modena
 Barbara Pezzota, Cooperativa Centro Stragnieri, Modena
 Enrico Messori, Consorzio Pluriverso (consultant for the Modena Decentralized Cooperation/MIDA project), Modena
 Giuseppe Termanini, Director Emiliafrutta, Modena
 Joseph Walker, MIDA investment project beneficiary, Reggio Emilia
 Alexander Adu-Amankwa, MIDA investment project beneficiary, Reggio Emilia
 T. Mc Carthy, M. Klu, J. Amponsah, C. Nkuah, Committee of the Association of Ghanaian Citizens of Emilia Romana, Modena Decentralized Cooperation/MIDA project, Modena

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H.E. Giancarlo Izzo, Italian Ambassador, Accra
 Basilio Toth, First Secretary, Italian Embassy, Accra
 John A. Kuleke, Director, Ministry for Foreign Affairs, Accra
 Philip Archer, Field partner – MIDA investment project, Accra
 Thomas Darko, Field partner – MIDA investment project, Accra
 P. Asem, J. Oteng-Adjei, I. Oduro Frempong, Field partners, Modena Decentralized Cooperation/MIDA project, Accra
 Annie Otoo, Training Department, Empretec, Accra
 Tahiru Mahmoud, Training Department, Empretec, Accra
 Ace Anan Ankomah, Litigation Partner, Bentsi-Enchill & Letsa, Accra

Interviews in IOM

Peter Schatzer, Head IOM Mission with Regional Function - MRF Rome, Rome

Tana Anglana, IOM/MIDA Project Coordinator, Rome

Barbara Fridel, Senior Project Developer, IOM Rome, Rome

Leonel Guzman, IOM Senior Administrative and Finance Officer, Rome

Antonio Polosa, IOM Chief of Mission, Accra

Katya Savchenko, IOM Administrative and Finance Officer, Accra

Baafuor Abankwa, IOM MIDA Field Project Manager, Accra

Renate Held, Inspector General, IOM Headquarters, Geneva

Meera Sethi, IOM Regional Adviser for Africa (former Head of Office IOM Addis Ababa), IOM Headquarters, Geneva

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**RESOLUTION (REGULATION) ON ESTABLISHMENT
OF A STRATEGIC FRAMEWORK FOR A POLICY
OF MIGRATION IN AFRICA**

Council:

1. TAKES NOTE of the report;
2. RECOGNIZES the challenges African countries are facing in regard to the flow of irregular migration, trafficking and migrant right as well as HIV/AIDS and related issues;
3. NOTES WITH CONCERN the “Brain-Drain” issue affecting our continent in a moment where our countries need their qualified and skilled manpower to face the globalization challenges;
4. RECOMMENDS to Member States to work towards free movement of people and to strengthening intra-regional and inter-regional co-operation in matters concerning migration on the basis of the established processes of migration dialogue at regional and sub-regional levels and to create enabling conditions for the participation of migrants, in particular, African Diaspora in the development of their home countries;
5. ENCOURAGES Member States to work towards the development of a strategic framework for migration policy in Africa that could contribute to addressing the challenges posed by migration, but also make effective use of the opportunity presented by the phenomenon and thereby ensuring the integration of migration and related issues into their national and regional agenda for security, stability, development and cooperation;
6. REQUESTS the International Organization for Migration (IOM) in partnership with the OAU, ADB, the International community and funding organizations and other stakeholders, to strengthen their activities in the Continent by promoting specific development projects in areas predisposed to international migration; as well as health and legal protection of the rights of migrants in their capacity as vulnerable persons, specially in conflict and transit areas and to set-up, in collaboration with Member States, research networks into the Continent in order to enhance Member States ability to formulate migration policies;
7. CALLS UPON IOM to continue to help African countries to encourage and facilitate the return of their qualified expatriate nationals and promote the initiated programme of Migration for the development of Africa (MIDA);
8. FINALLY REQUESTS the Secretary General, in collaboration with IOM and other interested partners, to establish such modalities that would enable monitoring and support of the activities relating to migration in the Continent and submit regular reports thereon to the Council.

PILOT PROJECT MIGRATION FOR DEVELOPMENT IN AFRICA (MIDA) IN ITALY - INFORMATION CAMPAIGN

ACTIONS	TIMING	RESPONSIBILITIES	COMMENTS
PHASE 1 - PRELIMINARY ACTIVITIES			
Build up a Communication strategy and Information Campaign Action Plan	May - July 2003	IOM Rome - Grip Advertising	DONE
Elaborate the image conceiving, texts and graphics of the information material (leaflet and poster)	May- July 2003	IOM Rome -Grip Advertising	DONE
Organize meetings with the African Diaspora Focus Group to analyse the strategy, the image conceiving, the texts and the graphics of the information material and to verify its understanding/perception	June - July 2003	IOM Rome - Grip Advertising	DONE
Information material edited (leaflet + poster) in English and French	July 2003	IOM Rome	DONE
Graphic elaboration of the text for the media campaign on newspapers and magazines	July - August 2003		DONE
Print the information material in the English, French and Italian version	July 2003	Grip Advertising/Cossidente	DONE
Identify target areas in Italy characterised by an high concentration of sub-Saharan citizens	August 2003	IOM Rome - Censis - Focus Group Diaspora Africana	DONE
Identify/select partners for the dissemination material (institutions, associations, Ngos, local bodies)	August 2003	IOM Rome - Focus Group Diaspora Africana	DONE
Prepare the material to send for the dissemination campaign: cover letter, press release, leaflet, poster.	July 2003 - September 2003	IOM Rome	DONE
Identify/Select national and local media for free MIDA advertisement activities (free press, newspapers, magazines)	September 2003	IOM Rome	DONE
Send cover letters and MIDA CD for the publication request on selected national and local free press	September 2003	IOM Rome	DONE
PHASE 2 - LAUNCH AND DISSEMINATION			
Send press release to national and local media	September 2003	IOM Rome	DONE
Send information material for the dissemination campaign: cover letter, press release, leaflet, poster.	September 2003	IOM Rome	DONE
Interventions during radio or tv programs for MIDA promotion	September 2003 – February 2004	IOM Rome	ON GOING
Publication on newspapers or magazines of articles and advertisements	September 2003 – November 2003		ON GOING
PHASE 3 - WORKSHOPS AND FINAL CONFERENCE			
Organization 1° workshop: Turin	Sept. 12 2003	IOM Rome /CeSPI	DONE
Organization 2° workshop: Prato	Sept. 25 2003	IOM Rome /CeSPI	DONE
Organization 3° workshop: Modena	Oct. 04 2003	IOM Rome /CeSPI	DONE
Organization 4° workshop: Milan	Oct. 11 2003	IOM Rome /CeSPI	DONE
Organization 5° workshop: Naples	To be defined	IOM Rome	
Final Conference: Rome	January 2003	IOM Rome	

ENGAGING DIASPORAS AS DEVELOPMENT PARTNERS, FOR HOME AND DESTINATION COUNTRIES: A POLICY ROADMAP

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