EXPERIENCE GOVERNMENTAL AND NON-GOVERNMENTAL ACTORS IN THE IMPLEMENTATION OF POLICIES DIASPORA OF THE REPUBLIC OF MOLDOVA: ACHIEVEMENTS AND CHALLENGES

Abstract

The article analyzes the experience of government and non-governmental actors in the implementation of politics of the Diaspora management in the Republic of Moldova. The authors note that the Moldovan authorities are trying to develop a coherent state policy on the Diaspora through an integrated approach. This is reflected in the legislative and institutional framework of the state policy in the field of Diaspora.

The authors believe that the architecture of the Moldovan diaspora organizations abroad varied. They are united by the fact that their activities are aimed at increasing the degree of organization of the Diaspora; preservation and development of the Moldovan culture and traditions abroad.

As the results of sociological research, Moldovan migrants do not actively participate in the activity of Diaspora organizations. At the same time, it is an indicator that, on the one side, shows the mood and needs of migrants, and on the other side, opens the field of action for the implementation of the Diaspora policy. The authors conclude that the Diaspora is a valuable asset. Therefore, an important area of public policy should act to ensure connection of the Diaspora to the country of origin, based on trust and common initiatives.

Key-words: diaspora, Moldovan communities, Diaspora organizations, Diaspora policy, government and non-governmental actors, the National Strategy "Diaspora-2025".

Migration is a "megatrend" in the XXI century. According to United Nations data, there are 232 million international migrants and 740 million internal migrants in the world today [2]. In this regard, the political and the scientific community are becoming more interested in the problem of the relationship between countries of origin with the communities living abroad. Of particular interest is the establishment of optimal conditions for Diaspora involvement in the processes taking place in the countries of origin and countries of destination.

The unprecedented increase in migration flows confronts States with the task of effective management of diasporas as a potential extension of the state beyond its borders. Under current conditions, management diaspora becomes a priority for virtually any state that has a significant diaspora abroad.

Moldovan Diaspora is scattered across many countries and is large in numbers and diverse by its nature. In countries such as Russia, Italy, Spain, Portugal and others, the community of Moldovan citizens are usually created during their work migration. In many states, there are public associations and organizations, uniting representatives of the Moldovan diaspora.

In recent years, the Government has recognized the importance of the fields of diaspora, migration and development, which can contribute to economic and social development of the country. This contributed to the adoption of strategic documents, aimed at expansion of cooperation between the Government of the Republic of Moldova, local and central authorities, the civil society of the country and the diaspora.

Thus, the purpose of this article is to analyze the experience of government and non-governmental actors in the implementation of management policies for the Diaspora in Moldova and identify the achievements and

challenges that they face in their work. In addition, according to a survey conducted by the Laboratory «Sociology of politics" (Moldova State University) in 2016 among migrant five countries - Russia, Italy, Portugal, Germany and Israel, we will look at how actively Moldovan migrants are involved in the activity of Diaspora organizations in the host country, how they maintain ties with their homeland, and what help they expect from the government of Moldova.

The activities of public institutions in the implementation of the Diaspora management policies

The Republic of Moldova took over the obligation to promote the satisfaction of national and cultural needs of representatives of the Moldovan diaspora in the framework of its domestic and foreign policy of the state. Basic principles and forms of support for citizens living abroad are reflected in the complex regulations that define a common framework to ensure consistency of the state policy towards the Diaspora.

The program of activities of the Government of the Republic of Moldova "European Integration: Freedom, Democracy, Welfare" (2013-2014 years) for the first time included the area of community in aspects of social, economic and cultural development of the country with the development of a comprehensive public policy in support of the Diaspora [13].

The program of the Republic of Moldova Government Activities in the years 2015-2018 includes special chapter on cooperation with the diaspora, which sets out 15 priorities for the next four years. In developing this document, citizens' suggestions have been incorporated in Moldova living abroad [14].

In February 2016 has been adopted The National Strategy "Diaspora - 2025", which proclaimed the development of sustainable and comprehensive framework for cooperation between public institutions and the Diaspora. For the next 10 years strategy has identified four main objectives:

- Formation and development of a strategic and operational framework for the diaspora, migration and development;
- Ensuring the rights of diaspora and confidence;
- Mobilization, use and recognition of the human potential of the Diaspora;
- Direct and indirect involvement of the Diaspora in sustainable economic development of the Republic of Moldova [12].

Bureau for Diaspora Relations (BDR) coordinates the implementation of state policy in the field of relations with the diaspora, contributes to the preservation and assertion of ethnic, cultural and linguistic identity of Moldovans abroad, the use of human and material potential of Diaspora. In addition, the state policy in the field of diaspora, migration and development is coordinated and implemented by: The Ministry of Foreign Affairs and European Integration; The Ministry of Labor, Social Protection and Family and Employment Agency; Ministry of the Interior (Office for Migration and Refugees, Border Police); Ministry of Economics; Ministry of Education; The Ministry of Health [12], as well as the Bureau of Interethnic Relations of the Republic of Moldova.

Exploring the relationship between the state and citizens who have emigrated, the American researcher. Brinkerhoff has allocated 5 roles of the state that form the framework for the determination of measures

and instruments of the state policy on Diaspora management: representative role, mediating role, the role of donor (funding) partner role and support [1; 78-80].

Representative role presupposes the existence of the regulatory framework relating to the diaspora. Initially, the Moldovan state did not have an effective and comprehensive approach to the phenomenon of migration, including support component relationships with the Diaspora. But in recent years, authorities vigorously develop public policies in relation to the diaspora. In this context, we should mention the Government Decree number 780 of 19 October 2012 on the establishment of the Office for Relations with the Diaspora; Government Decision on the approval of the Action Plan to support national cultural and social development of the Moldovan diaspora for 2012-2014 and a number of other documents mentioned above.

As an intermediary, the government strongly promotes and supports its citizens abroad. This is reflected in the negotiations with the representatives of those countries where there is a Moldovan diaspora, on the expansion of their rights in the host country. The programme "Government is closer to you" fits into this mediating role, which includes a trip to the country with the largest communities of Moldovan citizens. Through this programme, BDR allows ministries to inform citizens abroad about their activities to promote new projects in relation to the diaspora, to establish partnerships with Moldovan citizens abroad [3]. Under this programme, four meetings with representatives of the diaspora are planned, the first was held 1-November 2016 in Russia, the second will be held in Spain.

At the end of 2008, the Ministry of Foreign Affairs and European Integration of the Republic of Moldova has implemented the project "Embassy closer to you." The purpose of the project - the provision of consular assistance. Employees of the Moldovan diplomatic missions periodically travel to the settlements, where most of our countrymen live, and provide consular services in the field.

Another example of the manifestation of the state as a mediator may serve the support for social programs aimed at the protection of the diaspora representatives, access to health and social care. It signed an agreement on cooperation between BDR and Patronage SIAS / Christian workers' movement on social assistance and the provision of free services to Moldovan migrants working in Italy. In accordance with this agreement, more than 300 offices throughout Italy had used by Moldovan citizens free of charge.

In the role of a donor country directly carries out the financing of entrepreneurial activity of Diaspora members in addition to their own contributions and investments. In 2010, Moldova has launched a program to attract remittances into the economy "PARE 1 + 1", designed for migrant workers or their first-degree relatives who are willing to invest in the opening or expansion of business in Moldova. The program is extended to 2018 and aims to achieve an important social objective - to inform and educate migrants in the field of entrepreneurship, which will facilitate their integration into society.

Partnership between government and diaspora organizations is based on mutual interest and mutual benefit. In such situations, the government initiates the mechanisms and procedures that allow government agencies to enter into partnership with the Diaspora organizations.

The Congress of the Diaspora and Diaspora Days is a platform for interaction between the government and the Diaspora, for meetings and discussions. This allows members of the diaspora to interact with government officials, as well as to launch new initiatives and projects for those working abroad. Seventh

Congress of the Moldovan Diaspora took place on August 19-20, 2016 in Chisinau, it was attended by 179 delegates from 27 countries.

An example of a partnership between the state and the Diaspora organizations is the process of developing the National Strategy "Diaspora-2025". With the financial support of the Swiss Agency for Development and Cooperation at the beginning of 2016 BDR and the International Organization for Migration jointly launched a program of grants «Diaspora Engagement Hub» for Moldovan citizens living abroad. Within one year of the program was provided 39 grants for a total amount of 125 000 Swiss francs for the consolidation of the diaspora, to attract human capital and innovation projects [9].

Implementing a supporting role for the diaspora, the state acts as a defender of citizens living outside the country of origin. Support from the government involves promoting actions of individual citizens and diaspora organizations. Examples of such actions is rewarding representatives of the Diaspora with various state awards: The Order "Labor Glory" Order of Honor, the Medal "Mihai Eminence" and government certificates for achievements in the promotion of culture and the country's image abroad, the preservation of national traditions and customs.

Architecture of Diaspora organizations

Being away from home, the Moldovan citizens feel the need to create organizations that can unite the Moldovan diaspora to strengthen its spiritual and economic potential, promote the effective integration of its members into the host society.

Diaspora plays an important role in promoting a positive image of Moldova in other countries. In this context, particular importance are efforts to institutionalize the Moldovan diaspora, which has great potential to make a significant contribution to the strengthening of bilateral relations in various fields, and to find an opportunity to help the homeland, using all the experience gained abroad.

Currently, the Moldovan diaspora is structured in 250 associations in more than 35 countries, including the various action groups and groups of professional skills. The largest associations are registered in Italy, Romania, Ukraine, Russian Federation, Portugal, France, the US and Canada [12].

Association of the Moldovan diaspora quite diverse and vary according to the legal status, management model, the field of activity. Integrating factor for all structures of the diaspora is a national and civic identity. On the basis of the National Strategy "Diaspora-2025", the diaspora need to consolidate and use of capacity in three areas: volunteering, charity, lobbying and public diplomacy.

In the Russian Federation, there are 25 associations of Moldovans, not only in such cities as Moscow and St. Petersburg, but also in other regions of Russia: Interregional public organization "Congress of Moldovan Diaspora" (Moscow), the Congress of Moldovan Industrialists and Entrepreneurs (Moscow), the Union Gagauz (Moscow), Center for promoting the protection of the rights of migrants and migrants' human rights defender "(Moscow), the Moldovan national cultural autonomy (St. Petersburg), Moldavian cultural Centre" Flue rash "(Murmansk), Krasnodar Regional Moldovan national-cultural public organization "Bucuria "(Krasnodar), Moldavian national-cultural autonomy (Surgut), the Society of the Moldovan culture "Codrii "(Nizhnevartovsk), and others [5]. All of these organizations fully provide social, cultural and other interests of people from Moldova, contribute to the strengthening of bilateral relations in various fields.

By now from 80 to 100 thousand Moldovan Jews immigrated to Israel, where World Federation of Moldovan Jews and House of Bessarabian Jews ("Beit Bessarabia") played a significant role in the consolidation of immigrants from Moldova and their adaptation to the Israeli reality. Over the past few years, «Beit Bessarabia" has become a meeting place for the Israeli businessmen who have expressed interest in establishing economic and commercial activities in the Republic of Moldova. Assembly of countrymen, representatives of the Jewish communities of different cities in Israel have become traditional.

In 2005 was established the Association of immigrants from Moldova "Izvoraş", which brought together many disparate organizations regionally and promoted diversity and enrichment of their activities, their output to a new level. The main objectives of the Association are aimed at the consolidation of the community of immigrants from Moldova, preservation of Moldovan Jewish traditions and promotion of humanitarian and cultural relations between the Jewish and the Moldovan people [6].

The above organizations coordinate their activities with the Embassy of the Republic of Moldova in Israel, which seeks to keep warm, robust and stable relationship to develop and multiply the economic and cultural ties with former compatriots. For its part, the Moldovan diaspora in Israel is not indifferent, in what direction is the development of the Republic of Moldova, so so satisfied mutual interest [4; 133-136].

Italian diaspora organizations have been formed from among Moldovan migrants after independence in Moldova. They were created in the last 5-10 years and are in the process of development and strengthening. Most of the Moldovan diaspora organizations do not have a working office, as they are not registered with the state authorities, are not included in the register of non-governmental organizations and do not cooperate with local authorities.

Officially, there are more than 50 associations in Italy related to the Moldovan diaspora, including «Assomoldave», «Gazeta Basarabiei», «Plai», «AMICI», «Integrazione in Italia», «Mihai Eminescu», «Dor», etc. The overall objectives pursued by the organizations of the Diaspora in Italy, include severaldirections: 1) to inform the Moldovan migrants in order to adapt / integrate into Italian society, including the media (for example, «Gazeta Basarabiei» [7], «Moldbrixia» [8], in the publication which brings together workers from different countries, and 2) development of the Moldovan culture and traditions abroad; 3) promoting a healthy lifestyle among migrants; 4) assistance to Moldovan migrants in recognition of the need to participate in the elections; 5) to inform the Moldovan authorities on the problems of migrants in Italy [10].

In Portugal, several Moldovan diaspora associations are registered, including: Moldovan Cultural Center, the Association of immigrants from the East "Kalina", "League of Moldovan women in Portugal», the Cultural Association of Moldovan immigrants "Miorita"; Moldovan Cultural Center, and others. These organizations seek to strengthen the relationship between members of the community through the development of mutual assistance, the organization of various activities, maintaining a spiritual connection with the homeland. Also, their activities are aimed at informing Moldovan migrants; development of the Moldovan culture and traditions abroad.

In Germany, there are only a few Associations related to Moldovan Diaspora: Moldovan Society in Germany; Moldova-Institute, Leipzig; The Cultural Association of Moldova. These associations carry out such activities as the organization of cultural exchanges between Moldova and Germany, representing the image of Moldova through various festivals and concerts in which took part creative groups, singers, dancers from the Republic of Moldova and Germany [11]. Such events are very important for the promotion of the image

of Moldova, as well as get acquainted with the culture and traditions of the host country. Moldovan migrants: participation in the Diaspora organizations and the relationship with the homeland (According to the results of sociological research)

The results of a poll of representatives of the Moldovan community, conducted in five countries showed that only 5.6% of the respondents are a member of an organization of the Moldovan diaspora in the host country, of which 1.7% identified themselves as active members of the Moldovan diaspora organizations and 3.9% indicated that they sometimes participate in activities diaspora organizations. Of the 93.9% of respondents who are not members of any organization of the Moldovan diaspora, 8.0% indicated that they only follow the events and news of the organizations.

Asked about the reasons for non-participation in the activities of the Moldovan diaspora organizations, nearly 41% of respondents said that they are not interested, and 12.1% do not think this is important. Almost every third worker said that does not know about the existence of the Moldovan diaspora organizations in the region where he lives. This response does not indicate the lack of interest in such organizations and we can assume that with proper information number of participants of organizations might increase.

Table 1. Assessment of the importance of the tasks faced by Moldovan organizations in the host country:

	Complete- lyirrelevant	Irrelevant	I donotknow	Important	Veryim- portant
support for Moldovans to organize their lives in host country	1.7	4.1	20.4	41.8	32.0
support communication between Moldovans and Moldova	1.5	5.6	17.3	43.7	32.0
informing Moldovans about the situation in Moldova	1.1	6.1	17.5	44.6	30.5
participate in the development of Moldova	1.3	5.9	24.7	36.1	31.8
to support the Moldovan children's education (language, history, litera- ture, etc.);	1.9	5.8	13.8	39.8	38.8
contribute to the consolidation of the Moldovan community	3.5	5.9	29.7	41.1	19.5
contribute to the successful cultural and social integration of new im- migrants	2.0	5.0	24.0	43.5	25.3
promote respect for the rights of the Diaspora;	2.0	5 4	27.9	38.5	26.2
promote the image of Moldova during cultural events at the local, national and international level	1.7	5.8	17.7	42.4	32.5
to carry out charitable activities in support of the socially vulnerable	2.0	3.9	21.0	40.9	32.0
to support initiatives for the dis- semination of new knowledge and technologies, etc.	3.2	6.9	23.2	42.4	24.3
advertise famous people - represen- tatives of the Diaspora (scientists and artists, professors, engineers, doctors, and others.)	2.8	6.9	23.4	41.8	25.1
to establish contacts with similar associations from other countries	3.5	5.9	27.3	40.9	22.1
to promote the development of a small country (population centers of origin) in Moldova	1.5	3.7	23.8	41.8	29.2

Respondents were asked to assess how important / irrelevant are the challenges faced by the organizations of the Moldovan diaspora in their country of residence. The most important (answers «important» and «very important») for Moldovan migrants is supporting Moldovan education of children (language, history, literature.) - 78.6%. Even the share of those who found it difficult to answer this question, compared with the same response to other questions, is the lowest - 13.8%. This trend opens up a wide field of activity for the Diaspora organizations, which in cooperation with the Republic of Moldova can open Sunday schools, various clubs of interests for the study of language, history, literature, traditions of Moldova. This, in turn, will contribute to the consolidation of the Moldovan community. According to the survey, this figure (the consolidation of the Moldovan community) as «important» or «very important» has identified the smallest number of respondents -60.6%. At the same time, the strategy of «Diaspora-2025» rightly points to the need for consolidation and use of the Diaspora potential, integrating factor determining the national and civil identity. [13]

Three-quarters of respondents believe an important task for Moldovan organizations in the host countries is informing Moldovans about the situation in Moldova. 74.9% pointed to the importance of promoting Moldova's image during the cultural events at the local, national and international level.

Almost the same tasks(in order of importance) faced by the Moldovan organizations in the host countries are: to support the Moldovans to organize their lives in the host country (73.8%) and to support communication between Moldovans and Moldova (73.7%). 68.8% of respondents believe that an important task of Diaspora organizations is to promote successful cultural and social integration of new immigrants. Moldovan migrants do not want to lose ties with their homeland - 71% of respondents believe that an important task to promote the development of small native land, 69.9% noted the need to participate in the development of Moldova and 72.9% point to the importance of charity events in support of the socially vulnerable population.

More than two-thirds of respondents considered it important to promote well-known people - representatives of the diaspora, as well as support initiatives for the dissemination of new knowledge, technologies, etc. With regard to the indicator «to promote respect for the rights of the Diaspora», only 64.7% of respondents indicated it as «important» or «very important» direction. Meanwhile, the figure shows the attitude towards migrants from the host society.

The least important, in the opinion of respondents, is to establish contacts with similar associations from other countries (63%). Meanwhile, in 2012 the representatives of the Moldovan diaspora from Estonia visited the Moldovan diaspora in Norway. The purpose of this visit was to exchange experiences on the way organizations of Diaspora activities, promotion of Moldova's image in the host country, as well as to familiarize with the terms of the integration of Moldovans in Norwegian society. The main activity of Diaspora organizations in these countries aimed at promoting the culture and traditions of the Republic of Moldova, to attract investment and cooperation between the two countries, which contributes to the consolidation of the diaspora [5].

The majority of respondents (78.8%) are interested in what is happening in Moldova, they want to watch the political, economic and social situation in the country of origin. However, the alarming fact is that nearly one in five respondents are not interested in what is happening in their homeland. As one of the reasons we

can specify immigration of whole families abroad when in Moldova, as the saying goes, "no longer holds anything.

"Of those who have been following the situation in Moldova, nearly three-quarters of those surveyed use the Internet, one in five - TV, one in six - meeting with family and friends, and one in seven - meetings with other compatriots.

The vast majority of Moldovan migrants (87.5%) visited Moldova since they left the country, 12.5% answered this question negatively. Correlating these data with the lack of interest in the events in Moldova, we can assume that this category of migrants has no plans to return to their homeland. More than a third of migrants visit Moldova once a year - at Christmas or Easter holidays, 22.8% of respondents come home every six months, and almost one in five - once a quarter, which is associated with the maximum allowed stay on the territory of the receiving State of 90 days for each 180 - day period. The government could assist migrants in relation to traveling home for the holidays, take part in various cultural activities, organization of tourist excursions for the children of migrants who have settled abroad, which, in turn, would help to promote respect for their native country among the younger generation.

Based on the survey data, we can say that one of the main problems is the interaction between the state and citizens living abroad. The majority of Moldovan migrants do not want to lose ties with their homeland, are interested in what is happening in Moldova and noted the need to participate in the development of Moldova. This fact can be interpreted as a desire to eventually return to the country. In confirmation of the above, the question "Do you want to return to Moldova?", More than half of respondents (59,1.0%) answered in the affirmative. Although it should be noted that quite a large proportion of migrants (40.0%) do not want to return home.

The principle of cooperation involves the actions of both sides - the migrants and the government. 53.5% of respondents indicated that they do not expect support from the state, 45.0% confirmed that they expect support from the Moldovan government. According to migrants, the main actions of the state should be focused on informing about jobs in Moldova - 58.9%; awareness about investment opportunities in Moldova - 36.1%; informing about the changes in the situation of social protection in Moldova - 31.6%; support relations between Moldova and compatriots abroad (cultural activities, trips, summer camps for children, Moldovan schools in the country) - 33.5%, and informing about the possibilities of Moldova return - 25.5%.

But among the respondents there are also migrants who believe that the information on jobs abroad - 35.7%, and the legal registration of stay abroad - 29.7% is the most important support from the state. It can be assumed that this group of migrants is not currently focused on returning to Moldova.

Conclusions

Analysis of the experience of government and non-governmental actors in the implementation of management policies for Diaspora in Moldova showed that assessing the impact of migration on the development of the country, the Moldovan authorities are attempting to develop and promote a coherent state policy on the Diaspora through an integrated approach.

This is reflected in the complex regulations adopted, as well as in the distribution of functional responsibilities among the relevant government authorities.

With respect to the Diaspora, the Moldovan state performs many roles: representative, intermediary, partner, and donor support, which indicates that an integrated approach to the implementation of state policy in the sphere of management of the Diaspora.

Architecture of Moldovan Diaspora organizations abroad is quite diverse. Common to them is that their activities are aimed at increasing the degree of organization of the Diaspora; preservation and development of the Moldovan culture and traditions abroad.

As shown in the case studies, membership in the diaspora organizations among migrants is relatively low. This is an indication that, on the one hand, gives an indication of the mood and needs of migrants, and on the other hand, opens the field of action for the implementation of the Diaspora policy.

The government should proceed from the fact that the Diaspora is a valuable asset, so the relationship with the country of origin of the diaspora should be provided, based on trust and common initiatives aimed at the productive return of the diaspora to the homeland.

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