

GENDER, MIGRATION, AND DEVELOPMENT IN THE REPUBLIC OF MOLDOVA - A POLICY PAPER



by Dorin Vaculovschi



The analyses, findings, interpretations and conclusions expressed in this publication are those of the authors and do not necessarily reflect the opinion of UN Women and project partners. The presentation of the material throughout the paper does not imply the expression of any opinion whatsoever on the part of UN Women or project partners concerning the situation and baseline analysis of women migrant workers in the context of migration and development.

This publication has been produced with the assistance of the European Union as part of the UN Women project 'Promoting and protecting human and labour rights of women migrant workers'. The contents of this publication are the sole responsibility of the author(s) 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

© 2016 UN Women

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise without the prior written permission of the publisher.

CONTENTS

INTRODUCTION	5
<hr/>	
1. TRENDS IN MOLDOVAN FEMALE LABOUR MIGRATION	6
2. THE IMPACT OF FEMALE MIGRATION ON DEVELOPMENT	13
3. INTEGRATION OF FEMALE LABOUR MIGRATION IN DEVELOPMENT POLICIES	18
<hr/>	
CONCLUSIONS:	20
<hr/>	
RECOMMENDATIONS	21
<hr/>	
BIBLIOGRAPHY:	21
<hr/>	

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. The main factors underlying this expansion are the processes of globalization themselves, technical and scientific progress and the new economic order.

International migration in Moldova, especially labour migration, is registering continued growth. In 2014, around 341,900 people went abroad seeking a job, (332,500 in 2013), representing 18% of the inactive population aged 15 and over. Men accounted for 64.1% women 35.9% of all migrants. Of these, people from rural areas accounted for 71.7%¹.

Although reasons for migration may be multiple (better employment and earning opportunities, poor quality of public services, environmental matters, family reunification, education, conflicts, etc.), the main cause is labour or employment-related. People migrate to improve their quality of life, to cultivate certain skills, attitudes, values and general development, while remittances sent home serve to assure their family members a decent living.

Against the background of intensifying labour migration there is also an increasing percentage of female migrants leading to a "feminization of migration". If previously it was considered that migration of men was in pursuit of mainly labour goals and enhancing family wellbeing and women's migration was rather of a social character (family reunification, education, escape from domestic violence, etc.), now this view is changing. Female migration today is of a more pronounced labour character, contributing to household wellbeing and the development of the communities to which they belong.

The feminization of international labour migration is determined by several factors, including the change in the nature of work (from manufacturing to service economies), crisis of care systems driven by the mass entry of women into the labour market in destination countries, the formation of "global care chains" etc. All this has led to an increasing demand for female migrant labour and to a "gender division of labour".

Although the number of female migrant workers does not exceed the number of men, the feminization of international labour migration in Moldova is increasing. In this context, the differences between the experiences and problems of women and men must be integrated into migration and development policies.

Without gender equality, there can be no development. In other words, gender equality must be a central objective in any migration model that aspires to development. Here it is a case of overcoming the stereotype that only male migration has an economic character and can be integrated into development.

Greater awareness of the different situations, opportunities, constraints and problems faced by female migrants is needed, and these should be fully integrated into policies, plans and strategies for migration and development.

This study aims to analyse the migration situation, and especially the labour migration of Moldovan women, as well as the extent to which it can contribute to the country's economic and social development. The economic impact of female labour migration is based on an analysis of the remittances sent by female migrant workers in terms of increasing the wellbeing of the household and development of the community to which they belong. The study also analyses the social impact of female labour migration.

The study is structured as follows: 1) introduction, 2) trends in Moldovan female labour migration, 3) the impact of female migration on development, 4) integration of female labour migration in development policies, and 5) conclusions and recommendations.

¹ Labour force in the Republic of Moldova. Employment and unemployment, 2014, www.statistica.md

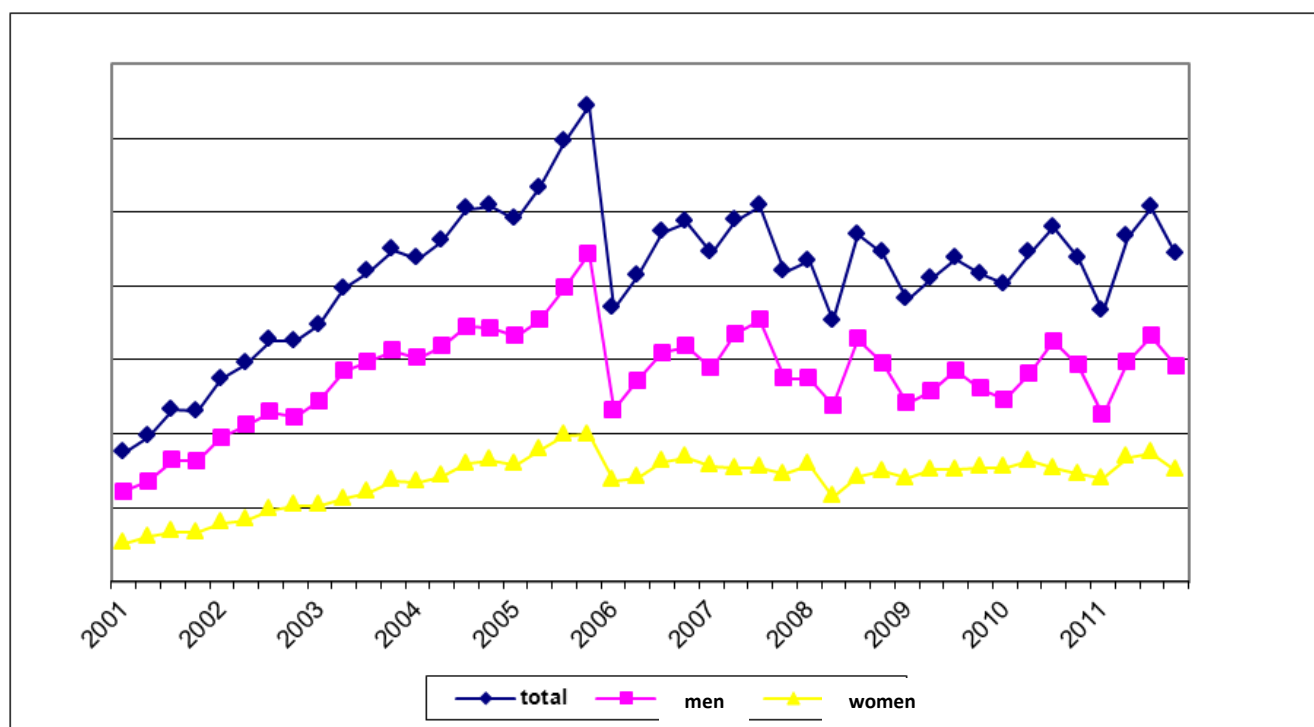
1. Trends in Moldovan female labour migration

International labour migration profile

International labour migration is one of the most marked phenomena that characterize the current situation in the Moldovan labour market.

Since 1998, international labour migration has intensified, and currently about one third of the country's human potential is outside the country. According to the Labour Force Survey for 2014, some 341,900² people went abroad looking for a job.

Figure 1. Quarterly evolution of the number of economically inactive persons aged 15 years and over, working or looking for a job abroad by sex, 2001-2013, thousands



Source: National Bureau of Statistics, Labour Force Survey

The analysis of international labour migration and its distribution by age, sex and level of education shows significant features. Young people predominate among those leaving to work abroad: in 2014 36% were on the 25-34 age group and 21% aged 35-44.

Although during the reference period the number of female migrants increased, men predominate, 64.1% compared to 35.9% in 2014.

Regarding distribution by educational level, most of those who went abroad looking for a job had a secondary school certificate (25%) secondary vocational (27%) or had completed secondary school (25%). This is because it is

harder for them to integrate into the labour market of Moldova, while it is easier to find a job abroad because they are usually employed in jobs that require unskilled activities that do not involve huge investment in human capital. Indeed, even those with higher education tend to be employed in unskilled work.

In this context, it should be noted that the departure of persons from rural areas seeking a job is more intense than urban, -71.7% of labour migrants in 2014. This was primarily due to the lack of employment opportunities in rural areas.

Analysis of the geography of international labour migration from Moldova suggests that there is no one specific vector of this territorial mobility. People travelling abroad in search of work migrate to both western and eastern countries. A key factor that facilitates and stimulates labour migration eastwards, as opposed to the

west, is knowledge of the language, culture and traditions and also the absence of a visa regime. At the same time, Moldova's independence and liberalization of society have allowed the opening of its borders with European countries. This has led to the diversification of the direction of labour migration geography, with a growing shift from east to west. Thus, according to the Labour Force Survey, of 311,000 persons who went abroad looking for a job in 2013, although most, some 191,000 went to the Russian Federation, Italy ranked second as a destination with 58,000, followed by Turkey (9,000), Ukraine (6,500), Portugal (5,100) and Greece (2,500) (Table 1).

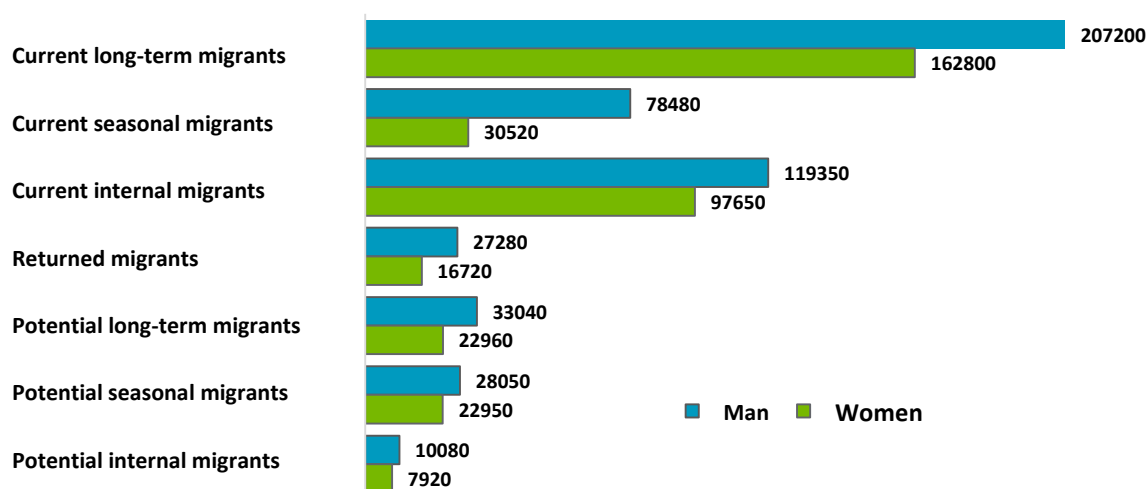
² Labour force in the Republic of Moldova. Employment and unemployment, 2014, www.statistica.md,

Table 1. Economically inactive persons aged 15 years and over, working or looking for a job abroad, by destination country, year 2013 (000s)

Destination country	Total	Men	Women
Greece	1.6	0.6	1
Israel	7.1	1.4	5.7
Italy	50.7	12.2	38.6
Portugal	4.1	3	1.1
Romania	3.5	2.6	0.9
Russia	223.6	170.7	52.8
Turkey	7.5	1.9	5.7
Ukraine	5.4	4.5	0.9
Other	28.9	19.9	9
Total	332.5	216.9	115.6

Source: National Bureau of Statistics, Labour Force Survey

Other data on international migration from Moldova show the same trends. According to a study of the "Nexus" project³ in Moldova in 2013, long-term international migration accounted for 411,000 persons or 12.4% of the total population, of which 370,000 were migrant workers. A further 109,000 persons or 3.3% of the total population were migrant seasonal workers. At the same time, 44,000 persons or 1.3% of the total population of Moldova returned, 54.5%, returned in 2010-2013.

Figure 2. Estimates of the different categories of labour migrants current, returned and potential

Source: Nicolaas de Zwager, Ruslan Sintov, *Market Research: Innovation in circular migration - Migration and Development in Moldova*, Chisinau, IASCI 2014.

The Nexus study showed the same vectors of international migration from the country. According to the study, the majority of Moldovan migrants (56%, 206,000 people) go to the Russian Federation, and to Italy (22% or 81,000 people), and between 2% and 3% (8,000 to 10,000 people) to countries such as France, Portugal and Turkey. Regarding seasonal labour migration, 81% of migrants work in the Russian Federation (88,000 people) and 7% in Italy (7,700 people).

It should be noted that the extent of migration from Moldova is far from being exhausted. The Nexus study showed about 107,000 people planning to go abroad for seasonal work or long term. This implies a potential increase in the number of migrants of some 22%.

³ Nicolaas de Zwager, Ruslan Sintov. *Market Analysis. Driving innovation in circular migration. Migration and development in Moldova*, IASCI, Chişinău, 2014.

History of international migration in Moldova

Although the phenomenon of international labour migration is considered new for Moldova, this is only partially correct. During the era of the socialist economy, Moldova, as one of the republics within the Soviet Union, was characterized by fairly intensive internal work migration. This high level of migration was explained by the fact that of the 15 Soviet republics, Moldova had the highest population density (130 persons per square km) while the economic structure was mainly agrarian. As a result, Moldova was characterized by an excess of labour supply, which was often absorbed by the great centres of "socialist construction" through labour placement services of the Soviet Union. Many migrants were employed outside the country, especially in the northern regions of the former Soviet Union, in order to earn a higher wage or to ensure a more successful career. Labour migration in the Soviet Union was also the result of emigration of young people for study or for military service in the Soviet Army outside the Republic, some of whom stayed to live and work where they studied or did their military service.

Since the dismemberment of the USSR, internal migration has become external, also changing in intensity and motivation. The emergence of borders between the republics did not restrict migratory worker flows to the east. On the contrary, they have become more intense, mainly driven by higher incomes and better employment opportunities abroad. The difficulties in the early years of transition, the challenges imposed by administrative reforms, and economic and social policies, have boosted migration processes, particularly labour migration.

During this period, migration has also changed in character. Once permanent, it has become mainly temporary, even if long-term or seasonal.

Although in the early years of transition, Moldova was faced with a pronounced wave of permanent migration (usually Moldovans emigrating to countries such as Canada, Israel, the Russian Federation, Ukraine,), the most commonly observed form of migration was temporary voluntary migration, based on economic reasons. Driven by the socioeconomic situation, the phenomenon of migration also evolved as the outcome of migration policies adopted at different periods of time. Thus, according to some experts, the development of migration in Moldova can be divided into four phases, each with its own specific characteristics⁴.

The first phase (1990-1994). This stage was characterized by some aspects of migration policy in the previous period, when Moldova was part of the USSR. At the beginning of that period, over 560 000 Moldovans were living in former Soviet republics. After independence, a series of migration-related problems emerged, including protection of rights of Moldovans working in former

Soviet republics. This led to bilateral agreements on labour migration signed with the Russian Federation (May 1993), Ukraine (December 1993), Belarus (1994), as well as other CIS countries⁵.

A drastic deterioration in the economic and social situation, mass layoffs of workers as a result of privatization, increasing poverty etc., led to intensified migration, mainly as commercial labour migration. Migrants travelled abroad, usually to Turkey, Romania, the Russian Federation and Poland) where they sold indigenous goods, using the proceeds to buy goods and sell them back home at a profit. Over time, this form of labour migration decreased and disappeared, becoming unprofitable due to the introduction of visa regimes, strengthened customs controls, balancing of prices in post-communist countries, and the active involvement of large and medium-sized import-export businesses trading with European countries.

The second phase (1995-2000). This stage saw intensified migration, primarily economic. By 1997, the Government's social and economic reforms had led to the beginnings of an economic recovery. Despite this, the economic situation worsened in 1998 following the regional financial crisis and the default in Russia, Moldova's main trading partner. This was followed by a ban on imports of Moldovan agricultural and industrial production into the Russian Federation, the collapse of the national currency and rising inflation. The period 1998-1999 was marked by an acute economic crisis, with the closure of businesses, job losses, rising unemployment and increased poverty. All these taken together compromised the functioning of the country's labour market. The result was growing spontaneous labour migration, mostly illegal, growth in businesses employing illegal migrants and an increase in human trafficking. At the same time, the positive effects of labour migration also began to be felt. Foreign currency inflows into the country increased, arousing increased interest among both decision makers and the general public.

The third stage (2001-2006). This stage is characterized by the maturation of measures taken by the Government regarding regulation of labour migrant flows, protection of migrants' rights, and combating illegal migration, including human trafficking. 2001 saw the creation of the State Migration Service, responsible for developing and promoting more efficient and fairer migration policies. Illegal migration and employment was at its peak during this period, determined, first, by the difficulty of obtaining visas to European countries, the lack of possibility of legal employment abroad, and high fees charged to obtain the legalization of stay in destination countries. Multiple attempts were undertaken to regulate labour migration flows, both in Moldova and in European countries. Negotiations were opened with 19 countries, bilateral agreements on labour migration were signed, and consulates of the main destination countries of illegal labour migrants (Portugal, Greece and Italy) were opened

⁴ *Tendențele și politicile migraționale în regiunea Mării Negre: cazurile Moldovei, României și Ucrainei*, Institutul pentru Politici Publice (Kiev, 2008)

⁵ Extended migration profile of the Republic of Moldova 2007-2012, IOM, Chisinau, 2013;

in Moldova. Around this time, seasonal labour migration to the Russian Federation and Ukraine increased (mainly for men working in the construction field) and to Italy (mainly women engaged in domestic work).

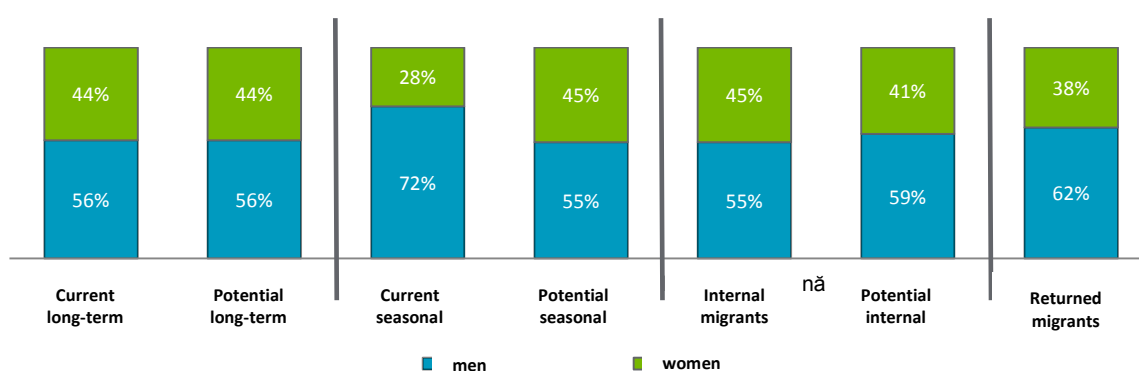
Stage Four (May 2006-present). This stage has seen a more proactive promotion of policies on international labour migration. After the reorganization of the State Migration Service, its functions were distributed among several institutions, including the Migration and Asylum Service, Agency for the Prevention of Human Trafficking, the Migration Policy Department in the Ministry of Labour and Social Protection and the National Employment Agency,. The launch of the European integration vector brought closer cooperation with the European Union. Moldova made strenuous efforts to regulate migratory processes, and illegal migration of labour was gradually reduced. The main destination countries remain Russia and Italy. Remittances from abroad have reached significant proportions, amounting to about one third of GDP in 2006, and remain high to this day.

The pattern of migration in Moldova in this period was strongly determined by the nature and extent of international labour migration, including the female migration.

Aspects of female labour migration in Moldova

Analysing the distribution of Moldovan migration by sex, field studies indicate a prevalence of male against female migration. The Nexus study shows the prevalence of men over women migrants for all types of migration. However, while in long-term migration, both current and potential, this prevalence is not significant, 56% men compared with 44% women, for current seasonal migration, the discrepancy is more pronounced, women accounting for only 28 % against 72% for men. At the same time, the study shows an increase in the percentage of women in potential seasonal migration compared to the current one, 45% against 28%. (Figure 3).

Figure 3. Trends in the Moldovan migration by sex, 2013, per cent



Source: Source: Nicolaas de Zwager, Ruslan Sintov, *Market Research: Innovation in circular migration - Migration and Development in Moldova*, Chisinau, 2014 IASCI.

The prevalence of migrant men over migrant women is determined primarily by prevailing stereotypes in the Moldovan society. Men's main function is ensuring the welfare of the households in which they live, while women are responsible for the domestic work, education and childcare etc., or activities that are not yet considered value added work. Although most women are present in the labour market, this does not exempt them from their household duties.

On the other hand, because of the nature of employment and cultural traditions, the Moldovan population is sedentary in character and labour migration is seen only as a last resort in solving people's economic problems. For this reason, a high level of migration is not a Moldovan characteristic. Its intensification during the years of transition to the market economy is determined primarily by economic difficulties faced by the population. In the same context, although female labour migration is not viewed with favour, sometimes even condemned, the number of migrant women workers is steadily growing.

The increasing number of female migrant workers is determined primarily by increased demand for female labour, particularly in European countries, especially domestic and care workers.

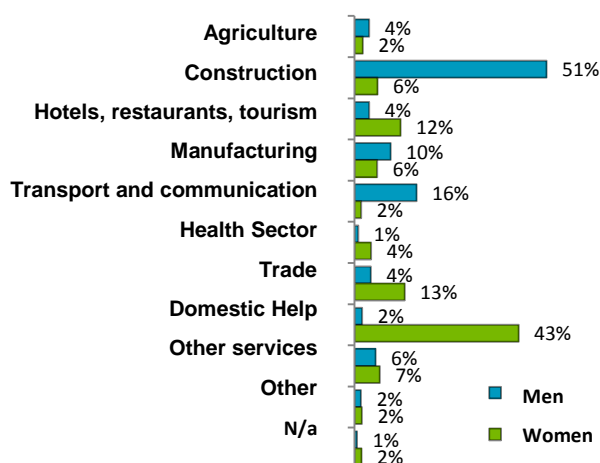
The growing number of migrant women workers from Moldova also reflects the lower costs and risks involved in migration, large disparities between incomes at home compared to those in destination countries, lack of opportunities to find attractive well-paid jobs in the country of origin, and overcoming language and cultural barriers. All this led to labour migration abroad of a significant number of women from Moldova, especially from rural areas. Usually migrant female workers from Moldova go to work in countries such as Italy, Turkey and Israel. According to the Labour Force Survey in 2013, these countries accounted respectively for 38,600 or 33.4%, 5,700 or 4.9% of all female migrant workers (Table 1). Migrant male workers go mainly to the Russian Federation, 170,700 or 76.3% of male migrant workers⁶.

This geographical and gender distribution in labour migration is largely determined by the type of work provided by migrant workers.

⁶ Labour force in the Republic of Moldova. Employment and unemployment, 2014, www.statistica.md

Studies in the field have shown that most male migrant workers work in construction (51%), transport or telecommunications (16%) or industry (10%), areas where labour demand is high, mainly in the Russian Federation. However, most female migrant workers work in domestic services (43%), hotel services (12%), commercial services (13%) and healthcare (4%), areas characterized by high demand in European countries (Figure 4).

Figure 4. Distribution of migrant workers by gender and field of activity, in 2013, per cent



Source: Nicolaas de Zwager, Ruslan Sintov, *Market Research: Innovation in circular migration - Migration and development in Moldova*, Chisinau, 2014 IASCI.

The increasing demand for care services in European countries stems from the fact that these countries are facing their own crisis, with serious challenges for the welfare and traditional care model based on family. Women going out to work and the ageing of the population have led to a crisis of care for children, elderly, sick and/or disabled people. Many states are not adequately managing this crisis, leaving households themselves to take over responsibility for care. The most accessible solution for middle-class households is to employ a domestic worker, often a migrant woman, to provide care.

Care work covers all everyday activities aimed at maintaining our health and life, such as housework (preparation of meals, housekeeping, and laundry) and personal care (children, the elderly, the sick or the disabled). In the private household, these activities are carried out mostly by women who do not receive any remuneration. Therefore, currently, care work is considered as an activity that does not generate added value. This situation derives from the traditional division of labour by gender, where the woman has the role of unpaid caregiver and the men are paid workers. There are, of course, paid care services, too.

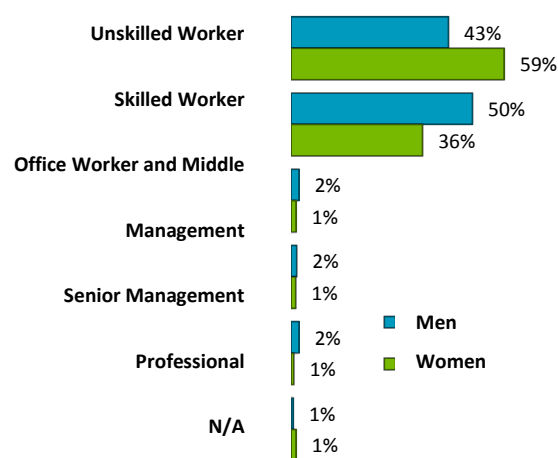
In turn, in the countries of origin like Moldova, when men are not able to assure family welfare (because of unemployment, low wages, economic crisis, etc.), this function is delegated to women which leads to a "feminization of poverty". In this situation, the family may take a joint decision that a female member will also leave

to work abroad for the purpose of ensuring the welfare of the family. There are also cases where women migrate to escape violence or unhappy marriages, find new relationships or knowledge.

The structural changes in the countries of destination and origin led to the feminization of migration. The transition to the market economy, economic restructuring, reorientation from manufacturing to service economies, led to increased demand for flexible and cheap labour, and intensification of female migration. In this context, gender is a key principle in the organization of labour markets, leading to an international sexual division of labour. This is manifested in the increased demand for migrant female work, which is usually poorly paid, in unfavourable working conditions, unprotected, and sometimes even economically unrecognized.

These trends are confirmed by the same Nexus study, which shows that migrant female workers in Moldova are mostly in unskilled employment (59%) against skilled (36%) and only an extremely small proportion of them are employed in high status jobs: office worker, high-level manager or professional worker. Although male migrant workers have mostly the same employment status, the proportion of unskilled male migrant workers is lower than that of female (43%) against 59% (Figure 5).

Figure 5 Distribution of migrant workers according to occupational categories and gender, 2013, per cent



Source: Nicolaas de Zwager, Ruslan Sintov, *Market Research: Innovation in circular migration - Migration and Development in Moldova*, Chisinau, 2014 IASCI.

Various analyses of statistical data (NBS Nexus study) reveal a rather negative aspect of female labour migration specific to Moldova, namely the qualification of the labour force. Most of the women who go to work abroad have quite a high professional level, but frequently engage in unskilled work. By spending long periods in such work, they lose their skills. Examples include teachers, doctors, engineers, researchers and other professionals who require large investment in their education.

Labour Force Survey data show that, in 2013, approximately 14.2% of all migrant women had higher

education⁷. However, only 1-2% of them worked in areas that require a higher qualification. Decision-makers' ignorance of this phenomenon can lead to an intellectual crisis, which will require much longer to overcome than economic recovery of the country.

Intensification of female labour migration generates a number of social problems at household level, and in Moldovan society in general, including children without parental care, or old people not helped by their children. If the social protection system in the country is not able to provide these people with adequate social assistance and private care services do not have appropriate legislative and institutional support, this problem will remain unresolved.

In general, care, involving the ability to live a dignified life for all, should be seen as a key dimension of human development. It is the most important necessity for people, throughout their daily lives. Not only does it provide material (cleaning, food, physical assistance) and emotional needs (achievement, companionship), but, crucially, it contributes to the reproduction of labour force. Ignoring social problems or failure to manage them efficiently, can have unforeseen social consequences, such as accelerated ageing of the population, overburdened social security systems, diminishing social cohesion, and degradation of the country's human capital.

Despite its importance, care continues to be invisible in society, conditioned by the fact that such activities were traditionally supplied free by women within the family, and thus were never considered as work.

In order to solve the problem to some extent, migrant women workers delegate their care responsibilities to female relatives: mothers, sisters, etc. The situation where women migrate to provide domestic and care services abroad, at the same time delegating their own responsibilities in this area to others, leads to the constitution of so-called **global care chains**. Delegation of care work from one house to another is based on the hierarchy of power, depending on gender, ethnicity, social class and place of origin.

Global care chains are a fairly common phenomenon in the world, a product of globalization, the feminization of migration and the reorganization of collective welfare systems.

Although men can also provide care services, in care chains, men and women fulfil different roles. Typically, men are the beneficiaries of care, while women are the care providers or managers. Women undertake this kind of activity either for a wage or because of affection or responsibility towards people who require care. The strong demand for such workers is determined primarily by the low cost to households of employing them. Moreover, such workers are usually employed informally, without labour contracts, thus avoiding payment of taxes or compulsory social security contributions.

Thus, care chains also contribute to inequality between men and women. Their formation can neither contribute to progress towards a more equitable distribution of care responsibilities in society, nor raise the social value attributed to this work. Although they may be a temporary solution, as a means of solving the crisis in the care sector, they are unsustainable. Despite contributing to the expansion of labour markets, they perpetuate the same conditions of invisibility of domestic work, lack of social responsibility and burden sharing as in the previous traditional model, where women only do domestic work, whether paid or unpaid.

Moreover, care work is not necessarily visible when some tasks are transformed into paid domestic work. Invisibility simply acquires another form. Currently, the invisible working woman is not the wife who no longer has access to her own income or is not entitled to retire or to have a holiday, but a migrant domestic worker without a contract and illegal migrant worker status.

Thus, through global care chains, female migrant workers often face double discrimination: on the one hand, because they are women, and on the other, because they are migrants, working in poorly paid jobs.

Migrant female workers often suffer from isolation, exploitation and sexual harassment. It may take years before they will be able to see their children and loved ones that they left behind at home, while facing stigmatization and guilt about those they have "abandoned".

Nevertheless, labour migration can offer women the opportunity to become free and independent, economically and socially, strengthening their social position and self-esteem, respect from the family and from the community and society. Through labour migration, women can equip themselves with the necessary conditions to return and set up their own business, develop new experiences of living and working, discover new opportunities, learn new habits, and cultivate new values and skills.

In general, it is fair to say that female labour migration in Moldova is a phenomenon that can have both a positive and negative impact. For this reason any policy on female labour migration should seek both to attenuate its negative aspects and enhance its positive aspects. Taking into account the specific features of female labour migration from Moldova, mitigating its negative aspects means finding a way of enhancing the value attached to care activities and bring it out of the shadows. For this purpose, the following measures are necessary:

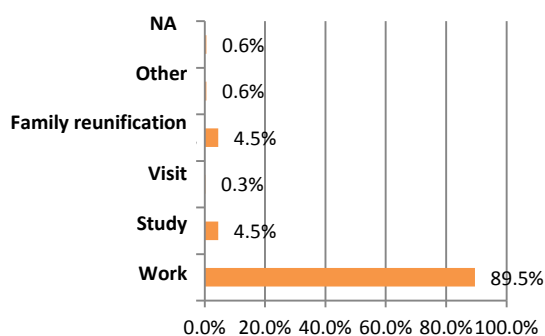
- development of a system of indicators to monitor these types of activity;
- creation of a legal and institutional framework regulating the working conditions and qualifications necessary for care work, and its institutionalization in both countries of origin and destination;
- acceptance by public institutions of care work as social responsibility;
- safeguarding the rights of care and domestic workers.

⁷ Labour force in the Republic of Moldova. Employment and unemployment, 2014, www.statistica.md

Female migration for purposes of study or family reunification

Although most long-term migrants from Moldova (some 89.5%) go in search of a more attractive job - other types of long term migration i.e. cannot be overlooked. These, according to the Nexus study, include family reunification and study. Migration for family reunification is an interesting category of long-term migrants, accounting for approximately 18,700 persons or 4.5% of long-term migrants. The dynamics of family reunification largely correlates with the dynamics of migration in general. It usually involves children aged up to 18 years (54.3%), followed by young people aged 18-29 years (20%) and those aged 30-44 years (some 10.3%)⁸, including migrant women. Although there are cases when young women migrants go abroad to marry citizens of destination countries, thus forming international families, this is not widespread in Moldova (Figure 6).

Figure 6. Distribution of migrants by purpose to end 2013, per cent



Source: Nicolaas de Zwager, Ruslan Sintov, Market Research: Innovation in circular migration - Migration and Development in Moldova, Chisinau, 2014 IASCI.

The distribution of migrants for the purpose of family reunification by gender is fairly even, although migrant women in this category slightly exceed men (53% against 47%) (Figure 7).

It is not only young people who leave for family reunification purposes, but also older people. The Nexus study finds that approximately one in 10 Moldovan migrants who went abroad for the purpose of family reunification were aged 45 years or more. That could indicate an intergenerational reunification of families, i.e. parents who join their children working abroad. This phenomenon is fully consistent with Moldovan tradition, where grandparents look after their grandchildren who are abroad with their parents while the parents are at work.

The geographical pattern of family reunification in terms of country of destination reflects the general migration

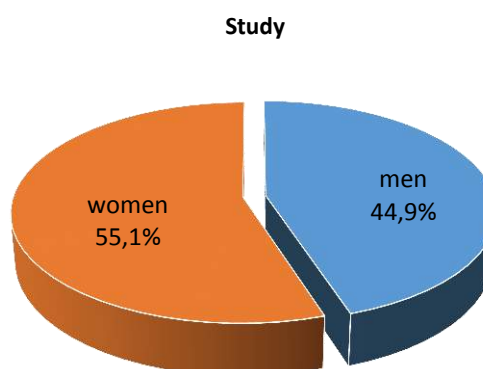
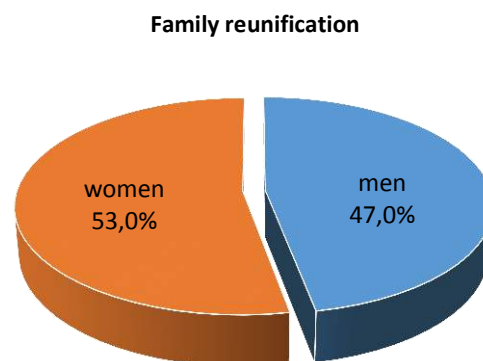
⁸ Nicolaas de Zwager, Ruslan Sintov, Market Analysis. Driving innovation in circular migration. Migration and development in Moldova, Chişinău, IASCI 2014.

pattern for Moldova. The exception is the USA, which accounted for 11% of all cases of family reunification up to 2012, compared with only 1.1% of total long-term migrants to the USA. This could be due to the lower level of intention to return of Moldovan migrants residing in the USA.

Besides family reunification, another 18,400 Moldovans migrate to pursue their education abroad. The majority of migrant students come from rural areas (66%) of the total. Most of them are young, two thirds aged between 18-29 years and a further 31% under 18. These data confirm that most Moldovans who leave to study abroad are enrolled in higher education. Usually, Moldovan student migrants traditionally choose three destination countries: Russia (31%), Romania (22%) and Italy (21%).

The distribution of migrant students by gender is fairly balanced, with a slight preponderance of women (55%) (Figure 7).

Figure 7. Distribution of migrants for family reunification purposes or study purposes by gender, 2013, per cent



Source: Nicolaas de Zwager, Ruslan Sintov, Market Research: Innovation in circular migration - Migration and development in Moldova, Chisinau, 2014 IASCI.

Migration for study purposes in Moldova is accompanied by another negative phenomenon, namely, the departure of highly qualified specialists, including a significant number of women. International migration of highly skilled labour, or brain drain, clearly means a loss of intellectual capital. Most young migrants from Moldova are at the beginning of their professional careers. These

people cannot find personal fulfilment at home, because of the lack of attractive jobs, so they go abroad, temporarily or even permanently. The Labour Force Survey data indicates a level of youth unemployment (people aged 18-24), twice as high as the general - 9.8% compared with 3.9% in 2014⁹. Many young Moldovans who study abroad stay there to live. Thus, Moldova is gradually turning into a supplier of skilled labour for other countries to the detriment of herself.

Since the skilled workforce cannot be fulfilled at home and Moldova's economy cannot find an appropriate use for it and respective remuneration, this "human capital loss" may have some justification. If labour is not used, it loses its skills anyway. Therefore, the emigration of skilled labour force can, in some sense, be considered as potential storage.

Another cause of the increasingly widespread brain drain can be traced to the attitudes of young people, who no longer link their future with Moldova. This "lack of patriotism" of youth is conditioned not only by the economic crisis in the country, but also by frequent political crises, the indifferent attitude of politicians towards the problem, the self-interest of those in power, putting their own personal problems before those of society. The degradation of human potential gives rise to particularly serious imbalances and is damaging the current transition, economic recovery and the future of the country. The problem of the "brain drain" is not one that should be ignored by the Government. The Governments' failure to take measures so solve this problem will seriously reduce the chances of escaping from the crisis.

Other types of migration, including female, characteristic for Moldova are related to international youth programmes, such as "au pair" or "work and travel", but the level of such migrations is insignificant.

Human trafficking

One of the most negative aspects of international migration from Moldova is human trafficking. The late 1990s, when illegal labour migration from the country was at its peak, also saw a sharp rise in human trafficking. Women were trafficked into sexual slavery, –men into forced labour, and children into begging. Although there are no exact data on the extent of this phenomenon, women constituted the majority among trafficked persons. At that time, the spread of human trafficking became serious enough for prevention and combating it to be declared a national priority. In these conditions, the Government ratified a number of international treaties and adopted a set of legislative and regulatory acts and strategies to address the situation.

Although the scale of human trafficking is currently decreasing, specialist officers continue to identify new traffickers and victims of trafficking. Statistics show that, in 2010, multidisciplinary teams of the National Referral Mechanism identified 132 victims of human trafficking, a

five-fold increase over due to improved ways of identifying them. The total victims identified are in the proportion of 75.8 % of adults (73% women and 27% men) and children 26.5 % (65.7% girls and 34.3% boys)¹⁰.

More than 80 per cent of human trafficking victims come from rural areas, with an average age between 18-39 years, and a basic education. Also during 2010, 328 potential victims of human trafficking were identified and assisted through the National Referral Mechanism. It is estimated that the number could be much higher, as there is a large group of people regarded as at high risk of becoming victims of human trafficking. Indeed, the number of potential victims of human trafficking reported by NGOs for 2010 is 904¹¹.

The studies in the field show that, despite the measures applied, Moldova continues to be characterized as a country of origin for human trafficking and, to a lesser extent, a country of transit from the newly independent states (NIS) to Europe. According to the International Organization for Migration, the main destination countries for victims of human trafficking over the past years remain the same: UAE (27%), Russian Federation (17%), and Turkey (14%). Others included for first time in the list of destination countries are Egypt (11 cases, against one case in 2003), Malaysia (two cases) and Indonesia (one case)¹².

As well as measures to stamp out this phenomenon, the need was identified for victims support measures based on an intersectoral multidisciplinary approach. In 2006, the Republic of Moldova, with the support of the International Organization for Migration, foreign donors and civil society, launched the National Referral Mechanism (NRM) whose purpose is to provide a comprehensive framework for the protection and assistance of victims of human trafficking and high risk groups. Currently it is the main institutional structure for cooperation and coordination of active efforts to combat the human trafficking. Activities within the NRM are implemented through the multidisciplinary teams which have national coverage.

⁹ <http://www.statistica.md/newsview.php?l=ro&idc=168&id=3722>

¹⁰ *Extended migration profile of the Republic of Moldova 2007-2012*, IOM, Chisinau, 2013;

¹¹ *idem*

¹² *idem*;

2. The impact of female migration on development

In addition to the social risks that it can generate, international migration can have a positive impact on households, on communities from which migrants come and generally on the development of both countries of origin and destination. International migration involves three types of transfer which have a direct input on development: the migrants themselves (immigration, emigration and return); transfer of know-how and knowledge (migrants take their ideas and knowledge with them and acquire new skills and develop new ideas while they are abroad. This "knowledge capital" can move between countries of origin and destination via social networks); transfer of financial assets (which may take various forms: wages, savings, remittances and investments)¹³.

A positive factor of international migration for Moldova could be educational. External labour migration can directly contribute to adapting the human potential to new economic conditions. People who travel abroad to work, especially in European countries, not only raise their living standards, but acquire new skills specific to working conditions in a market economy, which, could help to strengthen economic relations in market systems back home.

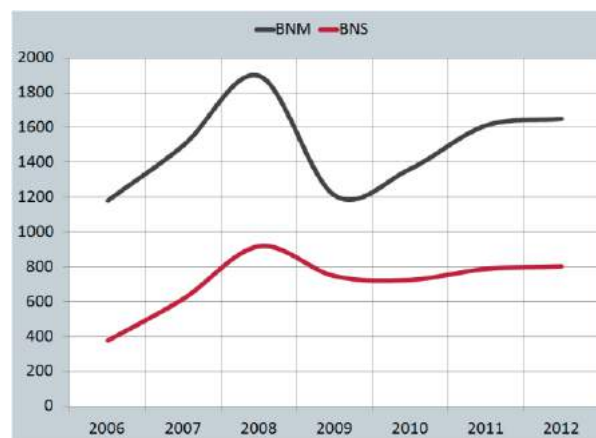
However, given the geography of labour migration and the occupational profile of Moldovan migrants, too much should not be expected of their work experience gained. Most migrants from Moldova are employed in the Russian Federation, which is also a country in transition to the market economy. Moreover, Moldovan migrants work at unskilled jobs and mostly informally, in work not best suited to the cultivation of modern labour skills, appropriate to the new economic conditions.

The economic and social role of international migration is beneficial for receiving countries. It consists mainly of meeting labour shortages, often quite severe, in some sectors of the economy in countries of destination. This applies to sectors such as construction and public works, catering, and domestic work and industries that require large numbers of unskilled workers. On the other hand, the demographic ageing process facing the destination countries makes migrant workers welcome not only in unskilled work, but also in some quite attractive jobs in terms of qualification where there is a deficit.

For Moldova, international migration presents, first, a key source of a decent living for a large part of its population. Given the fact that international migration is largely for work, it ensures huge financial inflows which, in turn, contribute to an increase in the country's wellbeing. National Bank data show that, in 2014, international labour migration brought about \$1.61 billion into the country, through official channels, as remittances¹⁴, about

a quarter of national GDP. In the period 2000-2014 the net volume of remittances increased more than 9 times, from 178.6 million. USD to 1,612 million USD in 2014¹⁵ (Figure 8).

Figure 8. Estimated remittance flows based on data from the household budget survey of the National Bureau of Statistics and balance of payments data compiled by the National Bank of Moldova, USD millions



Source: Valeriu Prohnițchi, Adrian Lupușor, *Options for harnessing remittances and migrant savings for development of Moldova*

This amount of money may be even greater allowing for transfers made in unofficial ways. A large proportion (some 35%-40%) of remittances is transferred through informal channels, which suggests that the financial education of migrants and remittance recipients is quite low. Indeed, the CBS-AXA study on migration and labour migration risks shows that only 64.3% for men and 62.4% for women migrant workers of remittance transfers are made through financial banking institutions. The remainder are sent home through a courier, relatives or in person (Figure 9)¹⁶. In part, however, the relatively large share of remittance transfers by informal means is because many migrant workers come from rural areas where banks have less coverage than in urban areas.

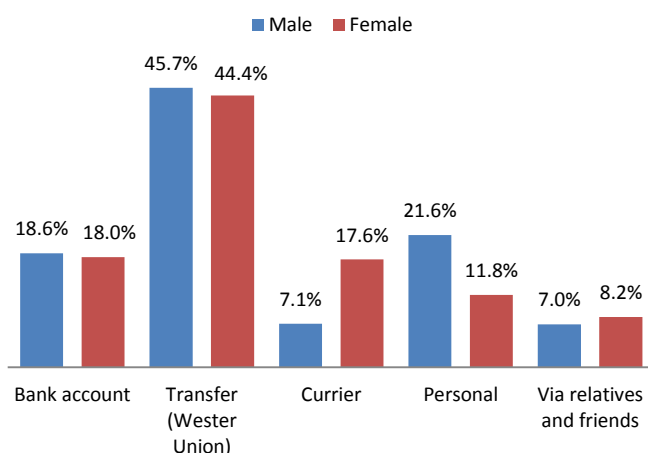
In the case of informal remittance transfers, men prefer to bring home income from labour migration in person (21.6%) compared with 11.8% of women, while women prefer to transfer income through a courier (17.6%) compared with 7.1% of men (Figure 9).

¹³ *Mainstreaming of migration into development planning. A handbook for policy-makers and practitioners*, IOM, 2010.

¹⁴ www.bani.md

¹⁵ Valeriu Prohnițchi, Adrian Lupușor *Identifying options for harnessing emigrants' remittances and savings for the development of the Republic of Moldova*. Chișinău UNDP, 2013.

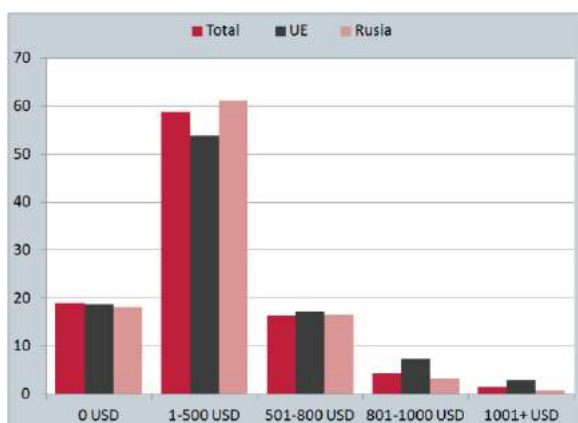
¹⁶ CBS-AXA, *Raport despre fenomenul migrației a forței de muncă peste hotare*, 2009

Figure 9: Transfer tools used by migrant men and women

Source: *Migration and risks of labour migration, CBS-AXA, 2009*

Although the flow of total remittances is huge, both in volume and as a share of GDP, according to the National Bureau of Statistics, on average, most migrants (58.7%) send relatively small amounts of money monthly, less than USD500, in particular those working in Russia. Those from EU countries tend to remit larger amounts of money due to better working conditions and wages (Figure 10)¹⁷.

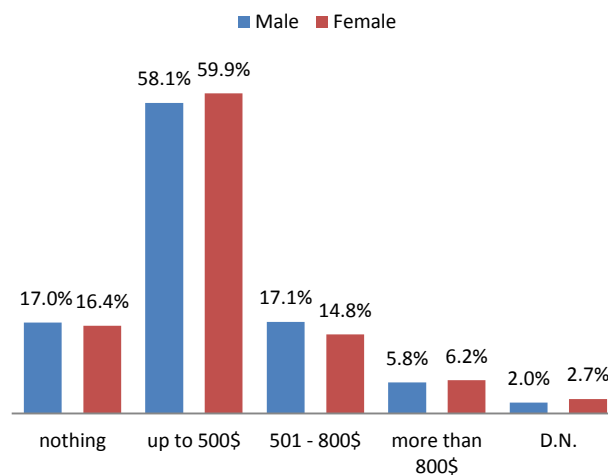
For this reason, the role of financial institutions in accumulating these resources and channelling them into the economy as loans or investment is vital. It is necessary to ensure wider penetration of these institutions in rural areas, from where many emigrants come.

Figure 10. Distribution of emigrants by average amount of money sent monthly to family and regions of origin, 2011, per cent

Source: *Options for harnessing remittances and migrant savings for development of Moldova* Valeriu Prohnițchi Adrian Lupușor

¹⁷ Valeriu Prohnițchi, Adrian Lupușor. *Identifying options for harnessing emigrants' remittances and savings for the development of the Republic of Moldova*, Chișinău UNDP, 2013.

On average, men tend to transfer slightly larger amounts of money than women, although this difference is not significant (23% of male migrants transfer amounts higher than USD500 compared with 21% female) (Figure 11)¹⁸.

Figure 11: Monthly Remittances sent by male and female migrants.

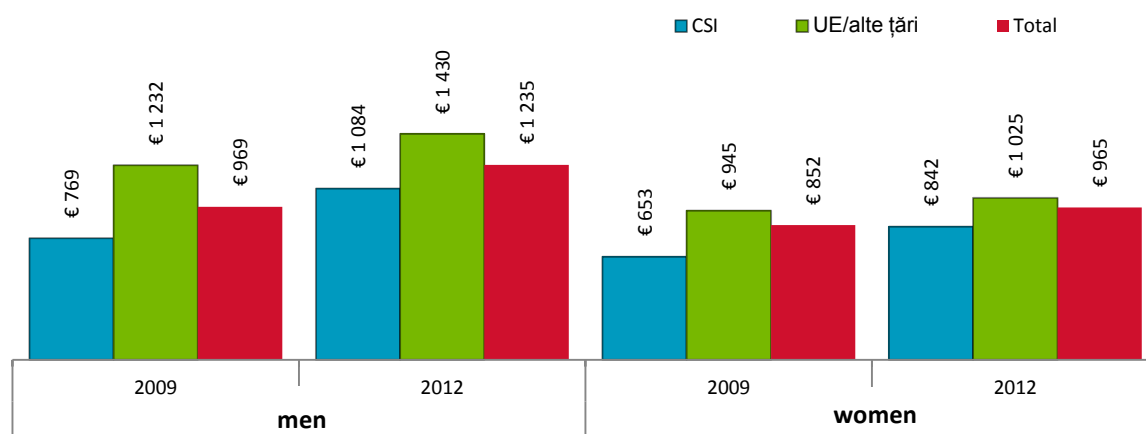
Source: *Migration and risks of labour migration, CBS-AXA, 2009*

However, the Nexus study showed that male migrant workers wage incomes are much higher than those of female migrant workers, regardless of the country of destination. Thus, while the average income of male migrant workers is about USD 1,235, for women it is only USD965 in 2012 (Figure 12)¹⁹.

¹⁸ *Migration and risks of economic migration, CBS-AXA, 2009*

¹⁹ Nicolaas de Zwager, Ruslan Sintov. *Studiu de piață: Inovație în migrația circulară - Migrație și dezvoltare în Moldova*, Chișinău, IASCI 2014.

Figure 12 Average monthly incomes of migrant workers from the Republic of Moldova



Source: Nicolaas de Zwager, Ruslan Sintov. Market Research: Innovation in circular migration - migration and development in Moldova, Chisinau, 2014 IASCI

One of the main reasons for the emigration of most Moldovans is the need to finance the consumption of essentials or durable goods and therefore most of the remittances are used for that purpose. Therefore, their

According to the Household Budget Survey, in 2014 remittances constituted 17.6% of household income, being one of the main sources of income, after wages and social transfers²⁰. This share could be underestimated by official statistics, which are based on declared income. The Nexus study estimates the average share of remittances at 21% (26% in 2009) of total household income of and 35% of total savings (gross) of households (45% in 2009).

The analysis of household income where at least one member works abroad shows the crucial importance of remittances for the maintenance of their families. Luecke and others (2009) show that in 44.5% of households, remittances constitute the main source of revenue, with a share in total revenues of over 50%²¹. Furthermore, about one-fifth of households rely entirely on financial support from family members who work abroad.

On the other hand, many households are excessively dependent on remittances. Often they come from one family member (usually a male migrant worker) so that other members are automatically exposed to more risks associated with wage reductions or loss of employment of the migrant. These risks are aggravated by the fact that the great majority of remittances (about 90% according to CBS-AXA, 2010) are used for the purchase of staple goods and services. Household budget analysis shows that most of the average monthly expenditure of migrant's families

direct investment potential should not be overestimated. Recipients cannot be forced to deposit them in the bank, invest directly or use them in any other way that the Government considers "right".

is on food (about 43%), purchase of clothing and footwear (10%) and home maintenance (some 20%. (Table 2).

Table 2. Structure of average monthly expenditure of the migrant families and those receiving remittances per adult equivalent, 2010

	Male %	Female %
Food	42.7	43.1
Alcohol, tobacco	1.8	1.1
Clothing, footwear	10.5	10.1
House maintenance	18.8	19.9
Housing facilities	3.6	3.7
Medical care and health	5.4	6.2
Transport	5.2	3.6
Communication	4.2	4.2
Recreation	1.3	1.9
Education	0.8	1
Hotels, restaurants, cafes etc.	1.7	1.3
Other	3.9	4.1

Source: HBS, <http://www.statistica.md/newsview.php?l=ro&idc=168&id=4691>

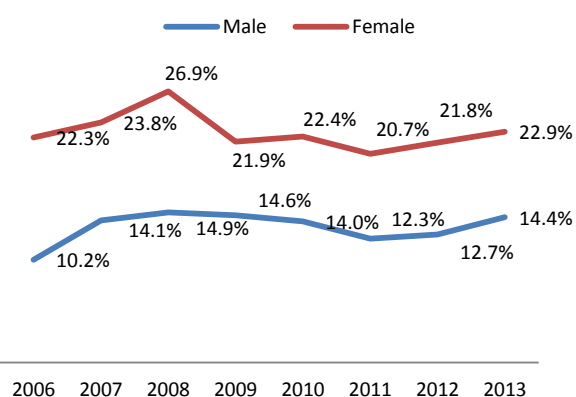
²⁰ Household Budget Survey, <http://www.statistica.md/newsview.php?l=ro&idc=168&id=4691>

²¹ Luecke Matthias, Mahmoud Toman Omar, and Steinmayr Andreas, *Economic migration and Remittances in Republica Moldova: is the boom over? Trends and Preliminary Findings from the IOM/CBS-AXA Panel Household Survey 2006-2008*, IOM, 2009;

Using such a large share of remittances for current consumption and such a modest amount for investment is the result of the high level of poverty behind the initial reason for emigration. Demographic parameters of migrants (married, with children and elderly parents left behind) represent major constraints that dictate the pattern of use of remittances. In such circumstances, the small share of remittances invested is easily explained.

In Moldovan households, women are more dependent on remittances than men. For women, it is the main source of income. Household Budget Survey data show that the share of remittances in total female income is, on average, about 22.9% compared with 14.4% in total male income (Figure 13).

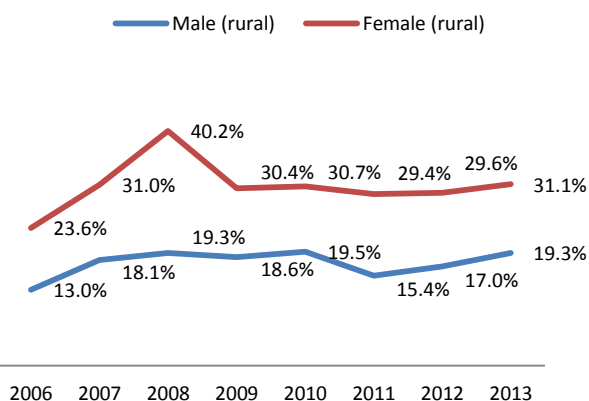
Figure 13: Remittances as share of the income for men and women in Moldova.



Source: National Bureau of Statistics.

However, in rural areas, the dependence on remittances is much more pronounced. The share of remittances in the total income of rural women was about 31.1% in 2013 compared with 19.3% for men, the effect of the larger number of migrant workers from rural areas compared with urban areas (Figure 14).

Figure 14: Dependence of women in rural areas on remittances as a share of income.



Source: National Bureau of Statistics

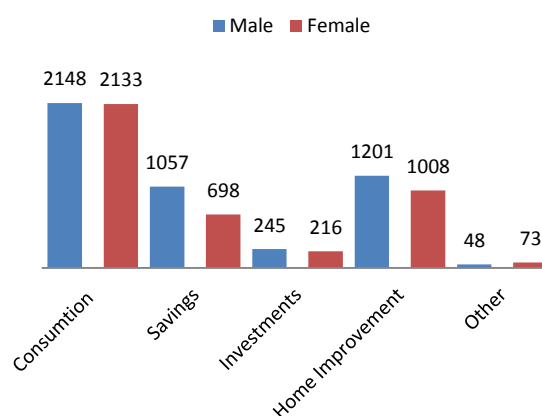
Women's greater dependence on remittances compared to men's is partly determined by the fact that the majority of migrants from the country are men. Therefore, women

staying at home from the households with migrants are more dependent on remittances. This leads to increased vulnerability in terms of social exclusion. Incomes of these households are lower because their members who stay at home (mostly women) are discouraged from entering the labour market, either because of extremely low employment opportunities, especially in rural areas, or because of responsibilities for domestic work and childcare (most migrants are of reproductive age).

In this context, the need to stimulate the development opportunities for migrant women is evident. Migration provides them with both a degree of independence and freedom in making decisions. Migration offers women the opportunity to become the main economic provider for themselves and/or their families, strengthening their self-esteem, autonomy in the family and community. Through migration, some women are able to acquire a property or start a business, which also strengthens their position within families and communities. Others appreciate the migration experience because it allows them to discover new opportunities, to learn new customs, new values and skills.

Although most of the money transferred by Moldovan emigrants is used for consumption, they have contributed indirectly to investment processes in the country. Of the average of 4,848 euros transferred per year by one Moldovan migrant, part is a return on investment. Thus, in 2012, 8% of remitters transferred money²² implicitly to invest in the business (a decrease from 13% in 2009), while 23% aimed at accumulating savings in Moldova. Significant differences in the use of migrant remittances between men and women in Moldova are not seen and non-essentials are determined mainly by the difference in income earned by women and men abroad (Figure 15).

Figure 15. Use of remittances, absolute amounts in Euros



Source: Nicolaas de Zwager, Ruslan Sintov. *Studiu de piață: Inovație în migrația circulară - Migrație și dezvoltare în Moldova, Chișinău, IASCI 2014.*

²² Nicolaas de Zwager, Ruslan Sintov., *Market Analysis. Driving innovation in circular migration. Migration and development in Moldova, Chișinău, IASCI 2014.*

On the whole, financial transfers coming into the country have a beneficial impact not only on households which include migrants. The funds that come into the country in hard currency to some extent offset the trade deficit, thus ensuring stability of the national currency. At the same time, remittances stimulate consumption and thus aggregate demand growth, ensuring favourable conditions for economic growth.

There has been a marked increase in remittance flows since 2000, matched by an increase in deposit accounts opened by individuals. In turn, these have stimulated lending activity, as deposits are the main source of banking activity in Moldova, to finance business development. Thus, remittances not only continue to improve the living conditions of many families in Moldova, but also contribute to economic development and job creation.

Moldova's strategic development documents (Economic Growth and Poverty Reduction Strategy for 2004-2006, National Development Strategy for 2008-2011 and National Development Strategy "Moldova 2020") recognized the importance of remittances for development and especially the risks related to dependency risks. However, they did not offer a clear vision of how to reduce the dependency of the public finances on remittance flows or integrate them into the country's development programmes. However, in recent years, these problems are becoming more visible in the government agenda through the implementation of two important initiatives: "PARE 1 + 1" and the Diaspora Relations Office.

Factors related to the situation in Moldova that may affect the amount of remittances are the relationship between remitters and recipients of the money, the recipient's social and economic situation, the intention to save and invest in Moldova and the remitters intention to return home. Therefore, it is very important to note that with the "maturity" of migration, the impact of this phenomenon on the country's long-term development will depend in great part on the opportunities that the country creates for migrants. If migrants progress, discovering and learning new models, practices and values while, at the same time, the home country stagnates and fails to reform, we should not expect them to return. They can integrate definitively in the societies where they have been welcomed and are ready to take their families with them. The best way of exploiting the development potential of migrant revenues is to remove just those factors that have led Moldovans to move abroad in the first place.

3. Integration of female labour migration in development policies

Judging from the prospects of development of international migration in Moldova, including female, efficient management is a high priority in any development strategy. Indeed, migrant workers have an extremely important role in the economic and social development of the Republic of Moldova. Their remittances finance consumption and investment in productive business, real estate and in human capital, representing an effective solution to combat poverty. Considering the evolution of labour migration and migrant remittances, emigration can be expected to remain for a long time the preferred option for many Moldovans in search of better economic opportunities and personal development. For this reason, the Government should focus on more efficient management of the phenomenon. If the policy instruments in the field cannot strengthen migrants' ties with the country, increase their confidence in the Government, the effects of migration on the development of the country will be lost.

For migration policies to have a positive impact on development, they must:

- guarantee the right of decent work for migrants abroad by negotiating bilateral agreements between countries of origin and the main destination countries. The negotiation of such agreements requires many skills and diplomatic abilities, as well as the existence of institutional structures involved in realization of these goals;
- guarantee migrants' social rights abroad, to increase the chances of them returning.
- ensure the exercise of migrants' political rights by actively promoting their participation in elections in the country of origin.
- ensure the recognition of skills and qualifications in destination countries through bilateral agreements. This is one of those support measures adopted by governments that may have a major beneficial impact on employment and the welfare situation of migrants and their families.

At present, many of these conditions are achieved in Moldova through a number of bilateral agreements on labour migration with Azerbaijan, Belarus, Italy, Israel, the Russian Federation and Ukraine. Many are amended to reflect new or updated migration policies. New bilateral agreements on labour migration were signed with the destination countries to promote legal (circular) migration by developing and strengthening bilateral and multilateral cooperation and to improve protection of persons working abroad.

On 5 May 2011, an Labour Migration Agreement was signed between the Government of the Republic of Moldova and the Government of the Italian Republic, which aimed to promote links between training and employment institutions and services in Italy and Moldova by strengthening the management of migration flows of skilled labour between them. Under the Moldovan-Italian agreement, Moldovan migrant workers are encouraged to

attend vocational and Italian language courses, organized in Moldova, especially targeting employment opportunities of in Italian companies or self-employment.

On 16 October 2012, an agreement was signed between the Government of Moldova and the Government of Israel on the temporary hiring of workers from Moldova in certain sectors of the State of Israel (construction sector), which entered into force on 6 January 2013. Under this agreement and implementing protocol, the Government of Israel has requested the recruitment of 1,000 temporary workers qualified in construction to work in Israel. The recruitment and employment of foreign workers in Israel is carried out in accordance with law of the State of Israel, Israel Government policy in the employment field in sectors where jobs are available for foreign workers and an annual quota for such workers and the prerequisites for temporary foreign work permits.

The dialogue with partners from the Russian Federation continued, preparatory to the signature of the Agreement between the Government of the Republic of Moldova and the Russian Federation on cooperation in labour migration and temporary labour activity of migrant workers in the Republic of Moldova and the Russian Federation.

The signing and implementation of this agreement remains a priority, as its implementation will ensure the protection of migrant workers' rights and freedoms under the law of both states, promoting legal temporary labour, return and reintegration of migrant workers, and reducing the negative effects on migrants and their families.

The agreements contains clauses which stipulate that Moldovans citizens employed in other states shall enjoy the same rights and protection as national workers of that state, including in working conditions and basic rights of workers, under the employer state's laws.

However, although Moldova currently has a developed institutional structure and legal framework underpinning an effective system of migration management, many government regulations and legislative instruments on migration policies contain duplications and create ambiguities. The strategies and action plans are not consistent. They do not address migration in a comprehensive way, resulting in a lack of appropriate monitoring mechanisms to assess the impact of migration. They do not provide a concrete answer how to maximize the effects of migration development and how to mitigate its negative social effects. Migration issues do not always correlate with other areas such as employment and wages, education, health and social protection, etc.

Currently, for effective management of labour migration Moldova has ratified a number of international documents, such as:

- Convention No. 97 of the International Labour Organization concerning Migration For Employment (Republic of Moldova Act No. 209-XVI of 29.07.2005);
- European Convention on the Legal Status of Migrant Workers (Act No. 20 of 10.02.2006);
- Convention No. 181 of the International Labour Organization on Private Employment Agencies.

It has not ratified the United Nations Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990) and ILO Convention No. 189 concerning Decent Work for Domestic Workers, while most migrant female workers from Moldova work in the care sector. Unfortunately, the latter Convention has been ratified by only two countries in the world.

These international instruments underlie the national legislative framework on labour migration, represented by:

- National Strategy on Migration and Asylum (2011-2020), approved by Government Decision No. 655 of 8 September 2011;
- Action Plan for implementing the National Strategy on Migration and Asylum (2011-2015), approved by Government Decision No. 1009 of 26.12.2011.
- Act on labour migration, No. 180 of 10.07.2008,
- Act on foreigners' regime in the Republic of Moldova No. 200 of 16.04. 2010
- Act No. 274 of 27.12.2011 on the integration of foreigners in the Republic of Moldova.

Meanwhile, although Moldova ratified CEDAW, migration policies remain "gender blind". Many provisions of the Convention and Recommendation No. 26 of the Convention cannot be found in the normative acts regulating labour migration in Moldova, including the rights of migrant women workers. Among them:

- Act No. 269 of 09.11. 1994 on exit and entrance in the Republic of Moldova, which is outdated and requires either repeal or essential improvement;
- Act on labour migration No. 180 of 10.07.2008, where the provisions on the rights of migrant women are more explicit;
- Family Code, No. 1316 of 26.10.2000, concerning the establishment of maternity or childcare provisions of children whose parents are working abroad, or the provisions of goods and wealth sharing after divorce of spouses who work abroad;
- Civil Code of the Republic of Moldova, No. 1107 of 06.06.2002. and Act No. 845 of 03.01.1992 on entrepreneurship and enterprises;
- The Penal Code of the Republic of Moldova, No. 985 of 18.04.2002, specifically the provisions on forced labour; etc.

It should be noted that the public authorities are currently aware of these deficiencies in the legal framework of migration policies and are working to overcome them.

An important aspect of labour migration policies is providing accurate information to potential migrants on the employment opportunities in the country and abroad. This function is performed successfully by labour market information centres and call centres in local employment agencies and electronic information resources of the National Agency (web portal) that are updated constantly. Through these centres, citizens can be informed about employment opportunities and employment protection measures in the case of unemployment.

The operation of the information subsystem for registration of labour migration and creation of a database

of migrant workers was extended. It allows a survey of persons returned from abroad, registered with local employment agencies and private employment services.

Similarly, in order to facilitate the access of migrants to information and services, a number of joint information and services bureaus were opened in Moldova (Government Decision No. 661 of 30.08.2013). These bureaus provide services for urban and rural populations, including women and vulnerable groups. Under the umbrella of the joint information and services bureaus there are several service providers, such as local employment agencies, land registry, the labour inspectorate, local social housing, district social assistance and family protection departments and district council economic departments.

The joint information and services bureau is one of the components of the Programme on "Women's economic empowerment through increasing employability in the Republic of Moldova", implemented by UN Women together with the Ministry of Labour and Social Protection, Ministry of Economy, with the financial support of the Government of Sweden. Currently, joint information and services bureaus (JISB) are operating in 20 districts of the country.

JISB service providers can help change the attitude of beneficiaries in solving difficult situations, targeting beneficiaries for employment, business start-ups and professional development. Problems are solved in a short time through joint actions of different service providers offering different solutions. From the launch of the JISB up to 31 December 2013, some 15,600 persons benefited, of whom 60% were women, and 82% rural. Overall, the majority of JISB beneficiaries have benefited from the coordinated social assistance services. About a third of total requests were employment-related.

Another important aspect of integrating migration into development strategies is the programme on attracting remittances into economy "PARE 1 + 1" (Government Decision No. 972 of 18 October 2010) implemented through the Organization for Development of Small and Medium Enterprises (ODIMM). The programme aims to mobilize the human and financial resources of migrants and remittance recipients for sustainable economic development of the Moldovan economy, by stimulating the establishment and development of small and medium-sized enterprises. The programme requires every lei invested by returned migrant workers in business will be match funded by the State. Thus, in 2013, the amount of funding grants totalled 16.6 million lei, which promoted investment in the economy worth 58.43 million lei.

Under the programme, during 2013, 1850 consultations were given (in the office, on the phone, by email) and 11 training courses were held attended by 185 migrant workers, of which 30.2% were women. There were 220 applications for participation in the Programme; 91 grant contracts were signed, including 33% businesses founded or run by women.

Information for immigrants about opportunities for launching and developing their own business in Moldova

is provided on the management webpages of the ODIMM and SME Portal, which are continually updated with the latest news, events and useful information.

Another priority of labour migration policy is the promotion of the return and reintegration of migrant workers. In this regard, the Ministry of Labour, Social Protection and Family has developed the Public Policy Proposal (PPP) on incentives for returning migrants in Moldova. The aim of the proposal is to identify, analyse and select government interventions that would strengthen the relationship between emigrants and home, giving opportunities to citizens working abroad which will further encourage them to return to the country and support them in their reintegration.

Conclusions:

Although the number of female migrant workers in Moldova is less than the number of male migrants, "the feminization of international labour migration" in Moldova is growing.

At present, international migration has reached its highest level. However, the scale of migration in Moldova still has considerable potential.

The geographical distribution of countries of destination for labour migration is determined to a large extent by labour demand in those countries. It also determines the distribution of migrants in destination countries by gender. While women mainly leave to work in Italy, Turkey and Israel, providing care work, male migrants mostly go to the Russian Federation or other CIS countries to work in construction.

Most Moldovan migrant workers work at unskilled jobs. However, the number of female migrant workers with unskilled worker status is much higher than male migrant workers, regardless of their education level. The fact that most migrants, including female migrant workers, work for a long time on unskilled jobs, leads to the disqualification of human potential in the country, something that should concern the Government.

Although most of the female migrant workers are employed in care work, neither Moldova nor any destination countries where Moldovan women work, have ratified ILO Convention No. 189 on domestic work, which affects their rights and conditions of work and pay.

Although Moldova has ratified CEEDAW Convention, its provisions and its recommendations are not reflected in appropriate measures in Moldovan legislation regulating the labour migration.

However Moldovan migrant women also leave the country for the purpose of family reunification and for studies, but these types of migration are insignificant compared to labour migration.

Despite the measures applied, Moldova continues to be characterized as a country of origin of human trafficking and, to a lesser extent, a country of transit for human trafficking victims from ex-Soviet countries to Europe.

Labour migration is a positive factor in increasing household welfare and poverty alleviation, as well as development of communities and the country as a whole.

Most financial transfers from labour migrants are geared to satisfaction of current consumption and less for investment. Thus, households' dependence on remittances is rather high, and for women this dependence is even greater. In this context, it appears that women's labour migration can contribute significantly to empowering them, increasing their independence and freedom, and general personal development.

Although the incomes of female migrant workers are much lower than those of male migrant workers, their financial transfers are almost identical. Studies in the field showed no significant differences in the use of migrant remittances between men and women in Moldova, while non-essential ones are determined mostly by the differences in incomes earned by men and women abroad.

Although labour migration motivated the diversification of banking products offered by commercial banks in the country, they are not yet so frequently represented in the rural areas from where most of the migrants come. This leads migrants to use unofficial ways to transfer remittances.

Use of informal means of transfer of remittances by migrants is determined by poor information and lack of trust in banking institutions. Hence, there arises the need to popularize formal money transfer methods.

The Moldovan Government is making huge efforts to safeguard labour migrants by signing agreements on labour migration with different countries, on labour circular migration with Italy and Israel. The Government is also working to support returning migrants and ensure their integration in the country's labour market.

With regard to successes in regulating labour migration and its integration into development strategies, the recently opened Information and Consultancy Bureau for potential labour migrants that can provide pre-departure and post-departure services.

Recommendations

Based on the results of the study, the following recommendations on policy to promote and protect the rights of female migrant workers are suggested:

- Providing a favourable environment for the creation of decent new jobs for women in the country, especially in rural areas, as well as ensure an increase in employment.
- Mitigating the degree of women's dependency, especially in rural areas, on remittances by facilitating their integration into the labour market, either for employment abroad by promoting various training activities or instructive information (trainings, seminars etc.) organized by public authorities or by civil society representatives.
- Work by public authorities to conclude bilateral agreements with European countries on labour migration in terms of "flexsecurity". This will lead to increased legal employment of migrant workers abroad, mitigation of risks related to labour migration, attracting foreign employers, and reducing costs related with labour migration.
- Review of the role of private employment agencies regarding the legal employment of migrant workers abroad.
- Adjusting vocational training in the country to European standards, making efforts regarding the recognition of Moldovan diplomas and qualifications in European countries. This will enable public authorities and private agencies to initiate a fruitful collaboration with the European Employment Service (EURES) and open up new employment opportunities for migrant workers from Moldova in European countries.
- Capacity building of decision makers regarding gender mainstreaming in migration and development policies and strategies. This involves constantly identifying the consequences of policies for different groups of women and men, as well as effective understanding of extremely complex and rapidly changing relations between men and women.
- Reflecting as widely as possible the gender perspective in policies of migration and development. Compliance with CEDAW Recommendation No. 26 in the elaboration and implementation of development strategies and migration policies.
- Given that most female migrant workers are young and mostly employed in care work, it is appropriate to institutionalize this type of activity for migrant women through ratification of the ILO Convention No. 189 concerning domestic workers and to reflect its provisions in national migration and development legislation.
- Developing a legal and institutional framework governing the working conditions and qualifications necessary for care work (its institutionalization in countries of origin and countries of destination). Ensuring the rights of people who provide care work. Develop a system of indicators able to monitor these types of activities. Acceptance by public institutions of care work as a social responsibility.

Bibliography:

Nicolaas de Zwager, Ruslan Sintov, (2014). *Market Analysis. Driving innovation in circular migration. Migration and development in Moldova*, Chisinau, IASCI 2014.

Allison J. Petrozziello (2013). Gender on the move working on the migration-development nexus from a gender perspective. Training manual. Santo Domingo, Dominican Republic.

CBS-AXA (2004). *Migration and Remittances in Republic of Moldova*, IOM, EU Commission for Food Security Programme in Republica Moldova, IMF office in the Republic of Moldova.

CBS-AXA (2009) *Migration and Risks of Labour migration*, Chisinau.

Corner (2013). *Gender perspective on migration and development policy and planning*. 10 June.

Corner “How to integrate gender equality and women’s empowerment into migration and development planning”.

EUROSTAT (2011). *Migrants in Europe: a statistical portrait of the first and second generation*, EUROSTAT statistical books.

IOM (2013). *Extended migration profile of the Republic of Moldova 2007-2012*, Chisinau.

Global Migration Group (2010). *Mainstreaming migration into development planning: A handbook for policy-makers and practitioners*.

Henning Sabine (2012) “Migration levels and trends: global assessment and policy implications”, presentation, 10 February 2012.

International Organization for Migration (2008). *Migration in Republica Moldova. A country profile*.

Luecke Matthias și Stoehr Tobias (2012) *Impactul emigrației din Republica Moldova și Georgia asupra copiilor și vârstnicilor abandonați*. Raport de țară Republica Moldova.

Luecke Matthias, Mahmoud Toman Omar, and Steinmayr Andreas (2009). *Labour migration and Remittances in Republica Moldova: Is the boom over? Trends and preliminary findings from the IOM/CBS-AXA Panel Household Survey 2006-2008*, IOM.

Luecke Matthias, Mahmoud Toman Omar, and Pia Pinger (2007). *Patterns and trends of migration and remittances in Republica Moldova*, IOM, June.

Ministry of Labour, Social Protection and Family (2014) *Social Annual Report 2013*, Chisinau.

National Bureau of Statistics (2008). *Labour migration in Moldova, 2008*, www.statistica.md;

Poulain Michel, Herm Anne, Vremis Maria, Craievschi-Toarta Viorica (2011). *Data assessment report for the Republic of Moldova in the field of migration*, IOM.

Valeriu Prohntschi, Adrian Lupusor (2013). *Identifying options for harnessing emigrants’ remittances and savings for the development of the Republic of Moldova*, UNDP, Chisinau.