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Background Paper

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Roundtable 1: How to make the migration-development nexus work for the achievement of the Millennium Development Goals (MDGs)

Session 1.1: Mainstreaming migration in development planning – Key actors, key strategies, key actions

Co-Chairs of the session: Governments of Greece and Republic of Moldova
Team members in the preparation of the session: Governments of Ethiopia, France, Jamaica, Mauritius, Norway, Spain and Yemen

Input to the background paper has also been provided by European Commission, ILO, IOM, UNDP Human Development Report Office

Roundtable coordinator: Romeo Matsas

The 1.1 background paper has been prepared by the Governments of Greece and the Republic of Moldova in collaboration with the Task Force set up by the Greek Government for the preparation of the third meeting of the Global Forum on Migration and Development (GFMD). It also draws on comments and input from the RT 1.1 team government members, as well as from input by international organizations and the European Commission. The sole objective of this document is to inform and facilitate the discussion of Roundtable session 1.1 during this third GFMD meeting. It is based on open sources and does not aim to be exhaustive. The organizers do not accept any liability or give any guarantee for the validity, accuracy and completeness of the information in this document. The document does not necessarily reflect the views of the GFMD organizers or the governments or organizations involved in the Roundtable sessions. As the GFMD is an informal process, the document also does not involve any commitment from any of the parties using it in the GFMD discussions. Any reproduction, partial or whole, of this document should cite the source.

Executive Summary

Consistent with the priority of the Greek GFMD Chair to emphasize the *integration of migration policies into development strategies for the benefit of all*, Roundtable 1 focuses on the way migration can be associated with the pursuit of the Millennium Development Goals. In particular, this session highlights governments' national development plans and aid policies in relation to migration and the partnerships underpinning these. More specifically, this paper will cover two main issues: first, how to integrate migration considerations into development planning; second, how migration can contribute to development. By doing so, it will look at strategies to be implemented, actors to be engaged and instruments to be used.

The paper will be articulated around three parts: a first part will introduce the background and context of mainstreaming migration into development planning. The second part will present relevant policies and practices related to: policy, legal and administrative frameworks for development integrating migration trends, patterns and policies; specific tools for migration and development policy making to support these efforts; and examples of partnerships where migration is already integrated into development. A third part will conclude with suggestions and proposals to policy makers.

More specifically, this paper will present three types of possible outcomes to the 1.1 GFMD session in Athens: i) the creation of national and international coordination mechanisms to integrate migration into development planning; ii) specific tools for the sharing of common understanding and findings at international level, notably through the elaboration of migration profiles and the creation of information exchange platforms on migration opportunities; and iii) concrete projects of cooperation, which integrate migration in development activities at national or international levels.

This paper also relates to the background paper supporting Athens GFMD 3.1 session on "*Policy and Institutional Coherence – Latest Data and Research Findings*".ⁱ

1. Background and Context

Introduction

The Millennium Development Goals (MDGs) currently constitute the overarching framework of international development policy. There is a need to apply migration within this framework in order to acknowledge how migration can contribute to the achievement of MDGs.ⁱⁱ The first of the MDGs, i.e. poverty reduction, is of particular interest as far as migration is concerned. In fact, even though the issue of migration is not specifically mentioned in the MDGs, it is closely linked with the achievement of these goals. More specifically, labour migration can contribute to poverty eradication, gender equality, health improvement and the development of global partnerships. In this context, migration should therefore be seen (from now on) as a key component that should be taken into account by any strategy for poverty eradication and development.

This paper specifically addresses how national and international strategies for development, aid and poverty reduction take account of migration to the benefit of all parties, particularly developing countries. More specifically, this paper will cover two main issues: first, how to integrate migration considerations in development planning; second, how migration can contribute to development. By doing so, it will look at strategies to be implemented, actors to be engaged and instruments to be used.

In this regard, a relevant distinction should be made in this paper between policies implemented by ODA recipient and donor countries for the integration of migration into development or aid policies, even though differences in development levels do not correlate to migration situations: developing countries can face emigration as well as immigration-related development challenges (as countries of destination and transit) while donor countries can also be source countries of emigrants as well as transit countries. For instance, developing countries could include development in their emigration policies, while donor countries may need to ensure that their migration policies do not contradict their aid policies and that migration considerations are taken into account in aid policies.

Greece for example has for long been a source country of emigrants before recently becoming a destination and transit country. Though its development did not rely on international migration, Greece, as an aid donor country, is looking at how to integrate migration considerations in its development cooperation policy (notably through organising this meeting of the GFMD around the theme of “*integrating migration policies into development strategies for the benefit of all*”).

Definitions

Mainstreaming migration into development planning can be defined as “*the process of assessing the implications of migration on any action (or goals) planned in a development and policy reduction strategy, including legislation, policies or programmes and at all levels (individual, local, national and, if applicable, regional). It is a process for integrating migration issues in a balanced manner in the design, implementation, monitoring and evaluation of policies and programmes in any development and poverty reduction related spheres. The goal of this process is to provide support for a more development friendly migration phenomenon*”.ⁱⁱⁱ

For the purpose of this paper, this definition can be read in parallel to the definitions of policy and institutional coherence used in the GFMD framework, which describe policy coherence “*as the systematic promotion of mutually reinforcing policy actions across government departments and agencies, as well as the promotion of synergies between migration and development policies.*” and institutional coherence as “*the establishment of clear organizational responsibilities and focal points for promulgating and implementing migration and development policies and programs, manifesting itself in a ‘whole of government’ approach to these complex issues*”.^{iv}

This paper, however, will not focus on policy and institutional coherence as such- as these issues are more appropriately dealt with in Athens GFMD session 3.1. It will rather focus on strategies, actors and instruments that might enable the integration of migration in development efforts, taking into account that, to be effective, this coherence has to result from joint efforts from- and partnerships between- donor/ recipients and origin/ destination countries, both at domestic and international levels.

Assumptions

Migration is not a substitute for development nor is development a substitute for migration. A focus on development in the migration and development nexus is however key to ensuring that, if people move, they do so by their own choice and not out of necessity.

Migration is not good or bad for development, *per se*. Its potential impact will depend on the context in which it takes place and policies undertaken in this sense. Policies can help to make the interrelationship between migration and development positive by managing migration and its outcomes while taking development priorities into consideration. In this regard, both migration and poverty reduction policies of the developed societies should set targets through

their immigration plans and/or acts in close and substantial consultation with the countries of origin.

Women's rights and gender equality are vital components within a migration and development framework. The gender perspective is important if we are to realise the vision of better coherence between migration and development policies and increase the development impact of migration.

The bulk of migration does *not* occur between countries with very different levels of development. In reality, the change of residence occurs primarily within the borders of the countries, and secondarily between countries of the same category of development (though the majority of the movement is to countries of higher Human Development Index than the origin). In addition, with very few exceptions, mainly small-island states, emigration is unlikely to shape the development prospects of an entire nation; the migration impacts being more pronounced at the household and community level, but not so much at the national level. Instead, migration is at best an avenue that can be complementary to broader local and national efforts to reduce the multiple dimensions of poverty and improve human development outcomes.

The individual is central to both migration and development. Migrants are people; development is about human well-being and empowerment. Policy interventions and programmes on migration and development should respect the right of any individual to leave his or her own country, in ways that guarantee their law abiding entry into the transit and/or destination country to seek better living and working conditions through migration. In this context, it is each State's sovereign and legislative authority to determine which non-nationals may enter their territories and under what conditions. Similarly, the private nature of migration benefits such as remittances must also be respected and recognized. Thus, incentive approaches which give migrants the chance to develop and act in accordance with their own sense of responsibility to their communities should be given priority.

Objectives

This session will identify concretely what complementary strategies can be put in place (or are already in place) to mainstream migration into development planning across different levels of government (in the first place those most directly concerned with development and migration) in countries of origin, transit and destination. Where national development strategies do not already take migration-related considerations into account, this session aims to address how they could in the future, what obstacles might stand in the way, and how these obstacles could be overcome.

Taking account of migration in development planning also relates to building strong partnerships between countries of origin, transit and destination that embrace migration considerations in joint developmental efforts. The session will therefore examine ways of building comprehensive partnerships among countries of origin, transit and destination to promote synergies between migration and development, including cooperation among governments, private sector, migrants and diaspora.

This session will also explore how to enhance the positive development impact of migration through appropriate policies and international cooperation on migration. It will look at how current efforts for such cooperation between governments for properly organised regular migration- which, for instance, cover accurate dissemination of information, etc. - could also contribute to development. For instance by looking at how a donor and destination country may integrate migration issues into its development policies so that migration flows may contribute in the most positive way to the sustainable development of countries of origin and transit.

To these end, the session will identify practical and workable policies and partnerships for governments, and the role and involvement of international organizations and other stakeholders in the development of these. The implementation of such development strategies may well offer the best testing ground for the migration and development nexus, particularly in the broader pursuit of the MDGs. This is of interest to both developing and developed countries at all points on the migration spectrum, including along south-south tracks as the inclusion of migration issues as explicit components in development assistance helps to reinforce the migration –development nexus in developing countries. Also, it will look at specific tools to improve information sharing on migration at a global level, for assessing the development impact of migration at both national and international levels, as well as through information exchange platforms on migration opportunities.

2. **Policies and Practices**

Important steps forward have been taken over the last years to analyse and understand the links between migration and development. The rationale behind this increasing interest is that it has become apparent that migration movements greatly impact the social and economic well being of their countries of origin, transit and destination. Whether this impact is positive or negative for individuals, communities and societies at large, and therefore stimulates or retards the achievement of development objectives depends –to a large extent- on the adequacy and effectiveness of existing policy instruments. There is a variety of policies affecting migration and development which demand different interventions of legislative, political and economic nature.

The next paragraphs will focus on: a) mechanisms by examining policy, legal and administrative frameworks for development that integrate migration trends, patterns and policies; they will also address b) specific tools for migration and development policy making to support these efforts; and c) the identification of examples of partnerships where migration is already integrated into development so as to also look at how international cooperation on migration could contribute to development.

A. *Mechanisms*

Starting with an understanding of developmental frameworks and goals offers the advantage of looking at migration in a context that is directly relevant to development and where the different strategies that can be put in place for achieving desired goals could be aligned. This allows one to understand that what is at stake goes far beyond remittance management and skills transfer. However, while recognizing the positive contributions migration makes to development in origin and destination countries, the negative effects on development from irregular migration should also be mentioned, taking into account that some developing countries, due to lack of capacity, may be unable to address problems linked to irregular migration, including its related consequences in origin countries (brain drain, loss of fiscal revenue from departed citizens, etc.)

In addition, an interdisciplinary approach by themes is also possible, and could usefully incorporate consideration of some themes less often discussed in relation to the migration and development nexus such as infrastructure, agriculture and rural development, trade and social protection, to complement consideration of such fundamental areas as health services and basic education which traditionally are at the centre of the discussion on migration and development. Finally, an additional suggested perspective would be to look at this relationship from the perspective of major stakeholders: mainstreaming of migration at government level and at civil society level.

Over the past few years, key development actors at national and international level have shown increasing awareness of the need to design development-oriented policies that integrate migration considerations and have made important steps forward in this direction. As some scholars have pointed out, some of the most recent key national development documents such as PRSPs, National Development Plans, National Employment Strategies, etc. are paying more and more attention to migration issues^v.

Integrating migration in development planning tools is important, as they are the framework used by countries to set up their development priorities, examine all development issues at once, and determine the development approach followed by a country. As a consequence, they are the tools used for integrating the MDG's in national development strategy and for their concrete implementation. They promote policy coherence as their objective is to promote mutually reinforcing policy action across government departments and to create synergies between the work of national actors and external actors such as development partners, as donor aid is nowadays aligned to national development plans.

An analysis carried out for the preparation of the Athens GFMD meeting also shows that a number of key strategy documents provide a basis for integrating migration into development policy and practice, such as Poverty Reduction Strategy Papers (PRSPs), National Adaptation Programmes of Action, mid-term reviews of progress in achieving Millennium Development Goals, and donor policies and programmes^{vi}. It is however to be noted that notwithstanding the importance of the MDG's for development planners, little or no attention has been given to migration in the midterm review reports on the achievements of the MDG's even in those countries where migration plays a major role in terms of contribution to GNP through remittances, or in terms of brain drain etc^{vii}

Since the preparation of the GFMD Manila meeting, this analysis shows that 15 countries have submitted new Poverty Reduction Strategy Papers (6) or presented a review of their existing strategies (9), some of which show increasing consideration of migration issues. In fact, research shows that Poverty Reduction Strategies appear to recognize the complexity of international migration, acknowledging both its positive advantages for development and poverty reduction, and its potential negative effects. Despite this trend, however, national development and poverty reduction strategies in developing countries have tended not to integrate migration's positive dynamics into development planning and monitoring.

Many challenges have to be faced when mainstreaming migration in existing PRSPs such as competing priorities and limited resources in the developing country; fragmentation of migration issues among different government portfolios; lack of data and indicators on the impact of migration on development (difficulty to formulate policy and recommendations without solid evidence); and lack of capacity (expertise or methodology). Overcoming such constraints may require sensitisation on the adverse consequences of irregular migration and transition into a new model of migration, giving high priority to migration as labour is an important factor of production. In this regard, international agencies could provide support in terms of technical assistance to assist countries in migration management.

In addition, encouraging mainstreaming of migration into development planning tools would also require further encouraging of donor countries to integrate migration into their development agenda in order to ensure financial and technical support by development partners to assist developing countries for this purpose. This could also advance the development of methodologies and indicators to measure the impact of migration on development.

However, developing countries such as Jamaica include the migration and development nexus in their national development plan, and aim at formulating national policy on international migration and development. Similarly, Mauritius has integrated circular migration into its

national development strategy. The Republic of Moldova has included the migration and development nexus in the National Development Strategy in December 2007. It represents the continuation of the Economic Growth and Poverty Reduction Strategy Paper, fully integrates MDGs, and builds on the accomplishments of the EU-Moldovan priorities. At the same time, national policy documents are implemented (Moldovan National Program of Actions on Migration and Asylum, National Return Action Plan, National Remittances Programme, National Programme on supporting the development of small and medium enterprises for 2009-2011 and Mobility Partnership EU-Moldova).

In fact donor countries and International Organisations have recently shown a serious commitment to include migration considerations into their respective fields of actions as part of their official Development Assistance strategies and key policy documents. This is for example the case of the UK, Germany or Spain, in which the Master Plan for Spanish Cooperation (2009-2012), for instance, introduced the migration and development nexus as a specific priority sector^{viii}. On the other hand, international agencies such as the IOM, in collaboration with ILO, UNDP and UNICEF, are preparing a Handbook on Mainstreaming Migration into Poverty Reduction and Development Strategies.

In addition, it is important that mechanisms at institutional level are connected to the concrete reality. In this regard, strengthening the role of the national focal points for the GFMD as a means to facilitate the integration of migration and development should be pursued as a matter of priority. The institutional locus of the focal point, however, may be of some importance for achieving this objective. In Jamaica, for instance, the Focal Point is located in the institution responsible for national planning and policy. This location facilitates inter-sectoral and intra-inter-institutional collaboration and cooperation in policy and planning. For the purposes of continuity and stability, it may be beneficial for the focal point to be the same individual until a fully operational platform and performance efficiency are established.

B. Specific tools

Beyond mechanisms of this kind, specific tools can also help support the designing and implementation of coherent policy making in the areas of migration and development.. For that purpose, the migration profiles, a tool put in place by the European Commission, could be further examined with the perspective of its use and further development as an instrument serving development and migration policy objectives.

Migration profiles were initially proposed by the European Commission with the objective "*to gather information on issues such as the labour market situation, unemployment rates, labour demand and supply and present or potential skill shortages by sector and occupation, skills needs in the country, skills available in the diaspora, migration flows, incoming and outgoing financial flows linked with migration, including migrant remittances, as well as relevant gender aspects and those related to minors.*"^{ix} As the European migration policy became more focused on the external dimension of legal migration, the EU Council stressed that the migration profiles should change: "*The data should inform the three dimensions of the Global Approach to Migration, i.e. legal migration, illegal migration and migration and development, in order to define policy and action priorities. This can be achieved by enhancing and extending the use of other existing information tools and by creating sustainable extended migration profiles, which would include information regarding migration flows and stocks, as well as the economic dimension of migration.*"^x The "extended migration profiles" *should also help in the formulation of appropriate migration policies, in taking account of migration in poverty reduction policies, in giving better guidance for the programming of financial instruments and in facilitating the impact assessment of the initiatives implemented.*^{xi}

Establishing an extended migration profile is thus from an EU perspective not solely about producing a statistical report. It is an exercise which gives high priority to the ownership of each partner country interested in establishing such a report. The process therefore involves both national coordination and capacity building measures, which will allow the particular country also to assume ownership of the regular update of these reports. Extended migration profiles are expected to be beneficial to countries of origin as they will allow them to have more substantial information about migration phenomena and also about the impact that migration (and policy) has on their country, including on their labour markets.

As to the format, the template for the profiles is still work in progress and should be shaped into a flexible tool that can be used in various regions and adjusted accordingly. It is proposed to divide it into four parts: short presentation of data on migration, supported by clear definitions; in-depth analysis of the migration data (assessment of a possible impact of migration on various areas of social, political and economic life of the country of origin); analysis of the labour market in different areas: related policies, trade issues, demography, human capital, and migration of certain groups, important from the point of view of migration management; assessment of migration management capacity in the country of origin – institutions, policies in place. All international partnerships would involve financial resources and external organization to perform the capacity building exercise in the start-up as a common effort though ownership will be with the country.^{xii}

Of a different kind, the creation of information exchange platforms on legal migration opportunities among key players (governments, organizations, stakeholders, etc.) at national and bilateral levels can help international cooperation *for properly organised regular migration* to have a positive development impact. The key role remains with the governments of countries of origin and destination, assistance for implementation purposes by international agencies can be useful.

C. International partnerships

Given the growing awareness about the mutual impact of migration and development policies, relevant stakeholders are increasingly engaging in bilateral and multilateral efforts to maximise the development outcomes of migration. This is for example the case with Spain's support for Senegal's REVA Programme to create job opportunities in rural areas for potential or return migrants or for the Mali-France annual consultation on migration, which also addresses development cooperation in emigration areas of Mali.

It is widely recognised that partnerships between countries of origin, transit and destination around migration issues are not only likely to produce better results for all concerned parties, but may also be the most viable way to address the increasingly interconnected challenges of a more and more interdependent global economy. These initiatives should also be analysed as effective strategies for the achievement of the Millennium Development Goal on “Global Partnership for development”.

Examples could also be drawn, in this regard, from instruments of migration policy such as the ones adopted within the framework of the EU, including migration profiles, circular migration programs and cooperation platforms as well as mobility partnerships. The conclusion of agreements between the EU and third countries aim at providing a three dimensional comprehensive approach to migration issues: management of legal migration, the fight against irregular migration and migration and development. In this context, mobility partnerships are being explored in close cooperation with countries such as Moldova and Cape Verde as a tool that can incorporate all three dimensions. In the case of the Mobility Partnership EU-Moldova, according to the established objectives (increasing legal avenues for migration, protecting migrants rights, limiting negative effects of migration, putting in place effective external and internal controls to reduce irregular migration, augmenting the

positive effect of remittances on economic growth, enhancing the cooperation with EU in migration sphere) specific projects are being implemented with the support of EU partner countries in the domain of consolidation of the National Migration Management System, labour migration schemes (circular migration), voluntary return and reintegration schemes, etc.

During the last decade the European Commission has been funding projects on migration and development mostly through thematic instruments. The relationship between migration and development has also been mainstreamed into EC development cooperation and poverty reduction policies at both national and regional levels, and funds have been earmarked under the geographic instruments. A number of lessons can be drawn from this cooperation, such as the need to invest more in local actors, local NGOs and the diaspora; the need to focus more on other aspects of development beyond the traditional financial and skills contribution to the homeland, such as for example the social impact on families left behind, particularly women and children, or the impact on health, education and culture; the significance of creating networks that involve different types of actors at different levels; and the role of e-technologies and the media as key tools in linking up transnational communities.

Also, with properly organized and regulated migration under bilateral agreements, governments from both sending and receiving countries will have better information on migration as, due to irregular migration, data capture is practically non-existent in many countries. An example is for instance the Bilateral Agreement on Circular Migration between Mauritius and France which offers labour opportunities for a wide range of participants (students, trainees and migrant workers) in France while also providing assistance upon return to set up businesses.

Various forms of partnership cooperation between source, transit and destination countries for migration can also cover policies on the transferability of pension rights, or on recognition of diplomas and qualifications and be part of regional and sub-regional efforts toward the establishment of areas of freer circulation of goods and labour.

Such partnerships should also pay attention to the gender aspect as female migrant workers often experience different disadvantages from those of men at all stages of the migration process, due to the nature of the employment sector and type of educational requirements as well as stereotyped roles of men and women. The OSCE has recently produced a Guide on Gender – Sensitive Labour Migration Policies^{xiii} (sponsored by the Governments of Greece, Finland and Slovenia), presenting relevant recommendations in this regard^{xiv}.

3.Suggestions and Proposals to Policy Makers

Questions to Guide the Discussion

- As the MDGs are the basis of international cooperation in the field of development, how do we link migration to the achievement of MDGs? Who needs to be involved to foster such a link at national and international level? More generally, how can we integrate migration into development planning? What sort of common mechanisms and instruments do policy makers need to be able to mainstream migration into development planning, both in aid recipient and donor countries? What kind of initiatives can be taken in developing countries to better integrate migration into development? How can donor countries assist them in such initiatives?
- What additional data/information is needed in order to mainstream migration into development planning? Is there a need to better understand migratory and development situations and trends for example through such tools as national migration profiles?
- How can comprehensive partnerships be built among countries of origin, transit and destination to promote synergies between migration and development, including cooperation among governments, the private sector, migrants and diaspora organisations? What emerging partnership models can be shared?

Possible outcomes

This session could result in three types of outcomes:

1. The creation of national and international coordination mechanisms to integrate migration into development planning (taking into account the role of GFMD focal points). This can be extended to a recommendation to international agencies for increasing coherence of development planning with countries of origin on the way they integrate migration in their main documents (PRSP, etc.).
2. The establishment of specific tools for sharing common understanding and findings at international level, notably through the elaboration of migration profiles. This has two main aspects:
 - a. Elaborate migration profiles as a tool for M&D policy making
 - b. Create information exchange platforms on legal migration opportunities at national and bilateral levels among interested players with a key role for governments of countries of origin and destination and with the possible help of international agencies for implementation.
3. The elaboration of concrete projects of cooperation, integrating migration in development activities at national or international levels (i.e. linking countries of origin, transit and destination, with possible support from international agencies or other stakeholders).

i See Background paper of Athens GFMD 3.1 session on “Policy and Institutional Coherence – Latest Data and Research Findings”.

ii See, for instance, *The Millennium Development Goals and Migration*, Migration Research Series No. 20, IOM.

iii See ILO, IOM, UNICEF, UNDP, World Bank, *Mainstreaming Migration into Poverty Reduction and Development Strategies, Handbook*, see IOM input to background paper 1.1

iv See Background paper of Athens GFMD 3.1 session, *op. cit.*.

v Jobbins, M. 2008. Migration and Development: Poverty Reduction Strategies, paper presented at the GFMD Civil Society Days, Manila 27-28 October 2008.

<http://www.gfmd2008.org/conference-documents.html>

vi See Background paper of Athens GFMD 3.1 session, *op. cit.*.

vii In addition, migration issues are also discussed in National Adaptation Programmes of Action (NAPAs), whether as a consequence of environmental changes or as an adaptation strategy in itself (reducing population pressures in places with fragile ecosystems or in terms of resettlement).

viii Further examples of donor countries’ policies are available in the 3,1 Background Paper

ix Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Migration and Development: Some concrete orientations COM (2005) 390, p. 37

x Council conclusions on enhancing the Global Approach to migration, June 2008, p. 3

xi Council Conclusions on the evaluation of the Global Approach to Migration and on the partnership with countries of origin and transit, 8 December 2008, p. 3

xii In addition, 45 Migration Profiles have been and/or are in the process of being prepared by IOM in Europe and the CIS, Africa and South America, of which six involve the updating of a previous Migration Profile. 11 of these profiles were funded by the EC.

xiii OSCE, Guide to Gender Sensitive Labour Migration Policies, Vienna, 2009, 95 pp.

xiv Focusing on the situation of countries of origin and destination as well as on bi- and multilateral agreements its key are to: include data on gender and more detailed information on specific labour market sectors to understand gender distribution; develop permanent and temporary migration channels that offer equal access to women; provide female migrant workers should be provided with special assistance with administrative processes, access to integration services, language and skills upgrading courses, as well as for social reintegration; and make more gender-sensitive the institutional structure through gender mainstreaming.