



## **Migration and Development between Italy and Ukraine: The road to decentralized co-operation**

**Capacity building activity for Ukrainian local institutions to reinforce migration and socio-education policy for children, women and local communities**

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## ***PREFACE***

The International Organization for Migration (IOM) project, *Capacity Building activity to help local Ukrainian institutions reinforce migration and socio-educational policies for children, women and local communities*, financed by the Italian Development Cooperation, within the Ministry of Foreign Affairs, developed an inter-institutional dialogue component involving actors interested in discussing the condition of children left behind in Ukraine and, by extension, the phenomenon of female migration towards Italy.

IOM Italy therefore created and coordinated, thanks to the support of the Office for Decentralized Cooperation (DGCS) within the Ministry of Foreign Affairs, an *Italian-Ukrainian Observatory on Migration* with the intention of establishing a dialogue between the two countries about the phenomenon of families divided by migration. This publication was created in this context with the aim of indicating possible paths to decentralized cooperation between Italy and Ukraine. The observatory strategy included communal ownership of the planning process, to give voice to all actors involved, give visibility to the territory, the local communities and their specific needs (the local authorities, services, institutions, and civil society) as well as to promote concrete ideas regarding continuity with regard to children separated from their migrant mothers. One result reached, for example, within in the Observatory, was the decision of the Chernivsti Region to create a database of children with migrant workers in order to monitor the phenomenon and create welfare policies for young people growing up far from their mothers.

IOM's Italian-Ukrainian Migration Observatory conducted an extensive study to identify several strategic areas, which are contained in a Cooperation Agenda attached to this publication. The document was created by the various participants, in particular\*:

The International Organization for Migration – Rome and Kiev Missions

Associazione Donne Lavoratrici Ucraine in Italia (Association of Ukrainian Working Women in Italy)

Associazione Ucraina Più (Association Ukraine More)

Centro Studi di Politica Internazionale, CeSPi,

CIDIS Onlus

Municipality of Reggio Emilia

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\* Please note that the Cooperation Agenda was signed by almost all participants but is still being signed in its English version.

Municipality of Rome  
Ente Nazionale Acli Istruzione Professionale - ENAIP  
Punto Incontro Madreperla, Reggio Emilia  
Rete Comuni Solidali - RECOSOL  
Regione Emilia Romagna  
Regione Veneto  
Soleterre  
Chernivtsi Region  
East Europe Foundation  
Lower Petrivtsi  
Ministry of Family, Youth and Sports  
Ministry of Education and Science  
NGO Revival of the Nation,  
NGO Suchasnyk,  
Suzirya theatre,  
Terebovlia Municipality  
Ternopil Region

Among the issues considered a priority is the promotion of local socio-economic development through decentralized cooperation activities to improve the conditions of transnational families, on whom this publication centers.

## **1. Migrants for development: Italian decentralized co-operation and collaboration with Ukraine.**

### **1.1 Migration and development: two interpretive models**

Reflections on the linkage between migration and development have emerged in Italy in recent years and especially as the result of an ongoing debate at the European level. Andrea Stocchiero defines the concept of co-development – the idea that migration can be useful simultaneously for the development of destination and origin countries – as a theory “imported” by Europe starting from the Tampere Council of 1999. “This European Council has launched a new comprehensive and integrated approach to migration policy, which at the end of 2006 was reiterated and revived with the global approach on migration and subsequently reinforced in the framework of Euro-African dialogue.<sup>†</sup> The principle is to contemplate the phenomenon of migration while considering various points of view, interests, rights, duties and responsibilities, in destination countries as well as in transit and origin countries, and from the perspective of the various stakeholders, first and foremost of which are those of the migrants themselves. Migration flows are international in character and therefore cannot be managed exclusively by national policy. What is needed is a system of international governance, at the regional and transnational levels, along the corridors of migration. Moreover, migration is a multi-dimensional phenomenon that must therefore be analyzed, regulated, and managed by finding commonalities between various social, economic, political and security issues.<sup>‡</sup> As an imported idea that was not exhaustively elaborated at the national level, interpretation and application of co-development in Italy is vague and has different meanings according to the actors which is trying to implement projects in this field” (Stocchiero, 2009).

In particular, in Italy there are two main interpretative paradigms of the concept of co-development. The first reproduces the central idea that emerged from the Tampere Council of 1999, which is the concept that “economic” emigration (different from “forced” migration provoked by conflict,

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<sup>†</sup> Communication on *The Global Approach to Migration One Year On*: [[http://eur-lex.europa.eu/LexUriServ/site/en/com/2006/com2006\\_0735en01.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/com/2006/com2006_0735en01.pdf)] and Tripoli Declaration, [[http://www.eu2006.fi/news\\_and\\_documents/other\\_documents/vko47/en\\_GB/1164354155373/](http://www.eu2006.fi/news_and_documents/other_documents/vko47/en_GB/1164354155373/)].

<sup>‡</sup> The most recent commission communication *Strengthening the Global Approach to Migration: Increasing Coordination, Coherence and Synergies* (COM (2008) 611/3) presents the global approach like this: “The Global Approach to migration can be defined as the external dimension of the European Union’s migration policy. It is based on genuine partnership with third countries, is fully integrated into the EU’s other external policies, and addresses all migration and asylum issues in a comprehensive and balanced manner. Adopted in 2005, it illustrates the ambition of the European Union to establish an inter-sectoral framework to manage migration in a coherent way through political dialogue and close practical cooperation with third countries”.

persecution or natural disaster) is essentially a consequence of poverty. As Ferruccio Pastore notes (Pastore, 2006, 2), a corollary to this idea exists whereby development co-operation can and must serve to address the profound causes of emigration (poverty, unemployment, the economic divide between more advanced countries and poorer ones) and in so doing reduce migratory pressure. This first interpretive paradigm can be summarized in the formula: “More development for less migration” (Pastore, 2003).

The second interpretive model embodies the philosophy expressed in the European Commission Communication of September 2005 on the relationship between migration and development (European Commission, 2005) and is founded on a precise awareness of the close relationship between mobility (internal and international) of people, and socio-economic development. In this new perspective, the objective of *linkage* between migration policy and co-operation is no longer to reduce migratory pressure, but to maximize the positive impact of migration on contexts of origin and destination (Pastore, 2006, 2). This interpretive model reasons that migration towards Italy in this historic period is a phenomenon that cannot be suppressed or limited. In fact, for the past ten years demographers, sociologists and economists have talked about a “migration hump,” or an initial increase (rather than decrease) in emigration due to socio-economic development. Generally speaking, migrants do not usually belong to the poorest segments of the population, as travelling abroad requires sufficient relational and economic resources. Therefore, initially, socio-economic development actually increases opportunities to emigrate. Only in a more long-term perspective, when development brings a reduction in the production gap between nations, does emigration decrease. Supporters of this theory embrace the “mobility-friendly” approach, believing that migration and circularity increase local development opportunities. However, these experts also warn that this positive effect cannot be taken for granted. It is the task of co-development policy as well as migration flow management policy to maximize the positive potential of mobility while reducing its negative impacts. This second interpretive paradigm can be summarized with the formula: “Better migration for better development” (Pastore, 2003).

Both of these philosophies are found in the policies promoted by Italy to improve the link between migration and development.

## **1.2 Migration and Development in the Local Policies**

In the last ten years, it has been mostly Italian local bodies that have translated the above-outlined approaches into specific policies and projects through decentralized co-operation policies. This vigor in promoting co-development policies is without a doubt due to the fact that local bodies have found themselves inundated by an intense and sudden migratory flow which was manageable only

by combining integration policy with development co-operation programmes. The existence of migration chains that unite various territories in the world's South with specific Italian territories also encouraged local Italian territories to pledge an added commitment to specific foreign communities, becoming open to co-operation with these main countries of origin. As Caponio notes, "Migration chains of various nature directly link specific areas of origin and destination countries. [This reality] highlights the local dimension of the phenomenon, despite the fact that it occurs in a context characterized by the rising globalization of markets and societies. Along the same lines, it does not seem excessive to talk about a new phase of "glocalization" of flows, marked by the continuous intersection of global and local, in which interdependence of economies and societies accompanies a process of localization of migration dynamics that are increasingly linked to the production requirements of specific territorial areas and economic sectors. (...) In this context, where local governments are increasingly important, regions can play a privileged role in coordinating local initiatives and promoting new actions intended to foster the social integration of migrants, while seeking collaboration with countries of origin to orient policies toward the co-operative management of migratory flows and promotion of mobility as a resource for common development." (Caponio, 2003, 2-4)

A survey study completed by CeSpI in 2005 (Piperno Reina 2005), identified 60 projects conducted by local Italian governments that aimed to connect development co-operation policies with migration objectives. These projects correspond to 6 main themes:

1) ***Projects for the job creation and reduction of migratory pressure.*** These are actions that aim generally to promote, provide incentives for and support the start-up of local entrepreneurial activities also through the internationalization of Italian businesses and social co-operatives and the establishment of production and commerce chains. Some successful experiments have supported single foreign entrepreneurs or immigrants associations in creating businesses in the country of origin without, however, the obligation to return to live in the country.

2) ***Projects in the field of training, selection and recruitment of workers to insert into the Italian labour market.*** These projects aim to train migrant workers in the country of origin and facilitate their professional insertion in Italy. These projects present an interesting way of addressing the need to improve migration flow management to increase local development opportunities. However, because of lengthy bureaucratic times required to legally enter Italy, these experiments have had limited impact and have only reached a small number of beneficiaries.

3) ***Programmes to support the voluntary return of groups of migrants in origin countries.*** Some programmes were aimed at vulnerable categories, for example victims of trafficking, ex-convicts, unaccompanied minors or migrants with expulsion decrees pending. These individuals were

supported in the process of social and economic re-insertion at the moment of their reentry into the country of origin. Other projects supported organizing the return of qualified migrants in order to make the best use of skills acquired in the Italian job market to foster business creation in the country of origin.

**4) *Programmes to maximize the value of remittances.*** Remittances have great potential to contribute to the development of countries of origin. These programmes focus on providing incentives for saving, transferring and investing resources for the purposes of human development and local economic development. Some experiments have highlighted the value of collective remittances (those accumulated by immigrants associations), multiplying them through other sources of financing from various Italian actors and partner countries. Funds collected in this way were then directed towards projects that promote social solidarity in the contexts of origin selected by the immigrants associations involved.

**5) *Community or Intercultural Development Programmes.*** These projects promote the capacities of migrants and their associations to directly become agents of local development. Examples of such initiatives include training courses to improve the development planning skills of migrants associations and grant competitions for development co-operation projects that encourage the participation of foreigners individually or in association with others.

**6) *Transnational Welfare Initiatives.*** Female emigration has a significant effect on local welfare. Women who emigrate drain professional resources from key sectors of the local welfare system (known as skill drain), especially in the health, assistance and education sectors. Furthermore, the departure of significant numbers of women removes an important source of informal care (known as the care drain), which causes increases and changes in the type of care required of the formal system. In this context, starting from a renewed role for social co-operation, it is now necessary to reflect on new practices that place greater value on migrant labour in the assistance and care sector; support local welfare structures to improve their ability to care for families separated by migration and increase employment opportunities in the local social sector; and finally support transnational communication within the separated family. Some, albeit isolated, projects have begun to address this latter issue.

In addition to the other co-development activities cited, local bodies have become promoters of numerous decentralized co-operation activities that do not directly promote the role of migrants but do recognize their presence on Italian territory. These are projects that focus on the countries of origin of the majority of migrants residing in the local body's territorial area.



### **1.3 Commitment of decentralized co-operation towards Ukraine:**

Despite the emphasis placed on Italian decentralized co-operation demonstrated in recent years, one notes a reduced commitment with regard to Ukraine. In the course of this project representatives from the Departments of Development Co-operation and the Departments of Social Policy of all Italian Regions were contacted and only a small number of functionaries confirmed the existence of projects on Ukrainian territory. In response to the effects of the nuclear disaster at Chernobyl, the Piedmont and Tuscany regions, and more recently Lombardy, financed projects in which Italian health facilities provided support to local Ukrainian health centres treating Ukrainian children. The Umbria region, IOM and CIDIS (Center for Information, Documentation and Development Initiatives) with the financial support of the Italian Ministry of Interior, implemented a labour migration project focusing on the vocational training and cultural orientation of Ukrainian women workers which obtained the work permit in the care and restaurant sectors; however, project effectiveness was hampered by the slowness of Italian bureaucracy which made the insertion of only a few beneficiaries.

Projects with greater reach seem to be those conducted by the Veneto and especially Emilia Romagna regions. Veneto showed particular openness to supporting both social and business development projects in the Kiev region. The project “Development of social co-operation and third sector services for disadvantaged adolescents and youth in the Republic of Ukraine” began in 2006 and established an exchange between local agencies in Veneto and those in Kiev regarding the laws and policies that address adolescents in situations of difficulty; the Veneto region also supported several NGOs in Kiev in the development of a methodology for local programmes for young people upon their exit from orphanages.

With regard to economic issues, in 2005 the Veneto Region kicked off the project, “Organization of the Zootechnical swine production chain for health certification of animals, animal products and agrifood products.” This initiative supported the development of swine production in the region of Kiev. The project was begun on the proposal of a group of businessmen from Padua interested in importing swine products from Ukraine. The initiative facilitated the modification of European and Italian legislation with regard to Ukrainian exports and also strengthened a productive trade corridor which still exists today and benefits Italian and Ukrainian producers.

The Emilia Romagna region is the only Italian region to have launched a working group with Ukraine with the goal of creating dialogue and collaboration with the various actors present on the territory (local governments, social co-operatives, NGOs, entrepreneurs committees, immigrant associations, etc.) who are interested in working with this partner country. The working group

operates according to guidelines that are formulated every three years. In 2006 a regional project began called “Chernobyl Protocol,” in the field of e health care, social welfare and environmental activities of young Ukrainian victims of Chernobyl. It also envisages visits of Ukrainian children in Italian health facilities.

Particular attention is also dedicated to policies addressing minors’ specific needs. For orphans, activities facilitate reentry into the family and aid the process of deinstitutionalization through training in potentially income-generating activities. Also disabled and children with special needs were important beneficiaries of the projects of the Emilia Romagna region, especially with regard to their insertion into mainstream schools. The region works mainly in the Kagarlik district (Kiev region) and in the Zhitomir district (Zithomir region). In these areas, the Emilia Romagna region supported exchanges between the social services of Emilia Romagna and local social services. Project activities included the creation of new social and educational structures and the strengthening of the capacities of academic institutions, local government and “field workers” to address the issues of social inclusion for the weakest categories (especially disabled youth) and contrasting trafficking in minors. The region also collaborated with local universities to create curricula on preventing trafficking in minors for university students in the faculty of social pedagogy.

In the Pluri-annual Strategy Document for Ukraine 2007-2013, the Emilia Romagna region reiterates its commitment in the social and economic sectors, dedicating specific attention to the following components: support for democratic development and good governance, reforms and reinforcement of local administrative capacities, respect of human rights and vulnerable groups, solidarity, the environment and sustainable development.

In addition to development co-operation initiatives, also noteworthy are the initiatives promoted by Lombardy and Veneto in support of the internationalization of Italian businesses in Ukraine. Such projects can in fact have an impact on local job creation and become part of a more comprehensive local development strategy. In the Lombardy region, where roughly 250,000 small handicraft businesses currently operate, projects were started to reinforce trade corridors with Ukraine in the textile and mobile phone sector. The Veneto region sent missions to Ukraine involving groups of businesspeople interested in studying the opportunities offered by the local market.

#### **1.4 Female migration, care work and develop: Partnership possibilities**

When analyzing co-development policies between Italy and Ukraine, it is necessary to also consider the efforts carried out by other entities than local bodies.

Banking foundations are important actors who have decided to become involved in co-development in recent years. In the case of Ukraine, one particularly interesting project is the activation of the Unidea Fund connected to Unicredit bank. Currently, Unidea constitutes the only center in Italy developing an organic strategy to support the link between migration and social development by also offering support to families separated by migration. In Ukraine this foundation financed two highly-innovative pilot projects. The first project called, “Support for transnational parenting and socio-economic reintegration of return migrants” is still ongoing and is coordinated by the Milan NGO Soleterre. The project has established two help-desks that offer psychosocial support, labour orientation and legal consultations. One help-desk is located in Italy in the city of Milan and the other is in Ukraine, in the city of Lviv. A transnational network of social services such as this one allows for more effective forms of support for migrant families. Due to the strong migration chain that links Lviv to Milan, the project provides support for members of the same family who are living far from each other. It aims to reinforce the communication process and offer psychological support to the mothers in Italy and their family members in the context of origin. In Ukraine, in order to assist the greatest number of families separated by migration, mobile units of psychologists and social workers were created to reach more remote areas. Referring to social and labour aspects, the two help-desks, one in Italy and one in Ukraine, offer coordinated services both “here” and “there” to Ukrainian citizens who are coping with the various processes of mobility, whether they are emigrating or returning. The services offered by the Soleterre help-desks include personal psychological support as well as support for labour insertion and small business start up.

The second project financed by Unidea which began in 2008 was coordinated by the CGM consortium (Consortio Gino Mattarelli) and is entitled, “Platform for social enterprise in countries of Eastern Europe: local actions for the development of social enterprises in Eastern European countries.” The project foresees the recruitment of nurses and family assistants from Poland and Ukraine thanks to the work of social co-operatives on the territory. This project is part of a broader programme promoted by CGM to promote the social co-operation sector in Eastern European countries, also with a view to align these countries to the EU standards. In the medium and long-term, reinforcement of social co-operation in Eastern Europe is considered essential for at least three reasons: it increases qualified employment opportunities in the local social sector reducing migratory pressure; it allows for the creation of twinning with Italian social co-operatives which strengthen both partners; it makes processes of circulation and return possible for migrants who intend to work in the social-healthcare and family assistance sectors; the co-operatives linked to the Italian Consortium can hire qualified workers from abroad and co-operatives from partner countries

can train those who emigrate and receive them upon their return with offers of qualified employment in the social sector.

Because Ukrainian immigration in Italy is constituted mainly by women working in the care sector, it is also important to consider recreation centers and social co-operatives, which in Italy offer meeting places and social inclusion opportunities for foreign women and in some cases specifically for foreign family assistants. In cities where the presence of Ukrainian citizens is more significant, these centers often serve an important function as a meeting place for the community. The “Madreperla” center in Reggio, the “Dal Mondo” social co-operative of Parma, the “Il pane e le rose” center in Parma, the CIDIS meeting center in Campania, and the ACLI in Treviso are a few examples of centers that attract a significant number of Ukrainian citizens by providing social inclusion and employment services. Some centers – such as “Madreperla” – address transnational themes like that of long-distance motherhood.

Numerous programmes – created in every region of Italy – also provide training, assistance and advice to family assistants and are potentially a new, strategic point of reference for co-development programmes that include migrant women working in the care sector. These spaces can become extremely important providers of information for care workers and constitute a framework for new and innovative policies (Piperno, Boccagni, in publication).

Also deserving of consideration are Ukrainian immigrant associations. Thirty-nine organizations are listed in the Ukrainian Embassy registry, however 55 active associations were found in a mapping conducted by IOM (Kovalska, 2010). The associations offer language training, legal and labour orientation, social and cultural entertainment, and a considerable number of organizations are involved in development co-operation. In addition to small amounts of money collected for charity, some associations are showing a broader planning capacity. The association in Ferrara, *Nadiya*, set up a help desk in Lviv, Ukraine, that provides consultations for emigrants returning home and for those wishing to emigrate (Kovalska, 2010); the association in Mestre *Ucraina Più* organizes socio-cultural activities and a chorus through which it raises funds for development projects in Ukraine. The association has sent money to two orphanages and held local Ukrainian food and handicrafts fairs in Italy featuring honey and traditional lace, thereby supporting local producers. The same association also produced a beautiful film telling the story of the group and the women who sing in the chorus, offering an interesting cross-section of the numerous life stories that are suspended between the two countries.

Another point important meeting place is the Greek Orthodox Church which in some cases, as for example in Milan, is also particularly active in fundraising for solidarity initiatives in the territories of origin (Kovalska, 2010). Finally, six Ukrainian-language newspapers are printed in Italy which

could constitute an important mean of sensitization and stimulation in Italy's Ukrainian community (Kovalska, 2010).

## **2. Female emigration from Ukraine to Italy: problems and opportunities**

### **2.1 Migration trajectories from Ukraine to Italy: an analysis of the data**

The opening of borders in 1991 and transformations connected with the passage from a planned to a market economy caused a significant migratory flow from Ukraine to the rest of the world, defined by researchers as the fourth migration wave (Banfi 2009). Low wages, increases in the cost of living, lack of housing and deterioration of the welfare system are the main causes of this migratory flow (Banfi, 2009, Malinovska, 2010).

According to a survey conducted in 2008 by the Ukrainian State Committee of Statistics on a sample of 48,000 subjects spread across the national territory,<sup>§</sup> 1.5 million Ukrainian workers currently live abroad: 5,1% of the working age population (Malinovska, 2010).

Although since 2001, general Ukrainian emigration has stabilized and even shows signs of decrease, migratory flows towards Italy have increased. In 2001, Italy was the fourth most popular destination country for Ukrainian emigrants after Russia, Poland, and Czech Republic and absorbed 8% of the migratory flow; by 2008 it had become the second most popular destination country after Russia, absorbing 13% of the country's migratory flow (Malinovska, 2010).

Emigration from Ukraine follows precise migratory chains, a fact that is particularly evident with regard to Italy. According to the 2008 Ukrainian State Committee of Statistics survey, 80% of the migratory flow directed towards Italy comes from four regions: Chernivtsi, Ternopil, Lviv, and Ivano-Frankivsk. Chernivtzky and Ternopil, in particular, are the origin of a massive migratory chain: almost 50% of emigrants who leave from Chernivtsi and roughly 33% of those who emigrate from Ternopil (Malinovska 2010) arrive in Italy. According to ISTAT, five Italian regions absorb the majority of Ukrainian migrants: 69.2% of Ukrainians reside in Campania, Lombardy, Latium, Emilia Romagna and Veneto (ISTAT, 2008, <http://demo.istat.it/str2008/index03.html>).

Moreover, emigration from Ukraine to Italy has another essential characteristic: it is constituted mainly by women. While Russia is the destination of 60% of the Ukrainian men who emigrate, Italy receives 40% of all women who emigrate from the country (Malinovska 2010). These are mostly mature women (45% are over the age of 40 compared to 38% of men) with dependent children and are mainly employed in the domestic and care sectors (36% of women abroad are employed in this sector). Data from the 2008 Ukrainian State Committee of Statistics survey indicate that women

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<sup>§</sup> State Committee of Ukraine for Statistics- Ukrainian Centre of Social Reforms (2009), External Labour Migration of the population of Ukraine, Kiev

who move abroad tend to undertake long-term migratory experiences more often than men: 1/5 of women and only 1/10 of men remain abroad for more than one year; 28.2% of women compared to 10.5% of men were not planning a return to Ukraine (Malinovska, 2010). This trend, which is increasing in the current economic crisis, is probably due to two factors. First, the domestic assistance sector is less affected by economic downturns than other fields. Second, care work does not facilitate the return process of migrants, as it does not allow the individual to acquire skills that are marketable in the labour market of the country of origin.

Despite the fact that they are employed in one of the most disadvantaged sectors of work abroad, women who emigrate are more educated than their male counterparts. On average roughly 13.9% of Ukrainian men who emigrate have a secondary school education, with respect to 20% of female Ukrainian emigrants (Malinovska, 2010).

In the Ukrainian case, it is incorrect to talk about “the feminization of emigration” as the overall percentage of women that undertake this process has actually diminished over the last 20 years. At the beginning of the 1990s, when the prevalent migratory model was composed of so-called “suitcase migration” or brief movements linked with small commercial activities between borders, women constituted over 50% of migrants. Today only one third of Ukrainian emigrants are women. However, from the early 1990s to today the migratory trajectories of female emigrants have transformed. These are no longer brief movements or subsequent to family reunifications. Today migrant women are “pioneers.” They are generally the first within their family nucleus to travel abroad. They migrate alone; often they are widowed or divorced and leave their loved ones in the country of origin. According to a study conducted by the Ukrainian NGO *Women Perspectives*, in 2003 (*Women Perspectives 2003*) over a sample of 110 interview subjects, 94% of the emigrant women had at least one child in the country of origin, the majority of whom were young people ages 17 to 22. (Malinovska, 2010)

This female migratory flow – strongly conditioned by the demand for work in the family assistance sector in Western countries and in Italy in particular – has in turn generated new effects on the contexts of origin. In the following paragraphs, we’ll analyze several specific opportunities and difficulties, evaluate five characteristics of Ukrainian immigration in Italy, and highlight the challenges that these factors pose to development co-operation. These five characteristics, considering that Ukrainian immigration in Italy is constituted 80% by women, are: 1) concentration in the care sector, 2) remittances highly oriented towards social spending, 3) professional skills acquired in the social sector, 4) the care drain in the country of origin, 5) migratory trajectories oriented towards the well-being of the children and enjoyment of the retirement years in Ukraine.

Analysis reveals that, as shown in the latest UNDP Human Development Report, migration usually

has a contradictory effect on development. Policies must emphasize the positive effects and limit the negative impacts (UNDP, 2009).

## **2.2. Concentration in the care sector**

As of December 31, 2008, according to ISTAT, 153,998 Ukrainian citizens resided in Italy, of which 123,006 were women (<http://demo.istat.it/str2008/index.html>). To date, Ukraine is the fifth most significant origin country for migrants in Italy, but first for number of citizens employed in the family care services sector (Caritas, 2009, 256). The presence of the Ukrainian community in the care and assistance sectors seems to expand with each passing year. In 2009, Ukrainians filed the most applications in the national initiative to regularize caretakers and nannies. Almost one-third of the applications presented – 137,000 of 294,000 – came from this community (Vianello, 2009). Women employed in the care sector present characteristics that are rarely valued. It is not by chance that current policies that promote the link between migration and development favour an entirely different kind of individual: for example young people inclined to invest in entrepreneurial activities or highly-skilled migrants. At the same time, promoting this type of immigration is an important opportunity for development co-operation as it offers the possibility to address not only an élite class of immigrants (for example entrepreneurs or associations) but also the general phenomenon. Female care workers in Italy are a numerous group, comprising 45.5% of the foreign women enrolled in INPS in 2008 (INPS, 2009). Involving these women in policies that link migration to development means expanding the reach of such programmes on territories of origin and destination (Piperno and Boccagni, in publication).

## **2.3 Remittances and Social Spending**

For years, remittances have been considered one of the main resources that make possible to transform migratory processes into local development processes. According to the Ukrainian National Bank, remittances sent by Ukrainian emigrants in 2008 reached 2.9 billion dollars, an amount equal to 2% of national GDP (Malinovska, 2010, 3). According to estimates of the Ukrainian State Committee of Statistics, emigrant women earn 7% more than men and apply their earnings more than men to services linked with health and education in their contexts of origin (Malinovska 2010, 3). From this data, one sees how emigration, especially female emigration, can have a positive impact on strengthening local welfare services and on improving social well-being in Ukraine. However, such a process must be supported by co-development policies. Not only is it necessary to create adequate channeling mechanisms, but it is also fundamental to reinforce the supply of local services. If the supply of services is vital and dynamic, responds to “ethical” criteria

and is sufficiently flexible and credible to dialogue with the emigrant population, the impact of remittances will certainly be positive and will strengthen the system. In the absence of adequate services, however, remittances end up financing poor-quality, irregular or even openly corrupt education, care or support services (do-it-yourself types of education, purchase of private tutoring, micro-corruption of doctors in public hospitals, black market trade of university exams, etc.).

The risk in Ukraine is that remittances destined for social spending will not strengthen the development of local welfare systems. In fact the current supply is not dynamic: there are few youth centers able to offer academic support or tutoring for young people or support for families in difficulty; there is no a strong system of collaboration between public and private sectors in the provision of social services (welfare mix) and the law that regulates the third sector does not recognize NGOs as entities that can formally provide social services\*\* (Banfi, 2009, 50). The healthcare system is in decline and is highly corrupt and even universities are tarnished with a well-known schedule of bribes, with different prices for each exam. These phenomena lead to a reduction in the general level of education and diminish the value of degrees obtained in the local market (Chaloff 2007). Finally, remittances often flow into private universities that do not guarantee certain standards of quality (Banfi, 2009, 55).

To improve the positive impact of remittances, social co-development policies should support the restoration of the welfare mix system in Ukraine and the supply of qualified and certified services that take advantage of economies of scale, promote employment in contexts of origin, respond to the needs of transnational families and dialogue with the diaspora.

## **2.4 Professional Skills in the Social Sector**

The skills acquired by migrants abroad, the leaning of a new employment culture, of new organizational systems and new relational networks are all extremely important resources that migrants acquire and may prove useful upon return to the country of origin. The use of skills learnt abroad by the returning migrant can inspire innovative processes in the local context that can be fruitful for the entire country's socio-economic development.

Because Ukrainian migrants living in Italy are, as we have already seen, mainly women working in the care sector, this process is more difficult.

Employment in the family assistance sector, as noted by Scrinzi, is mainly considered to be unskilled labour, or like “non labour,” in a context of social relations based on gender and class, as well as racism, which – for lack of wide-reaching structural reforms – renders its promotion difficult (see Scrinzi, 2003 and 2005). Not only is the care sector poorly compensated, unprotected

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\*\* EU Gender Watch (2007), “A gender analysis of EU development instruments and policies in Ukraine”.



and scarcely recognized at a social level, but skills acquired in Italy are also hardly marketable in the country of origin. In the majority of countries of emigration, including Ukraine, the social sector does not have a dynamic labour market that can value and adequately pay for the skills the women have acquired working abroad.

Subsequently, professional family assistance skills appear useless when considering a potential qualified return of the migrant women to the country of origin.

In reality, as found in other contexts (Piperno 2009, Piperno and Boccagni in publication) these female workers constitute a precious resource and a surprisingly scarce one for countries of origin as well as destination. In many countries of origin, women who emigrate drain resources from a local social-healthcare sector characterized by female labour. This is also true of the Ukrainian case, given the high cultural level of women who emigrate. Before reaching Italy many Ukrainian women were doctors, nurses, teachers or worked in the psychosocial sector. For example according to an estimate put forth by the NGO *Women Perspectives* in 2003 (Women Perspectives, 2003), 11% of immigrants in Italy were doctors (Chaloff Eisenbaum, 2010, 23). A return of these professionals (for example through circularity incentive programmes) and the recognition of their skills could be important for the social welfare systems in their countries of origin. The know-how that Ukrainian women acquire abroad can also be useful in the process of alignment of Ukraine to European standards. For example, the slow process of de-institutionalization of orphanages and nursing homes which makes it necessary to think of smaller and more dynamic structures organized according to criteria closer to those of Western countries.

In some Eastern European countries, such as Romania and Hungary, small, dynamic and lively social co-operatives have been created which perform fundraising and use new working methods, engaging in international exchange to attract workers towards this sector of crucial importance which suffers from a great labour-shortage problem, being poorly paid and unprotected. In this case, the skills and social contacts obtained abroad would be vital.

In short, the skills of Ukrainian women can have a positive effect at the local level but policies are needed to promote such an impact. Development co-operation projects that aim to promote the skills of foreign women must intertwine with programmes in the Italian regions that promote training, regularization and in some cases, professional upgrade of family assistants. Projects that recognize training and employment experiences at the national and transnational level would also be useful. Finally, the creation of partnerships between local bodies, hospital structures and third-sector operators in countries of origin and destination is one way to provide circularity incentives for workers and the synergy between different systems of welfare, increase opportunities for educational and professional exchange between countries involved in the migratory phenomena and

improve the level of local social services and consequently the motivation of those working in them (Piperno 2009).

## **2.5 The care drain from contexts of origin and impact on local welfare**

One of the most frequent negative effects associated with the emigration of women is the question of the so-called “care drain” (Piperno 2007) or the drain of caregivers from countries of origin. An eloquent image of this phenomenon was provided by American academic Arlie Russell Hochschild who, on the basis of several important empirical studies,<sup>††</sup> notes how love and care have become the “new gold,” sacked by imperialist nations and taken from countries of emigration (Hochschild 2003).<sup>‡‡</sup>

In the case of Ukraine, Malinovska describes the issue of the care drain with the following words: “The problem of the children of migrants who stay in Ukraine without their parents is quite acute. According to estimates of the Minister of Family, Youth and Sports, in Ukraine there are roughly 200,000 minors with parents living abroad. In regions with greater outward migration flow, up to one-quarter of minors are raised with only one parent. According to a survey conducted in Ternopil, 25.5% of school age minors had at least one parent abroad and 4.2% had both parents outside the country of origin. Families where the mother has emigrated face a particularly difficult situation.” (Malinovska, 2010, 3, t.d.a.)

Tolstokorova and Gal highlight how the care drain – in a country with a high rate of aging such as Ukraine – affects the elderly population: “A worrying factor is the problem of the elderly in regions where there is a lack of female population. Care for the elderly is traditionally seen as the responsibility of women, who in this case emigrate to assure the care of other elderly people while their own family members are left in the territory of origin without care. Considering that the welfare system in many countries in transition, including assistance services for the elderly, suffered a collapse after the fall of the communist regimes, female emigration towards the care sector in the West deprives many families in these regions of the possibility to provide the necessary support for their elderly generations.” (Tolstokorova and Gal, 2007, 10, t.d.a.)

The destabilization of the family therefore strikes minors and the elderly in a particularly acute way, as they are the most vulnerable members of the family unit. This in turn generates an impact on

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<sup>††</sup> We recall the study, WONG Sau-Lin, *Diverted mothering: representations of caregivers of colour in the age of multiculturalism*, in NAKANO GLENN Evelyn, CANG Grace, RENNIE FORCEY Linda (editor), *Mothering: ideology, experience and agency*, London, Routledge, 1997, pp.67-91.

<sup>‡‡</sup> HOCHSCHILD, Arlie Russell, *Love and Gold*, in EHRENREICH Barbara and HOCHSCHILD Arlie Russell (a cura di), *Global Woman. Nannies, maids and sex workers in the new economy*, New York, Metropolitan Books, 2003, pp.15-31.

local social institutions. The latter, in fact, must manage increasingly complex situations and identify new strategies and resources to face them.

In a 2005 report entitled “From Red to Grey,” the World Bank launched an alarm regarding the increase in the demand of social and healthcare services in Eastern Europe on the part of the elderly due to a reduced presence of informal caregivers (women willing to care for them) and the simultaneous aging of the population. The high rate of aging of the Ukrainian population renders this country particularly at risk.

Even the question of minors with parents abroad appears particularly complex. In Ukraine, departments and services linked to local public administrations, academic institutions and various NGOs are already moving to address the most severe problems but it requires additional support to make significant progress. Malinovska recalls that in 2006 a study conducted in 5 regions of Ukraine (Vinnitsa, Lugansk, Lviv, Kherson and Kiev) involving 103 young people with parents abroad (Levchenko, 2003) revealed the psychological and social problems that these young people experienced and the difficulties of teachers and case workers in managing these situations, also because of insufficient methodological preparation. Malinovska also notes that, as a result of this study, a methodological manual was published in 2008 for psychologists and social instructors who work with the children of emigrants.<sup>§§</sup> This is a small attempt to deal with a complex situation that appears to be in continual expansion.

An impressive statistic that indicates the increase in the number of Ukrainian minors with parents abroad and at the same time the difficulties faced by Ukrainian local governments is provided by the Office of Minors of the Municipality of Chernivtsi (Chaloff, 2007). According to data provided by this office, in 2000, of 60 cases of minors placed under the care of public municipal services, 1/5 involved minors with parents abroad; in 2005 this number had increased to 2/5 of the total.

At the governmental level, the first attempt to regulate the question of minors with parents abroad was made in 2006 when the Ukrainian Education Minister issued a special decree on “social-pedagogical and psychological support for the children of labour emigrants” according to which the psychological services that feed into the Ukrainian educational system (from nursery schools to secondary schools) would work with this category of minors, also providing particular support to their teachers and relatives. This decree inspired a project conducted in 5 Ukrainian regions (Kiev, Donetsk, Lugansk, Ternopil and Chernivtsi) that aimed to reinforce co-operation between teachers,

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<sup>§§</sup> Levchenko, K., Trubavina, I., Tsushko, I. (2008), Socio-educational and psychological work with children of labour Migrants. A methodological Manual, Chaltsev, Kiev

social services, NGOs, etc. The main implementing agencies of the project were the regional centers for psychological and social care (Molodikova, 2008, 25).<sup>\*\*\*</sup>

In 2007, a joint ordinance from the Ministries of Education, of Public Health, of Family and Youth, of Labour and the Ministry of Interior encouraged “the approval of co-operation procedures between the various services for families in difficulty.” This ordinance urged the main social services dependent on the various signatory ministries to improve reciprocal collaboration. Families separated by migration are considered potential beneficiaries of services created more generally for families in difficulty (Malinovska, 2010).

Finally, a law was presented in 2008 containing a proposal to revise the Civil and Family codes to include the obligation to name a temporary guardian for minors with parents abroad. The law – which would allow minors greater protection of their rights and would help overcome numerous bureaucratic obstacles – is nonetheless stalled in parliament (Malinovska, 2010).

Other attempts to resolve the problems created by the separation of families due to migration were made by single local governments, academic institutions and NGOs.

For example, in the span of five years, the Municipality of Terebovlia tripled the number of school psychologists in order to better respond to the needs of minors in difficulty, including those with parents abroad. At the local level, many NGOs such as *Women Perspectives*, *La Strada*, *Suchasnyk*, *Rebirth of the Nation* and *Zapruka* whose main mission was the support of vulnerable women and victims of trafficking or children with cancer, have now expanded their activities to offer new forms of psychosocial support to minors with parents abroad and women who have returned from long and often painful migration experiences.

Some organizations began to adapt their activities to support separated families. To this end, Banfi reminds us that: “In the absence of answers on the part of institutions, some NGOs have started projects with social orphans. The NGO *Vira*, *Liubov*, *Nadia*, active in Odessa in collaboration with the *oblast* (region) of Odessa and IOM has built a daytime youth center for Ukrainian children with parents abroad (aimed also at Moldovan unaccompanied minors who were sent by their parents as beggars to Ukraine). Another innovative experience was that of the *Kolping Family* NGO of Lviv. Founded by two psychologists who originally treated children with autism, the organization later opened a youth center in 2003 to provide medical and psychological support for children using various types of therapy (drawing, theatre, music). Since 2004, collaboration began with German psychologists, who later travelled to Ukraine to train the NGO on new transnational psychotherapy methods. In a third phase, the NGO began to address the problems of families where the mother is abroad and the children remain in Ukraine. Working in particular with Ukrainian immigrants in

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<sup>\*\*\*</sup> Irina Molodikova (2008), *Trends in the field of social policies and welfare reforms in Ukraine and Moldova*, Working Paper CeSPI, <http://www.cespi.it/WPMIG/BREPORT%20Ucraina.pdf>

Portugal, *Kolping Family* began conducting long-distance therapy using new communication technology, in particular Skype.” (Banfi, 2009, 56)

Development co-operation can assume a central role in supporting local social welfare actors at all levels in their efforts to address the new social problems created by emigration. However it is important not to create positive discriminations that favour solely minors with parents abroad for at least two reasons: the first is the risk of ghettoizing the target group; secondly, it is necessary to stimulate development processes that affect a larger base of beneficiaries. It is therefore useful to strengthen services dedicated to families in difficulty in general and within this general strategy develop working methods that specifically support the transnational family.

As we have seen, Ukrainian female emigration tends to last on average longer than male emigration and the family reunification processes seem to increase. It is therefore advisable to create connections between family support structures “here” and “there.” This proposal is founded on the idea that the development of services for emigrant mothers in Italy and the family assistance services for the relatives left behind in contexts of origin can occur simultaneously, through forms of partnership, planning and networking. Partnerships of this kind can:

- support transnational families and the management of long-distance parenting, thereby increasing the well-being of women in Italy and families in the country of origin;
  - improve management of reunification and therefore the integration of “Generation 1.5” in Italy<sup>†††</sup>;
  - improve processes of return for emigrant women who are often coming from extremely difficult life experiences. (In Ukraine the term “Italian syndrome” has become common to refer to the psychosocial difficulties of women returning from Italy).
  - offer development and capacity building opportunities for local services, as well as greater attention to foreign beneficiaries on the part of Italian services (Piperno Boccagni, in publication).
- Co-development strategies must start from the assumption that, just as the skills of migrant women can be valued to the advantage of the social welfare professions in contexts of origin and destination, new areas of need that emerge from the transnationalization of the family can stimulate positive growth in the social services system at both points of the migration process (Piperno Boccagni, in publication).

## **2.6 Migration trajectories oriented towards the well-being of children and social protection**

One last aspect to consider when analyzing Ukrainian migration is that, as already seen, the majority of women who emigrate are mature in age and identify their main objective not as personal improvement as much as improvement of socio-economic opportunities for their children and

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<sup>†††</sup> Generation 1.5 is comprised of young foreign citizens who were reunited with their parents before reaching the age of 18 but were born and often lived their early childhood in the country of origin.

accumulating savings that would allow them to live the last period of their lives in Ukraine. According to Vianello, who studied the migratory dynamics between Italy and Ukraine in depth, this migratory profile can be defined “in transit:” “Migrants in transit are women who live migration as a passing phase of their lives even if it lasts longer than planned. The way they represent their experience of transnational mobility is rife with the rhetoric of maternal sacrifice: they fulfill their family responsibilities by giving up their personal relationships. (...) Considering the scarce labour reinsertion possibilities in Ukraine, migrants in transit often prefer to conclude their productive lives in Italy and accumulate sufficient economic resources to guarantee a dignified retirement in their country of origin” (Vianello 2009).

It is important that development co-operation programmes understand and capitalize these special needs. Rather than push these women to return and start small businesses, it is therefore advisable to support training and professional insertion opportunities for their children to satisfy the main goal of migrant mothers. It is, for example, possible to channel remittances towards programmes that promote training or encourage young people to invest remittances, encouraging them to engage in income-generating activities.

It also deemed important the effort of the Ukrainian government to conclude bilateral cooperation agreements with destination countries to facilitate the receipt of social welfare tax contributions paid abroad by these women, thereby assuring a pension to those returning and at the same time, lending greater sustainability to the Ukrainian pension system.<sup>†††</sup> The risk in numerous countries of emigration, especially in Eastern Europe, is that the active population and tax contributions will diminish while social expenditures rise in local governments because the growing elderly population, including returning emigrants who did not contribute to the State pension programme, need support from the State. In the Ukrainian case, the fact that many citizens, especially women, leave at an advanced age increases this risk. In this perspective, even the development of integrative public or private pension systems<sup>§§§</sup> seems to be an appropriate tool for responding to the needs of migrant women, at the same time promoting local social development.

### **3. The experience of the Italian-Ukrainian Observatory on Migration**

#### **3.1 Composition and Objectives of the Observatory**

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<sup>†††</sup> Chaloff notes how “this issue is a high priority for Ukraine as many Ukrainians went abroad just a few years before retirement age. (...) Regularization programmes conducted in Italy, Portugal and Spain have resulted in an increase in Ukrainians who pay their pension taxes. The Ministry of Labour and Social Policies, which has always supported these regularizations, is currently actively working to promote bilateral accords with regard to pensions with the main European countries. At the same time, Ukraine spends 14% of its GDP on pensions – a percentage higher than any other OSCE country – and at any rate passivity should be avoided (Chaloff, 2007, 13, *T.d.a.*)

<sup>§§§</sup> In 2009 Ukraine approved the definition of a voluntary integrative public pension scheme for citizens abroad, but to date only 5,000 people have enrolled (Malinovska, 2010).

The Italian Ukrainian Observatory on Migration was created in 2009 as an output of a pilot project conducted by the international organization for migration (IOM) and financed by the Italian Ministry of Foreign Affairs, entitled “Capacity building action towards Ukrainian local institutions for the empowerment of migratory and social-educational policies on behalf of children, women and local communities.”

The Observatory, coordinated by IOM, included the participation of ministerial representatives, regional and municipal functionaries, NGOs, as well as research and training centers from both countries and representatives from the Ukrainian community in Italy.

The Observatory’s objective was to promote decentralized inter-institutional dialogue to highlight anomalies in the phenomenon of migration, especially in relation to gender migration, and identify possible preventive actions through co-operation between the local governments of the two countries. In particular, at the institutional level, the Observatory benefitted from the presence of Italian representatives from the Ministry of Foreign Affairs, the National Association of Italian Municipalities (ANCI) and the Veneto and Emilia Romagna regions; participating for the Ukraine were the Ministry of Family, Youth and Sport, the Ministry of Education and Sciences, the Chernivtsy region, the mayor of the city of Terebovlia (Ternopil region) and the village chief of the Lower Petrivtsi community (Chernivtsi region).

The timing of the Ukrainian national elections – which changed the focus of the government in March 2010 – and the Italian local government elections in April 2010 resulted to be a constraint with respect to the goals of the Observatory but the majority of the actors involved demonstrated the continuity of their interest in the initiative.

Overall this was an innovative experience which provided an opportunity to translate the suggestions provided in recent years from researchers and associations working with Ukraine into concrete planning.<sup>\*\*\*\*</sup> The possibility to gather different actors around the same table revealed numerous opportunities: the interest to share common planning and unite efforts to finance useful initiatives.

After four Observatory meetings conducted in Italy and Ukraine between September 2009 and June 2010, participants defined a decentralized co-operation agenda starting from the identification of some emerging problems.

The co-operation agenda responds to two general objectives:

- 1. Capacity Building for institutions, schools, healthcare and third sector entities for the planning and management of policies and services for families in difficulty (including**

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<sup>\*\*\*\*</sup> A stimulus for the creation of the project was especially the study by Novita Amadei (2005), “*Con Voce di Donna*,” Province of Parma, Office of Equal Opportunity

**families separated by migration).**

## **2. Promotion of local socio-economic development.**

In the following paragraphs we will examine in detail the main problems identified to which these objectives respond and the specific objectives on which the Observatory agrees to promote future action.

Before we begin this explanation it is important to note that the dynamic entrepreneurial fabric of the Veneto region; the strength of the social welfare system offered by the Emilia Romagna Region at the local and international level through decentralized co-operation projects; the vitality of Italian and Ukrainian NGOs present in the observatory and their commitment to fostering social and labour insertion for the most vulnerable groups; the availability and interest to work with “left-behind” children shown by the staff of the various schools involved in the project, are all valuable recourses for a decentralized co-operation agenda.

### **3.2 Capacity Building to support families in difficulty**

During the meetings of the Observatory, the various participants, through personal and collective focus group presentations, highlighted a series of problems and needs that, in Ukraine, intersect with the issue of migration.

In this section we have collected considerations made on the impact of gender emigration in contexts of origin. In particular, the questions noted with greatest urgency among the Observatory participants were 1) difficulties faced by separated family members in Italy and in the context of origin 2) the insufficient preparation of local social welfare systems to address the new forms of social constraint caused by emigration and “broken” families.

With regard to the first point, Observatory participants identify a series of problems and needs that can be listed as follows:

- Communication difficulties between mothers and their children and in some cases between mothers and school staff.
- The need to help young people understand the reason for their mothers’ departure.
- The need to work on the awareness of women, to support them in the management of long-distance motherhood and reunification as well as the reduction of feelings of guilt that develop following the departure.
- Absence of programmes that consider the role of the man and help him to acquire the peace of mind to assume new care responsibilities.
- Insufficient knowledge and application of methods and tools for effective action on the part of



teachers, psychologists and NGOs working with minors whose parents are abroad.

- The need to dismantle negative stereotypes in Ukraine that condition judgments about migrant families.
- Lack of programmes and structures that provide psychosocial support to separated families and the returning female migrants.
- The need to lend greater strength and centrality to the network of NGOs that have operated for years in areas of intense emigration.

With regard to the second above-mentioned point, participants appeared aware of the fact that the care drain phenomenon has an effect on local social welfare systems, creating new problems or intensifying problems with pre-existing limitations. Specifically, the issues highlighted can be listed as follows:

- Cooperation between national and local authorities appears insufficient with regard to social planning and what is especially needed is a policy that favours administrative decentralization and a better distribution of responsibilities between different levels of power.
- A national strategy is needed to guide planning and coordination of the various efforts to assist families separated by migration.
- There is no process to strengthen and shape measures for the different members of the separated family.
- There is not in place an appropriate legislative framework that regulates the role of guardians (grandparents, aunts/uncles, neighbors, etc.) who take care of minors during their parents' absence. This leads, among other things, to a series of bureaucratic difficulties for minors.
- There seems to be an insufficient connection between schools, social services and NGOs working with various separated family members, and between these actors and the main sources of information for emigrants. Coordination offered by local governments also appears insufficient.
- There is no contact between services working with families left-behind in Ukraine and associations and services which work with members of emigrant families in Italy.
- It appears to be scarce the financial stability in NGOs providing important social services to local communities, including to members of families separated by migration.
- There is no national database that indicates the number of minors/young people with parents abroad and the extent to which they use various social services. This limits the capacity of

institutions to cope with the effective needs of the population.

Based on the above nodal points that the general objective identified is **Capacity Building for institutions, schools, healthcare and third sector entities for the planning and management of policies and services for families in difficulty (including families separated by migration)**. This objective was identified because it responds to several criteria deemed important within the Observatory:

- 1) favour recognition and subsequently strengthen the existing efforts of social welfare actors in Ukraine on behalf of families separated by migration;
- 2) increase the sustainability of actions: processes that endure over time require the strengthening of local capacities rather than the creation of entirely new services.
- 3) help extend the reach of the project in local communities to affect not only families separated by migration but families in difficulty and local social welfare actors.

Under the auspices of this general objective, participants in the Italian-Ukrainian Observatory on Migration agree on the following specific objectives:

- Strengthening capacities of local agencies and civil society organizations in Ukraine to plan and manage services for the family in difficulty, including those separated by migration.
- Improve integration between social services that support the various members of the separated family in Ukraine and Italy, both to favour the exchange of practices and information and to find new forms of transnational care for separated families.
- Build up and update the training supply for service providers and university students who work with at-risk minors and the children of emigrant parents.
- Develop detection capacities and a national database that indicates the number of minors/young people with parents abroad and the types of services that they use and need.
- Promote the link between remittances (individual and collective) and social services in Ukraine.
- Strengthen the legislative framework that protects separated families.

### **3.3 Promotion of local socio-economic development**

One of the problems facing Ukrainian society today is the scarce mobility of the labour market. While the official unemployment rate remains relatively low, the insufficient level of wages renders most employment opportunities unpalatable.

Many women who emigrate have employment in the context of origin but do not earn enough to satisfy their expenses. In some cases one witnesses the sad situation of women who emigrate to finance their children's education and promote their socio-economic improvement only to find themselves forced to continue their migration experience because upon graduation, their children are unable to find work or anyway remain dependent on the flow of remittances.

Another problem that should be underlined is the difficulty faced in returning home for Ukrainian women who have immigrated to Italy. Many of them, working as family care assistants for Italian families, do not acquire professional skills that are marketable in the context of origin. At the same time, as has been highlighted several times by IOM representatives, considering the condition of fragility and vulnerability of Ukrainian women in Italy, and their generally mature age, it is difficult to conceive of them as promoters of entrepreneurial initiatives.

In the various Observatory meetings, participants also highlighted how a lack of sports structures and recreation centers made their work with children less effective and they reiterated the importance of improving facilities destined for the entire youth population, not just that of minors with parents abroad. Inclusive methods help avoid "positive discrimination." Athletic and theatrical activities are considered not only recreational opportunities, but also an excellent social inclusion and integration tool, especially when associated with psychosocial support methods for youth and adults.

The main points emerged are summarized below:

- Scarce mobility in the labour market and an inadequate wage level resulted in mass emigration.
- Limited productive investment opportunities of remittances for family members at home and brain waste upon completion of education.
- Difficulties faced by emigrant women upon return including with social and employment reinsertion.
- Lack of local social gathering facilities.

Based on these issues the general objective was identified as the **Promotion of local socio-economic development.**

This objective was also named because it corresponds to several criteria considered important within the Observatory:

1. Local development alleviates the negative impacts of emigration: in a more developed socio-economic context, there are increased opportunities to spend remittances on productive investments and high quality social-educational services rather than on pure

consumption.

2. Strengthening the capacities of local social welfare actors (the theme of action number 1) is effective when accompanied by reinforcement of structures at the local level.

In the context of this general objective, participants in the Italian-Ukrainian Observatory on Migration agree on the following specific objectives:

- Increase of local income-generating activities through the promotion of small businesses, the social enterprise sector and commercial chains between Italy and Ukraine as well as improving the system of credit access.
- Promotion of youth aggregation and additional social and recreation facilities for young people on the territory.
- Enhance the value of remittances for the promotion of social and local economic development.

### **3.4 From the Observatory to the Working Group**

The Observatory participants showed an interest in continuing the work they started together through the creation of an Italian-Ukrainian working group that follows the work of the Italian-Ukrainian Observatory on Migration and works through coordination networks that have parallel meetings in Italy and Ukraine.

In both countries, the working group will open involvement to: regions, provinces, municipalities, NGOs, social enterprises, chambers of commerce, financial institutes, academic and healthcare institutions, universities and entrepreneurs associations. The participation of Ukrainian immigrants associations and Ukrainian media representatives is also considered essential to the working group in Italy.

The Italian Ministry of Foreign Affairs, IOM Rome and ANCI appear to be the most appropriate actors to coordinate the network in Italy; while the Ukrainian Ministry of Family, Youth and Sports and the Ministry of Education and Science and IOM Kiev could have suitable skills and resources to coordinate the network in Ukraine.

The goal of the Italian-Ukrainian working group is to create a stable decentralized inter-institutional dialogue to debate the issue of migration, act on the profound causes that determine it, and improve its negative impacts in contexts of origin and destination. Moreover, the working group aims to identify and promote operational strategies in keeping with the general and specific objectives detailed above, conducting, to this end, planning and fundraising activities. At the strategic level, the working group is considered the most appropriate tool to favour exchange of knowledge and

work methodologies between Italy and Ukraine, in a true perspective of co-development, or common development.

The involvement of multiple actors in Ukraine and Italy who operate on the territory – at the public and private level – is deemed necessary to guarantee common ownership of project implementation, assure integrated and multifunctional solutions and inspire greater vigor behind fundraising activities and grant applications. Finally, transnational cooperation between key actors in contexts of origin and destination is considered essential to the most effective management of the phenomenon of migration and its local effects, as migration is by definition a “transnational” process.

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## **ATTACHEMENT:**

### **COOPERATION AGENDA**

#### **between members of the Italian-Ukrainian Observatory on Migration**

##### **Introduction**

The opening of borders in 1991 and the transformations connected with the transition from a planned economy to a market economy brought about a significant migratory flow from Ukraine to Italy. The fundamental causes of this intense emigration towards Italy were unemployment, low wages, increases in the cost of living, privatization, the lack of housing, and the deterioration of welfare services.

Experts estimate that from 1 to 3 million Ukrainian workers currently live abroad that correspond to app. 5.1% of the working age population. In 2008, Italy was the fourth most popular destination country of Ukrainian emigrants after Russia, Poland and the Czech Republic and absorbed 8% of the migratory flow. In 2008, it was the second most popular destination country after Russia and absorbed 13% of the country's migration flow.

According to the Ukrainian State Committee for Statistics, 83% of the migratory flow directed towards Italy comes from four regions: Chernivtsi, Ternopil, Lviv and Ivano-Frankivsk. Chernivtsi and Ternopil in particular are the regions of origin of a massive migration chain: almost 50% of the emigrants who depart from Chernivtsi and 33% of the emigrants from Ternopil arrive in Italy. According to the Italian body for Statistics, five regions absorb the majority of the flow from Ukraine: 69.2% of Ukrainians live in Campania, Lombardy, Lazio, Emilia Romagna and Veneto.

Research indicates that emigration from Ukraine to Italy is constituted mainly by women: these are mostly older women (45% are over the age of 40), with dependent children who are mainly employed in the domestic and caregiving sectors. The feminization of Ukrainian emigration to Italy is strongly influenced by high employment demand in the family assistance sector in the Italian market – has created specific opportunities and problems.

One of the most tangible opportunities and the positive impact brought by this migration outflow on the growth of social well-being in Ukraine is money remitted by the emigrant women who earn 7% more than men and direct their earnings to health and education services to the areas where their children reside. Exposure to a different culture, working ethics and opportunities to learn the language should also be stressed.

As far as problems and difficulties, female emigration contributes to the destabilization of families, which in their absence, are deprived of the main caregiving figure. Minors and the elderly, the most vulnerable subjects within the family, experience the greatest difficulty and that, in turn, has an impact on local social institutions and their capacity to respond to the needs of vulnerable individuals. Specifically, services are forced to address increasingly complex situations and to identify new strategies and resources to resolve them.



The condition of Ukrainian women workers in Italy is very difficult due to their strong social isolation, to the hard working conditions (e.g. they are not regularized by the employer; often the workload is higher than the one established by laws) and to the distress caused by the separation from their children left-behind in Ukraine. It should be also highlighted that the mayor push factor to emigration is the need to ensure a future to their children and that the first investment sector of remittances is the education of children.

**The project: “Capacity building activity to help local Ukrainian institutions to reinforce migration, social and educational policy targeting children, women and local communities”**

The Italian-Ukrainian Observatory on Migration was established under the auspices of the above-mentioned project, in order to promote the creation of an inter-institutional network of decentralized cooperation to favor dialogue between Italy and Ukraine and stimulate real exchange and a holistic and articulated perspective of migration.

During the various meetings of the Italian-Ukrainian Observatory on Migration, the issue of young people whose parents have emigrated appeared particularly complex. Local government departments and services, academic institutions and various NGOs brought significant experience on these themes. *These entities clearly stated the need for continued progress towards improving the conditions of a new generation of Ukrainians living without one or both parents.*

Considering the existence of consolidated migration chains that link specific regions and cities in Italy and Ukraine, as well as the presence in Italian regions of skills and resources that could contribute to the socio-economic development process in Ukraine, members of the Italian-Ukrainian Observatory on Migration chose to collaborate through decentralized cooperation. *In particular, the Regions of Emilia Romagna and Veneto in Italy and the Regions of Ternopil and Chernivtsi in Ukraine work to create a network for the concerted promotion of co-development projects.*

Also considering:

- The need to address the root causes of emigration;<sup>tttt</sup>
- The importance of alleviating the negative consequences of female emigration on their families and children in particular while at the same time promoting the positive aspects of migration and opportunities associated with it;
- Improve the living conditions of women working in Italy by promoting their social inclusion on one hand and an upgrade of their professional skills on the other.

And given:

- The resources of the main Italian cities of destination where Ukrainian communities have settled, the dynamic business structure of the Veneto region and the strength of

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<sup>tttt</sup> Communication by the Commission to the Council and to the European Parliament on Immigration and Asylum Policies [COM(94) 23].

the welfare system in the Emilia Romagna region;

- The requests of the main representatives from the Ternopil and Chernivtsi regions that identify reinforcing the local socio-economic fabric as the best way to manage international migration and improve its effects on the local contexts.

Participants in the Italian-Ukrainian Observatory on Migration agree on the need to develop cooperation initiatives that support the following:

**A) - Capacity Building of institutions, educational and healthcare bodies as well as third sector organizations to support planning and management of policies and services aimed at families in difficulty (including families in difficulty separated by emigration);**

**B) - Promotion of local socio-economic development.**

More specifically, under the auspices of the strand A), participants in the Italian-Ukrainian Observatory on Migration agree on the need to:

- 1) Strengthen the capacity of Ukrainian public bodies and civil society organizations to plan and manage services for families in difficulty, including those separated by emigration.**
- 2) Improve integration between social services that work with the various family members divided between Ukraine and Italy, both to favour exchange of best practices and information as well as to find new transnational solutions for separated families.**
- 3) Reinforce and update the training offerings for caseworkers and university students who work with at-risk young people and children with emigrant parents.**
- 4) Develop the capacity to define the problem in quantitative terms, creating a national database that indicates the number of young people with emigrant parents, the types of services they use and which they need.**
- 5) Promote the link between remittances (individual and collective), social services in Ukraine.**

More specifically, under the auspices of the strand B), participants in the Italian-Ukrainian Observatory on Migration agree on the need to:

- 1) Reinforce local income-generating activities through the promotion of micro and small businesses, the social enterprise sector and commercial connections between Italy and Ukraine as well as through the reinforcement of the credit access system.**

More concretely through:

→ a feasibility study on the credit access conditions in Ukraine and on the

functioning of the credit system;

→ crafting opportunities for young people who intend to start-up a micro/small business;

→ the empowerment of the already existing occupational centres.

- 2) Use remittances for the promotion of local social and economic development;**
- 3) Promote youth aggregation and support local social and recreational structures dedicated to youth.**
- 4) Increase short term employment opportunities during holiday season with a view to promote exchange visits between Italian and Ukrainian youngsters.**

Finally, considering the results in terms of a increased knowledge on the phenomenon and the wide involvement of stakeholders in the process,

- 5) Maintain active the Italian-Ukrainian Observatory on Migration through the creation of coordination networks that establish a parallel connection between Italy and Ukraine.**

In both countries, the meetings will be coordinated by IOM and will be open to additional members i.e. regions, provinces and municipalities, as well as NGOs, social enterprises, chambers of commerce, financial institutions, healthcare and academic institutions, universities, and entrepreneurs' associations. The aim of the Observatory is to maintain and extend decentralized inter-institutional dialogue to debate the issues linked to migration, identify the positive aspects brought by migration and address its profound causes and improve its impact in contexts of arrival and origin. Moreover, the Observatory aims to identify and promote operational strategies with regard to the above-mentioned objectives, serving a project development and fundraising function.

The Emilia Romagna Region declares its availability, in response to specific requests from the Ukrainian counterpart, to contribute with its know-how in the implementation of the activities connected to the strand A).

The Veneto Region declares its availability, in response to specific requests from the Ukrainian counterpart, to contribute with its know-how in the implementation of the activities connected to the strand B).

Two versions of the above respectively in Italian and Ukrainian language are enclosed and constitute integral part of the Cooperation agenda.

**Under the auspices of the Italian Ministry of Foreign Affairs - General Directorate for Development Cooperation,**

**The Members of the Italian-Ukrainian Migration Observatory:**

For the **International Organization for Migration,**

Signature \_\_\_\_\_  
Signature \_\_\_\_\_

date \_\_\_\_\_  
\_\_\_\_\_

date

Mission in Ukraine, Manfred Profazi  
Godeau

Mission in Rome, Carmela

*In Italy:*

Signature \_\_\_\_\_ date \_\_\_\_\_  
For **Associazione Donne Lavoratrici Ucraine in Italia** (Association of Ukrainian Working Women in Italy), Svitlana Kovalska

Signature \_\_\_\_\_ date \_\_\_\_\_  
For **Associazione Ucraina Più** (Association Ukraine More),  
Tamara Pozdnyakova

Signature \_\_\_\_\_ date \_\_\_\_\_  
For **Centro Studi di Politica Internazionale**, CeSPi, Flavia Piperno

Signature \_\_\_\_\_ date \_\_\_\_\_  
For **CIDIS Onlus**, Laura De Rosa

Signature \_\_\_\_\_  
For **Comune di Reggio Emilia** (Italia), Daniela Castelli

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Comune di Roma**, Tetyana Kuzyk

date \_\_\_\_\_

Signature \_\_\_\_\_  
For *Ente Nazionale Acli Istruzione Professionale* - ENAIP, Carmelina Nicola

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Punto Incontro Madreperla**, Reggio Emilia, Marya Holik

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Rete Comuni Solidali** - RECOSOL, Lorenzo Sola

date \_\_\_\_\_

Signature \_\_\_\_\_  
For the **Regione Emilia Romagna**, Marco Capodaglio

date \_\_\_\_\_

Signature \_\_\_\_\_  
For the **Regione Veneto**, Stefano Zucchetta

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Soleterre**, Alessandro Baldo

date \_\_\_\_\_

*In Ukraine:*

Signature \_\_\_\_\_  
For **Chernivtsi Region**, Yuliya Yakivchek

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **East Europe Foundation**, Viktor Liakh

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Lower Petrivtsi**, Kostyantyn Tarytsa

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Ministry of Family, Youth and Sports**, Svitlana Tolstouhova

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Ministry of Education and Science**, Oleg Ieresko

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Revival of the Nation**, Halyna Kravets

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Suchasnyk**, Elvira Mruchkovska

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Suzirya theatre**, Oleksii Kuzhelnyi

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Terebovlia Municipality**, Dmytro Mykhailiuk

date \_\_\_\_\_

Signature \_\_\_\_\_  
For **Ternopil Region**, Volodymyr Bolieschuk

date \_\_\_\_\_