GAD CHECKLIST FOR DESIGNING MIGRATION PROGRAMS AND PROJECTS

This gender and development (GAD) checklist for migration projects forms part of the Harmonized Gender and Development Guidelines. It was originally prepared by the International Labor Office and its partners in the Philippines to apply to migration-related programs and projects of ILO and its partners, as well as those of other agencies.

The ILO Constitution includes the protection of the interests of workers when employed in countries other than their own. The ILO International Migration Branch affirms this commitment by (1) protecting the rights of migrant workers and promoting their integration in their countries of destination and countries of origin; (2) forging an international consensus on how to manage migration; and (3) improving the knowledge bases on international migration.

There are a number of international standards on labor migration to which the Philippines is a signatory. Among these are the Convention concerning Migration for Employment (No. 97), the Convention concerning Migrations in Abusive Conditions and Promotion of Equality and Opportunity and Treatment of Migrant Workers (No. 143), the Recommendation concerning Migration for Employment (No. 86), the Recommendation concerning Migrant Workers (No. 151), the Convention concerning Forced or Compulsory Labour (No. 29) and the Convention concerning the Abolition of Forced Labour (No. 105). Other relevant ILO standards include conventions pertaining to Equal Remuneration (No. 100), Discrimination (Employment and Occupation) (No. 111), Minimum Age (No. 138) and Worst Forms of Child Labour (No. 182).

In addition, migrant workers are protected by United Nations (UN) human rights conventions, particularly the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, which was enforced in July 2003. Two protocols that supplement the UN Convention against Transnational Crime also affect migrant workers: the protocol to prevent, suppress and punish trafficking in persons, especially women and children; and the protocol against the smuggling of migrants by land, sea and air. Woman migrant workers are further protected by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). At the regional level, the ASEAN Declaration on the Protection of Migrant Workers articulates the concerns and commitment of ASEAN member countries.

Apart from these international and multilateral agreements, the Philippines has entered into bilateral agreements with key countries of destination of Filipino migrant workers. It has also passed two laws that are relevant to international labor migration: Republic Act (RA) 8042, or the Migrant Workers and Overseas Filipinos Act of 1995, as amended by RA 9422; and RA 9208, or the Anti-Trafficking in Persons Act of 2003.

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**Section 2, Declaration of Principles, RA 8042**

“(b) The State shall afford full protection to labor, local and overseas, organized and unorganized, and promote full employment and equality of employment opportunities for all. Towards this end, the State shall provide adequate and timely social, economic and legal services to Filipino migrant workers.

…

“(d) The State affirms the fundamental equality before the law of women and men and the significant role of women in nation-building. Recognizing the contribution of overseas migrant women workers and their particular vulnerabilities, the State shall apply gender sensitive criteria in the formulation and implementation of policies and programs affecting migrant workers and the composition of bodies tasked for the welfare of migrant workers.”
To ensure that the decent work agenda is addressed with respect to migration-related projects, the Guidelines needs to be reformulated. This applies particularly to the gender analysis questions at the project identification and design stages, sample gender equality results, and sample monitoring indicators.

GENDER ISSUES

Despite the international standards and national policies, migration reports and studies have emphasized the following gender issues related to migration:1

- Women ending up in service jobs that are extensions of their domestic work and, thus, in individualized, isolated and highly vulnerable positions
- Feminization of migration (international and internal), involving the departure of more and more women to work in the cities or other countries, leaving men to manage their homes and care for the family, resulting in new family structures
- Discrimination, contractualization (no permanent work contract), and gender-based violence (e.g., harassment and sexual exploitation of woman workers)
- Deskilling of teachers, nurses and other professionals who end up in low-skilled jobs overseas
- Social costs of migration, in the form of multiple burden on the spouse left behind and disruption of family and social structures; lack of intervention/assistance to men left behind as a result of the feminization of migration
- Inappropriate migration policies or lack of effective government programs and policies aimed at protecting migrant workers, particularly women
- Ineffective dissemination of realistic, updated information on the conditions of work and on the economic and social costs and benefits of overseas employment that can help women and men decide whether to migrate or not
- Policy issues that are complicated and that fail to take into account emigration and immigration policies, employment structures and labor laws of both sending and receiving countries
- Need for better reintegration programs, especially for distressed workers
- Lack of safety and security nets for woman and man migrants, international and local
- Trafficking in persons, especially women and girls, still high despite tight immigration and labor policies
- Lack of sex-disaggregated data and similar information that can lead to the identification of gender issues in a sector or low appreciation among planners, designers and implementers of the value of sex-disaggregated data as inputs to the planning and preparation of programs and projects.

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The 2007 ILO Global Report, *Equality at Work: Tackling the Challenges*, identifies continuing and emerging bases of discrimination. In the case of migrant women, the problems they face are compounded by their being both women and migrants.

**GENDER EQUALITY RESULTS**

Development interventions related to migration can deal with various stages or aspects of labor migration, including labor market issues, conditions at work, and state policies that promote migration and protect workers’ interests. Depending on the nature or type of labor and employment project, the gender equality results may include:

- equal access of women and men to various occupations in the receiving countries, as facilitated by bilateral arrangements;
- fewer women and men needing to work overseas, as more jobs or employment opportunities are available to women and men in the country;
- spouses and children left behind being prepared for the eventual departure and absence of the migrating spouse or parent;
- woman and man workers better (equally) educated on their rights both in the Philippines and in their country of destination;
- reduced incidence of gender discrimination among migrant workers through the improved implementation of labor agreements;
- competitive wages for professionals in the country to encourage them to opt for local employment;
- enhanced opportunities for Filipino professionals to practice their profession in other countries, as facilitated by bilateral agreements and arrangements, including mutual recognition agreements, or professional upgrading;
- strengthened/stronger social networking among organizations of migrant workers, particularly woman workers;
- more productive utilization of remittances of migrants’ earnings;
- migration policies reviewed and harmonized to ensure the implementation of policies that better protect migrant workers, especially women;
- migrant workers better informed about working conditions overseas and the social costs of migration; and
- strengthened cooperation at the international level to implement labor laws and policies in conformity with international labor standards regarding migrant workers

**GENDER ANALYSIS QUESTIONS**

Gender analysis should be conducted at two points. An analysis of the gender dimension of migration is a critical part of project identification and the analysis of a development problem. This would guide project planners and designers in specifying relevant gender issues that the project could or should address. After the project design has been drafted, it should be reviewed or assessed for its likely gender effects or impacts.
These considerations are reformulated as guide questions, below:

**Gender analysis guide questions at the project identification stage**

**Analysis of gender roles, perspectives, and needs among the target population**

- Prior to migration, what is the division of labor at home between women and men? At work? In the community?
- Does the gender division of labor/distribution of jobs create differences in access to social protection among woman and man workers? How and why?
- How are woman and man workers organized in the community or sector? How are members of the workers’ organizations recruited? How are their leaders chosen?
- What gender gaps or inequalities arise from the existing gender division of labor? Can this be addressed by the project?
- Why are the women (men) keen on leaving to work in another country? Can the project address these reasons?
- Who are likely to take over the women’s (men’s) responsibilities after migration? Why?

**FOR PROJECTS WITH MIGRANT WORKERS:**

- Why did the woman (man) migrant workers leave to work in another country?
- What problems did they encounter or continue to encounter in the process of migration? In their return to the Philippines? Can the project address these?

**Analysis of access to and control of resources and benefits**

- What resources (information, capital, skills, etc.), particularly those relevant to migration decisions, are available to women and men in the target population? To would-be woman and man migrant workers?
- What resources do these women and men control?
- What gender gaps or inequalities arise from the existing resource access and control profile that contribute to women’s (men’s) decision to migrate? What contributes to the perpetuation of these gaps? Or, what are the key constraints to women’s access to resources and benefits?

**Analysis of constraints and opportunities**

- What are the likely constraints related to women’s/men’s participation in organizations? In the proposed project? In relation to attaining the project’s gender equality objectives?
- What are the opportunities related to the achievement of the project’s gender equality objectives?
- What problems do migration industry players (recruiters, placement agencies, etc.) pose to would-be or actual migrant workers, particularly women? What benefits do they offer?
Guide questions for assessing the likely gender impacts of the project design

**Gender division of labor, rights at work, social protection, employment creation and social dialogue**

☑ Does the project reduce gender role stereotyping among the would-be or actual migrant workers?

☑ Does the project promote safety and security in the workplace? Specifically, does the project include
  -- education of migrant workers on their rights and legal recourse in the Philippines and in their
  country of destination;
  -- training of Overseas Workers’ Welfare Administration (OWWA) and Philippine Overseas Labor
  Officer (POLO) in the handling of abuses committed against Filipino migrant workers,
  particularly gender-based violence against woman migrant workers; and
  -- establishment of mechanisms required by law, bilateral agreements, or international labor
  standards?

☑ Does the project help address the issue of woman workers’ multiple worries? In so doing, does the
  project consider the nature of work of migrant woman workers and their worries about their
  children or family in its
  -- design of project interventions (pre-departure orientation sessions, counseling support for children
  of migrant workers, security of remittances, chat-room facilities);
  -- schedule of meetings; and
  -- design of livelihood and other re-entry schemes?

☑ Has the project considered how the participation of women and men in the project will affect their
  other responsibilities?

☑ Does the project encourage the inclusion of migrant woman and man workers’ gender needs and
  concerns in collective bargaining and tripartite forums?

**FOR DOMESTIC HELPERS:**

☑ Has the project incorporated social protection measures for migrant workers who work as domestic
  helpers in other countries?

☑ Does the project provide training in alternative work or employment overseas?

**Access to and control of resources, social dialogue, employment creation, and rights**

☑ Does the project offer woman and man migrant workers opportunities to venture into new fields?

☑ Alternatively, does the project help woman migrant workers find work, establish enterprises or
  make viable investments that will induce them to stay in the Philippines? Does the project offer
  adequate technical and other support to aid in the transition?

☑ What kinds of jobs will be created as a result of the project? Will wages and hours be within labor
  standards? Does the project design include measures to mitigate the negative effects of the project
  through on-the-job retraining to enable entrepreneurs and workers to engage in new or
  nontraditional tasks or activities?

☑ Will women as much as men be trained by the project to operate businesses or, in the case of
  workers, newly introduced machines?

☑ Do project criteria and rules provide women with sufficient access to project resources and benefits
  (credit, training, trade missions, technology, or information)?

☑ Does the project encourage the training of women as well as men to participate in social dialogues?

☑ Will women be involved in the decision making on the focus and direction of the project’s technical
  assistance? On the distribution of opportunities among members of the organization?

**Constraints**

☑ Will the project be consulting with migrant workers’ organizations, including women’s groups?

☑ Will the project strengthen existing organizations that promote the rights and interests of migrant
  workers, particularly those that work on woman migrants’ rights and interests?

☑ Is the proposed project design socially or culturally acceptable and accessible equally to women and
  men?
Will women and men have equal access to project planning and decision making? Are women and men viewed as equal agents of change and participants in migrant workers’ organizations? In bodies created by the project?

Does the project offer facilities or services that will support women’s participation at different stages of the project?

Has the project devised strategies to overcome the constraints to participation of women and of men? Specifically, has the project considered that the constraints to women’s participation may require separate programming (by way of separate groups, activities, or components)? IF SEPARATE PROGRAMMING IS NEEDED: Has the project addressed this?

GUIDE FOR ACCOMPLISHING THE CHECKLIST

Box 23 enumerates the ten requirements for a gender-responsive migration-related project. Each requirement is usually accompanied by a set of guide questions. The scoring system is the same as that in boxes 5 and 6, while the interpretation of the total score is the same as that in box 7. The guide for accomplishing the checklist and the interpretation of the total GAD rating are reproduced below for easy reference.

Guide for accomplishing Box 23

1. Put a check ☑ in the appropriate column (2a to 2c) under “Response” to signify the degree to which a project proponent has complied with the GAD element: col. 2a if nothing has been done; col. 2b if an element, item, or question has been partly answered; and col. 2c if an element, item, or question has been fully complied with.

2. A partial and a full yes can be distinguished as follows.
   a. For Element 1.0, a “partly yes” to Question 1.1 (or Q1.1) means meeting male officials and only one or a few women who also happen to be officials of the proponent or partner agency or organization; or with male and female officials and some male beneficiaries. In contrast, full compliance involves meeting with female and male officials and consulting with other stakeholders, including women and men that may be affected positively or negatively by the proposed project. A “partly yes” to Q1.2 means inputs or suggestions may have been sought from woman and man beneficiaries but are not considered at all in designing project activities and facilities. A “partly yes” to Q1.3 means only certain groups of women and men are viewed as stakeholders and agents of change.
   b. For Element 2.0, a “partly yes” means some information has been classified by sex but may not be key to identifying major gender issues that a planned project must address. In contrast, a full “yes” implies that qualitative and quantitative data are cited in the analysis of the development issue or project.
   c. For Element 3.0, “partly yes” means superficial or partial analysis has been done by focusing on only one or two of the concerns (gender roles, needs, perspectives, or access to and control of resources).
   d. For Element 4.0, a “partly yes” means women are mentioned in the project objectives but only in connection with traditional roles (Q4.1); or the project has token gender equality outputs or outcomes (Q4.2). A full “yes” to Q4.1 signifies that women’s nontraditional roles are also recognized, while a full “yes” to Q4.2 denotes that gender equality outcomes and outputs are consistently pursued in the logical framework analysis.
   e. For Element 5.0, a “partly yes” means having gender equality strategies or activities but no stated gender issues to match the activities. A full “yes” denotes that there are identified gender issues and there are activities seeking to address these issues.
f. For Element 6.0, a “partly yes” to any of the items or questions is associated with superficial or partial effort to address a specific issue or question. In contrast, a full “yes” involves a coherent, if not a comprehensive, response to the issue or question.

g. For Element 7.0, “partly yes” means the project monitoring plan has indicators that are sex-disaggregated but no qualitative indicator of empowerment or status change.

h. For Element 8.0, “partly yes” means the project requires the collection of some sex-disaggregated data or information but not all the information will track the gender-differentiated effects of the project. A full “yes” means all sex-disaggregated data and qualitative information will be collected to help monitor GAD outcomes and outputs.

i. For Element 9.0, a “partly yes” means there is a budget for GAD-related activities but this is insufficient to ensure that the project will address relevant gender issues (Q9.1), or build GAD capacities among project staff or the project agency, or tap external GAD expertise (Q9.2).

j. For Element 10.0, a “partly yes” response to Q10.1 means there is a mention of the agency’s GAD plan but no direct connection is made to integrate the project’s GAD efforts into the plan; to Q10.2 implies a mention of other GAD initiatives in the project coverage but no indication of how the project will build on these initiatives; and to Q10.3 signifies that the project has a sustainability plan for its GAD efforts but there is no mention of how these will be institutionalized within the implementing agency or its partners.

3. After ascertaining whether a GAD requirement has been fulfilled or not, enter the appropriate score for an element or item under column 3.

a. To ascertain the score for a GAD element, a three-point rating scale is provided: “0” when the proponent has not accomplished any of the activities or questions listed under an element or requirement; a score that is less than the stated maximum when compliance is only partial; and “2” (for the element or requirement), or the maximum score for an item or question, when the proponent has done all the required activities.

b. The scores for “partly yes” differ by element. For instance, for Elements 2.0, 3.0, 5.0, 7.0, and 8.0, the score is “1.” For elements that have two or more items or questions (such as Element 1.0), the rating is the sum of the scores of the items or questions that falls short of the maximum “2.”

c. For Elements 4.0 and 9.0, which has two items each, the maximum score for each item is pegged at “1.0” and for “partly yes” is “0.5.” Hence, if a project scores a full “1.0” in one item but “0” in the other, or if a project scores “partly yes” (or “0.5”) in each of the two items, the total rating will be “partly yes” with a score of “1.0.” If a project scores “partly yes” for one item but “no” for the other, then the total rating for the element will be “0.5.”

d. Elements 1.0, 6.0 and 10.0, which have three items each, the maximum score for each item is pegged at “0.67” and for “partly yes” at “0.33.” The rating for the element will be “partly yes” if the total score of the three items is positive but less than “2.0,” the maximum for the element.

4. For an element (col. 1) that has more than one item or question, add the scores of the items or questions and enter the sum in the thickly bordered cell for the element.

5. Add the scores in the thickly bordered cells under column 3 to come up with the GAD score for the project identification and design stages.

6. Under the last column, indicate the key gender issues identified (for proponents) or comments on the proponent’s compliance with the requirement (for evaluators).
<table>
<thead>
<tr>
<th>Element and item/question (col. 1)</th>
<th>Response (col. 2)</th>
<th>Score for the item/element (col. 3)</th>
<th>Result or comment (col. 4)</th>
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<tbody>
<tr>
<td></td>
<td>No (2a)</td>
<td>Partly yes (2b)</td>
<td>Yes (2c)</td>
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<tr>
<td><strong>Project identification and planning</strong></td>
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</tbody>
</table>
| 1.0 *Participation of women and men in project identification*  
(max score: 2; for each item or question, 0.67) |         |                       |                          |
| 1.1 Has the project consulted partners involved in migration-related advocacy or service delivery, including women’s groups, on the problem or issue that the intervention aims to solve and on the development of the solution? (possible scores: 0, 0.33, 0.67) |         |                       |                          |
| 1.2 Have women’s inputs been considered in the design of the project? (possible scores: 0, 0.33, 0.67) |         |                       |                          |
| 1.3 Are both woman and man migrant workers seen as stakeholders, partners, or agents of change in the project design? (possible scores: 0, 0.33, 0.67) |         |                       |                          |
| 2.0 *Collection of sex-disaggregated data and gender-related information prior to project design*  
(possible scores: 0, 1.0, 2.0)  
Has the project tapped sex-disaggregated labor migration data and gender-related information from secondary and primary sources at the project identification stage? Or, does the project document include relevant sex-disaggregated and gender information in the analysis of the development issue or problem? |         |                       |                          |
| 3.0 *Conduct of gender analysis and identification of gender issues*  
(possible scores: 0, 1.0, 2.0)  
Has gender analysis been done to identify gender issues related to labor migration prior to project design? Or, does the discussion of development issues in the project document include gender issues that the project must address? |         |                       |                          |
| **Project design** |         |                       |                          |
| 4.0 *Gender equality goals, outcomes, and outputs*  
(max score: 2; for each item or question, 1) |         |                       |                          |
| 4.1 Do the project objectives explicitly refer to women and men?  
(possible scores: 0, 0.5, 1.0) |         |                       |                          |
| 4.2 Does the project have gender equality outputs or outcomes?  
(See text for examples.) (possible scores: 0, 0.5, 1.0) |         |                       |                          |
| 5.0 *Matching of strategies with gender issues*  
(possible scores: 0, 1.0, 2.0)  
Do the strategies match the gender issues and gender equality goals identified? That is, will the activities or interventions reduce gender gaps and inequities? |         |                       |                          |
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<tr>
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<td>No (2a)</td>
<td>Partly yes (2b)</td>
<td>Yes (2c)</td>
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<td><strong>6.0 Gender analysis of the designed project</strong> (max score: 2)</td>
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<td><strong>6.1 Gender division of labor</strong> (max score: 0.67; for each item or question, 0.17)</td>
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<tr>
<td>6.1.1 Does the project reduce gender role stereotyping and other gender biases? Does the project consider women’s multiple worries (work, family, children) in the design of activities or how the project will affect women’s and men’s other responsibilities? (possible scores: 0, 0.8, 0.17)</td>
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<td>6.1.2 Does the project support the discussion of gender needs and concerns of woman and man migrant workers in forums and collective bargaining sessions? (possible scores: 0, 0.8, 0.17)</td>
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<td>6.1.3 Does the project promote safety and security in the workplace? (possible scores: 0, 0.8, 0.17)</td>
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<td>6.1.4 Does the project encourage full social protection coverage for migrant workers, particularly woman migrant workers? (possible scores: 0, 0.8, 0.17)</td>
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<td><strong>6.2 Access to and control of resources</strong> (max score: 0.67; for each item or question, 0.17)</td>
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<td>6.2.1 Does the project help migrant woman and man workers find work, establish enterprises or make viable investments that will induce them to stay in the Philippines? Does it offer adequate support to aid in the transition? (possible scores: 0, 0.8, 0.17)</td>
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<td>6.2.2 Does the project encourage the training of woman migrant workers as well as man migrant workers to participate in social dialogues? OR, will women be involved in decision making on the focus and direction of the project’s technical assistance/distribution of opportunities among members of the organization? (possible scores: 0, 0.8, 0.17)</td>
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<td>6.2.3 Will the project create jobs that ensure decent wages and hours? Or, will the project improve workers’ productivity and wages? (possible scores: 0, 0.08, 0.17)</td>
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<td>6.2.4 Does the project have measures for mitigating negative effects on women and men? (possible scores: 0, 0.08, 0.17)</td>
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<td><strong>6.3 Constraints</strong> (max score: 0.67; for each item or question, 0.22)</td>
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<tr>
<td>6.3.1 Is the proposed project design socially or culturally acceptable and accessible to women? Can women effectively participate in or benefit from the project? (possible scores: 0, 0.11, 0.22)</td>
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<td>6.3.2 Will the project strengthen existing organizations that promote the rights and interests of migrant workers, particularly woman migrant workers? (possible scores: 0, 0.11, 0.22)</td>
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<td>6.3.3 Has the project devised strategies to overcome the constraints to project participation of woman and of man migrant workers? Specifically, has the project considered that the constraints to the participation of woman migrant workers may require separate programming (by way of separate groups, activities, or components)? IF SEPARATE PROGRAMMING IS NEEDED: Has the project addressed this? (possible scores: 0, 0.11, 0.22)</td>
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<tr>
<td>7.0 Monitoring targets and indicators (possible scores: 0, 1.0, 2.0) Does the project include gender equality targets and indicators for welfare, access, consciousness raising, participation, and control? Examples of gender differences that may be monitored:</td>
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<tr>
<td>- Number of new hires, by education</td>
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<td>- Deployment of land-based workers, by occupation and country of destination</td>
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<tr>
<td>- Repatriated workers</td>
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<td>- Conditions of repatriated workers</td>
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<td>- Problems encountered by migrant workers in the course of migration</td>
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<td>- Problems encountered by migrant workers in the country of destination</td>
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<tr>
<td>- Conditions of work</td>
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<tr>
<td>- Access to social protection in the Philippines</td>
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<td>- Access to social protection in the country of destination</td>
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<tr>
<td>- Access to re-integration program or support services for migrant workers</td>
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<td>- Rate of satisfaction with support services</td>
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<td>- Membership and leadership in migrant workers’ organizations</td>
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<td>8.0 Sex-disaggregated database (possible scores: 0, 1.0, 2.0) Does the proposed project monitoring framework or plan include the collection of sex-disaggregated data on migrant workers?</td>
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<td>9.0 Resources (max score: 2; for each item or question, 1)</td>
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<td>9.1 Is the budget allotted by the project sufficient to promote, integrate, or mainstream GAD in the project? (possible scores: 0, 0.5, 1.0)</td>
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<td>9.2 Does the project have the expertise to integrate GAD or to promote gender equality and women’s empowerment? Or, is the project committed to investing project staff time in building capacity to integrate GAD or promote gender equality? (possible scores: 0, 0.5, 1.0)</td>
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<tr>
<td></td>
<td>No (2a)</td>
<td>Partly yes (2b)</td>
<td>Yes (2c)</td>
</tr>
</tbody>
</table>
| 10.0  *Relationship with the agency’s GAD efforts*  
(max score: 2; for each item or question, 0.67)                                               |                   |                                     |                           |
| 10.1  Will the project build on or strengthen the partners’ commitment to the woman migrant workers?  
(possible scores: 0, 0.33, 0.67)                                                                  |                   |                                     |                           |
| 10.2  Does the project have an exit plan that will ensure the sustainability of GAD efforts and benefits?  
(possible scores: 0, 0.33, 0.67)                                                                  |                   |                                     |                           |
| 10.3  Will the project build on the initiatives or actions of other organizations that have advocacy programs or delivery services for woman migrant workers?  
(possible scores: 0, 0.33, 0.67)                                                                  |                   |                                     |                           |
| **TOTAL GAD SCORE— PROJECT IDENTIFICATION AND DESIGN STAGES**  
(Add the score for each of the 10 elements, or the figures in thickly bordered cells.)      |                   |                                     |                           |

**Interpretation of the GAD score**

- **0-3.9**  
GAD is invisible in the project (proposal is returned).

- **4.0-7.9**  
Proposed project **has promising GAD prospects** (proposal earns a “conditional pass,” pending identification of gender issues and strategies and activities to address these, and inclusion of the collection of sex-disaggregated data in the monitoring and evaluation plan).

- **8.0-14.9**  
Proposed project is **gender-sensitive** (proposal passes the GAD test).

- **15.0-20.0**  
Proposed project is **gender-responsive** (proponent is commended).