

GUIDE ON MAINSTREAMING MIGRATION INTO DEVELOPMENT PLANNING FROM A GENDER PERSPECTIVE



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EXECUTIVE SUMMARY

As part of the universal mandate to promote gender equality and the empowerment of women, United Nations (UN) Women actively supports promotion and protection of the rights of women migrant workers and safe migration for women at the global, regional and country levels. Around the world, a record number of women are now migrating to seek work and better opportunities. Even though migration may provide these benefits for women, it also poses a lot of risks, including unfair treatment, exploitation, and vulnerability to different forms of violence, especially in the informal sector such as domestic and care workers. Migration policies and practices have been slow to recognize these risks and take steps to make the process safe for women. In the Southeast Asia region, the feminization of migration is most visible and usually associated with out-going flows of women migrants, particularly from Indonesia and the Philippines, where women made up 62-75 per cent of workers who are deployed legally on an annual basis.¹

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) affirms that migration is not a gender-neutral phenomenon. Its General Recommendation No. 26 notes that to examine the impacts of migration to women, female migration has to be studied “from the perspective of gender inequality, traditional female roles, a gendered labour market, the universal prevalence of gender-based violence and the worldwide feminization of poverty and labour migration.”²

True to its commitment, the Philippines employs a comprehensive structure and system that handles the various issues and concerns of migrants at every stage of the migration cycle. For this reason, Philippines is regarded internationally as a ‘model.’ The country has the most feminized stream of migration in Southeast Asia, and has developed a harmonized set of analytical concepts and tools/ checklists to efficiently mainstream gender concerns into development planning, including migration-related programs and projects.

Mainstreaming migration and development (M&D) issues into government policies in the Philippines at the national and local levels is a concerted effort of the various government agencies and civil society organizations. This has resulted in the inclusion of numerous migration-related provisions in the Philippine Development Plan (PDP) 2011-2016, and integration of several M&D-related concerns in the PDP’s recent mid-term update.

This Guide discusses how migration is mainstreamed into the Philippines development framework, particularly from a gender perspective. This requires mainstreaming M&D issues in every phase of the development planning cycle. In general, mainstreaming migration into the country’s development framework takes place in the following six phases: (1) Situation Analysis (2) Strategic Goals and Priorities Identification (3) Action/Program Planning (4) Resource/Budget Sourcing and Planning (5) Implementation and (6) Monitoring and Evaluation (M&E). Each step provides entry points for migration mainstreaming from a gender lens.

To ensure that gender equality gaps are addressed in developing policy and program interventions, this guide also utilized the Philippine Commission on Women’s (PCW) Women’s Empowerment, Development and Gender Equality (EDGE) Plan 2013-2016 and the Philippines’ Harmonized Gender and Development Guidelines and Checklists.

It should be noted that the sustainability and success of a gendered M&D mainstreaming is hinged on the commitment of all stakeholders and on the meaningful involvement and participation of migrants, especially women migrant workers, their families and communities.

1 UN Women (2011) Gender, Migration and Development – Emerging Trends and Issues in East and Southeast Asia. Bangkok: UN Women.

2 <http://www.ohchr.org/Documents/ProfessionalInterest/cedaw.pdf>

I. Background

Scholars and policy makers have long recognized the growing importance of migration for development. In fact, United Nations (UN) Sustainable Development Goals (SDGs) recognize the positive contribution of migrants to inclusive growth and sustainable development, and call for governments to adopt sound migration policies to facilitate safe, orderly and regular migration for all (United Nations, August 2015). This represents a considerable shift in the migration and development (M&D) discourse: the dominant concern is no longer whether migration can benefit migrants and their countries of origin, but rather how policies and programs can better facilitate the M&D nexus (Nicolás, 2014).

Remittances, in the form of money and goods sent by migrants to their families, represent one of the most tangible benefits of migration. Equally important are social remittances resulting from migration, such as transferred knowledge and skills, and new ideas and beliefs, which may contribute to the development of migrant households and communities. Similarly, adopting a human development perspective, rather than a purely economic one, the emerging consensus aims at improving the overall quality of life and on the range of opportunities and capacities open to women and men. Indeed, development is more aptly framed as enabling the enjoyment of the full range of human rights, including women's human rights, and the rights of the migrants and their families all throughout the migration experience (Petrozziello, 2013).

The importance of remittances is exemplified through the Filipino case study. The Philippines has a significant stock of overseas Filipinos, numbering about 10.44 million or 10 per cent of the country's population, scattered in more than 200 countries and territories around the world, whose personal remittances reached US\$26.9 billion in 2014 according to data from the Bangko Sentral ng Pilipinas. Moreover, the Philippines has highly feminized streams of migration in Southeast Asia, with almost half of all migrants being women (Piper, 2009).

The remittances sent by migrants provide daily sustenance, some occasional luxuries for migrants' families, education for their children, the means to pay

off debts incurred in seeking jobs abroad, as well as funds for the purchase of land, the construction or renovation of houses and the startup of small businesses. According to Petrozziello (2013) migrant women send a larger proportion of their earnings compared to male migrants; female family members are the most likely recipients of remittances and also typically those managing their spending. On the other hand, the non-material rewards of migration for migrant women, particularly for women migrant workers, include opportunities to live abroad and experience other cultures, the sense of autonomy and freedom and economic empowerment which persists even when the women return home permanently (Tharan, 2009).

Amid global economic crises, the Philippine economy has remained steadfast primarily due to overseas remittances which serves as a vital source of foreign exchange reserves and balance of payments. However, the policy choices in countries of origin and destination determine whether the migrants' remittances (economic, skills, knowledge) can really be translated into broader development gains. Thus, it is worth noting that government intervention is crucial in the management of migration to take full advantage of M&D's actual and potential gains. Given the multifaceted nature of the migration and development nexus, any such intervention is best undertaken in a systematic way, such as integrating migration into national development strategies and development planning processes (GMG, 2010).

II. Purpose of the Guide

This Guide is intended as a quick reference for policy makers and development planners from government agencies and other stakeholders (both at the national and local levels) in integrating migration issues into development plans using a gender lens. It will serve as a compact reference material as well for other stakeholders, i.e., international organizations, NGOs, civil society and the private sector, working in the gender, migration and development field.

This Guide highlights gender-responsive migration mainstreaming into development planning

It covers migrant women in general, with particular focus on women migrant workers, given their vulnerability to violence, exploitation and discrimination, among others, throughout their migration journey.

While purposely not a comprehensive guide, this can serve as a starting point to further explore and develop a more in-depth handbook on mainstreaming migration into development strategies from a gender perspective.

III. National and Local Migration Mainstreaming Initiatives

Mainstreaming M&D issues into government policies in the Philippines at the national and local levels is a fairly recent effort. The NEDA and the CFO are at the forefront of this effort, along with other government agencies and civil society organizations. The initiative has resulted in the inclusion of 60 migration-related provisions in the Philippine Development Plan (PDP) 2011-2016 and integration of several M&D-related concerns (e.g., providing overseas Filipinos enabling environment for investments and calling on overseas registration and voting) in the recent PDP 2011-2016 Midterm Update (CFO Letters to NEDA's Secretary, 17 December 2013 and 3 May 2013).

Running parallel to the integration of M&D concerns in the PDP is the initiative to establish a coordinating mechanism among migration- and development-focused government agencies. This is in response to the need for coordination between and among coherent M&D programs and policies similarly underscored in the three-year nationwide research, "Migrants' Association and Philippine Institutions for Development" (MAPID) Project conducted by Scalabrini Migration Center (Asis, et al, 2011). In a kick-off workshop organized by the CFO in July 2013 under an Organization for Economic Co-operation and Development project, NEDA suggested the establishment of a sub-committee on migration and development, in the absence of a single coordinating body that ensures regular policy discussions on migration, development and overseas Filipinos. After a year, the Sub-Committee on International Migration and Development (SCIMD) was created

and has since served "as a platform that provides policy coherence (between national and sectoral development policies) and promotes institutional coordination"ⁱ (NEDA Memorandum, September 2013; NEDA Resolution No. 01 Series 2014).

A related development was the reorganization of the various statistical agencies with the creation of the Philippine Statistical Authority (PSA) under Republic Act No. 10625 (RA 10625), otherwise known as the "Philippine Statistical Act of 2013." The PSA "shall plan, develop, prescribe, disseminate and enforce policies, rules and regulations and coordinate government-wide programs governing the production of official statistics, general-purpose statistics, and civil registration services" and "shall primarily be responsible for all national censuses and surveys, sectoral statistics, consolidation of selected administrative recording systems and compilation of national accounts". The law also led to the creation of 13 inter-agency committees (IACs), one of which is the Committee on Migrationⁱⁱ "that will serve as venue for discussion and resolution of issues, review current techniques/methodologies, and recommend policies and workable schemes towards the improvement of migration and other related statistics" (PSA Memorandum Order No. 3, 2014).

Evidently, there has been keen interest on mainstreaming migration in different countries including the Philippines, as evidenced by the growing number of local government units (LGUs) exerting efforts to incorporate M&D into their

local development plans. The Joint Migration and Development Initiative Phase 2, other M&D initiatives, and earlier local M&D mainstreaming efforts in the Philippines that highlight the role of local authorities in M&D, provided the platform for this policy stance. Such mainstreaming is described as a bottom-up approach intended at making results easily owned by the LGUs and by the migrants and their families. Prior to reaching this stage, however, issues and challenges had to be recognized. These include the relatively low awareness on M&D among LGUs and the accompanying view that M&D falls under the purview of the national government. Furthermore, there is a deficiency of local data on the migrants'/migrants families' profile, including their economic and social activities in their localities (e.g., remittances and migrants' investments to the community). The MAPID Research (2011) underscored the crucial role of LGUs in M&D governance and the need for M&D initiatives to be institutionalized and integrated within their framework of development plans and strategies.

At a more critical level, there seems to be a minimal integration of gender perspective, if at all, in migration mainstreaming, when it should be stressed that “if development is not engendered, it is endangered” (Petrozziello, 2013). Likewise, majority of policies and programs linked to M&D still lack the gender perspective or show inadequate understanding of gender issues (e.g., women migrant workers are mostly employed in low-skilled and low-waged types of jobs) despite the findings of the UN-International Research and Training Institute for the Advancement of Women or UN INSTRAW (2004) that gender does affect every aspect of migration. Notwithstanding the existence of sex-disaggregated data, programs and policies still fail to delve into or analyze gender concerns. Also, there is no deeper analysis of the diversity of men and women and the ways in which gender identities are constructed and reconstructed throughout the migratory process. This failure to understand the gender dimension of M&D would most likely result in ineffective programs, (e.g., most socio-economic reintegration programs for returning women migrant workers) (UN Women, 2015).

IV. Mainstreaming M&D into Development Strategies and Plans from a Gender Perspective

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) affirms that migration is not a gender-neutral phenomenon and that to “understand the specific ways in which women are impacted, female migration should be studied from the perspective of gender inequality, traditional female roles, a gendered labour market, the universal prevalence of gender-based violence and the worldwide feminization of poverty and labour migration” (CEDAW, General Recommendation No. 26). Gender mainstreaming was adopted as a global strategy to achieve gender equality at the Fourth World Conference on Women in 1995, through the Beijing Platform for Action (BPfA).

Relatedly, the UN International Convention on the Protection of Rights of All Migrant Workers and Members of their Families calls for equal treatment and non-discrimination of all migrant workers and their families.

At the domestic front, Republic Act No. 9710 (RA 9710) or the Magna Carta of Women, mandates all Philippine government offices and instrumentalities

to adopt gender mainstreaming as a strategy to attain equality of women and men and women's empowerment, as well as to integrate the gender and development (GAD) perspective in development planning processes and in the various stages of the project cycle. RA 9710 also directs government agencies, such as the DFA, DOLE, POEA and OWWA to protect and promote the rights and well-being of women migrant workers, especially those in the most vulnerable and exploited sector. These agencies are also expected to enter into bilateral and multilateral labor agreements with migrant-receiving countries to ensure safe migration and better work conditions that will curb violence against women migrant workers (PCW, 2014).

To further guide gender mainstreaming, the PCW formulated the Women's EDGE Plan 2013-2016, a companion document to the PDP 2011-2016. As a process, PCW (2014) noted that “gender mainstreaming entails assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as

well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality." Consistent with this strategy is the allocation of the GAD budget to all government agencies and all LGUs as part of the annual General Appropriations and the adoption and application of a gender perspective framework to all sectors concerned, especially M&D. True to this commitment, the Philippine Government has developed a harmonized/common set of analytical concepts and tools/checklists to efficiently mainstream gender concerns into development planning, including migration-related programs and projects (NEDA, PCW, ODA-GAD Network, 2010).

V. Context and Framework

This Guide mainly utilizes the PCW's Women's EDGE Plan and the Philippine's Harmonized GAD Guidelines and Checklists to help ensure that gender equality gaps are addressed in developing policy and program interventions. These materials are primarily gender mainstreaming tools and guidelines that have been adopted by various government offices and sectors, including those handling or dealing with migration concerns. These tools identify approaches as likely "entry points" for gendered migration mainstreaming. Likewise, it also utilizes the Global Migration Group's (GMG) Handbook on Mainstreaming Migration into Development Planning (2010) which has been used and pilot-tested in several countries, including the Philippines, particularly in the LGUs.

Consistently, this Guide adheres to viewing M&D from a gender lens which focuses more on human development rather than narrowing its importance to remittances and market movements. It also recognizes that migrant women are both protagonists and beneficiaries of M&D (Petrozziello, 2013).

The Philippines' migration management has been regarded internationally as a 'model' as it features a comprehensive structure and system with government agencies (DFA, DOLE, Department of Finance), including migration-related agencies

Mainstreaming migration concerns into development planning from a gender perspective recognizes that both women and men migrate and that their migration experience may differ significantly (OSCE, 2009). It highlights gender issues and gender relations affecting migrant women and men occurring at each step of migration process, as well as the gendered outcomes for non-migration within migrant families. It also situates the gender equality framework into migration-related policies and plans, programs, legislations, budgets, and institutional structures, at both the local and the national levels. While gender equality is the overarching development goal, mainstreaming constitutes the strategic and institutional processes to achieve that goal (GMG, 2010; UN, 2002).

(POEA, CFO, OWWA and NRCO) mandated to handle the various issues and concerns of migrants at every stage of the migration cycle. (Annex A shows the government agencies managing migration). Though these migration-related agencies are able to focus more on migration, it is not the same as integrating M&D issues in other government offices especially those departments that deal with macroeconomic and financing policies, such as trade, labor, and finance that take charge of the bulk of investment resources (Wickramasekara, 2015). As such, migration should involve the 'whole government organization' and a stronger coordination across different agencies to effectively boost the development benefits of migration, such as remittances and their related economic effects, as well as their social and cultural effects (Wickramasekara, 2015; GMG, 2010). As stated in the GMG Handbook (2010), the most appropriate manner to ensure a systematic approach to mainstreaming M&D issues into the country's planning frameworks is using gender perspective (Box 1 lists the advantages of such an approach.) This is a direct response to addressing the very weakness of previous initiatives on migration mainstreaming - the lack of gender perspective.

BOX 1:

Advantages of Mainstreaming Migration into the Country's Development Planning from a Gender Perspective

- Ensures that migration is seen as impacting on all aspects of human development, i.e., human/migrants workers', particularly women migrant workers', rights;
- Allows migration to be embedded in the broader development strategy, fostering coherence rather than the piecemeal approach;
- Helps identify gender gaps in existing government legislations and policies; and
- Facilitates funding and resource mobilization

Source: GMG Handbook on Mainstreaming Migration into Development Planning, 2010, p.16

The PDP is a comprehensive blueprint that could serve as a primary vehicle for mainstreaming migration from a gender perspective.

The Women's EDGE Plan 2013-2016 which clusters the sector on migrant workers under "Women's Economic Empowerment," complements the PDP in addressing poverty and inequality through labor and employment. The Cluster, while aiming to provide women with employment, at the same time ensures that women's rights are protected towards an inclusive women's empowerment (PCW, 2014).

At the local level, the Provincial Development and Physical Framework Plan (PDPFP) for provinces and the Comprehensive Development Plan (CDP) for cities and municipalities can serve as entry points in mainstreaming gender-responsive M&D. For instance, in the case of the Naga City migration mainstreaming, the local government was in the process of reviewing the CDP initial draft and it served as a platform for a project on mainstreaming M&D (IOM, 2014).

Aside from the national and local development plans, the following may serve as tools or entry points for mainstreaming M&D from a gender perspective:

VI. Development Planning

Generally, development planning consists of the following phases: (1) situation analysis; (2) strategic goals and priorities identification; (3) action/program planning; (4) resource/budget sourcing and planning; (5) implementation; and (6) monitoring and evaluation (M&E). Each step provides entry points for migration mainstreaming from a gender perspective.

(a) SCIMD; (b) national migration policy statement (e.g., A Social Contract with the Filipino People); (c) relevant ministries/agencies; (e.g., OWWA, POEA, CFO,); (d) migration profiles and extended profiles; (e) national action plan on M&D (as detailed in the GMG Migration Mainstreaming Handbook); (f) and others (Wickramasekara, 2015). Following the mandates on GAD Planning and GAD Budget wherein there are already established guidelines, tools and checklists for gender mainstreaming, it is expected that gender perspective has been mainstreamed or integrated into the aforementioned development plans and into different government agencies, including the different sectors, such as migration.

Mainstreaming of migration issues from a gender perspective should be done at each phase of development planning. It consists of comprehensive and thorough steps which, when dovetailed to the existing national planning processes such as the PDP and the Women's EDGE Plan, will facilitate a more systematic and gender-responsive process of M&D mainstreaming into development planning. This will allow M&D priority issues to be strategically considered in GAD planning and budgeting. Hence, this exercise should result in a concrete action plan.

Inclusive and multi-stakeholder consultative processes and mechanisms are inherent to the planning cycle. Accordingly, the planning process should have the active involvement of government agencies (i.e., labor, trade and economic, foreign affairs, women, children and youth, social development and welfare, education, overseas, and others) as well as the migrants and diaspora associations, women

groups, and the migrant themselves, especially women migrant workers. Likewise, capacity building and development activities (e.g., gender-sensitive monitoring and evaluation, funding and resource management, and others) have to be undertaken in order to equip implementers and stakeholders with the needed gender equality perspective, technical skills and know-how and updated and evidence-based knowledge and grounding (GMG, 2010).

The GMG Handbook details a preparation phase which requires securing a mandate for migration mainstreaming (e.g. executive orders, ordinances and the like) and creating a “core team/working group” to undertake the M&D mainstreaming into

the different phases of development planning. To ensure that the gender perspective is in place, it is important that the mandate is gender-responsive, while the members of the “core team/working group” are composed by both women and men, ideally gender focal points.

The general phases in development planning mentioned in the GMG handbook provide suggested entry points for ensuring that migration mainstreaming in developing planning is gender-responsive. The following phases are also applicable to development planning in the Philippine context, whether at the national, sub-national or local levels.

Phase 1. Situation Analysis and Assessment

This phase involves the review of existing research data and prior analytical work (e.g., national sources data and academic research on migration profile, existing policies and legislation, which are pertinent to M&D, and other migration-related concerns) that will help provide a gender-responsive migration situation toward well-grounded program interventions. The situation analysis and assessment should consist of the following:

- a). Consultation with various stakeholders consisting of government agencies (labor, trade and economic, foreign affairs, women, migration-related, etc.), civil society (migrant organizations, diaspora associations, women’s groups, etc.), academia, and migrants, especially women migrant workers, and their families. Mechanisms that will ensure the involvement of these stakeholders throughout the mainstreaming process have to be adopted.
- b). Generation and utilization of sex-disaggregated data and statistics for review and analysis of the migration profile and other M&D information, particularly, gender-sensitive data on remittances, sex and skills-disaggregated data on returned migrant women, especially women migrant workers, and various types of migration flows and patterns. This activity should highlight gender issues in M&D to help design and plan program and policy interventions (at the national and local levels) that promote the rights

and well-being of migrant women, especially women migrant workers.

- c). Conducting gender analysis to identify and bring priority gender issues and women’s migration-related special needs to the surface. This helps ferret out the gendered dimensions of migration, i.e. how they affect women and men differently in every step of the migration process and how they result in inequalities, and in the process, identify the hindering and/or enabling factors that cause their inequalities. It includes the assessment of existing programs, laws, strategies and mechanisms, such as the requirements to be able to access capital, credit, or other forms of assistance from financial institutions which are usually cumbersome and which relegate women to livelihood and income-generating projects of the nature which tend to stereotype their reproductive roles. Similarly, the many forms of exploitation faced by women migrant workers during their migration journey should be examined within the context of the nature of jobs that are stereotypically opened to them, such as domestic work, where younger, poorer and less educated women are most likely recruited. Many times, these women are also the ones who suffer abuse, maltreatment, trafficking and even death. Furthermore, the issue of reproductive health concerns (i.e., pregnancy, birthing, baby nursing/breastfeeding), which are unique to women, also need to be recognized and addressed appropriately (Box 2 lists other gender issues that may surface during gender analysis).

BOX 2:

Checklist of Gender Concerns to Consider and Reflect On

- ✓ Lack of sex-disaggregated data and gender-sensitive databases to better surface and address gender issues and concerns for gender-responsive policy and program interventions.
- ✓ Inadequate information and orientation on the actual conditions of work overseas, social costs of migration and other valuable data that can help migrant workers/would-be migrant workers decide whether or not to seek overseas jobs.
- ✓ Likelihood of women to face greater risks and dangers (i.e., contractualization or economic harassment, maltreatment, sexual abuse/rape, violence) at every step of the migration process (in the country of origin, in transit, in the country of destination).
- ✓ Stereotyping of women in the so-called 3D jobs (dirty, dangerous and demeaning) or to the so-called SALEP-jobs (Shunned by All Nationals Except the Very Poorest) or to 'reproductive work' or service jobs which are extensions of their caring and nurturing roles as women, exposing them to higher risks of vulnerability, maltreatment and exploitation.
- ✓ Gender dimension of remittance flows and patterns (i.e., remittance channel, uses of remittance, and others).
- ✓ Deskilling among professionals (doctors, teachers, nurses, medical technologies) who end up in low-skilled jobs overseas not appropriate to their educational and professional qualifications.
- ✓ Feminization of migration or increase in the percentage of women working overseas as (major) economic providers, which is necessarily linked to:
 - Leaving behind the children in the care of their fathers/stepfathers, or grandparents, or to other family members/relatives (while, ironically, taking better care of other children, and oftentimes also attending to other needs, such as tutoring);
 - Assuming productive role (send money home), as well as reproductive role (as they continue to extend their reproductive work to other households, i.e. taking care of the children and the elderly and doing household chores); and
 - The kind and nature of work (i.e., domestic work, caregiving), puts the women migrant workers in greater risk of abuse, such as low wages, inhuman working conditions, and others
- ✓ Social cost of migration in the form of disruption and changes in family structures and roles, children left behind (by either or both parents) to the care of other family members/relatives, consumerism, among others.
- ✓ Trafficking in persons, victimizing many young women and adolescent girls, despite the presence of anti-trafficking laws in both sending and receiving countries.
- ✓ Unforeseen events such as repatriation of women migrant workers due to internal conflicts/civil war, natural calamities, or as a result of exploitative working conditions, or gender violence committed on women migrant workers in the country of destination
- ✓ Return and reintegration programs including repatriation concerns especially for trafficked women, distressed women migrant workers, and migrant women needing psychological and emotional rehabilitation.
- ✓ Reciprocity of rights in host country particularly right to residence, social benefits and right to work.
- ✓ Macro level factors (bilateral migration agreements, structural adjustment programs) affecting migrant women and men.

Source: PCW, 2014; NEDA, PCW & ODA-Network, 2010; Ofreneo, 2005; CFO Feedback, September 2015

Phase 2. Strategic Goals and Priorities Identification

The important gender and migration issues that were identified in Phase 1 must now be addressed and mainstreamed into national, sub-national, local, sectoral and medium-term government plans. This phase consists mainly of: (a) articulation of migrant women’s gender equality goal, strategy and objective; and (b) incorporation of gendered migration outputs and outcomes to address the aforesaid goal(s) and objective(s).

The identification and formulation of M&D goals should always take into consideration gender equality goals, their strategic importance and their alignment with development goals and targets, e.g., the PDP, MTPDP, or the LGUs CDP. The key questions to ask regarding gender-responsive strategic goals are as follows: (a) Does the goal pay attention to both women and men? (b) Do migrant women, especially women migrant workers, feel that they are part of the government’s vision and mission? (c) Do the goals include a broader commitment to improving gender equality? To underscore the importance of this phase alone, the Naga City migration mainstreaming undertook three months of consultation with various stakeholders (IOM, 2014). Meanwhile, under the Women’s EDGE Plan, it employs the following strategies to address migration-related issues, namely advocacy, service delivery, policy development, capacity-building and monitoring (PCW, 2014).

The Philippine Plan for Gender-Responsive Development (PPGD) gender equality and women’s empowerment framework is a good guide for formulating outputs and outcomes, which may be institutional or organizational. Table 1 shows a sample of gender equality and women empowerment (GEWE) outputs and outcomes.

TABLE 1:

Sample of Gendered Migration Outputs and Outcomes

O U T C O M E S	More empowered migrant women, especially women migrant workers, to participate and take action individually or collectively, and have control over barriers/constraints (i.e., socio-cultural, economic, political, etc.) that impede the enjoyment and exercise of their rights.		
	Strengthened policy environments that make possible for women migrant workers to exercise their human and workers' rights and enjoy the benefits from migration and development.	Minimized or balanced out social cost of migration (e.g., both male and female family members learn to share household duties, obligations and responsibilities left by mother /female family member; children learn entrepreneurial skills to maximize remittances sent home, etc).	Increased women migrant workers' participation and control over resources and decision-making affecting their well-being and that of their families.
			
O U T P U T S	The international mandates/ instruments translated into promoting women migrant workers' well-being and rights and further translated into local policies closely monitored.		
	Families left behind actively involved in government organizations (GOs') & NGOs' advocacy, training and education to maximize benefits of women migrant workers' remittances.	Women migrant workers able to access more resources (i.e., credit, capacity building initiatives and training and technology).	

Phase 3. Action/Program Planning

Drawing from the list of gender equality goals and priorities, including that of the Women's EDGE Plan strategies, gender-responsive policy interventions addressing the aforesaid target participants or beneficiaries and the responsible government agencies and partners should be formulated. Also necessary are timeframe/schedules and budget allocation including assessing and setting-up enabling mechanisms (i.e., pertinent gender-responsive laws and policies, institutions, interest groups, funds and other resources). For migrants, especially women migrant workers and their families, these interventions may be organized in broad thematic areas or sectoral issues, such as social protection and welfare and services, diaspora engagement, trafficking, economic and remittances, reintegration and return migration, repatriation, brain-drain and deskilling, among others, and should be done within the national and local development planning framework or, if pursued separately, be consistent with national and local plans. These may also be translated into more concrete program interventions and activities towards achieving gender equality. The key questions to ask are: (a) How do these program and policy interventions affect women and men differently? (b) How can these program and policy interventions affect gender equalities and women's empowerment? (c) Would these interventions benefit women and men equally without any constraints? Or if there are constraints, how are they addressed? (Box 3 shows some questions/checklist regarding program and policy interventions).

BOX 3:

Some Questions to Ask Regarding Program and Policy Interventions (to Address Gender Issues Identified) in Order to Achieve Gender Equality Goals and Objectives and/or Assess Vis-A-Vis the 5 Levels of GEWE (Interrelated and Overlapping).

Establishing up-to-date and gender-responsive database and policy research to effectively address migrant women's concerns and needs

- Do the interventions generate and utilize sex-disaggregated information not only to meaningfully respond to migrant women, especially women migrant workers', needs and concerns, but also to proactively address women migrant workers challenges?
- Do the interventions compel pertinent government offices to undertake gender-responsive data analysis of their migration-related resources and information to allow for a more coordinated responses among the different government agencies (at both national and local levels)? For instance, how are the voluminous cases of violence against women (VAW) among women migrant workers handled by OWWA and translated into useful and coherent program and policy outputs?

Strengthening and sustained capacity-building among key stakeholders (at both national and local levels)

- Do the interventions support and promote gender-responsive workshops and training and take note of the GAD audit mechanism, particularly for implementing government agencies and partners to ensure that gender issues are explicitly integrated into various migration-related activities?

More equal work opportunities for women migrant workers at countries of origin and destination.

- Do the interventions provide women with more employment opportunities and alternative work, including competitive wages to encourage them to stay in the country instead of seeking overseas jobs?

Vulnerability of women migrant workers to exploitation and discrimination at each stage of migration process

- Do the interventions reduce gender discrimination, gender gaps, gender stereotypes and inequalities for migrant women, especially women migrant workers?
- Do the interventions promote equal access of women and men to various occupations in the receiving countries, as facilitated by bilateral arrangements?
- Do the interventions promote gender-responsive pre-employment orientation seminar (PEOS), pre-departure orientation seminar (PDOS), and post-arrival orientation seminar (PAOS) to prepare and better equip women migrant workers on migration-related issues, nuances and challenges (pre-departure, in transit and in destination)?

Social protection and migrants/women migrant workers' rights and well-being

- Do the interventions ensure security and safety of migrant women, especially women migrant workers, throughout the migration cycle (i.e., through gender-sensitive information and education: PEOS, PDOS and PAOS; supportive government mechanisms and policies/regulations, social protection: PhilHealth, SSS, Pag-ibig; bilateral and multilateral labor agreements; and other migration-related processes)?

Social costs of migration

- Do the interventions help the families and children left behind to cope (i.e., counselling for children, internet and social media, Skype and video messaging, support and referral group)?
- Do the interventions especially target the children left behind who are the ones most vulnerable and affected by both or one parent working overseas, at home, in school and community?

Continuation of Box 3.....

Remittances

- Do the interventions facilitate a more productive utilization of remittances of migrant women, especially women migrant workers? Do the interventions provide women migrant workers' equal access to financial resources and benefits (loans and credit, training, technology or information)?
- Do the interventions organize livelihood and entrepreneurial activities, savings, family values formation and other related activities training for family members to make better use of the women migrant workers' remittances?
- Do the interventions facilitate the transfer of remittances through opening various channels of doing funds transfer and making it less burdensome and costly for migrant workers, especially for women migrant workers?
- Do the interventions address inclusive poverty reduction of the households and the community, including the non-remittance households?

Brain drain and deskilling

- Do the interventions address issues of brain drain?
- Do interventions address the issue of deskilling of professionals, especially nurses, doctors and teachers?

Strengthening advocacy, coalition-building and networking between and among key stakeholders, especially women migrant workers and groups (at national and local levels)

- Do the interventions strengthen social networking among organizations of migrant women, especially women migrant workers, in host countries and origin?
- Do the interventions allow women migrant workers to coalesce with other women migrant workers, participate in various social, economic, political and cultural activities, and organize among themselves to advocate migrants' rights and other migration-related advocacies?
- Do the interventions include participation and involvement of key stakeholders (migration organizations, women NGOs, people's organization (POs), academe, religious groups, diaspora groups) and other civil society organizations towards a more organized migration-related legislative advocacies, throughout the migration journey?

Return and reintegration

- Do the interventions provide enabling environment (i.e., social security benefits, access to loans and credits, local employment, entrepreneurial and livelihood programs, psychological and emotional preparation and others) paving the way for successful reintegration of migrant women, especially women migrant workers, to the family, community and society?
- Do the interventions include allowances for unforeseen events such as repatriation of women migrant workers due to internal conflicts/civil war, natural calamities, or as a result of exploitative working conditions, or gender-based violence committed on women migrant workers in the country of destination?
- Do the interventions reflect the varied educational background, professional and work-related experiences of returned migrant workers, especially women migrant workers, on the design of reintegration programs?

Marriage migration, mail-order bride and trafficking

- Do the interventions ensure that pertinent laws and mechanisms are strictly enforced and implemented to uphold and promote migrant women's rights, welfare and well-being; while penalizing and punishing illegal recruiters, traffickers and criminals?
- Do the interventions address root causes of human trafficking and marriage migration, which are tied to gender discrimination and gender inequality?

Source: PCW, 2014; NEDA, PCW & ODA-Network, 2010

At this point, the “core team or working committee” needs to draft an action plan on M&D mainstreaming from a gender perspective consisting of the following: (a) agreed strategic goals and priorities; (b) recommended program interventions to address a particular goal; (c) supporting requirements (e.g., the implementation of existing policies, changes in policy/legislation, technical assistance), if needed; (d) timeframe; and (e) stakeholders involved. This Action Plan needs to be presented and validated among concerned stakeholders. For example, Naga City presented its “mainstreamed” CDP to both national- and local-level stakeholders to ensure the harmonization of Naga City’s CDP and the national development plan or the PDPⁱⁱⁱ (IOM, 2014).

Interventions may involve formulating new policies or mere reorientation or refocusing from a gender perspective. These policies may be in the form of enticing women migrant workers into the formal financial system which will require enabling

mechanisms (i.e., information, variety of transfer channels, less transaction costs, gender-sensitive work hours, location and facilities) so that women migrant workers and their families/remittance recipients are able to use and benefit from it. In other words, policy formulation should always look into the differential effects of policies on women and men, must challenge gender inequalities, and promote the positive potentials of migration towards women’s empowerment. Moreover, interventions may have to be taken in the context of GEWE’s framework, whichever “levels of equality” - welfare, access, awareness, mobilization and control, control as being the highest level of equality. – are satisfied.

After completing this stage, it is crucial to ensure that program interventions and activities aptly address the articulated gender-responsive migration goals and objectives and that these will pave the way for a more enabling environment and reduce barriers towards gender equality.

Phase 4. Financing Mechanisms and Resources/Funds Sourcing

The costing/budgeting and allocation of resources/funds to program interventions are highly critical to the success of mainstreaming M&D into development planning from a gender perspective. In a nutshell, the Philippine government formulates an “investment plan” wherein prioritizing and planning, scheduling of programs, and generation of resources both from domestic and foreign sources are all taken into consideration. As provided by RA 7192, priority areas for funding include those that promote gender equality and women’s empowerment, strengthen women’s and men’s participation in development activities and utilize structures and mechanisms for integrating GAD concerns. Budgeting will ensure that these program interventions in particular, and mainstreaming in general, will be effectively carried out across the different development planning phases.

Budget for the implementation of these M&D programs and policy interventions may be sourced from: (a) national government funds specifically from GAD budget of departments or agencies; (b) private sector; (c) international organizations; (d) migrant associations and OFs diaspora groups; (e) LGUs’ budget allocation or GAD budget; and (f) others (IOM, 2014). For instance, the ULAP^{iv} has documented

the experience of Quezon Province in the use of its GAD funds for various M&D efforts. This could very well serve as a model of how to effectively streamline M&D into the existing GAD plans and programs of an LGU:

The Provincial Government of Quezon has a strong GAD advocacy and program (which was recognized by the PCW in 2014 as among the five local learning hubs in the country for gender-responsive governance) among its different agencies and offices. Just like any other provinces in the country, Quezon Province is home to thousands of overseas Filipinos, more than half of whom are women. Likewise, it ranks first in terms of donations from the overseas Filipinos. Therefore, undertaking such initiative as GAD Convention where family, income, and financial literacy, among others, were the focus, served as a catalyst for different stakeholders to harmonize M&D and GAD issues which are actually interrelated. A formal creation of a committee on M&D followed where similar training programs (i.e., family and income management, reintegration and counseling, case management) were funded by the GAD budget

of the Provincial Government. “With the use of data for gender analysis and planning, we were able to clearly paint the picture of migration and its effects on women and the family. Thus, we decided to fund M&D activities through the GAD funds,” said Provincial Gender and Development Office (PGADO) Chair Ofelia Palayan.

Identifying gender issues vis-a-vis M&D call for program and policy interventions to address these cross-cutting issues. The Provincial Government of Quezon used its GAD existing data for gender analysis and planning which

enabled them to surface gender issues in migration (i.e., feminized OFs where there were VAW cases of women migrant workers) and provided gender-responsive interventions using its GAD budget. Finally, any M&D-related initiatives must be perceived not as an additional workload. As ULAP stated: “The mainstreaming effort did not have to duplicate or develop new programs, but focused on streamlining existing gender-responsive programs across agencies and offices to directly address M&D needs (Source: ULAP, JMDI SUMMID CALABARZON: Quezon Narrative, December 2015).

Phase 5. Implementation

At this stage, the office or agency that is responsible for the implementation is now able to translate gender-responsive M&D interventions into a doable day-to-day guide wherein implementing strategies, roles, functions and accountabilities are clearly defined, and the schedules and allotted resources are judiciously tracked and coordinated. Again, the challenge here is how well the implementing agency/office has incorporated the changes to the agency’s system which allow them to sustain the strategies and interventions. Needless to say, the leadership of implementing agencies/offices must be fully supportive of migration mainstreaming from a gender perspective, and is willing to commit

a sustained technical expertise and resources for the program interventions and activities. It is also important that migrant women participate in the process (GMG, 2010). It is logical that GAD Focal Points from different government departments and LGUs ensure that gender perspective is not lost or watered down or assumed to have been considered in migration mainstreaming. In creating M&D mainstreaming mechanisms at the local levels (technical working group, council, or committee), LGUs must ensure that their GAD focal point is a core member of these local level mechanisms to ensure the gender-responsiveness of the M&D policies, plans, programs, services and activities that will be developed.

Phase 6. Monitoring and Evaluation (M&E)

A gender-responsive monitoring and evaluation system uses gender equality and women’s empowerment indicators to track performance. The Harmonized GAD Guidelines came up with a Checklist for monitoring and evaluation to guide government offices, evaluators, and other interested stakeholders.

To facilitate monitoring, a planning matrix should include performance indicators and targets that agencies are expected to consider in their annual planning and budgeting, and most importantly, in reporting the implementation results (PCW 2014).

The assessment of interventions, whether they have made a difference on the lives of migrant women, especially women migrant workers, vis-a-vis the five levels of gender equality and women’s empowerment (welfare, raising awareness, access, participation, and control) is also crucial. The following is culled from the aforementioned Checklist (Box 4).

BOX 4:

Questions for Monitoring and Evaluation (as culled from the Harmonized GAD Guidelines)

1. Have gender-sensitive outcome and output measures been utilized?
2. Have sex-disaggregated data analysis been used?
3. Have there been positive effect or impact on migrant women, especially women migrant workers, in relation to GEWE's five levels (welfare, access, conscientization, participation, control)?
4. Have gender issues that came out during implementation and/or as a result of the implementation of interventions/ activities been effectively addressed?
5. Have migrant women and men, especially women migrant workers, project implementers, and other key individuals/ groups, been involved at every stage of the intervention?
6. Have improvements on the status of migrant women, especially women migrant workers, been ensured and are sustained?

CONCLUSION

The sustainability and success of a gendered M&D mainstreaming is anchored on the commitment of all stakeholders and on a meaningful involvement and participation of migrants, especially women migrant workers, their families and communities. The main challenges are:

- Being able to provide more coherence and institutional coordination between and among the national and local government offices, as well as the different interests of the many other stakeholders; and
- Ensuring that all of the migration mainstreaming initiatives, and even M&D discussions at all times, explicitly integrate the gender perspective.

ENDNOTES

ⁱ CFO points out that to fully maximize the benefits migration brings, the actual and potential contributions of migration and development must be systematically mainstreamed into policy-making and development planning. These benefits include not only the remittances (which the current Medium-Term Philippine Development Plan has acknowledged as a critical source of foreign exchange and a key driver in promoting the country's macroeconomic stability) of Filipino migrants who live in 200 countries and territories, but also other contributions, i.e., knowledge & skills, investments, philanthropic and humanitarian contributions, “reputational intermediaries” and “cultural interpreters” between host and countries of origin and other so-called social and political remittances. (CFO, August 2013; NEDA Memorandum, September 2013)

ⁱⁱ The Committee on Migration is composed of the following members: Bureau of Immigration, CFO, Commission on Population, DFA, DILG, POEA, PSA, and the University of the Philippines Population Institute.

ⁱⁱⁱ Participants of the Naga City National Stakeholders Consultation included high-level officials from the DILG, CFO, DFA, OWWA, DOLE, NEDA, DTI, DA, and the National Reintegration Center for OFWs, as well as representatives from the ILO, ADB, WB, and UN Country Team. Attendees from civil society consisted of NGOs working in the migration field such as ATIKHA Foundation, Resource Center for Overseas Filipinos, Ayala Foundation, and UNLAD Kabayan, as well as of the academe and research communities such as the Scalabrini Migration Center, AIM Policy Center, Ateneo School of Government, Miriam College and UP Diliman.

^{iv} The Union of Local Authorities of the Philippines (ULAP) is an umbrella organization of all local government units (LGUs) and elected local officials in the Philippines providing a venue for discussion of issues (both national and local) that affect the country. In 2012, under the Pinoy Worldwide Initiative on Investments, Savings, and Entrepreneurship (PinoyWISE) project, ULAP was involved in strengthening, upscaling, and mainstreaming M&D into local governance. It has then developed an M&D Roadmap which specifically follows a framework referred to as “Five Pillars of the M&D in Local Governance” serving as a guide to LGU officials in crafting their M&D strategy grounded and in the context of their institutional strengths, constituents’ needs, and available and potential funds and resources. These five pillars include (1) Leadership, (2) Financing, (3) Human Resources, (4) Data and Communications, and (5) Service Delivery (ULAP, White Paper: Pillars of Migration and Development in Local Governance, 29 October 2015). <http://ulap.net.ph/index.php/en/#>

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ANNEX: KEY TERMS AND CONCEPTS

Empowerment - A basic concept for human development that refers to the process through which people, individually and collectively, become conscious of how power relations operate in their lives and gain the necessary confidence and strength to change inequalities and strengthen their economic, political and social position. Empowerment is described as a process in which individuals gain power, and in which power is understood not in terms of domination (“power over”) but rather as creative power (“power to”), shared power (“power with”) and personal power (“power from within”).

Feminization of migration - A term used to describe not only the slight increase in the number of women that migrate but also “the steady increase in the proportion of women that migrate independently in search of employment rather than as ‘dependent relatives’ that travel with their husbands or reunite with them outside of their countries (...) in the past few decades, a large number of women – who now migrate independently, assuming the role of economic providers – have joined the migration flows previously dominated by men.”

Gender - While sex refers to the biological characteristics that distinguish us as male or female, the term gender refers to the set of characteristics, values, beliefs, qualities and behaviors that societies assign to men or women. This is why gender is called a social construction; it is an idea built by the people, groups and institutions that make up society. Gender differences are not neutral since they are often constructed in opposition to one another thereby creating power relations. These relations can change over time and vary according to the sociocultural context. Gender also intersects with other identity and power dynamics such as social class, race, ethnicity, nationality, sexual orientation, migratory and citizenship status, etc. Gender relations, then, are constructed (and challenged) at various levels – micro (household, community), meso (labor market, social networks), and macro (international division of labor).

Gender analysis - “Study of the existing differences in the conditions, needs, participation rates, access to resources and development, access to decision making power, etc. between men and women due to the roles traditionally assigned to them. Gender

analysis necessarily involves studying the forms of organization and functioning of societies and analyzing social relations. Gender analysis should not be limited to the role of women, but instead should include and compare the role of women in relation to men and vice versa. Variables to consider in this regard are: the sexual and gendered division of labor, access and control of resources and benefits, participation in decision-making. Gender analysis should identify: the division of labor between men and women (productive and reproductive work); access to and control over resources and benefits; specific needs and practices (such as access to employment, and strategies such as participation in decision-making at the management level in organizations) of men and women; limitations and opportunities; the organizational capacity of men and women to promote equality.”

Gender and development (GAD) – Refers to the development perspective and process that is participatory and empowering, equitable, sustainable, free from violence, respectful of human rights, supportive of self-determination and actualization of human potentials. It seeks to achieve gender equality as a fundamental value that should be reflected in development choices and contends that women are active agents of development, not just passive recipients of development.

Gender blind – A failure to recognize that gender is an essential determinant of social outcomes impacting on projects and policies.

Gender discrimination – The systematic, unfavourable treatment of individuals on the basis of their gender, which denies them rights, opportunities or resources.

Gender equality - Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. It implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a ‘women’s issue’ but should concern and fully engage men as well as women.

Gender issues – Refer to all aspects of women’s and men’s lives, their different opportunities, access to resources and needs.

Gender mainstreaming – Refers to the strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies, programs and projects in all social, political, civil and economic spheres so that women and men benefit equally. It is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs in any areas and at all levels.

Gender perspective (in migration) - A focus on the analysis of identities and gender relations that operate throughout the migration process (among other areas of life). In the area of migration-development, the gender perspective allows us to see and understand not only family power dynamics but also how gender operates in meso and macro processes such as social networks or bilateral agreements. This perspective recognizes the construction of masculinities and the diversity of people whose identities are marked by other characteristics such as their ethnicity or social class, and avoids perpetuating stereotypes or making heteronormative assumptions.

Gender relations – These are the socially determined relations between women and men, culturally based, and are subject to change over time. Gender relations are concerned with how power is distributed between women and men, which tend to disadvantage women. Gender relations are simultaneously relations of co-operation, connection, mutual support, as well as that of conflict, separation and competition, of difference and inequality.

Gender roles - Activities, tasks and responsibilities assigned to men and women according to the social construction of gender in a given context.

Human development - Vision of development that emphasizes and affirms the comprehensive right of people to enjoy the full range of human rights, including rights to health, mobility, education, freedom of expression, equality, identity, etc. Human development seeks to create the necessary conditions for individuals and groups to develop their potential and lead a creative and productive life according to their needs and interests.

Migration - In its broadest sense, migration refers to the movement of people from one place to another,

either within their own country (internal migration) or outside of their country (international migration). International migration is a phenomenon that is divided into the categories of forced migration (displacement of people due to conflict, natural or environmental disasters, development projects, etc.) and voluntary migration (for study, tourism or economic reasons).

Migration-development nexus - This term usually refers to the effects and potential of migration – and especially remittances – in the development of countries of origin. The perspectives of human development and gender seek to broaden the concept of this nexus to include analysis of policies and migrants’ rights in destination countries (not just countries of origin), the social organization of care in countries of origin and destination, etc.

Remittances - Transfers which migrants send to their families (or other people) commonly in their country of origin. Normally the term refers to monetary remittances – money orders sent through banks, money transfer services such as Western Union or informally – although other types of transfers exist such as social remittances (changes in behavior, ideas, beliefs transferred between people in destination countries and countries of origin) and in-kind remittances (gifts, appliances, etc.).

Sex-Disaggregated Data – data that are collected and presented separately by sex in order to recognize differences between women and men.

Sources:

PCW, 2011 October Memorandum Circular No. 2011-01
<http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>;

<http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm>

<http://www.bridge.ids.ac.uk/sites/bridge.ids.ac.uk/files/reports/re55.pdf>

<https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

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220 East 42nd Street
New York, New York 10017, USA
Tel: +1-646-781-4480
Fax: +1-646-781-4444

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