

4.5. Italy

Italy has strongly supported measures to leverage costs and to improve the channels for remittance flows. Aside from this and some pilot programmes, M&D has not been a priority for the Italian government over the past ten years. These pilot programmes were interrupted due to a lack of financial resources and were thus never translated into M&D policies. A policy document focusing on the link between poverty reduction and migration does not exist in Italy. Instead, several local authorities (municipalities, provinces and regions) have made M&D a priority through decentralised cooperation schemes. Several ministries address M&D-related issues, whereby its nexus manifests itself primarily through initiatives undertaken by diasporas in Italy which contribute to development in their countries of origin. Diaspora's involvement for integration in Italy, the 'here', and development in migrants' countries of origin, the 'there', has spurred increased interest in the last few years within ministries working on migration (Ministry of Interior and Ministry of Labour). A new Ministry on Cooperation and Integration has been created, however its future is unclear in light of the recent elections. As in many other contexts, while the establishment of such an institutional framework aims to address the complexity of these issues, it can also often bring along problems of coordination and coherence. Various coordination mechanisms and initiatives have been set up, yet the issues remain unresolved. Concerning Italy's participation to international fora on M&D, it follows various dialogues and is very active in the GFMD. Moreover, Italy signed labour mobility agreements with some countries of origin.

4.5.1. The Migration and Development concept

In the course of the last decade Italy has shown a strong interest at the international level to "facilitate emigrant remittances and their use for development purposes participating actively, for example, in the Leading Group on Innovative Financing for Development".¹⁶⁴

Since the *Sea Island G8 Summit (2004)* Italy has tried to pursue and to put into practice declarations adopted on remittances. In 2004, the Italian Ministry of Economy and Finance in cooperation with the Ministry of Foreign

Affairs, the Bank of Italy, and the Ufficio Italiano Cambi, issued an Italian Action Plan on remittances to pool immigrants' remittances into official financial channels. It addressed statistical issues and encouraged the use of remittances as a tool for economic growth and development in countries of origin.¹⁶⁵ In 2009, together with the World Bank, Italy launched the 'Global Remittances Working Group', which is open to all countries and stakeholders interested in advancing the discourse on this matter. In 2009, while hosting the G8 in L'Aquila, Italy promoted and signed a document to

¹⁶⁴ Ministry of Foreign Affairs, *Italian Development Cooperation, 2010 – 2012: Programming guidelines and directions*, 2010, p. 7, viewed on 14 September 2012, http://www.cooperazioneallosviluppo.esteri.it/pdgcs/documentazione/PubblicazioniTrattati/2010-01-01_LineeGuida20102012Eng.pdf.

¹⁶⁵ Ministry of Economy and Finance, *Italian Action Plan on Remittances*, 2004, viewed on 14 September 2012, <http://www.albania.iom.int/Remittance/Materiale/Docs/Italian-Action-Plan-on-Remittances.pdf>.

quantify the reduction of remittance costs by up to 5% in 5 years (Objective '5x5').¹⁶⁶ This initiative launched within the G8 is now part of the G20 agenda.

However, a policy document focusing on the link between poverty reduction and migration does not exist in Italy, and migration is not considered a priority for Italy's development cooperation.

Italy's references to the M&D nexus are generally referred to as co-development initiatives undertaken by diasporas in Italy contributing to development in their countries of origin, for example, by supporting the creation of small businesses, etc. OIM-MIDA programmes in Italy have been developed with this focus in mind.

Since the discourse around migration has been centred on issues of security and control of migration flows in Italy, it is not surprising that the notion and practice of co-development has been gaining interest over the past decade. It has increasingly been understood as a way to prevent immigration and to promote voluntary returns. Research conducted within pilot initiatives and through field experience has shown that return, whether explicit or implicit, is not part of successful co-development initiatives, which was the case of co-development schemes launched prior to 2000 in France. Therefore 'return' no longer features as a pre-condition for the implementation of such programmes. Instead, it is substituted with such concepts as 'temporary and circular migration', which requires further policy

development. In the last years, due to the economic crisis, migrants have been more likely to return, especially towards those countries of origin where certain favourable conditions and opportunities are in place.

In 2012 a position paper called 'Role of diasporas and migrant communities in development cooperation: beyond remittances', which includes recommendations and the way forward on diaspora's involvement in development, was presented at the 'Forum on International Cooperation'.¹⁶⁷ It was organised in Milan in early 2012 by the newly appointed Ministry on Development Cooperation and Integration.¹⁶⁸ The Forum was preceded by consultations that started in June 2012 and which engaged relevant stakeholders on various issues, including 'diaspora for development'. A working group was created specifically for this issue, which included NGOs, think tanks, migrant associations, trade unions, local authorities, experts, etc. The resulting position paper defines co-development as part of a "strategy of real cosmopolitanism that may benefit everyone, with positive impacts also for countries of residence by means of peer-to-peer cooperation".

Two trends are note-worthy within the Italian context:

1. There is consistent interest and commitment for M&D as it has been taken up by several local public institutions in different regional contexts. Italian regional (regions, provinces, municipalities) migration legislation explicitly links immigration and development;¹⁶⁹

166 For more information see http://www.esteri.it/MAE/IT/Politica_Estera/Economia/Cooperaz_Econom/Rimesse/.

167 For the full report see <http://www.forumcooperazione.it/events/2012/Documenti%20Gruppi/Gruppo%20-%20-%20Documento%20di%20sintesi.pdf>.

168 For more information see <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/speciali/ForumCooperazione/Intro.htm>; <http://www.forumcooperazione.it/home.aspx>, viewed on 4 April 2013.

169 IOM, *Migration and Development: Achieving Policy Coherence*, 2008, viewed on 10 September 2012, http://publications.iom.int/bookstore/free/MRS_34.pdf.

2. The creation of a Ministry for International Cooperation and Integration in the year 2012.

4.5.2. Institutional framework and policy coherence for Migration and Development

As mentioned above, an explicit policy on M&D does not exist in Italy. However, several ministries implement M&D initiatives.¹⁷⁰

The *Ministry of Foreign Affairs (MFA)* and in particular the Directorate General for Development Cooperation has funded and implemented multilateral pilot programmes on M&D, most notably IOM MIDA programmes since 2003.¹⁷¹ However there has been a decrease in funding allocations over the past years and some planned programmes lack the resources for a second phase (i.e. MIDLA II programme).

The *Ministry of Interior* has a mandate specifically for immigration and integration issues, which includes refugees and asylum seekers.¹⁷² Although initiatives with a focus on M&D do not exist, the Ministry of Interior, through the European Integration Fund, funds a programme on migrants' financial inclusion (2011-2014), which addresses the issue of remittances.

The *Ministry of Labour and Social Policies (MLSP)* also has a mandate for the integration of migrants. It is the lead agency managing the

Italian Integration Portal, a project co-funded by the European Fund for the integration of third country nationals. The portal provides a map of services offered throughout the country by an array of public and private actors involved in integration. The aim is to promote migrants' access to these services as a precondition for their integration into Italian society. Services include Italian language courses, employment, housing, essential services, services for minors and second generation migrants and intercultural mediation. The service, which involves regions and local administrations as partners, allows the funding of initiatives that can be considered M&D policy measures, such as training of potential migrants in countries of origin before departing. Attempts have been made to discuss mobility and development within the scope of their mandate. The MLSP has been negotiating and will continue to negotiate or re-negotiate bilateral agreements for the management of labour migration flows with several countries (i.e. Albania, Egypt, Moldova, Morocco, Sri Lanka and Tunisia).¹⁷³

In 2012 a new *Ministry for International Cooperation and Integration* was created under the government led by Mario Monti. It is in charge of coordinating and providing guidelines for all activities undertaken by those ministries that are working on development aid, in particular with the MFA as they share a mandate on integration issues.

170 For the preparation of this chapter the following sources have also been consulted: EMN, *Italy: Annual Policy Report 2009, 2009a*, viewed on 10 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=1006>; EMN, *Programmes and strategies in Italy fostering assisted return and re-integration in third countries*, 2009b, viewed on 7 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=929>; EMN, *Italy: Annual Policy Report 2010, 2010a*, viewed on 7 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=1365>; EMN, *Temporary and circular migration: Empirical evidence, current policy practice and future options in Italy*, 2010b, viewed on 7 September 2012 <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=1164>; EMN, *Italy: Annual Policy Report 2011, 2011a*, viewed on 10 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=2969>.

171 For a full list and details see <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/iniziativa/World.asp?idx=20>

172 For further information see http://www.interno.gov.it/mininterno/export/sites/default/it/temi/immigrazione/english_version/

173 For further information see http://www.lavoro.gov.it/Lavoro/md/AreaSociale/Immigrazione/flussi_migratori/

As in many EU countries, a coordination problem exists among the institutions, hampering policy coherence. An inter-institutional working group on development cooperation has, however, recently been re-vitalised. It is currently chaired by the Ministry of International Cooperation and Integration and all central and local institutions plus NGOs, federations, etc., participate in it. A *focal point on M&D* has also been appointed within the MFA/Development cooperation. The person is responsible for coordinating all inputs from the different ministries (MFA, Interior, Labour) to international meetings and fora on M&D (for example, the Rabat Process and the GFMD).

Like other EU Member States, Italy has made political and legal commitments to promote Policy Coherence for Development (PCD), especially within EU Treaties and EU policy documents. However, policy coherence on issues of migration is politically sensitive in Italy as it clashes with policies dealing with security and border management, which are high on the political agenda.

A positive result for policy coherence was reached in 2012 when the stamp duty on remittances was abolished. Introduced under Berlusconi's government, the government in place at the time of writing, and in particular the Ministry of Cooperation and Integration, Andrea Riccardi, together with the Ministry of Foreign Affairs, the Ministry of Finance, and other stakeholders managed to remove this additional tax burden in May 2012 in order to be consistent with Italy's commitment to reduce the costs of remittances by 5% in five years (launched within the G8 in 2009). The

Italian representative of the Global Remittance Working Group, chaired by the Ministry of Foreign Affairs, pursues measures to promote the coordination and coherence on this issue including a broad range of stakeholders: the MFA, Ministry of Economy and Finance, Banca d'Italia, OMO, CeSPI, etc. Other coordination mechanisms have been developed within specific projects/initiatives, e.g the creation of an Expert Working Group within the project funded by the Ministry of Interior (through EU funds) "Observatory on Financial Inclusion", as described below.¹⁷⁴

Several institutions at the local level – regions, provinces, municipalities – have shown a strong commitment to co-development by implementing projects through their own, decentralized budget lines. Local engagement in co-development is proportional to the local authorities' willingness to be involved and fund decentralised cooperation initiatives, and to the presence of active migrant groups and communities and NGOs or other stakeholders working on the M&D nexus within their territories. A few regions and cities in the north (Piemonte, Veneto, Emilia Romagna, and the Province of Trento, and cities such as Turin, Milan, Trento, Parma) and in the centre (i.e. Tuscany) meet these criteria.

A permanent forum between state and regions has existed since 1986 where local politicians from different regions can meet and participate in thematic roundtables to exchange their views on migration and co-development policies.¹⁷⁵ Although this mechanism exists, coordination and cooperation between

174 CeSPI, *Primo Report, Osservatorio Nazionale sull'Inclusione Finanziaria dei Migranti in Italia, Ministero Dell'Interno e EU*, Rome, 2012, viewed on 5 October 2012, <http://www.cespi.it/INCLUSIONE%20finanziaria/PRIMO%20REPORT%20OSSERVATORIO.pdf>.

175 Gallina, A., *Migration and Development Linkage in Italy: A decentralized cooperation approach*, 2007, viewed on 10 September 2012, http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1314586.

176 Gallina, 2007, op. cit.; IOM, 2008, op. cit.

regional departments, regions and the central government could be improved.¹⁷⁶

4.5.3. Operationalising migration and development policy

Italy's development cooperation budget has been shrinking over the last decade. As a result, Italy's largest M&D programmes, namely the MIDA programmes implemented by IOM, have not received additional funding. The average budget for the (few) M&D programmes for the years 2009, 2010, and 2011 was around EUR 800 000 per programme. The overall ODA was around EUR 3 billion in 2011, which accounts for 0.2 percent of the GNI.¹⁷⁷

In terms of geographic priorities, Italy's priority countries for M&D programmes are its immediate neighbours, as well as those countries from where migration flows are significant, such as Albania, North African countries (in particular Egypt and Morocco), Senegal, Ethiopia and Somalia, all of which are also priority countries for Italy's development cooperation.¹⁷⁸ Below are some recent M&D projects/programmes. For more examples, please see Annex III.iv.

The 'Plasepri - Plateforme d'appui au secteur privé et à la valorisation de la diaspora sénégalaise en Italie' between Italy and the Government of Senegal has been in place since 2008. The programme aims to build a financial and technical assistance platform that can contribute to developing the private sector in Italy by leveraging the economic potential of the Senegalese community in Italy, which is among the biggest diaspora from the African continent. The programme has since been revised as the

conditions to access the resources were hard to meet. It now runs for the period 2012-2014 with an endowment of EUR 20 million. It aims to support the private sector in Senegal by providing credit and thus job opportunities to prevent immigration.

In 2009, in the framework of the EU Aeneas project 'Facilitating a Coherent Migration Management Approach in Ghana, Nigeria, Senegal, and Libya by Promoting Legal Migration and Preventing Further Irregular Migration', managed by IOM and co-funded by the EU,¹⁷⁹ the Italian MLSP assisted the government of Ghana in reinforcing labour migration management. Through the creation of a Labour Migration Unit, housing a database for candidate migrant workers at the Labour Department of the Ministry of Employment and Social Welfare and a series of targeted training workshops, the foundation has been laid for the establishment of a job-matching scheme between Ghana and Italy.¹⁸⁰ A circular migration programme was launched in this context and a group of Ghanaian workers have been employed in Trento on a seasonal basis in the agricultural and tourism sectors from August to October 2011.

The 'Observatory on Financial Inclusion' is an innovative initiative funded by the Ministry of Interior (European Integration Fund) in collaboration with the Italian Bank Association (ABI) and managed by CeSPI for the period 2011-2014. The Observatory is a tool for analysis and constant monitoring of migrants' financial inclusion in Italy, considered a necessary condition for fostering migrants' integration processes. The Observatory serves institutions and

¹⁷⁷ OECD, *DAC statistics, 2010-2011*, viewed on 19 December 2012, <http://www.oecd.org/dac/aidstatistics/ITA.gif>.

¹⁷⁸ Ministero degli Affari Esteri, *La Cooperazione Italiana Allo Sviluppo Nel Triennio 2012-2014*, 2011, viewed on 5 December 2012, http://www.cooperazioneallosviluppo.esteri.it/pdgcs/documentazione/PubblicazioniTrattati/2011-12-20_LineeGuida2012-2014.pdf.

¹⁷⁹ 77% EU funds, at total 2,6 million Euro

¹⁸⁰ See <http://www.iom.int/cms/ghana> and <http://www.iom.int/cms/en/sites/iom/home/where-we-work/europa/european-economic-area/italy.html>.

different stakeholders with the aim of offering an instrument of knowledge and interaction so that strategies can be located and defined in order to provide targeted support. Remittances are part of migrants' financial inclusion and thus this matter is also analysed.¹⁸¹ In its first annual report, the Observatory has shed light on an interesting coordination mechanism: a group of experts, which includes the Ministries of Foreign Affairs, Cooperation and Integration, Interior and Labour, together with the principal stakeholders ABI, Post Office, ANIA and Unioncamere.

In recent years bank foundations have emerged as new donors in this context. In 2008 a three-year initiative for co-development with Senegal was launched by four bank foundations and based in four regions in northern and central Italy. 'Fondazione 4 Africa-Senegal-F4A'¹⁸², which runs from 2008 to 2013 with a budget of EUR 4.5 million, has targeted several initiatives both in Italy and in Senegal on the following themes: a) food, b) micro-finance and remittances, c) responsible tourism and d) capacity building of migrant associations in Italy. Various partners were involved: Italian NGOs working in Italy and in Senegal, migrant associations (both as partners and beneficiaries of capacity building actions), a think tank, and several local partners in Senegal.¹⁸³

In addition, local and regional authorities use their own (limited) financial resources for decentralised cooperation that also touch on M&D programmes. It is worthwhile mentioning that the Municipality of Milano has been working on M&D through its programme 'Milan for Co-development' since 2007 (still ongoing). Within this programme, several activities have been implemented, such as capacity building and training programmes for migrant associations, various consultation and mobilisation seminars, and three calls for projects. The CfPs have funded 65 selected proposals in different countries from Eastern Europe (Ukraine, Bosnia, Albania and Moldova) to Africa (Morocco, Senegal, Cote d'Ivoire, Cameroon, Benin, Burkina Faso and Rwanda), Central and Latin America (Peru, Salvador, Ecuador, Argentina, Chile and Brazil) and very few in Asia (Sri Lanka and Pakistan).¹⁸⁴ The funds (EUR 4.150 million) included public money from the municipality, as well as EUR 3 million from several banks, bank foundations and financial institutions to support projects that could be presented at Expo 2015.¹⁸⁵

The most notable results have been the empowerment of migrant associations that have gained new competences and access to the public sphere. The calls have requested that proposals be presented as partnerships between migrant associations and NGOs, and the last call

181 Chapter 4 of the First Report is on remittances. For the full report (in Italian) see <http://www.integrazionemigranti.gov.it/Documenti/Documents/Manuali-Studi/Inclusione%20Finanziaria%20dei%20Migranti%20in%20Italia%20-%20Primo%20Report.pdf>

182 For further information see <http://www.fondazioni4africa.org/Fondazioni4Africa/page148a.do?link=oln91b.redirect&seu311a.oid.set=130>.

183 Ceschi, S., (ed), *Processi migratori e percorsi di cooperazione: Analisi e riflessioni a partire da un'esperienza di co-sviluppo*, Roma, Carocci Editore, 2012.; Mezzetti, P. "Esperienze di capacity-building alla luce dell'iniziativa Fondazioni4Africa-Senegal", Chapter III, in Ceschi, S. (ed), *Processi migratori e percorsi di cooperazione: Analisi e riflessioni a partire da un'esperienza di co-sviluppo* Roma, Carocci Editore, 2012.

184 For further information see http://www.comune.milano.it/portale/wps/portal/CDM?WCM_GLOBAL_CONTEXT=/wps/wcm/connect/contentlibrary/Ho%20bisogno%20di/Ho%20bisogno%20di/Cooperazione%20decentrata_1%20progetti%20finanziati%20dal%20Comune&catelg=com.ibm.workplace.wcm.api.WCM_Category/IT_CAT_Bisogni_55_01/8d4550004878d77fb298bb7891963373/PUBLISHED&catelg=IT_CAT_Bisogni_55_01&type=content

185 Mezzetti, P., A. Ferro, A., *Politiche municipali per il co-sviluppo. Esperienze europee a confronto e benchmarking del Bando sul co-sviluppo del Comune di Milano, 2007-2008*, October WP CeSPI 49/2008, viewed on 3 December 2012, <http://www.cespi.it/WP/WP-49%20Ferro-Mezzetti.pdf>.

required that the leading partner had to be a migrant association. This way NGOs had to take the backstage and support migrant association with learning-by-doing methods, teaching, exchanges/sessions on how to manage projects, and to rethink the division of labour within such projects. Co-development has in turn forced NGOs to think about initiatives in terms of “processes” rather than projects, and to formulate political positions over sensitive issues such as migration in Italy, where previously their work focused on third countries.

4.5.4. Involvement in international fora on Migration and Development

Following dialogues on M&D are a priority for Italy:

1. Rabat Process;
2. Mediterranean Transit Migration (MTM) Dialogue¹⁸⁶;
3. Budapest process;
4. Prague Process;

5. EU dialogues (EU-ACP, EU-LAC etc.);
6. GFMD.

Italy has been actively involved in the GFMD having chaired one roundtable and participated in government roundtable teams. The government has also provided financial resources for the organisation of the GFMD.

There have been bilateral agreements and new attempts to discuss mobility and development with some countries of origin (i.e. labour mobility agreements have been signed with Albania, Moldova, Egypt, and Morocco. Negotiations are ongoing with Tunisia).

Italy participates in the Leading Group on Innovative Financing for Development, which was a side event at the Rio+20 Conference. In these and other frameworks Italy will continue to push for progress and to facilitate the use of migrants’ remittances for development.

¹⁸⁶ Italy co-finances the i-Map and the ‘Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange (AMEDIP)’ project

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