

BRIEF ON MAINSTREAMING
MIGRATION INTO DEVELOPMENT
STRATEGIES FROM A GENDER
PERSPECTIVE IN MOLDOVA



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May, 2015, Chisinau



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This publication has been produced with the assistance of the European Union as part of the UN Women project 'Promoting and protecting the human and labour rights of women migrant workers'. The contents of this publication are the sole responsibility of UN Women and can in no way be taken to reflect the views of the European Union.

Publisher: UN Women in Moldova

131, 31 August 1989 str.

Chisinau, MD - 2012

Republic of Moldova

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INTRODUCTION

In recent years, international migration has grown enormously, reaching over 232 million people worldwide. It has now become a defining feature of the modern global economy, and the main factors underpinning its expansion are the processes of globalization themselves.

Although there may be multiple reasons for migration (better opportunities in employment and earning, poor quality of public services, environmental problems, family reunion, conflicts, etc.), the main cause is economic or employment. People migrate to improve their quality of life, to develop certain skills, attitudes, values, and in general, to develop. The remittances they send home serve to assure decent lives for their family members.

Against the background of intensifying economic migration, there is an increasing percentage of women in the total number of migrants, and a "feminization of migration". The feminization of international labour migration is determined by several factors, including the changing nature of work (reorientation of economies from manufacturing to services), crisis of care systems, determined by the mass exit of women from the labour market into destination countries, constitution of so called global care networks etc. has all led to an increase in the demand of migrant women's labour and to the international gender division of labour.

For this reason, policies focused on the management of migration, including the integration of migration into development strategies, cannot be promoted without being gender sensitive. Not can there be development without gender equality.

The perspective of gender equality and women's empowerment in migration and development policies is reflected both in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the ILO Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

This brief provides guidance on the elaboration of policies, including the effects of migration, on development strategies from gender perspective, and is intended for professionals responsible for implementing diaspora policies in ministries and other central administrative authorities (migration focal points, technical level) concerned by this problem.

1. THE PRINCIPLES OF INTEGRATION OF THE GENDER PERSPECTIVE INTO MIGRATION AND DEVELOPMENT STRATEGIES

In order to integrate migration into development strategies in line with a gender perspective, the following principles must be respected¹:

The process of promotion of any policies, including those related to migration and development, must take into account the differences between men and women, their social roles, their specific needs, to make them truly equitable for both women and men.

This can be achieved by:

- Including a gender-expert, male or female, in the team that develops and promotes policies on migration and development (M&D) who will coordinate and facilitate the integration of gender perspective in the development and implementation of those;
- Performing and using a gender expertise at all levels of decision making;
- Monitoring and evaluating key decisions related to the promotion of gender equality and women's empowerment in M&D policies.
- Paying special attention to the role of migrant women in the development process and to the problems they face,
- Analysing the impact of the 'brain drain' phenomenon specifically for migrant women compared with migrant men.
- Gender integration in all public awareness actions relating to M&D policies



Both women and men should participate equally in all activities related to the development and promotion of policies and programmes on migration and development, including the decision-making process and the distribution of benefits of these policies.

This principle can be achieved by:

- Establishing a minimum quota of women participating in the decision-making process related to M & D policies. Usually an "equal" participation of each sex requires at least 40 per cent and no more than 60 per cent of experts and decision makers.
- Ensuring that records of all actions related to M&D policy, composition of the team, attendance at

¹ How to integrate gender equality and women's empowerment into migration and development planning

meetings, workshops, consultations etc., are broken down by gender.

- Dissemination of information on the participation of women in decision-making processes related to M&D. If the participation of women is low, taking actions to encourage their participation in the future.



During the elaboration of policies that integrate the migration into development strategies, it is particularly important to consult women as a specific group interested in such policies.

This principle can be achieved by:

- Ensuring the participation of migrant women or their representatives during consultation processes. Given the fact that migrant women are unable to participate directly in the consulting on M&D policies because they are absent from their country of origin and often lack the ability to decide in destination countries, based on their illegal migrant status, further efforts to obtain information on the needs and opinions of migrant women are needed.
- The use of "creative" methods to consult migrant women, such as surveys or informal consultation in airports or train stations of women returning or going to work abroad. These informal consultation sessions and surveys can be performed by migrant women's associations or other specialized NGOs promoting gender equality, both in countries of origin and destination countries.
- Obtaining inputs (opinions, wishes, interests, reviews, etc.) from migrant women in the process of M&D policy making (development, implementation, monitoring and final evaluation) in order to identify and avoid potential negative or unforeseen effects of such policy.



In developing M&D policies it is extremely important to overcome the stereotype that a policy based on men's migration is focused on economic development, while a policy based on women's migration is more about social protection and respecting human rights.

This principle implies:

- Promoting positive actions to empower migrant women in the frame of M&D policies. In countries of origin, the measures to empower women include improving access to information and communication technologies, providing advisory services to migrant women, validating skills of migrant women and improving their access to training and development. These measures could be supplemented through negotiations with the authorities of the destination countries to recognize sets of skills, increase their wages and improve working conditions. In countries of destination, empowerment strategies would

include ensuring the protection of migrant workers in the labour market in accordance with their labour laws.

- Labour migration of women is an opportunity to increase their living standards and that of their families, as well as developing the national economy. M&D policies should help to maximize the benefits derived from migration. Although both men and women migrate primarily for economic reasons, policies focused on female migration ignore the economic dimension. An active policy of economic empowerment of women is needed to ensure equal opportunities for self-development and secure the benefits of migration for women migrants,.



Policies focused on promoting women migrants' interests and their protection, must avoid any unintentional harm.

This principle implies:

- Collecting additional data for analysis, monitoring and evaluating policies in terms of their impact on immigrant women. Often, the problems of women migrants are not "seen" which may generate negative and unexpected policy effects.
- Providing systematic feedback from women migrants on the implementation of M & D policies and an evaluation of their impact. Women migrants who are directly affected are the best providers of information to identify any unexpected or negative impact.



Avoiding treating gender equality issues in isolation from women's migration.

This principle implies:

- Avoiding organizing activities focused on promoting gender equality of women migrants separately from activities related to M&D policies;
- Avoiding separate analysis of issues related to the migration of women other than gender equality, which can lead to their marginalization and a less effective M&D policy.



Avoiding an approach that treats women migrants as a vulnerable group, which would prevent their empowerment and undermine their strengths in the development process

This principle implies:

- Avoid the approach to women migrants as a vulnerable group.
- Identification of vulnerability before analysing how it affects women as opposed to men.
- Not all women are vulnerable. Women migrants may be vulnerable in a particular context and vulnerabilities are specific, not general or universal.

2. PLANNING CYCLE STAGES

Planning measures related to the integration of migration into development strategies from a gender perspective usually follow the following stages: analysing and assessing the situation, identifying objectives and strategic priorities, planning the programme/actions, financing and building capacity, implementation, and evaluation and monitoring.



Source: *Mainstreaming of migration into development planning: A handbook for policy-makers and practitioners*, IOM, 2010.

2.1. SITUATION ASSESSMENT AND ANALYSIS

The situation analysis occurs at the beginning of the process of elaborating development strategies. It involves research and data collection to understand the national context, and provides a solid base of information that helps decide which strategies will be adopted. Models, trends, migration vectors characteristic of men and women are described, policies including the integration of the gender perspective are identified, development capabilities and financial resources to implement national M&D plans are assessed. The national specifics of migration and development are determined on the basis of special research that highlights the differences between women and men. The framework of the policies to include gender perspective integration must also be identified.

In assessing the situation regarding the integration of the gender perspective, a separate evaluation of gender equality issues related to the marginalization of women migrants should be avoided. The following measures are suggested for the integration of gender equality and the empowerment of women in M&D policies:

- A preparatory training workshop focused on the issue is organized.

- The main problems related to migration and the development from the gender perspective are identified. The focus is on the integration of gender equality in M & D policies.
- Specific problems of women, including special groups of women migrants such as domestic workers, illegal migrants or those in the informal sector, e.g. entertainers, are identified at each stage of the migration process.
- The labour migration is analysed in terms of the empowerment of both women and men.
- Negative approaches in which women's migration is seen only as a problem of social protection and human rights observance are avoided. On the contrary, a positive approach must be promoted, interpreting decisions taken by women for migration as an opportunity to empower them.
- Women migrants in both countries of origin and destination are consulted, the problems they face are highlighted, and their needs identified.
- Where possible, data should be disaggregated by gender at all levels of analysis to show differences between men and women and to identify possible unintended consequences.

2.2. ESTABLISHING STRATEGIC OBJECTIVES AND PRIORITIES

The strategic priorities related to M&D are highlighted after the evaluation of the situation. These priorities are classified according to their importance. Priorities and goals should be achievable and should be established according to the interests of stakeholders, depending on the available financial, human and time resources.

The establishment of priorities and objectives is an extremely complicated process that supposes that the interests, needs and voices of women migrants are heard. It is very important that objectives and priorities are set on the basis of the voices of domestic workers and illegal women migrants as well as from those involved in entertainment areas. In this context, the assistance of the gender experts or women's associations may be required to help formulate priorities and advocate for their interests.

The process of selecting priorities should be open, so that all interested parties participate. In the process of identifying objectives, their impact on ensuring gender equality and women's empowerment is also analysed.

2.3. PLANNING PROGRAMMES/ACTIONS

The third stage focuses on how priorities and objectives selected in the previous step should be achieved. It identifies concrete actions based on which programmes, projects, practical activities will be developed. Responsible partners, implementing agencies and target beneficiaries are identified. It is important that the gender perspective is included in all programmes and projects to meet the needs of women migrants in a coherent manner. The main outcome of the third stage is the draft **National M & D Action Plan**. This document should reflect women's and men's inputs to promote gender equality and empower women migrants.

The main steps of this stage are:

- Ensuring gender perspective integration in the design and development of programmes and projects;
- Organizing a training workshop on the integration of gender perspective M & D programmes and projects. The training must be technical and should be facilitated by a trainer expert in migration and gender equality, assisted by co-facilitators proficient in planning of development in the relevant sectors. The training should be focused on design, capacity building and programme development;
- Gender disaggregated and gender-sensitive data are used as a basic requirement in designing and developing programmes;
- Collection and analysis of sex disaggregated data may be required for further monitoring and evaluation of the programmes;
- The draft National Action Plan from a gender perspective is drawn up and the conclusions are made public, especially for migrant women's groups;
- The report on the participation of the women in the training workshop is presented;
- The participation of women migrants and their representatives in the workshops is facilitated. Feedback from them is provided.

Women's groups, representatives of women migrants and gender experts involved in the planning process must continuously monitor the drafting of the draft action plan to ensure the integration of the gender perspective integration and women's voices.

2.4. CAPACITY BUILDING AND FUNDING MECHANISMS

The fourth stage focusses on the evaluation and capacity building of individuals and institutions involved in designing M & D policies. Capacity building is essential to ensure the sustainability of M & D efforts: an M & D policy agenda can be successful only if it is supported locally, and if there is local capacity to implement them. This stage involves capacity building of government institutions and civil servants, and possibly also other institutions, such as local authorities, civil society (NGOs, migrants' and diaspora associations, social partners etc.) and/or private sector employers. Gender perspective must be a priority objective of the capacity building of each concerned group.

The lack of skills to formulate the needs of women migrants and women's organizations is often a reason for their modest involvement in M & D policy decision making. In order to ensure equal participation of women and men migrants in M & D policy making, there is a need to enhance their capabilities in such areas as leadership, lobbying and advocacy, public speaking, financial and project management, as well as monitoring and evaluation.

The main steps in this stage are:

- The inclusion of a gender expert in the evaluation and capacity building team. Capacity assessment is carried out by policymakers in migration and diaspora, with the assistance of the gender expert;
- Identifying the minimum level of the women in the evaluation team;
- Including the following issues in the terms of reference for a capacity assessment: identification of the specific skills needed for women and men to participate equally in decision making related to M & D policies; identification of appropriate measures to develop these skills. Gender capacity building measures could include gender analysis at institutional level, training for gender sensitivity development, and gender-sensitive statistics, communication and negotiating skills from a gender perspective.
- The capacity assessment and development from a gender perspective is a requirement that must be included in the terms of reference;
- The capacity development means more than training activities or recruiting new staff on M & D issues. It belongs to all stages of the planning cycle and should not be regarded as a single activity.

Funds mobilization involves the establishment of the costs of development programmes and projects included in the Action Plan, identification of funding mechanisms and potential sources of funds from national or sectorial budgets and foreign donors. M & D policies must be reviewed and decisions taken on allocation of resources.

Preferably, discussions with government departments about funding should be initiated at an early stage and involve bilateral meetings and group consultations. It is important that donors are involved from the beginning and are kept informed. This stage involves the following activities:

- Including an expert from the gender-sensitive budgeting field in the team responsible for determining the costs of M & D programmes and projects.
- Formulation of a political commitment on gender-sensitive budgeting for each activity, project or programme within the M & D Action Plan. In order to ensure that gender equality and women's empowerment are integrated into programmes, the relevant activities must be supported by financial and human resources. A budget analysis based on gender equality and women's empowerment will help the gender expert and women's associations to support funding for gender equality activities through budget review processes and budgetary constraints.

2.5. IMPLEMENTATION MECHANISMS

At this stage, the M & D action plan is implemented. This involves developing an implementation plan and a resource mobilization strategy. Implementing institutions will be identified, which, in turn, will clearly determine the resources, decision making process, roles, responsibilities and reporting procedure. At this stage the participation of women is particularly important to ensure that gender equality and empowerment objectives are integrated into implementation and financing plans.

This stage includes:

- gender expertise included in the implementation plan and resource mobilization strategy.
- gender equality goals and women's empowerment integrated in the activities envisaged in the implementation plan.
- the costs related to migrant women empowerment activities, and their share of total expenditure under the M & D action plan are calculated separately, so that the commitment to ensure gender equality can be monitored.
- using the indicators that reflect gender equality and women's empowerment for all results from the implementation plan matrix.

2.6. MONITORING AND EVALUATION

Monitoring and evaluation involves the systematic tracking of the implementation of the National M & D Action Plan, and an impact assessment for each activity or project within the plan. This includes review of both positive and negative effects of the plan on the different target groups, both women and men, in particular women, because the programmes implemented are often "gender blind". Women are affected most by unexpected adverse effects. M & D policies can be seen as a challenge for migration-related programmes because migrants are absent from their country of origin. Illegal migrants, many of whom are women, avoid contact with public authorities for fear of being deported. The impossibility of knowing

the different situations of migrant women distorts the validity of much of the data on migration used to monitor the M & D plan objectives.

This step comprises:

- Improvement of statistics about migration, especially female migration. Migration data does not record a great many women migrants and therefore underestimates both female migration as well as total migration. Consequently, the exclusion of a large number of women migrants from the available data compromises estimates of the migration profile.
- Monitoring the mechanisms used by women migrants for their financial transfers, as well as their contribution to national economic development.
- Inclusion of women migrants in the development and implementation of M & E plans. Monitoring the activities directly related to their concerns and interests.
- Finding ways to monitor the impact of policies, in particular measures specific to women migrants applied in the country of destination.
- Use of gender-sensitive indicators and gender disaggregated data in the monitoring matrix.
- Monitoring women's participation in decision making and policy activities related to M & D.
- Monitoring actual expenditures related to gender equality from the implementation and monitoring matrix.

RECOMMENDATIONS:

The terms of reference of people responsible for the promotion and achievement in the field of migration and development policies (M&D), the migration field, and technical level in ministries and other central public authorities should include responsibility for integration of the gender perspective integration at all stages of the promotion and implementation of those policies.

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