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Integration of migrant women

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The study was part of the 2021 work programme for the EMN.

Explanatory note

This study was prepared on the basis of national contributions from 24 EMN NCPs (AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK) collected via a Common Template developed by the EMN NCPs to ensure, to the extent possible, comparability. National contributions were largely based on desk analysis of existing legislation and policy documents, reports, academic literature, internet resources and reports and information from national authorities rather than primary research. The listing of EU Member States in the study following the presentation of synthesised information indicates the availability of relevant information provided by [those EMN members and observer](#) in their national contributions, where more detailed information may be found and it is strongly recommended that these are consulted as well.

Statistics were sourced from Eurostat, national authorities and other (national) databases.

It is important to note that the information contained in this study refers to the situation in the abovementioned EMN members and observer countries up to December 2021 and specifically the contributions from their EMN National Contact Points.

EMN NCPs from other Member States could not, for various reasons, participate on this occasion in this Study, but have done so for other EMN activities and reports.

CONTENTS

| | | | |
|--|-----------|--|-----------|
| EXECUTIVE SUMMARY | 4 | 3. OVERARCHING INTEGRATION POLICIES TOWARDS MIGRANT WOMEN | 21 |
| KEY POINTS TO NOTE | 4 | 3.1. overview OF INTEGRATION POLICies | 21 |
| SCOPE AND AIMS OF THE STUDY | 4 | 3.2. Competences in integration policies | 23 |
| METHOD AND ANALYSIS | 5 | 3.3. The integration of migrant women in light of policy priorities | 24 |
| MIGRANT WOMEN IN THE EU | 5 | 3.4. Policies addressing migrant women across integration areas | 25 |
| OVERARCHING INTEGRATION POLICIES TOWARDS MIGRANT WOMEN | 5 | 4. INTEGRATION MEASURES TOWARDS MIGRANT WOMEN | 29 |
| INTEGRATION MEASURES TOWARDS MIGRANT WOMEN | 6 | 4.1. Overview of integration measures | 29 |
| RESPONSES TO COVID-19 AND FUTURE PLAN AND OUTLOOK | 6 | 4.2. Integration measures by Type of Area And highlights of Good practice examples | 31 |
| 1. BACKGROUND | 7 | 5. RESPONSES TO COVID-19 AND FUTURE PLANS AND OUTLOOK | 35 |
| 1.1. Context and EU policy framework | 7 | 5.1. The impact of COVID-19 on integration policies and measures | 35 |
| 1.2. Aim and Scope of the study | 9 | 5.2. Future plans and outlook | 36 |
| 1.3. Methodology | 9 | 6. CONCLUSIONS | 38 |
| 1.4. Structure of the report | 10 | 7. ANNEXES | 40 |
| 2. MIGRANT WOMEN IN THE EU | 11 | | |
| 2.1. Migrant women in the EU: an overview and key integration indicators | 11 | | |
| 2.2. Key challenges and opportunities debated in member states | 18 | | |

EXECUTIVE SUMMARY



KEY POINTS TO NOTE

- **A majority of EU Member States have integration policies in place, however, only a few specifically address women in their national integration policies.** This could, at least in part, be due to a gender mainstreaming approach followed by most EU Member States. In addition, some EU Member States pursue a dual approach which combines gender mainstreaming with targeted policies for migrant women.
- **Responsibility for integration policies is shared between national, regional and local levels in the majority of EU Member States.** While integration is dealt with at national level in some, the majority of EU Member States highlight the importance of involving municipalities, as well as non-governmental organisations (NciaoGOs) in policy implementation.
- In most EU Member States, the integration of migrant women is not currently a national policy priority, **although some have prioritised the topic, mostly to improve gender equality.**
- **Labour market integration of migrant women is one of the main topics of debate across EU Member States,** including barriers to access, such as a lack of recognition of qualifications and language obstacles. Migrant women also lack awareness about their rights related to the labour market, and incentives to seek education and work opportunities. **Other challenges raised included discrimination, a lack of social networks, limited access to childcare and other family constraints.**
- Member States overall **acknowledged the need for specific policies relevant for integration tailored to migrant women.** Most **EU Member States have developed dedicated policies that address the integration of migrant women mainly in relation to accessing the labour market and civic integration, followed by language training, education and health.** Other specific policies addressed housing, offering protection from violence, preventing and protecting women from human trafficking, countering anti-discrimination and racism, and integration through sport.
- **Examples of good practice integration measures that are gender sensitive, or which applied the concept of intersectionality, have been implemented across the Member States.** Their focus is mainly on access to the labour market and civic integration, followed by language training, education, health, housing and entrepreneurship. Other measures concerned other types of assistance, such as psycho-social or parenting support.
- **The majority of Member States did not develop specific integration policies, or adapt existing ones, to reduce the negative impact of the COVID-19 pandemic on migrant women.** This is mostly because the situation of migrant women was addressed in policies aimed at migrants overall, or in national COVID-19 policies. Member States that did develop specific integration policies that directly targeted migrant women during the COVID-19 pandemic mostly envisaged counselling and multi-sectoral assistance from NGOs to migrant women, and residence permit extensions for migrant women.
- Several Member States were planning **new policies or changes to existing ones to further enhance the integration of migrant women,** including to address the impact of COVID-19.



SCOPE AND AIMS OF THE STUDY

This EMN study documents if and to what extent EU Member States consider the distinct situation of migrant women in their integration policies and measures. This study focuses on the integration of migrant women in the main sectorial areas covered by the EU Action plan on Integration and Inclusion 2021-2027¹ including

education and training, employment and skills, health and housing as these are considered by the Action Plan as the basis for societal integration. In this study the term 'integration' is used in a broad sense to encompass integration and inclusion policies and measures addressing migrant women.

¹ European Commission, 'EU Action plan on Integration and Inclusion 2021-2027', COM(2020) 758 final, <https://ec.europa.eu/migrant-integration/?action=media.download&uuid=CDFE0088-C151-66D5-846F7C422DE2A423>, last accessed on 9 July 2021.

Integration policies refer to targeted integration strategies and action plans but also broader policy instruments relevant to the integration of migrant women such as sector specific governmental programmes (health, education, employment, housing, etc.). *Measures* include systematic

initiatives (multi-year / long term), projects (ad-hoc) and legislative (structural) measures that are used to implement the integration policies (including those funded by government but implemented by NGOs on behalf of the government).

METHOD AND ANALYSIS

The information used in this study came primarily from secondary sources provided by 24 EU Member States. National contributions were based on desk analysis of existing legislation and policy documents, reports,

academic literature, internet resources, media reports and information from national authorities. In some Member States, primary data collection was carried out through interviews with national stakeholders.

MIGRANT WOMEN IN THE EU

In 2020, the population of the EU27 plus Norway was 452 687 496, of which 51% were women, with their share in Member States varying between 49% and 53%. In that same year, third country nationals represented 5% of the population (marking an increase from 4% in 2016). Unlike the overall population, slightly more third-country nationals were men (51%).

Between 2016 and 2020, nearly 11.5 million² first permits were granted to migrants from third countries by the EU Member States and Norway, with a peak of 2.9 million (25%) in 2019. Poland issued the highest number of permits across 2016–2020 (3.2 million), followed by Spain (1.3 million) and France (1.2 million). Remunerated

activities account for the largest proportion of first permits granted (36%) followed by family reasons (28%), other reasons (23%)³ and education reasons (13%). All countries, except Lithuania, showed a decrease in the number of first permits granted in 2020 compared with 2019 which may, in part, be attributed to the COVID-19 pandemic and the resulting travel restrictions.

First permits granted for remunerated activities across the EU Member States and Norway during 2016–2020 were skewed towards male migrants. In contrast, except for Cyprus and Spain, permits issued for family reasons showed a higher share of female migrants across the EU Member States and Norway.

OVERARCHING INTEGRATION POLICIES TOWARDS MIGRANT WOMEN

Most participating Member States have integration policies towards migrant women in place,⁴ which can be categorised into three main policy approaches that are not necessarily mutually exclusive: no gender focus in integration policies,⁵ integration policies with specific focus on migrant women,⁶ and integration policies with a gender mainstreaming approach.⁷

In ten EU Member States the integration of migrant women is currently a national policy priority,⁸ with the subject being specifically mentioned in their integration policies and action plans, mostly with the aim of achieving gender equality. In most Member States, however, the integration of migrant women is currently not a policy priority.⁹ While in some EU Member States the responsibility for the integration policies is dealt with at national level,¹⁰ in the

majority of EU Member States¹¹ competences are shared between national, regional and local levels.

Most EU Member States have developed dedicated policies specifically addressing the integration of migrant women in different areas, with 140 examples reported. The two main areas reported by 17¹² EU Member States are labour market (and entrepreneurship) with 34 policies¹³ and civic integration (34 policies as well).¹⁴ Language training¹⁵ and education¹⁶ were the next two most common sectors, with 32 and 29 policies reported respectively and 24 policies in relation to health,¹⁷ whereas 12 policies focussed on housing.¹⁸ Nineteen other specific policies existed in 12 Member States which included offering protection from violence, preventing and protecting women from human trafficking, countering

2 Data for Germany and Finland is not available for the period 2016–2018, and no data is available for Malta and Slovakia.

3 First permits granted for 'Other reasons' include: international protection status, refugee status and subsidiary protection, humanitarian reasons, residence only, other reasons not specified, unaccompanied minors, victims of trafficking of human beings.

4 AT, BE, BG, CY, CZ, DE, EE, ES, FI, FR, HR, IE, IT, LT, LU, LV, NL, SE, SI, SK.

5 BG, CY, EE, HR, IE, IT, LU, LV, NL, PL, SI.

6 AT, CZ, DE, EL, ES, FI, FR, LT, MT, NL, SE.

7 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IT, LU, MT, SE, SK.

8 AT, BE, CY, CZ, DE, EL, ES, FI, FR, SE.

9 BG, EE, HR, HU, IE, IT, LU, LT, LV, MT, NL, PL, SI, SK.

10 CY, SI, SK.

11 AT, BE, BG, CZ, DE, EE, ES, FI, FR, HR, IE, IT, LT, LU, LV, NL, PL, SE.

12 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, NL, SE, SI, SK.

13 AT, BE, CY, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, NL, SE, SI, SK.

14 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IE, LV, MT, NL, SE, SI, SK.

15 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, NL, SE, SI.

16 AT, BE, CY, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, PL, SE.

17 AT, BE, CY, CZ, EE, EL, ES, FI, FR, IE, LV, MT, NL, PL, SE, SI, SK.

18 CY, CZ, EL, ES, FI, FR, IE, LV, MT, SE, SI, SK.

anti-discrimination and racism, and integration through sport.¹⁹



INTEGRATION MEASURES TOWARDS MIGRANT WOMEN

Member States put forward a total of 54 good practice examples of integration measures,²⁰ while five Member States did not identify any examples.²¹ Less than half of the examples provided specifically target migrant women (20 measures²² out of 54), while the remaining examples address migrants in general, including migrant women. Examples of measures cover six main integration areas, of which the largest share focuses on supporting insertion into the labour market (26)²³ or civic integration (25),²⁴ followed by measures relating to education and training (23),²⁵ and language training (21).²⁶ A small share of measures reported cover access to health (11)²⁷ and housing (five),²⁸ or support for entrepreneurship (five).²⁹ In addition, 12 measures concern other forms of assistance, such as psychosocial or parenting support.³⁰

In terms of **duration**, the largest share (over one-third) of measures that were considered good practices lasted from one to three years, whilst under one-third of measures had been running for ten or more years. The largest share of measures were implemented by NGOs and funded through EU and/or state funds, while the rest of measures were implemented by either public sector organisations only or through partnerships involving two or more organisations. Member States highlighted several obstacles to implementation, regardless of the type of area covered, with the largest share of measures having encountered difficulties relating to the COVID-19 pandemic. Other obstacles concerned a lack of childcare arrangements preventing migrant women from participating in activities, difficulties in reaching the site of the activities or accessing a stable internet connection to take part in online sessions and language barriers.



RESPONSES TO COVID-19 AND FUTURE PLAN AND OUTLOOK

While most challenges faced by Member States when implementing measures related to COVID-19, such as delays or restrictions limiting the number of participants or banning in-person participation, a majority of Member States³¹ did not develop specific integration policies, or adapt existing ones, to reduce its negative impact on migrant women. Out of these, eight³² considered that the situation of migrant women was sufficiently addressed in wider migrant integration policies, or in cross-cutting COVID-19 policies targeting society as a whole. One Member State,³³ on the other hand, provided specific examples of integration policies that directly targeted migrant women during the COVID-19 pandemic. These integration policies focused on different areas of intervention, such as counselling and multi-sectoral direct assistance from NGOs to migrant women.³⁴

Four Member States³⁵ indicated that as a result of the impact of the COVID-19 pandemic, they had become aware

of new challenges for migrant women, which they subsequently sought to address by developing new measures, targeting the labour market and entrepreneurship,³⁶ education,³⁷ adoption of hygiene and behavioural rules (e.g. social distancing),³⁸ language training,³⁹ socio-economic inclusion and civic integration,⁴⁰ health⁴¹ and protection from gender-based violence. Eight other Member States⁴² reported on planned policy developments or plans to introduce new features in existing policies and measures to further enhance the integration of migrant women, also in light of the impact of COVID-19.

19 AT, BE, CY, DE, EE, ES, FI, FR, IE, LV, NL, SI.

20 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, SE.

21 BG, HU, PL, SI, SK.

22 AT, BE, DE, FI, FR, IE, LU, LV, MT, NL.

23 Examples of this type of measure provided by AT, CY, CZ, DE, EE, EL, ES, FI, FR, HR, IE, IT, LV, MT, NL, SE.

24 Examples of this type of measure provided by AT, BE, CY, CZ, EE, EL, ES, FI, IE, IT, LT, LU, LV, MT, NL.

25 Examples of this type of measure provided by AT, CY, CZ, DE, EL, ES, FI, IE, LT, LU, MT, NL, SE.

26 Examples of this type of measure provided by AT, BE, CY, CZ, DE, EE, ES, FI, HR, IE, IT, LT, LU, LV, MT, NL, SE.

27 Examples of this type of measure provided by BE, CZ, ES, FR, IE, LU, MT.

28 Examples of this type of measure provided by CZ, ES, IT.

29 Examples of this type of measure provided by BE and CZ, EE, IT.

30 Examples of this type of measure provided by BE, CY, DE, EE, EL, HR, IT, FR, LU, SE.

31 AT, BE, BG, CY, CZ, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, SE, SI, SK.

32 AT, BE, CY, CZ, FR, LU, NL, SK.

33 DE.

34 DE.

35 AT, BE, DE, SE.

36 AT, BE, DE, SE.

37 AT.

38 DE.

39 BE, DE, SE.

40 BE, DE.

41 AT.

42 BE, DE, EE, EL, FI, FR, IE, IT, LT, LU, NL.

1. BACKGROUND

This study highlights the main policies and measures on the integration of migrant women in EU Member States.



1.1. CONTEXT AND EU POLICY FRAMEWORK

Both globally and in the EU, women account for around 50 per cent of migrants. While at mid-year 2020 female migrants comprised somewhat less than half (135 million or 48.1 per cent) of all migrants worldwide, they comprised slightly more than half (33 million or 51.2 per cent) of all migrants in the European Union by mid-2021.⁴³

This study defines a migrant woman as a female third-country national. However, some data and integration policies reported in this study might not exclusively address third-country nationals but include them as part of a wider target group (e.g. women in general; or migrant women in general which may also include EU citizens of migrant background).

Women migrate to Europe for a variety of reasons.⁴⁴ They may arrive as family members, labour migrants, students, asylum applicants or belong to another group of migrants. Thus, there is a diversity of legal statuses and rights among migrant women. This is related to significant variations in integration opportunities and challenges.⁴⁵

Recent studies show that migrant women face a so-called “double disadvantage”, due to the intersection of being a woman and being a migrant.⁴⁶ For example, migrant women in the EU (including EU nationals and third-country nationals) generally have a higher unemployment rate than both non-migrant women and migrant men.

For women with young children, the employment rate is significantly lower for migrant than non-migrant women.⁴⁷

In addition, migrant women have been disproportionately impacted by the COVID-19 pandemic, e.g. through job loss, additional care and domestic work or increased exposure when providing front-line services.⁴⁸

There are, however, also integration opportunities. For example, migrant women are equally likely to be as highly educated as non-migrant women and are more likely to be highly educated than migrant men. However, over-qualification (when migrants hold a job below their formal qualification level) is slightly higher among migrant women than migrant men (34% for men and 36% for women in OECD countries). These disparities show the importance of a gendered approach in migrant integration policies and measures.⁴⁹

A 2017 study by the European Union Agency for Fundamental Rights (FRA) found little evidence of a gendered approach in national action plans and integration strategies.⁵⁰ The European Court of Auditors in its 2018 Report identified a lack of policies for addressing the specific integration challenges of migrant women.⁵¹ Furthermore, a recent study published by the European Network of Migrant Women in 2020 identified shortcomings in addressing the needs of migrant women in Asylum, Migration and Integration Fund (AMIF) projects implemented through direct management, noting that: ‘Although gender

43 United Nations Department of Economic and Social Affairs, Population Division, ‘International Migrant Stock 2020’, 2020, <https://www.un.org/development/desa/pd/content/international-migrant-stock>, last accessed on 9 July 2021.

44 European Commission, ‘Integration of migrant women – A key challenge with limited policy resources’, 2018, <https://ec.europa.eu/migrant-integration/feature/integration-of-migrant-women>, last accessed on 9 July 2021.

45 European Economic and Social Committee, ‘Opinion on Inclusion of migrant women in the labour market’, 2015, p.5, <https://ec.europa.eu/migrant-integration/librarydoc/inclusion-of-migrant-women-in-the-labour-market?lang=en>, last accessed on 9 July 2021; FRA, ‘Second European Union Minorities and Discrimination Survey – Migrant women – selected findings’, 2019, p. 9–11, https://fra.europa.eu/sites/default/files/fra_uploads/fra-2019-eu-midis-ii-migrant-women_en.pdf, last accessed on 9 July 2021.

46 European Commission – Joint Research Centre, ‘Gaps in the EU Labour Market Participation Rates: an intersectional assessment of the role of gender and migrant status’, 2020, <https://publications.jrc.ec.europa.eu/repository/handle/JRC121425>, last accessed on 9 July 2021.

47 OECD, ‘How to strengthen the integration of migrant women?’, 2020, Migration Policy Debate No. 25, pp. 4 and 6, <https://www.oecd.org/migration/mig/migration-policy-debates-25.pdf>, last accessed on 9 July 2021.

48 IOM, ‘COVID-19 and women migrant workers: Impacts and Implications’, 2020, <https://publications.iom.int/books/covid-19-and-women-migrant-workers-impacts-and-implications>, last accessed on 9 July 2021.

49 OECD, ‘How to strengthen the integration of migrant women?’, 2020, Migration Policy Debate No. 25, p. 4, <https://www.oecd.org/migration/mig/migration-policy-debates-25.pdf>, last accessed on 9 July 2021.

50 FRA, ‘Together in the EU – Promoting the participation of migrants and their descendants’, 2017, p. 7, https://fra.europa.eu/sites/default/files/fra_uploads/fra-2017-together-in-the-eu_en.pdf, last accessed on 9 July 2021.

51 European Court of Auditors, ‘The integration of migrants from outside the EU, Briefing Paper’, 2018, p. 23, https://www.eca.europa.eu/Lists/ECADocuments/Briefing_paper_Integration_migrants/Briefing_paper_Integration_migrants_EN.pdf, last accessed on 9 July 2021.

mainstreaming⁵² is briefly referred to in the majority of the calls, there seems to be a lack of clarity what this term implies in practical terms. The specific vulnerabilities and needs of women and girls are also largely overlooked.⁵³

Integration policies of third-country nationals are a national competence of EU Member States. The EU has, however, periodically set priorities and goals to drive EU policies, legislative proposals and funding opportunities on integration since the 1999 [Treaty of Amsterdam](#), that led to the 2004 [Common Basic Principles for Immigrant Integration Policy](#). Since the signing of the [Treaty of Lisbon in 2007](#) European institutions have the mandate to 'provide incentives and support for the action of Member States with a view to promoting the integration of third-country nationals. The EU's priorities and goals guided and continue to guide most EU actions in the area of integration. The [Common Agenda for Integration](#), presented by the Commission in 2005 and in effect until 2010, was the strategy document providing the framework for the integration of third-country nationals and contained a series of supportive EU mechanisms and instruments to promote integration and facilitate exchanges between integration actors.

In 2009 the [European Website on Integration](#) was launched to provide a platform for good practices and news on integration in the EU. In July 2011, the [European Agenda for the Integration of Third-Country Nationals](#) was adopted. It covered the period 2011-2015, focused on increasing the economic, social, cultural and political participation of migrants and on fighting discrimination, with an emphasis on local actions. This was followed by the 2016 [Action Plan on the Integration of Third-Country Nationals](#). In this Action Plan, the European Commission made a commitment to engage in a dialogue with Member States to ensure that concerns related to the gender dimension and the situation of migrant women were taken into account in planned policies and funding initiatives.⁵⁴ The assessment of the action plan, however, noted that it recognised the specific needs of certain categories only to a limited extent and overlooked some of the possible intersections between a person's migrant status and other segments of discrimination including gender.⁵⁵

Published in 2017, the [Skills Profile Tool](#) maps skills of third-country nationals to be used by national authorities when planning for integration. Building on the 2016 Action Plan, the European Commission launched its new [Action Plan on Integration and Inclusion \(2021-2027\)](#) in November 2020. The European Commission proposed

targeted integration support that takes into account individual characteristics that may present specific challenges, such as gender, that complement the mainstreamed approach.⁵⁶ At the same time, the importance of a gender-sensitive response to different policy areas has been emphasised by the EU Gender Equality Strategy 2020–2025,⁵⁷ which also emphasised 'the dual approach of targeted measures to achieve gender equality, combined with strengthened gender mainstreaming'. Therefore, this EMN study on the 'Integration of Migrant Women in the EU: Policies and Measures' conducts a timely stock-taking exercise on where EMN Member States currently stand in terms of gender-sensitive integration policies and measures targeting migrant women.

Other relevant policy instruments include:

- The [EU Anti-racism Action Plan 2020–2025](#), published by the European Commission on 18 September 2020, steps up action against racism in the European Union. As the action plan points out, racism can be combined with discrimination and hatred on other grounds, including gender.
- The [EU Pact on Migration and Asylum](#), proposed by the European Commission on 23 September 2020, proposes a fresh start on migration by bringing together policy in the areas of migration, asylum, integration and border management. In the area of integration, the pact supports effective integration policies with a focus on local communities and early access to integration services for children and vulnerable groups.
- The [EU Gender Equality Strategy 2020–2025](#) sets as key objectives achieving gender balance in decision-making and in politics, and combating gender-based violence. The strategy pursues a dual approach of gender mainstreaming combined with targeted actions, with intersectionality as a horizontal principle for its implementation. In the area of health, for example, Member States are encouraged to provide training on diversity management and the needs of specific migrant groups.
- The upcoming [Recommendation on Migrant and Refugee Women and Girls](#) is currently being developed by the Drafting Committee on Migrant Women (GEC-MIG), a subordinate body to the Gender Equality Commission (GEC) of the Council of Europe, on the basis of [Recommendation Rec\(79\)10 concerning women migrants](#) and of an analysis of needs and gaps that need to be addressed.

52 Gender mainstreaming refers to a strategy towards gender equality and entails the integration of a gender aspect in all levels of policies, measures and programmes with the aim to promote equality between men and women as well as to combat discrimination. See EIGE (2022). What is gender mainstreaming, <https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming>.

53 European Network of Migrant Women, 'Follow the €€€ for Women and Girls', 2020, <http://www.migrantwomennetwork.org/wp-content/uploads/Follow-the-Money-for-Women-2020-AMIF.pdf>, last accessed on 9 July 2021.

54 European Commission, 'Action Plan on the integration of third-country nationals, 2016, https://ec.europa.eu/home-affairs/sites/default/files/what-we-do/policies/europe-an-agenda-migration/proposal-implementation-package/docs/20160607/communication_action_plan_integration_third-country_nationals_en.pdf, last accessed on 9 July 2021.

55 European Commission, 'Assessment Of The 2016 Commission Action Plan On The Integration Of Third-Country Nationals', SWD(2020) 290 final, https://ec.europa.eu/home-affairs/sites/default/files/pdf/20201124_swd-2020-758-commission-staff-working-document.pdf, last accessed on 9 July 2021.

56 European Commission, 'EU Action plan on Integration and Inclusion 2021-2027', COM(2020) 758 final, pp. 6-7, <https://ec.europa.eu/migrant-integration?action=media.download&uuid=CDFE0088-C151-66D5-846F7C422DE2A423>, last accessed on 9 July 2021.

57 European Commission, 'A Union of Equality: Gender Equality Strategy 2020-2025', COM(2020) 152 final, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX-52020DC0152&from=EN>, last accessed on 9 July 2021.

1.2. AIM AND SCOPE OF THE STUDY

The aim of the EMN study on the ‘Integration of Migrant Women in the EU: Policies and Measures’ is to document if and to what extent Member States consider the distinct situation of migrant women in their integration policies and measures. It also provides an overview of research and statistics available at national level on the integration opportunities and challenges faced by migrant women. This study might serve to provide information to help policymakers develop integration policies and measures that better support migrant women in their integration process, taking their respective backgrounds into account. In addition, researchers may use the findings as a starting point for more in-depth research of the integration of migrant women, such as at local and regional level. The study also aims to raise awareness on gender-specific integration issues.

This study focuses on the integration of migrant women in the main sectorial areas covered by the EU Action plan on Integration and Inclusion 2021-2027⁵⁸ including education and training, employment and skills, health and housing as these are considered by the Action Plan the basis for societal integration. While the term ‘integration’ is contested⁵⁹ and other terms such as ‘inclusion’ are increasingly preferred in policy, in this study the term ‘integration’ is used in a broad sense to encompass integration and inclusion policies and measures addressing migrant women.

The study’s main objectives are:

- To map current national integration policies and measures in the EU Member States with a view of documenting to what extent they specifically target women;
- To provide examples of good practices and lessons learned from EU Member States on integration measures for migrant women at the national but also regional or local level; and
- To provide an overview of targeted policies or measures that have been developed to counteract negative

consequences of COVID-19 for migrant women’s integration.

Integration policies refer to targeted integration strategies and action plans but also broader policy instruments relevant to the integration of migrant women such as sector specific governmental programmes (health, education, employment, housing, etc.). *Measures* include systematic initiatives (multi-year / long term), projects (ad-hoc) and legislative (structural) measures that are used to implement the integration policies (including those funded by government but implemented by NGOs on behalf of the government). The study recognises it is in local communities where a significant part of integration happens, and that regional and local authorities have their own integration policies and measures. However, for reasons of presentation and synthesis of the information collected, the study focuses on the national level. Nevertheless, questions on good practices have been incorporated into this study to allow for the provision of examples from the regional and local level as well.

Integration policies and measures are categorised along the focus areas of the labour market and entrepreneurship, education and language training, housing and health and civic integration. Member States, however, could also report on any other significant areas.

The reporting period for this study ranges from 2016 to 2021, depending on the area of analysis (i.e. data, policies, measures) and – where relevant – includes developments related to the COVID-19 pandemic:

- Data: 2016–2020, to capture trends over the past 5 years in the EU 27;
- Policies: 2021 and upcoming policy developments (i.e. the policies currently in place as well as planned developments); and
- Measures: 2016–2021 in order to allow the inclusion of measures that might have already been evaluated.

1.3. METHODOLOGY

This study is based on national reports prepared by EMN National Contact Points (NCPs) in the EU Member State. The national reports are based on data, information and good practices collected via a common template which included four primary questions:

- What does the available data / or research tell us about the immigration channels, the level of integration of migrant women in the EU Member States, and their integration challenges and opportunities?
- To what extent are migrant women specifically addressed in national integration policies (e.g. strategies, action plans and government programmes)?
- To what extent are there targeted integration measures available in the EU Member States, specifically

addressing migrant women at the national but also regional or local level, and what has been identified as a good practice in this area?

- Have special integration policies or measures been developed to counteract the negative consequences of COVID-19 for migrant women’s integration, and if yes, what do these policies or measures look like?

The study presents good practices identified by NCPs rather than an exhaustive list of all existing integration measures. NCPs were asked to select a limited, possibly diverse set of good practices, which cannot, therefore, be considered as representative of all the integration measures implemented in each Member State. The criteria for selecting “good practice” examples have been drawn from the European Website on Integration guidance, where a

58 European Commission, ‘EU Action plan on Integration and Inclusion 2021-2027’, COM(2020) 758 final, <https://ec.europa.eu/migrant-integration/?action=media.download&uuid=CFE0088-C151-66D5-846F7C422DE2A423>, last accessed on 9 July 2021.

59 Schinkel, W. ‘Against ‘immigrant integration: For an end to neocolonial knowledge production’, 2018, *CMS*, 6(31).

good practice is defined as a measure that is “effective, efficient, sustainable and/or transferable, and that reliably lead[s] to a desired result”.⁶⁰ In addition, for the purpose of this study, an integration measure could also be considered “good” if it applied the concepts of gender-sensitivity or intersectionality and its selection should be made by an expert working in the field (e.g. policy maker, service

provider, civil society organisation, migrant organisation) or based on studies or evaluations.

The measures presented in the boxes in Section 4 of this study illustrate the most common types of measures on the one hand and the most innovative approaches on the other. This is to ensure a balanced representation of Member States and policy approaches.



1.4. STRUCTURE OF THE REPORT

In addition to this introduction, this study consists of the following Sections:

- Section 2: Migrant women in the EU;
- Section 3: Overarching integration policies towards migrant women;
- Section 4: Integration measures towards migrant women;
- Section 5: Responses to COVID-19 and future plans and outlook; and
- Section 6: Conclusions.

⁶⁰ European Commission, ‘What are ‘good practices?’’, 2021, https://ec.europa.eu/migrant-integration/page/what-are-good-practices_en.

2. MIGRANT WOMEN IN THE EU

This section presents an analytical overview of the situation of migrant women in the EU, based on Eurostat data. In addition, it provides an overview of key integration indicators showing specifically the situation of migrant women. Finally, it shows key opportunities and challenges with regard

to the integration of migrant women. As such, it serves as a basis for understanding the opportunities and challenges faced by migrant women when integrating in the EU, and for understanding the policies and measures introduced by EU Member States to facilitate their integration.

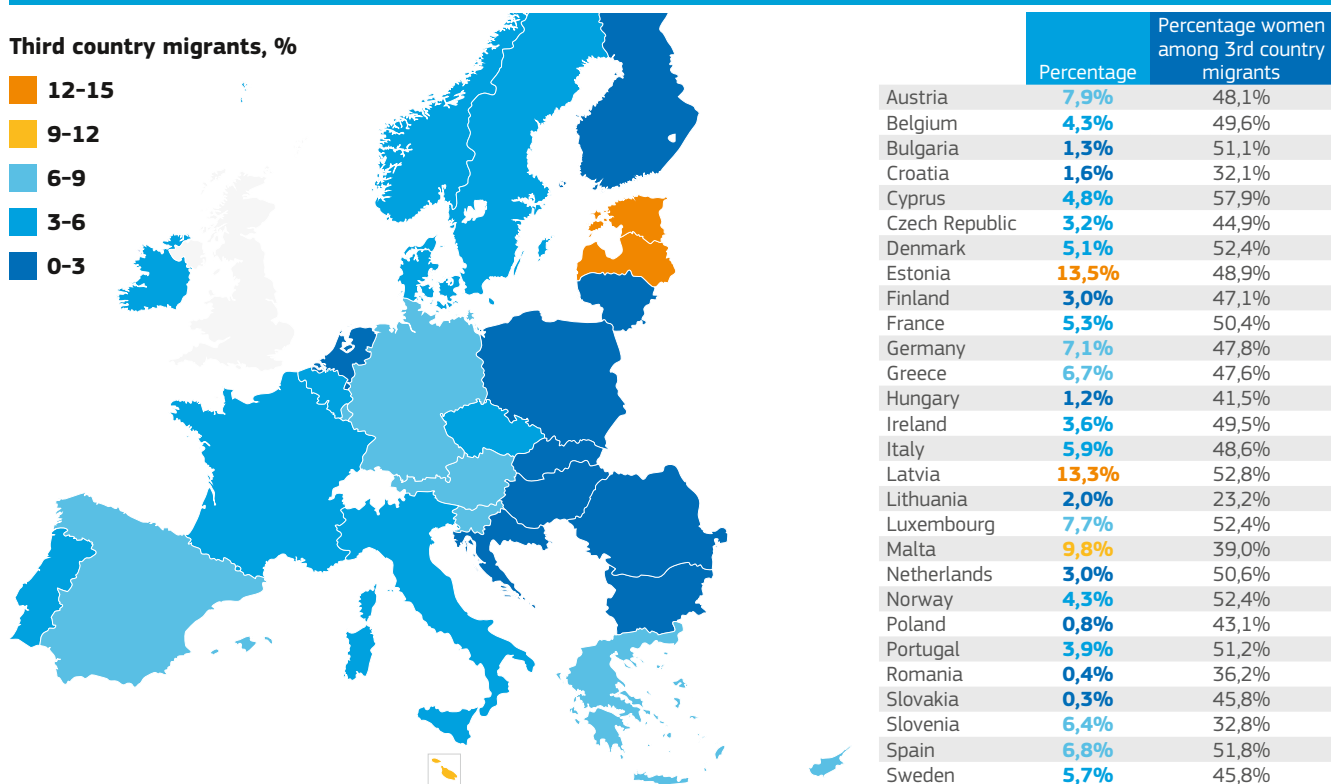


2.1. MIGRANT WOMEN IN THE EU: AN OVERVIEW AND KEY INTEGRATION INDICATORS

In 2020, the population of the EU27 plus Norway was 452,687,496 and 51% were women, with the share in Member States varying between 49% and 53%. In that same year, third-country nationals represented around 5% of the population (marking an increase from 4% in 2016). Unlike the overall population, slightly more third-country

nationals were men: 51%. Figure 1 below shows the percentage of third-country nationals in the EU27 in 2020 (ranging from 0 to 15% as indicated by the different colours in figure 1). In addition, the figure as a percentage shows the proportion of women among third-country nationals in the total third-country population.

Figure 1: Third-country nationals as a percentage of total population in EU27 and Norway and the proportion of women (2020)⁶¹



Source: Population on 1 January by age group, sex and citizenship, [MIGR_POP1CTZ], extracted from Eurostat on 08.12.2021

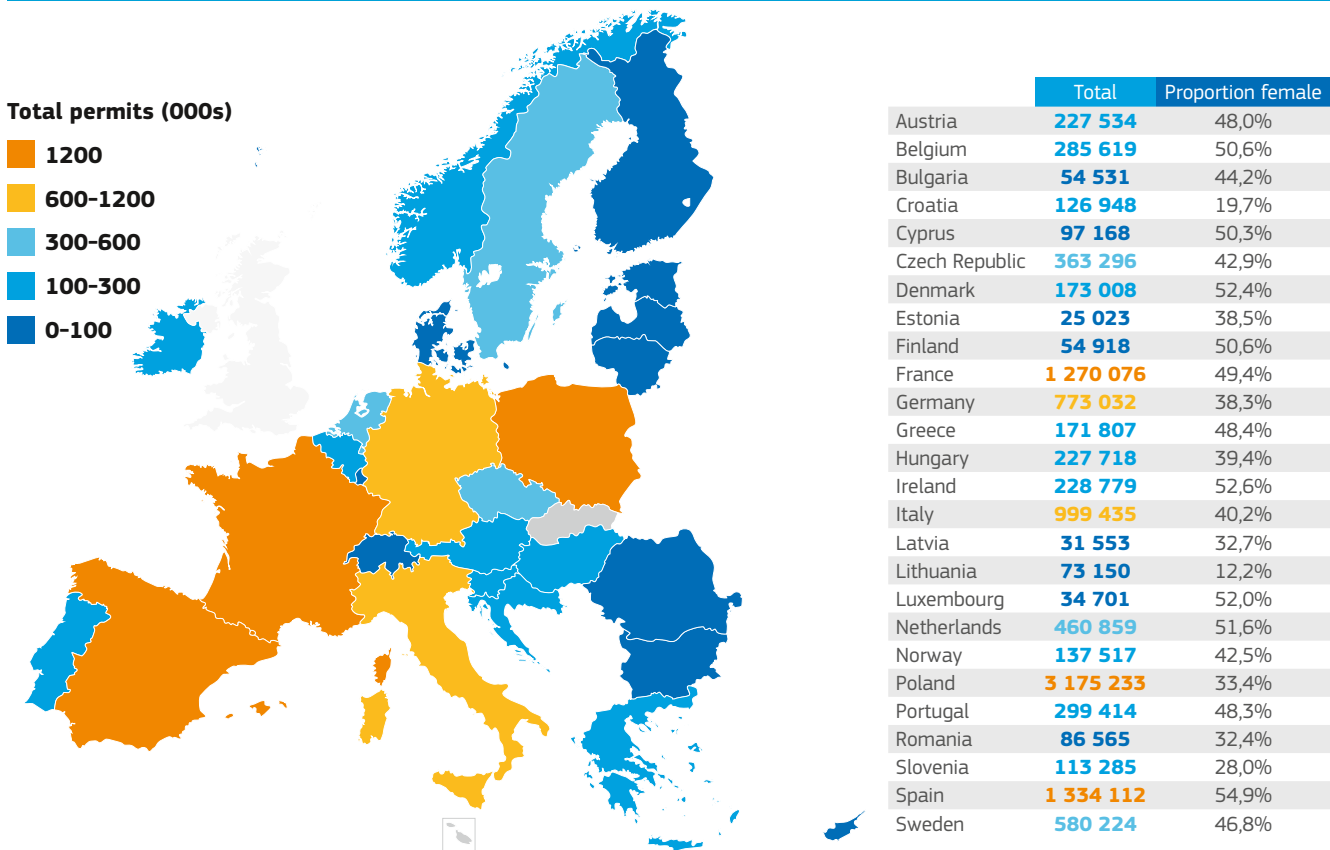
61 In the case of Estonia the EUROSTAT statistics on third country nationals includes also persons who are stateless persons/non-citizens/persons with undetermined citizenship, living in Estonia. In the case of Latvia the EUROSTAT statistics on third country nationals includes "recognised non-citizens" - persons who are not citizens of the reporting country nor of any other country, but who have established links to that country including some but not all rights and obligations of full citizenship.

First permits issued to migrant women⁶²

Between 2016 and 2020, nearly 11.5 million⁶³ first permits were granted to third-country nationals by the EU27 and Norway. Of these, 2.9 million (25%) were granted in 2019, which was the highest number in a single year across the period under analysis. Poland issued the highest number of permits across 2016-2020 (3.2 million), followed by Spain (1.3 million) and France (1.2 million). Figure 2 below shows the number of total

permits issued between 2016-2020 (highlighted by different colours in the figure). It also shows the share of these permits issued to third-country migrant women (indicated as percentage in figure 2). For all countries, except Lithuania, there was a decrease in the number of first permits granted in 2020 compared with 2019 which may, in part, be attributable to the COVID-19 pandemic and the resulting travel restrictions (see also section 5 in this study).

Figure 2: Total first permits granted to third-country nationals by EU27 and Norway 2016-2020 and the share of these issued to female migrants



Source: First permits by reason, age, sex and citizenship, [MIGR_RESFAS] extracted from Eurostat on 06.12.2021

Male third-country nationals overall received more first permits (54%) across 2016-2020 than their female counterparts (43%, see Figure 3).⁶⁴ Several Central and Eastern European Member States issued a higher share of first permits to males.⁶⁵ By contrast, in seven EU Member States, mostly in the Western and Nordic regions, female migrants accounted for over half of first permits granted.⁶⁶

As shown in Figure 3, since the onset of the COVID-19 pandemic in early 2020, the majority of EU Member States⁶⁷ experienced a decrease in the number of first residence permits issued. Across the EU27, first residence permits issued saw an average drop of 22% between 2019 and 2020. The Czech Republic had the highest drop (54%), followed by Greece and Italy (53%) and Ireland (49%). The only EU Member State which saw an increase between 2019 and 2020 was Lithuania (5%).

62 Data sourced from Eurostat: https://ec.europa.eu/eurostat/web/products-datasets/-/migr_resfas

63 Data for Germany and Finland is not available for the period 2016-2018, and no data is available for Malta and Slovakia.

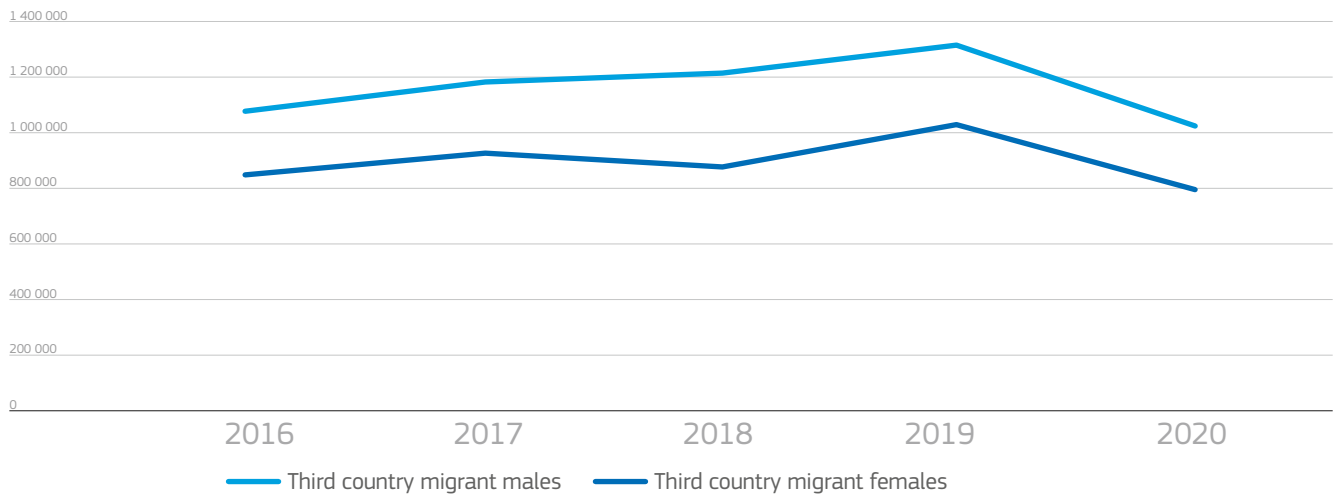
64 For 3% of the data the gender is unknown. The countries where gender is not known for all migrants are: 22% of permits from Germany, 6% of permits from Italy, 3% of permits from Poland and 13% of permits from Norway.

65 CZ (57%), EE (61%), HR (80%), HU (61%), LT (88%), LV (67%), PL (64%), RO (68%), SI (72%).

66 BE (51%), ES (55%), IE (53%), DK (52%), LU (52%), NL (52%), FI (51%).

67 AT, BE, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HR, HU, IE, IT, LU, LV, NL, PL, SE, SI, SK.

Figure 3: First permits granted to migrants from third countries by the EU27, 2016-2020⁶⁸



Source: First permits by reason, age, sex and citizenship, [MIGR_RESFAS], extracted from Eurostat on 06.12.2021

Eurostat's data on first permits differentiates between four reasons for which such permits are granted: family reasons, education reasons, remunerated activities and other reasons.⁶⁹ Figures 4 and 5 below show the distribution of first permits for migrant males (figure 4) and females (figure 5) in EU27 in 2016-2020. Thereby, remunerated activities account for the largest proportion of first permits granted (36%) followed by family reasons (28%), other reasons (23%)⁷⁰ and education reasons (13%), although these differ in terms of gender distribution. First permits granted for remunerated activities across the EU Member States and Norway during 2016-2020 are skewed towards male migrants. In contrast, with the exception of Cyprus and Spain, permits issued for family reasons show a higher share of female migrants. The gender division for first permits granted for education reasons is the most balanced of the four reasons (51% female and 49% male). First permits granted for other reasons⁷¹ are more frequently granted to male migrants (59% male and 41% female), although in Ireland, women were issued 60% of first permits in this category.

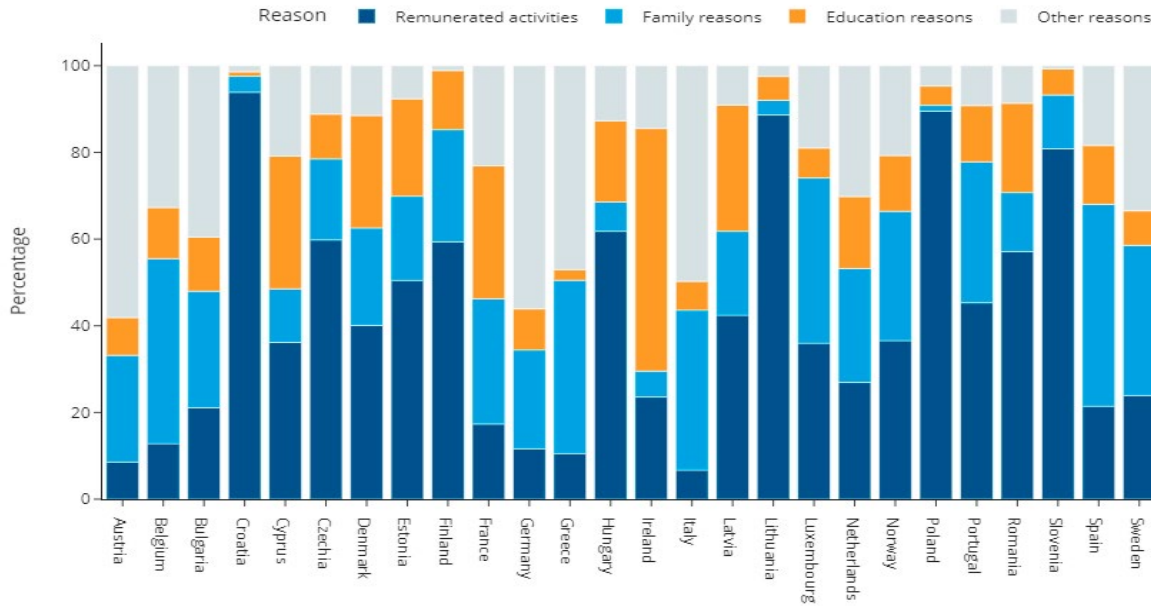
⁶⁸ Complete data is not available for Germany, Finland and Norway. These countries are therefore excluded.

⁶⁹ The total of the four reasons combined is 12,260,899 suggesting that some permits are granted for multiple reasons.

⁷⁰ First permits granted for 'Other reasons' include: international protection status, refugee status and subsidiary protection, humanitarian reasons, residence only, other reasons not specified, unaccompanied minors, victims of trafficking of human beings.

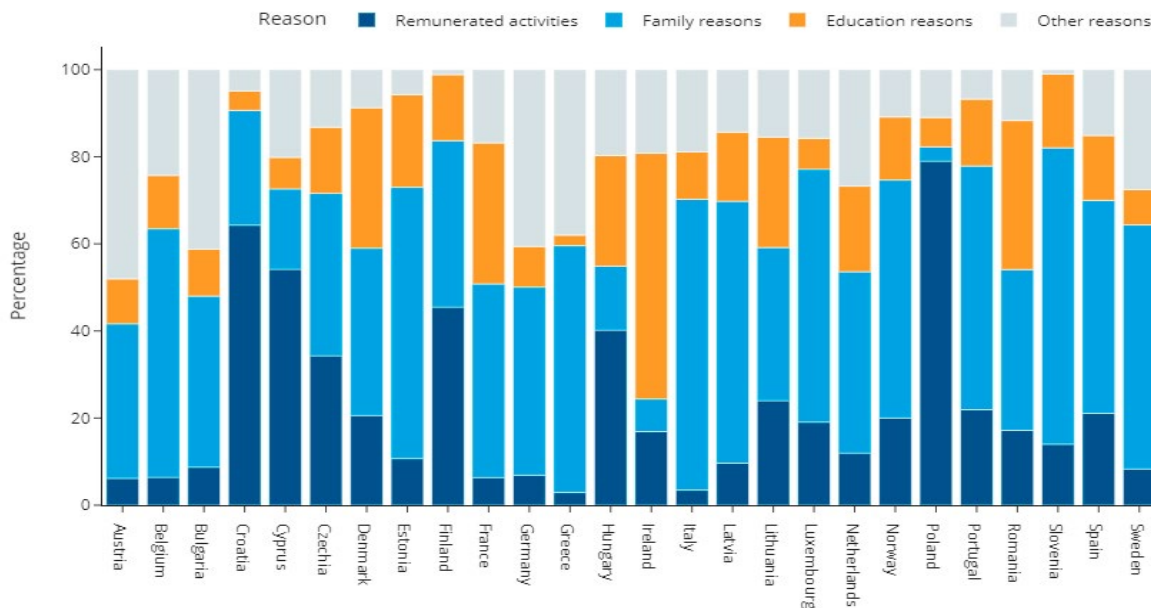
⁷¹ Other reasons might include international protection, residence without the right to work (e.g. pensioners), or people in the intermediate stages of a regularisation process.

Figure 4: Distribution of first permits by reason 2016-2020 migrant males^{72 73 74}



Source: First permits by reason, age, sex and citizenship, [MIGR_RESFAS], extracted from Eurostat on 06.12.2021

Figure 5: Distribution of first permits by reason 2016-2020 migrant females^{75 76 77}



Source: First permits by reason, age, sex and citizenship, [MIGR_RESFAS], extracted from Eurostat on 06.12.2021

Key integration indicators

The following sub-sections address key integration indicators across the integration areas including

education, employment and self-employment, health and overcrowding (related to housing). These indicators provide a snapshot of the current situation across the EU27 and Norway and are based on Eurostat data.⁷⁸

72 Eurostat, 'Residence permits - statistics on first permits issued during the year', 2021, https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Residence_permits_-_statistics_on_first_permits_issued_during_the_year

73 Please note that for Finland data was reported wrongly in Eurostat Data in relation to Remunerated activities and other reasons. For the most up-to-date data, please visit statistics.migri.fi.

74 Please note that for Germany data is missing from 2016-2018, for Finland data is missing from 2016-2018, and for Norway data is missing for 2020.

75 Eurostat, 'Residence permits - statistics on first permits issued during the year', 2021, https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Residence_permits_-_statistics_on_first_permits_issued_during_the_year#First_residence_permits_by_reason

76 Please note that for Finland data was reported wrongly in Eurostat Data in relation to Remunerated activities and other reasons. For the most up-to-date data, please visit statistics.migri.fi.

77 Please note that for Germany data is missing from 2016-2018, for Finland data is missing from 2016-2018, and for Norway data is missing for 2020.

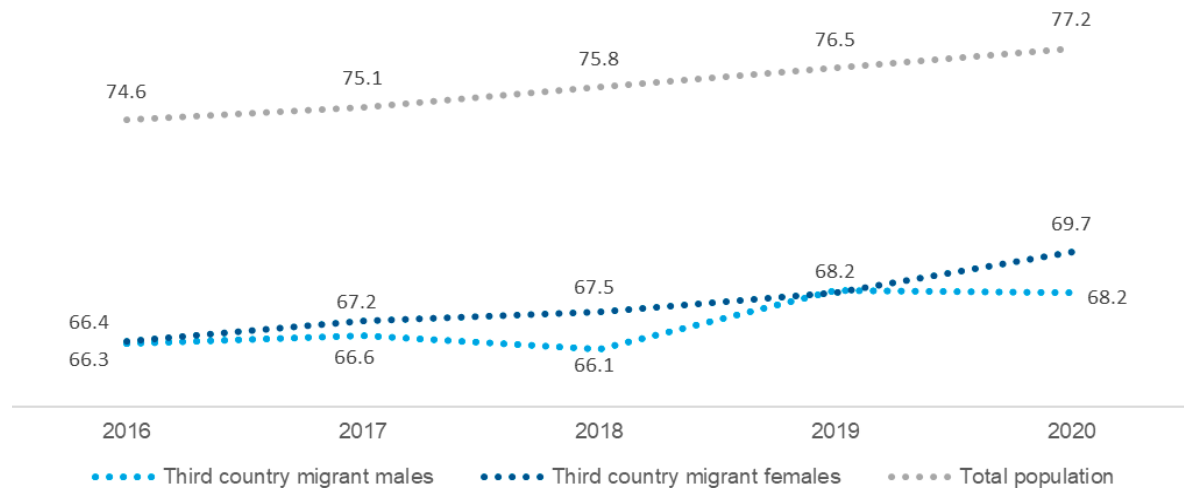
78 For further information on the sample size please consult: Eurostat, 'EU statistics on income and living conditions (EU-SILC) methodology - sampling', 2014, [https://ec.europa.eu/eurostat/statistics-explained/index.php?title=EU_statistics_on_income_and_living_conditions_\(EU-SILC\)_methodology_%E2%80%93_sampling#Sample_size](https://ec.europa.eu/eurostat/statistics-explained/index.php?title=EU_statistics_on_income_and_living_conditions_(EU-SILC)_methodology_%E2%80%93_sampling#Sample_size)

Education⁷⁹

On average, the educational attainment level for the total population in the EU27 and Norway increased from 75% in 2016 to 77% in 2020, and from 66% to 69% for third-country nationals. Notably, the growth in educational attainment was higher among migrant women than men – in fact they surpassed their male

counterparts as of 2020 (see Figure 6 below). In 2020, however, the level of educational attainment among migrant women was still low in comparison with the rest of the population: 70% of female third-country nationals had upper secondary or tertiary education, compared to 77% of the total population.

Figure 6: Average share of individuals upper secondary and tertiary education attainment (%) among third-country nationals and the total population 2016-2020

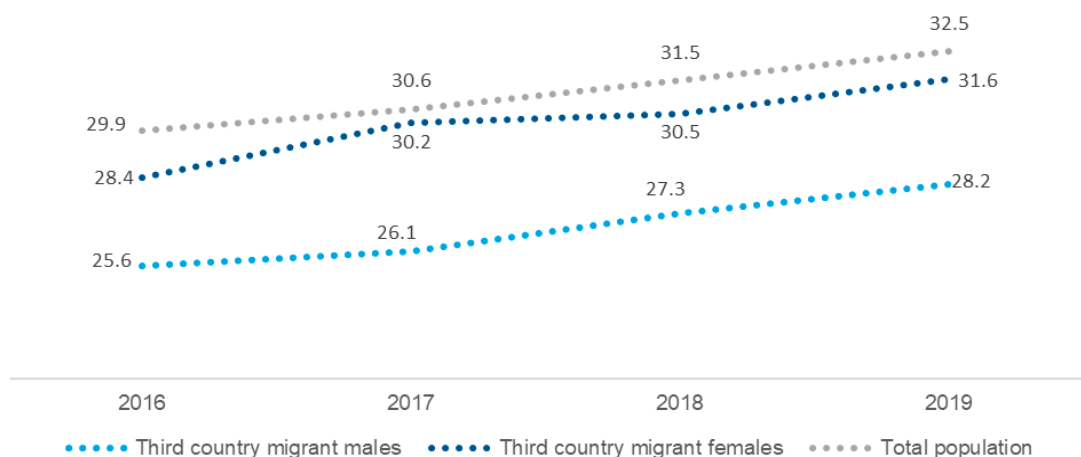


Source: Population by educational attainment level, sex, age and citizenship (%), [EDAT_IFS_9911], extracted from Eurostat on 09.02.2022

In addition, the share of persons with tertiary education levels increased from an average of 29.9 to 32% over the period 2016-2019. Thereby, migrant women consistently

performed better on average than migrant men, with their educational attainment levels going up from 28% in 2016 to 32% in 2019 (see Figure 7).

Figure 7: Average share of individuals with tertiary education attainment (%) among third-country nationals and the total population 2016-2019⁸⁰



Source: Population by educational attainment level, sex, age and citizenship (%), [EDAT_IFS_9911], extracted from Eurostat on 09.02.2022

Unemployment and self-employment

Unemployment figures suggest that female third-country nationals still face many barriers, which

may hamper their integration overall. Whilst unemployment rates of the total population⁸¹ dropped from an average 9% in 2016 to almost 7% in 2020, third-country

⁷⁹ Based on all EU Member States and Norway except for Croatia and Slovakia which have incomplete data.

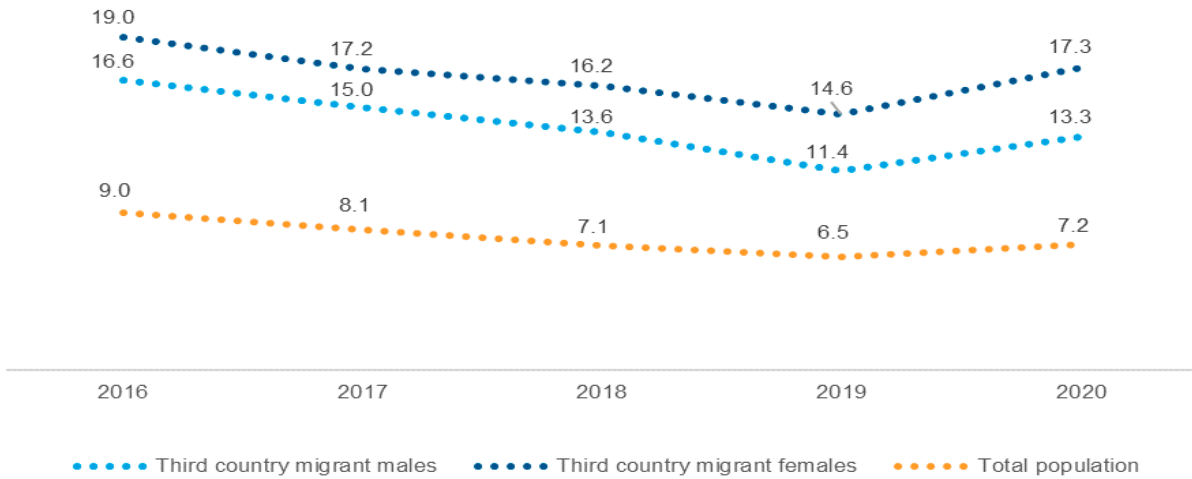
⁸⁰ Covers all EU Member States and Norway except for Bulgaria, Croatia, Romania, Hungary and Slovakia due to incomplete data.

⁸¹ The age range is 15-74 years.

nationals overall significantly lagged behind, with average unemployment rates of migrant women remaining consistently higher than those of migrant men, and both

showing more marked increases between 2019 and 2020 (+2 percentage points) than the total population (less than 1 percentage point).

Figure 8: Average unemployment rates (%) 2016-2020⁸²

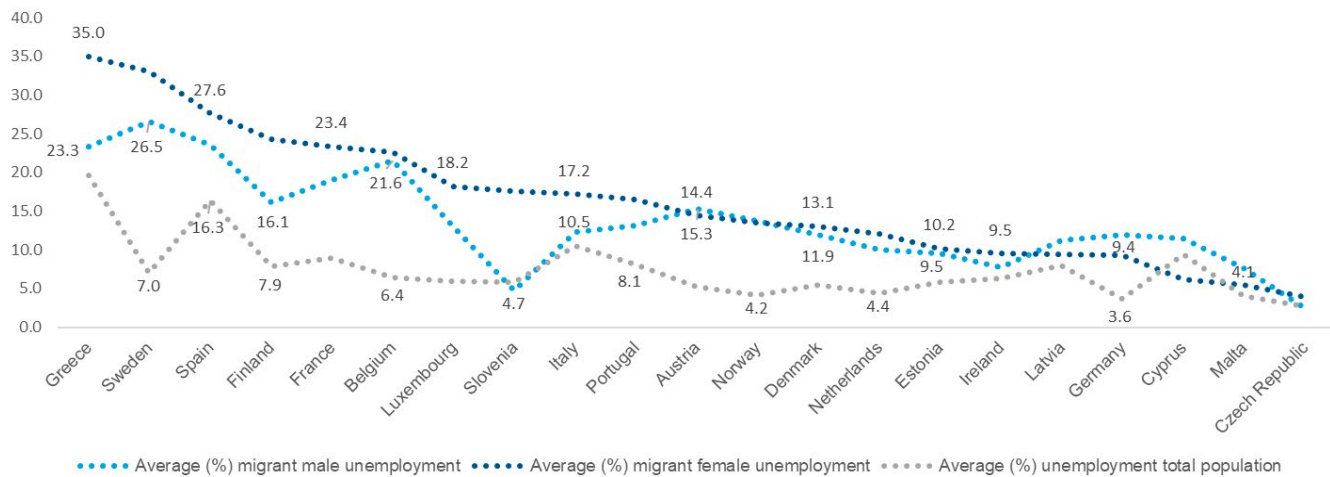


Source: Unemployment rates by sex, age and citizenship (%), [IFSA_URGAN], extracted from Eurostat on 08.12.2021

As shown in figure 9, the average unemployment rates across 2016-2020 for female third- country nationals exceeded that of males in 15 Member States and Norway,

with the largest disparity seen in Slovenia, followed by Greece.

Figure 9 Third-country nationals average unemployment rates disaggregated by gender 2016-2020⁸³



Source: Unemployment rates by sex, age and citizenship (%), [IFSA_URGAN], extracted from Eurostat on 08.12.2021

With regard to self-employment among third-country nationals, there is a clear divide in favour of male migrants, across all EU Member States and Norway between 2016-2020.⁸⁴ On average, 69% of the self-employed migrant population is male (against 67% of males in the total population being self-employed), varying from 64% in Spain to 77% in both Belgium and France. Only in Cyprus was there one year (2016) when the self-employed

female migrant population was greater than that of males, but their share subsequently decreased dramatically from 55% in 2016 to 24% in 2020. A less significant yet overall downward trend can also be seen across the EU Member States, where the average level of self-employed third-country national females decreased from 32% to 30%.

82 EU Member States plus Norway with complete and disaggregated data have been included: BE, CZ, DK, DE, EE, IE, EL, ES, FR, IT, CY, LV, LU, NL, AT, SI, FI, SE, NO.

83 Only the 21 EU Member states and Norway with complete and disaggregated data are included: BE, CZ, DK, DE, EE, IE, GR, ES, FR, IT, CY, LV, LU, MT, NL, AT, PT, SI, SE, NO.

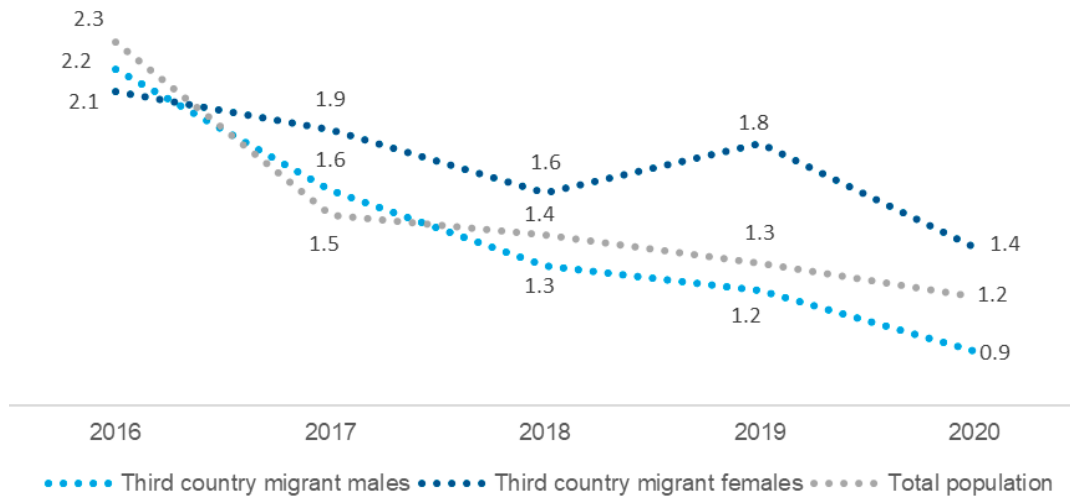
84 15 EU Member States have complete and disaggregated data with regard to self-employment levels: AT, BE, CY, CZ, DE, DK, EE, EL, ES, FR, IE, IT, MT, NL, SE. The age range relates to 15-64 years.

Health⁸⁵

The average percentage of self-reported unmet medical needs across EU27 and Norway⁸⁶ between 2016–2020 decreased overall. As shown in figure 10, the level

of self-reported unmet medical needs by third-country migrant female migrants is higher than third-country national males and total population in all years, except in 2016.

Figure 10: Average self-reported unmet medical needs 2016–2020 EU27 and Norway



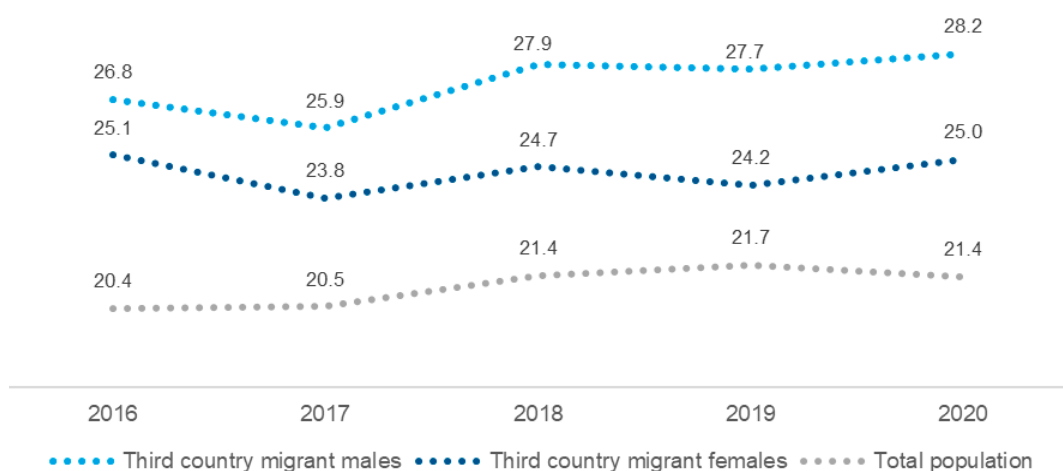
Source: Self-reported unmet needs for medical examination by sex, age, main reason declared and groups of country of citizenship, [HLTH_SILC 30], extracted from Eurostat on 10.02.2022

Overcrowding⁸⁷

Between 2016 and 2020 the average overcrowding rate of third-country nationals was approximately 10 percentage points higher than that of EU citizens. The situation of both groups, however, improved somewhat, with overcrowding being reduced by 3% for third-country nationals and 8% for EU citizens between 2019 and 2020. Disaggregation by gender shows that average

overcrowding rates among third-country migrant females were lower than those of third-country national males in every year between 2016 and 2020, by between 1.8 and 3.4 percentage points (see figure 11). However, in six EU Member States⁸⁸ average overcrowding levels were higher for third-country national females than males. The difference ranged from 0.5 percentage points in Portugal to 4.8 percentage points in Germany.

Figure 11: Average overcrowding rate (%)2016–2020(19 MS and Norway)⁸⁹



Source: Eurostat, Overcrowding rate by age, sex and broad group of citizenship (total population aged 18 and over), ILC_IVH015, extracted from Eurostat on 10.02.2022

85 Data sourced from Eurostat: Self-reported unmet needs for medical examination by sex, age, main reason declared and groups of country of citizenship.

86 For 19 EU Member States and Norway there is complete and disaggregated data regarding self-reported unmet medical needs: AT, BE, CY, CZ, DE, DK, EE, EL, ES, FI, FR, IE, LU, MT, NL, PT, SE, SI, NO.

87 For 19 EU Member States and Norway there is complete and disaggregated data: AT, BE, CY, CZ, DE, DK, EE, EL, ES, FI, FR, IE, LU, MT, NL, PT, SE, SI, NO.

88 DE, IE, MT, PT, SE.

89 Covers: BE, CZ, DK, DE, IE, EL, ES, FR, IT, CY, LU, MT, NL, AT, PT, SL, FI, SE, NO.



2.2. KEY CHALLENGES AND OPPORTUNITIES DEBATED IN MEMBER STATES

This section outlines the key challenges and opportunities reported by participating Member States with regard to the integration of migrant women across the main integration indicators discussed above. The main challenges are related to labour market integration, including labour market access, and the high unemployment rate of migrant women (as outlined in section 2.1.2 above). Opportunities highlighted by Member States focused on acknowledging the particular issues faced by migrant women and the prospects to address them. This section also highlights the main national debates across the reported challenges and opportunities.

Key challenges

Integration of migrant women into the labour market was one of the main challenges that was reported by Member States.⁹⁰ They highlighted challenges with labour market access, in particular language barriers, gendered labour markets, stereotypes and family care-taking needs. Nine Member States identified the fact that migrant women have lower employment rates compared to non-migrant women as a challenge⁹¹ and they encounter a pay gap when compared to women without a migrant background.⁹² In Sweden there is a mismatch between the demands of the labour market and the skills and experiences of foreign-born women, despite there being a labour shortage in several professions such as in the healthcare sector (midwives, nurses, doctors), education (teachers), and the IT sector (data and system developers), among others. Luxemburg and Malta pointed towards the qualification recognition also posing another challenge to migrants (men and women) in integrating into the labour market. In Hungary, migrant women are often overqualified and face downward mobility and possible deskilling in the initial phase of migration with subsequent challenges of overcoming this.

Box 1: Germany: challenges in labour market integration

Women from third countries have among the highest shares of early school leaving without a qualification. There is a large gap between first- and second-generation migrants (second generation migrant women having a level of educational attainment close to that of female nationals of the Member State). There are greater discrepancies with the qualification themselves as women with a migrant background more frequently hold an academic degree than women from a non-migration background. In the area of non-academic vocational training, however, migrant women are notably behind, particularly those from third countries. Participation for migrant women in the labour market is thus reduced to low-skilled labour due to a lack of qualifications and the lack of a system for skills recognition. Germany identified the major obstacle to be in the transition between

school and the training system, particularly with the dual vocational training system that combines school and practical training in a company. Discrepancies between the general and vocational training of migrant women also have an impact on their level of integration in the field of employment in terms of higher rates of unemployment. Migrants are not only increasingly affected by discrimination, but barriers involving asylum procedures, residence titles and work permits mostly impede migrant women who migrated for humanitarian reasons from entering the labour market.

Additional challenges around labour market integration include but are not limited to a lack of awareness among migrant women about their rights related to the labour market (i.e. information about work-life balance, protection against discrimination, especially during pregnancy and early parenthood),⁹³ and a lack of incentives to seek education and work opportunities (see example in Box 2).⁹⁴ In Ireland the public and policy debate has raised concerns about the challenges in accessing employment, for example relating to underemployment, skills recognition and childcare.

Box 2: Finland: example of debates around challenges for women migrants to access the labour market

The low employment rate of migrant women is by far the most prominent issue in the debate on the integration of migrant women in Finland. The topic has been prominent in the media and at the political level in the past few years. Migrant women have a low employment rate in Finland, especially when compared to the high employment rate of Finnish women, but also compared to certain reference countries where migrant women are more successful in finding employment. In a report published in 2018, the OECD highlighted the weak integration of migrant women in Finland. The child home care allowance system was highlighted as one factor contributing to the problem. According to the report, the child home care allowance creates an incentive for migrant women to stay at home instead of seeking education and training opportunities and entering employment. The OECD also criticised the organisation of integration services in Finland for failing to systematically refer women to access employment services. The report made national headlines, sparking an on-going public discussion around this topic. This issue is high on the political agenda as well, and it will be addressed in the review of the Finnish integration legislation, which is currently under way.

Twelve Member States highlighted **discrimination**, including gender stereotypes and racism, as a challenge

90 AT, BE, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, LU, LV, MT, NL, PL, SE.

91 AT, BE, DE, EE, FI, FR, IT, NL, SE.

92 DE, EE, ES, LV.

93 CZ, IT.

94 BE, FI, FR, HR, LV, SE.

that might hinder migrant women's integration.⁹⁵ These issues were also intensely debated across Member States. In some Member States, addressing cultural differences was one of the main concerns of public and policy debates.⁹⁶ In the Netherlands, this is demonstrated by political statements and motions proposed by members of the Dutch parliaments. In Luxembourg, the results from the 'Second European Union Minorities and Discrimination Survey – Being Black in the EU'⁹⁷ conducted by the European Union Agency for Fundamental Rights (FRA) combined with the Black Lives Matter movement and social media campaigns have highlighted current racism and discrimination practices and have led to a forthcoming study into understanding forms of racism in Luxembourg and the effectiveness of current policies. The study will provide policy recommendations. Furthermore, the Parliament in Luxembourg adopted a resolution committing to expand competences and strengthen the resources of the Centre for Equal Treatment.

Heated national debates on integration have arisen across Member States regarding face-coverings/ head coverings; measures to ban face coverings were introduced and served to bring attention to the topic of integration in public debates.⁹⁸ The lack of safe spaces for women has also emerged in the public debate; in Belgium, for instance, a pop-up public swimming pool was opened, with access restricted for one hour per week for women only, sparking a debate on the use of public spaces, particularly by migrant women, more generally.

Limited availability and **access to childcare and other family constraints** were also notable challenges to entering the labour market and was highlighted by ten Member States.⁹⁹ **Language barriers** are a considerable challenge for six Member States, which would significantly impact women's access to the labour market and educational opportunities.¹⁰⁰ **A lack of social networks** was also identified in four Member States as a challenge to integration.¹⁰¹

Key opportunities

A general opportunity, reported across several Member States was the **increased acknowledgment of the particular issues faced by migrant women** and increased discussion about these in the public sphere.¹⁰²

Improving access to the labour market was one of the main topics of debate in eight Member States in relation to migrant women's integration.¹⁰³ In these Member States, debates focused on the need to facilitate migrant women's access to the labour market as a priority. In Sweden, there is broad support among political parties on implementing gender equality in all integration policies, with a focus on facilitating migrant women's access to the labour market. In Germany, the Bertelsmann Foundation

– an important voice in the public debate on migration – shed a light on the “hidden resources”, talents and skills of migrant women as entrepreneurs and self-employed and emphasised the need to identify such potential and to better utilise it.

Six Member States referred to increased awareness around or the need for specific integration measures tailored to migrant women,¹⁰⁴ although this is implied also in the development of recent policies in many Member States. For instance, Belgium highlighted the possibility of understanding and accommodating different values in services offered to female entrepreneurs. Cyprus embraced a **gender-neutral approach** of mainstreaming, as this leaves the opportunity also to address those who identify as non-binary. Similarly in Italy, there are no specific integration policies for migrant women since the national legislation does not distinguish between men and women and is applied to all users in a uniform way without creating situations of discrimination linked to gender. Greece nominated the arrival of new targeted policies in their national strategy that are designed to be implemented horizontally (i.e. for the total population) and specifically tailored to the needs of migrant women. In four Member States, the need to mainstream gender in all integration policies was highlighted as a current topic of debate.¹⁰⁵

The Czech Republic found the opportunity to raise awareness among migrant women and men around **work-life balance**, and to further explore and promote **actions against discrimination**, particularly during **pregnancy and early parenthood**, to ease their access to the labour market. The reason is that during this period a woman may become particularly vulnerable and face increased risk of discrimination.¹⁰⁶ Two other Member States highlighted the need to increase **access to public services** to migrant women and saw it as a future opportunity to further integration.¹⁰⁷

The Netherlands reflected on lessons drawn from projects focused on **improving labour market participation** among female beneficiaries of international protection and saw an opportunity in applying the lessons learned to other groups including migrant women. By using for example a personalised, tailored approach to labour market integration, women found suitable employment more quickly and were more likely to maintain that employment. In Austria, the federal minister tasked with women and integration issues referred to women as the “driving forces of integration”, highlighting the overall opportunities for women's integration that come from their role as driving forces in educating children and in passing on values.

95 AT, BE, CY, CZ, DE, ES, HU, IE, LU, LV, MT, SE.

96 AT, BE, DE, IT, LU, NL.

97 FRA, 'Second European Union Minorities and Discrimination Survey – Being Black in the EU', 2018, <https://fra.europa.eu/en/publication/2017/second-european-union-minorities-and-discrimination-survey-main-results>

98 AT, BE, DE, NL.

99 BE, DE, FR, IE, IT, LU, LV, MT, NL, SE.

100 AT, BE, EE, HU, IE, LU, SE.

101 BE, FI, MT, NL, SE.

102 BE, CZ, EE, FI, FR, IE, NL.

103 BE, BG, CZ, DE, FI, FR, IE, NL, SE.

104 BE, CZ, EE, EL, FI, IT.

105 CZ, FR, IE, LU.

106 National Strategy for Equality of Women and Men in the Czech Republic for 2021-2030.

107 EE, HU.

Box 3. Latvia: Example of opportunities of using data within the area of integrating migrant women

Latvia, saw an opportunity in the use of **monitoring and increasing available data** on migrant women's integration in order to utilise data available to improve migrant women integration.

In the assessment of the Migrant Integration Index (MIPEX¹⁰⁸) for the year 2019 & published in 2020, Latvia received only 37 out of 100 points, which means that its integration policy is rather unfavourable. This has encouraged Latvia to take a closer look at the data available and identify the areas that needed most improvement in order to prioritise follow-up actions. These included: increasing political integration, accessibility to the labour market, education, healthcare and citizenship. Furthermore, prevention of discrimination and family reunification were identified as the two most highly rated categories. These conclusions are helping now in future planning in relation to migrant women.

Box 4. Finland: Example of opportunities within the migrant women population

Finland identified the untapped potential that exists in its migrant women population as an opportunity that could be invested in. According to national statistical sources, a relatively large proportion of migrant women residing in Finland have completed a higher education degree and are either more highly

educated than men of the same country group, or at least are not significantly less highly educated. On the other hand, a large proportion of women of third country origin have a low level of education, but their proportion is not significantly lower than that of the men from the same country group, and in some cases, it was higher. In addition to a relatively high level of education, many migrant women have extensive language skills. According to survey data, over 57% of migrant women of third country origin in Finland can speak Finnish or Swedish either at intermediate or advanced level and approximately one third of migrant women in the 18–64 age bracket is fluent in at least three languages, which makes their language skills more extensive than those of the Finnish population.

Finland has recognised that migrant women's skills and untapped potential should be utilised better in the future.

While integration of highly educated migrant women appeared as a challenge in some Member States, it was also seen as an opportunity to invest in the existing talent and facilitate its access to the labour market.¹⁰⁹

In other Member States public and policy debates addressed opportunities in investing in providing specific programmes that target migrant women in relation to **education**,¹¹⁰ and **language learning**.¹¹¹ Other Member States underlined the important role played by migrant communities in recent years and the opportunity to involve the most representative associations in communication campaigns.¹¹²

108 MIPEX, 'Latvia', 2019, <https://www.mipex.eu/latvia>

109 ES, FR, FI, PL.

110 AT.

111 SI.

112 IT.

3. OVERARCHING INTEGRATION POLICIES TOWARDS MIGRANT WOMEN

Following the outline of the situation of migrant women in the EU including the integration indicators showing the challenges with integration, this section of the study provides an overview of integration *policies* targeting migrant women. It first outlines the institutional framework and then highlights the main policies addressing

the integration of migrant women across different areas, including labour market integration, language, education and training, health and housing as well as civic integration. Among the integration policies analysed, Member States reported strategies, action plans and government programmes.

3.1. OVERVIEW OF INTEGRATION POLICIES

Most participating Member States have integration policies in place,¹¹³ which can be categorised into three main policy approaches that are not necessarily mutually exclusive:

- No specific gender focus in integration policies (11 Member States);
- Integration policies with a specific focus on migrant women (10 Member States); and
- A gender mainstreaming approach in integration policies (15 Member States).

With regards to the first category, 11 Member States¹¹⁴ do not focus specifically on migrant women in their integration policy, or gender equality is assumed.¹¹⁵ In some countries, gender mainstreaming is not explicitly mentioned in major policies but it does exist in practice. In Ireland for example, despite the lack of gender mainstreaming specifically mentioned in the Migrant Integration Strategy (MIS), there are some measures which support migrant women (addressed in policy as part of a larger group of migrants) and help them to address different challenges, including employment and inclusion.

Fitting within the second category, 10 Member States specifically address **women in their national integration policies** (see Table 1 for more details).¹¹⁶

In the final category, 15 Member States reported implementing **gender mainstreaming** in their national

integration policies,¹¹⁷ eight of which pursue a dual approach (i.e. which combines gender mainstreaming with targeted policies) to gender equality.¹¹⁸ Four Member States combine the first and third approach, where there is no specific gender focus in the integration policy, but rather it is mainstreamed.¹¹⁹ Gender mainstreaming refers to a strategy towards gender equality and entails the integration of gender aspects in all levels of policies, measures, and programmes with the aim to promote equality between men and women as well as to combat discrimination.¹²⁰ Gender mainstreaming has been the main strategy in Swedish Policy since 1994 to achieve gender equality objectives and has been an obligation in Belgium at federal level since 2007. In Austria and Luxembourg too, gender mainstreaming is viewed as a cross-cutting priority across all national thematic strategies, policy measures and action plans adopted by the respective governments. Similarly, in Finland gender mainstreaming applies to all government activities, including integration policy. The starting point for all actions by the public authorities is that their actions must promote equality, and all new legislation is subject to a gender impact assessment. In Latvia, their policy for a cohesive society respects gender equality, and in August 2021 the Cabinet of Ministers additionally approved a new Plan to promote equal rights for women and men in 2021–2023. According to the plan, particular attention will be paid to promoting gender equality in the labour market by reducing gender stereotypes and implementing

113 AT, BE, BG, CY, CZ, DE, EE, ES, FI, FR, IE, LT, LU, LV, NL, SE, SI, SK.

114 BG, CY, EE, HR, IE, IT, LU, LV, NL, PL, SI.

115 IE.

116 AT, CZ, DE, EL, ES, FI, FR, LT, MT, SE.

117 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IT, LU, MT, SE, SK.

118 AT, BE, CZ, DE, EL, ES, FI, FR.

119 CY, EE, IT, LU.

120 See EIGE, 'What is gender mainstreaming', <https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming>

targeted measures to reduce gender segregation, the pay gap between women and men, and to provide support for a more successful balance between work and family life. Even though there is no systemic mainstreaming currently in place in the integration policies of the Netherlands,

there are some projects in place, and it has attracted increasing attention from the Ministry of Education, Culture and Science in the general emancipation policy with a specific focus on the financial independence of women, gender diversity and equal treatment.

Table 1: Overview of how Member States address women in national integration policies

| MS | Women are specifically addressed | Migrants in general (this may also include EU citizens with a migrant background and third-country nationals) or specifically third-country national women | Description |
|----|----------------------------------|--|---|
| AT | Yes | Both | Gender mainstreaming and a gender-specific approach are combined in Austria and are intended to complement each other. |
| BE | N/A | | No national integration policy available as the federal level only coordinates integration policies. However, gender mainstreaming is applied in other national policies and at the regional level. Women with a migrant background are in principle the subject of many policies, although do not seem to be specifically nominated as the target group. |
| BG | No | | Women are not specifically addressed, but integration policy is present. |
| CY | No | | Women are not specifically addressed, but integration is covered in other policies. |
| CZ | Yes | Both | Women are specifically addressed as part of vulnerable group in the Policy for integration of immigrants and part of the special Gender Equality Strategy |
| DE | Yes | Both | Gender mainstreaming and a gender-specific approach are combined in Germany and are intended to complement each other. |
| EE | No | Migrant Women in general | Women are not specifically addressed, but an integration policy is present. The main reason for this is that there is no gender-based disaggregation, all integration policies and services are available and planned both for migrant women and men. |
| EL | Yes | | Gender mainstreaming and a gender-specific approach are combined in Greece and are intended to complement each other. |
| ES | Yes | Migrant women in general | |
| FI | Yes | Migrant women in general | Gender mainstreaming and a gender-specific approach are combined in Finland and are intended to complement each other. |
| FR | Yes | Migrant women in general | The acknowledgement of the particular vulnerabilities faced by women is integrated into policies and strategies. |
| HR | NA | | No national integration policy available. |
| HU | NA | | No national integration policy available. |

| MS | Women are specifically addressed | Migrants in general (this may also include EU citizens with a migrant background and third-country nationals) or specifically third-country national women | Description |
|----|----------------------------------|--|--|
| IE | No | | There is an assumption of gender mainstreaming in the Migrant Integration Strategy, although there are no specific actions targeting women in place. |
| IT | No | | Migrant women were not treated in a specific way in integration policies until 2020 due to the decision to adopt a Gender Mainstreaming approach. |
| LT | Yes | Migrant women in general | Mainstreamed approach. The 2018-2021 Action Plan foresees integration measures envisaged to educate women about their rights as well as possibilities of reconciling work and education with family needs. |
| LU | No | | Mainstreamed approach. Gender equality is seen as a cross-cutting priority across policy areas. Integration policy addresses all migrants equally independent of nationality and gender. |
| LV | No | | Mainstreamed approach. Equal attention given to both male and female migrants. |
| MT | No | | Mainstreamed approach. National integration policy emphasises this in its reception policies and procedures. |
| NL | No | | There is a general approach to integration policy (although it is not necessarily mainstreamed either). Migrant women are otherwise addressed as part of a broader group of women. |
| PL | No | | Integration policies are in the phase of development, therefore migrant women are not identified as persons with special needs. |
| SE | No | Migrant women in general | The overarching aim in Swedish gender equality policy is that women and men should have the same possibilities to shape society and their own lives, which should apply in all policy areas including integration policies. |
| SI | No | | Gender is not mainstreamed nor complemented by gender specific policies. However, the vulnerabilities of women, particularly as victims of violence, are recognised and Slovenia provides measures for victim protection as written in the Strategy of the Government of the Republic of Slovenia in the field of migration. |
| SK | Yes | Migrant women in general | Applies gender perspective exclusively in relation to domestic violence. |

Hungary reported that they did not have a specific integration policy, although integration measures were implemented through other legislation or programmes. There is no specific institutional system established yet in relation to integration, however, specific programmes for beneficiaries of international protection have been piloted to

cover the initial phase of integration. In Croatia, legislation on integration is divided into thematic areas, such as work and employment, residence and work and health, with the support of non-state actors. The Office for Human Rights and the Rights of National Minorities of the Government of the Republic of Croatia coordinates integration.



3.2. COMPETENCES IN INTEGRATION POLICIES

While in some Member States the responsibility for integration policies is dealt with at the national

level,¹²¹ in the majority of Member States¹²² competences are shared between national, regional and local levels.

121 CY, SI, SK.

122 AT, BE, BG, CZ, DE, EE, ES, FI, FR, HR, IE, LT, LU, LV, NL, PL, SE.

The majority of Member States¹²³ highlighted the importance of involving municipalities,¹²⁴ regions,¹²⁵ as well as non-governmental organisations (NGOs)¹²⁶ in the implementation of integration policies. In Belgium, integration is not the subject of national policy, although the national government does hold responsibility for coordinating policies. Integration policy is a competence given to the language-based entities of the Flemish, the French and the German-speaking communities. Policies that touch upon integration (such as housing, access to the labour market, etc.) are a competence of its regions (Flemish, Walloon and Brussels-Capital Region).

Six Member States emphasised that integration is a reciprocal process that encompasses all of society in which the role of institutions is to provide frameworks, strategies, and legislation to integrate migrants; while the role of society is to encourage and facilitate the integration of migrants; and the role of migrants to take an active role in integrating themselves.¹²⁷ In eight Member States, the Ministry of Interior was de facto the main ministry responsible for coordination integration.¹²⁸ However, other ministries also lead integration efforts; such as the Ministry of Economic Affairs and Employment in Finland, the Ministry of Culture in Latvia and Estonia, and the Ministry of Labour and Social Affairs in Greece. In France, besides the Ministry of Interior that is the main ministry responsible for integration coordination, an Inter-ministerial Delegate for the Reception and Integration of Refugees (DIAIR) was appointed to coordinate and mobilize stakeholders regarding the integration of beneficiaries of international protection. In Austria, there is a Minister for Women, Family, Youth and Integration within the Federal Chancellery in Austria. In Lithuania, the Ministry of Social Security and Labour is responsible for formulating the foreigners' integration policy. In Luxembourg, the responsible

ministry is the Ministry of Family Affairs, Integration and the Greater Region. In other Member States a wide range of Ministries are involved in integration policies, and the leading body responsible for integration policy varies by country.

In some Member States, NGOs are involved with the ministries responsible for integration or the emancipation of women in providing specific services.¹²⁹ In Cyprus, NGOs are included in the Advisory Board for the Integration of Migrants, along with various ministries, local authorities, ombudsman, trade unions, and employer's associations. The Advisory Board is responsible for monitoring the implementation of the National Action Plan for the Integration of Migrants. In Finland, the integration partnership programme of the Ministry of Economic Affairs and Employment brings together different stakeholders: communities, organisations, authorities, companies and municipalities. The idea behind the partnership programme is the understanding that effective work on integration and social inclusion requires involvement and contributions from all stakeholders. In Luxembourg, the Department of Integration works closely with many associations and NGOs that promote integration activities on the ground. More specifically the Department has concluded conventions and collaboration agreements with four main associations in the field of integration.¹³⁰ Smaller NGOs and community associations also play an important role in providing integration related services and activities in Luxembourg at the local level, but sometimes also countrywide. In the Slovak Republic, the integration of beneficiaries of international protection is ensured through AMIF funded projects, which are implemented by NGOs and monitored by the Migration Office of the Ministry of Interior.



3.3. THE INTEGRATION OF MIGRANT WOMEN IN LIGHT OF POLICY PRIORITIES

For the majority of the reporting Member States, the integration of migrant women is **currently not a policy priority**.¹³¹ In Bulgaria, this is due to the relatively small number of migrant women in the country. In Estonia and Luxembourg, the integration of migrants overall is a policy priority, there is no gender-based distinction. In Ireland, the integration of migrant women is not explicitly stated as a priority in current overarching policies such as the Migrant Integration Strategy or the National Strategy for Women and Girls. Signs of recognition and awareness among national policymakers of the particular integration challenges faced by migrant women were reported by NGOs, although it remains to be seen to what extent migrant women are directly addressed in new strategies

and policies currently being developed in Ireland. NGOs commented that with an increased focus on gender equality in policymaking and increased feminisation of migration, policy can no longer solely address migrant women as a vulnerable group (for example to trafficking, domestic violence).

In nine Member States, on the other hand, the integration of migrant women is currently a **national policy priority**,¹³² with the subject being specifically mentioned in their integration policies and action plans, with the aim of achieving gender equality. For several years, the integration of migrant women has been a priority of Austrian integration policy, including a significant increase in earmarked funding. While Belgium does not have a

123 AT, BE, CY, CZ, DE, ES, FI, FR, IT, LU, LV, NL, SE, SK.

124 AT, BE, BG, CY, CZ, DE, FI, FR, IE, IT, LT, LU, NL, SE.

125 AT, BE, CZ, DE (the Länder), ES, FI, FR, IT, SE.

126 ^{ci} CZ, DE, ^{es} FI, FR, IE, IT, LT, ^{lv} NL, SE, ^{sk}.

127 AT, CY, CZ, DE, IE, LU.

128 BG, CY, CZ, DE, FR, SI, SK. In Slovenia, the Ministry of the Interior of Slovenia was responsible for coordination of integration of third-country nationals until 26 May 2021. Afterwards, this competence was transferred to the Government Office for the Support and Integration of Migrants, which has already been coordinating integration of persons under international protection since 2017.

129 AT, CY, DE, LT, LU, NL (in general, not specifically towards migrant women), SK.

130 1) ASTI [Association for the Support of Immigrant Workers ('Association de Soutien aux Travailleurs Immigrés')], 2) CEFIS (Centre for Intercultural and Social Studies and Training), 3) the Liaison and Action Committee for Foreigners ('Comité de Liaison des Associations d'Etrangers' - CLAE), and 4) Caritas Luxembourg.

131 BG, EE, HR, HU, IE, IT, LU, LT, LV, MT, NL, PL, SI, SK.

132 AT, BE, CY, CZ, DE, EL, ES, FI, FR, SE.

national integration policy, the Belgian law on gender mainstreaming applies to all policy areas, with the aim of integrating the gender dimension into Belgian federal policy structures, making gender mainstreaming at the Belgian federal level a legal obligation. The law provides that each federal Minister and State Secretary integrates the gender perspective in all the policies, measures and actions falling within their competence, on the one hand, and that they monitor the implementation of the strategic objectives set by the government on the subject of gender equality, on the other. Within Belgium's Communities migrant women integration is a specific priority for the Flemish Community, particularly economic integration and particularly for newcomers. In the French Community, the integration of migrant women is not specified as priority as such, however, the interests of migrant women are targeted, for example, in terms of poverty reduction, a specific focus on taking measures to support precarious and single-parented families which are often headed by women, and with particular attention to discrimination of migrant women. It is also not specified as priority as such in the German-speaking Community in Belgium, but actions focusing on migrant women have been taken, such as providing women-only language and integration courses and projects that created social meeting places.

Cyprus prioritises the empowerment of women migrants and refugees in order to address inequality in the workplace and policies aim to improve the corporate culture on equality issues. The Czech Republic also nominated the integration of migrant women as a priority as they are considered a vulnerable group, visible through the development of special measures and projects. In France, the recognition of skills of first-time arrivals and the promotion of access to employment for migrant women

are prioritised at the national level. At the local level, the policy for the integration of newly-arrived foreign nationals, including beneficiaries of international protection, was stated as a priority in 2021 particularly pertaining to access to childcare and mental healthcare.

For Germany, the integration of women and girls is prioritised in the National Action Plan on Integration (NAP-I) of 2021, which takes into account that different target groups have different needs at different points in the migration and integration process. The policy of the NAP-I (2021) has been divided into five phases of immigration and coexistence, where protecting the interests of migrant women and girls is a priority. In Greece, actions taken to ensure that the specific needs of migrant women are met, particularly regarding protection from violence, are considered as necessary pre-conditions for the guarantee of human rights and the social integration of migrant and refugee women. In Spain, the integration of migrant women is a policy priority, particularly regarding health and protection for victims of violence. A wide variety of resources are available for women in Spain, several of which focus specifically on migrant women integration. In Sweden it is also a priority, where for example the Swedish Public Employment Service was tasked to establish an action plan that led to a number of different measures being established on integration and equality. Finland highlighted culture-related aspects of home life and family models and the high unemployment rate being mentioned specifically. Additionally, as Finland's Integration Act is currently being amended, there is more emphasis placed on the integration of migrants outside of the labour force, including parents and especially stay-at-home mothers.



3.4. POLICIES ADDRESSING MIGRANT WOMEN ACROSS INTEGRATION AREAS

Overall, Member States provided a total of 140 examples of specific policies that address the integration of migrant women in different areas. These policies are not necessarily integration policies per se, but sometimes they are policies from various ministries that nonetheless pay particular attention to the needs of migrant women. Of these, 34 policies addressing labour market (and entrepreneurship)¹³³ and 34 policies regarding civic integration¹³⁴ are the two main areas where 17 Member States

reported having policies in place (including strategies, programmes and action plans).¹³⁵ Language training¹³⁶ and education¹³⁷ were the next two most popular sectors, with 32 and 29 policies reported respectively. Twenty-four policies in relation to health were reported in several Member States.¹³⁸ Twelve policies focus on housing across 12 Member States were reported,¹³⁹ while 19 other specific policies existed in 12 Member States.¹⁴⁰

133 AT, BE, CY, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, NL, SE, SI, SK.

134 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IE, LV, MT, NL, SE, SI, SK.

135 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, NL, SE, SI, SK.

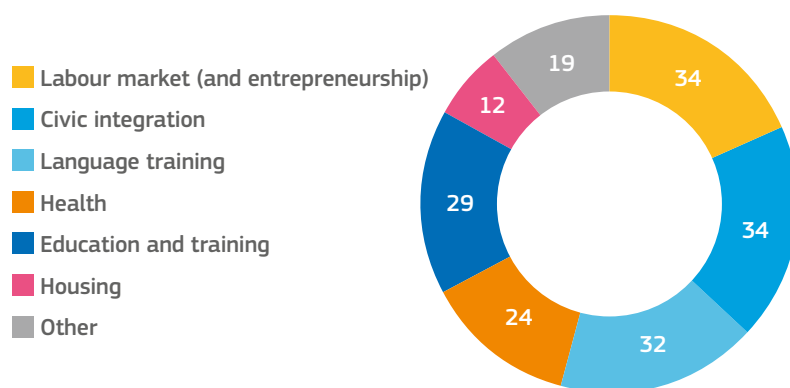
136 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, NL, SE, SI.

137 AT, BE, CY, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, PL, SE.

138 AT, BE, CY, CZ, EE, EL, ES, FI, FR, IE, LV, MT, NL, PL, SE, SI, SK.

139 CY, CZ, EL, ES, FI, FR, IE, LV, MT, SE, SI, SK.

140 AT, BE, CY, DE, EE, EL, ES, FI, FR, IE, LV, NL, SI.

Figure 12: Overview of policies addressing migrant women

Labour Market integration and entrepreneurship

Member States reported 34 policies in relation to the integration of migrant women into the labour market. Of these, five policies **specifically targeted third country national migrant women** including: women with lower education,¹⁴¹ women with a work permit,¹⁴² or women facing multiple obstacles in accessing labour market.¹⁴³ For instance, in France through the “Action plan to promote the recognition of newly-arrived foreign women’s skills and access to employment”, the government intends to take into account the path towards employment of migrant women, who may encounter more than one obstacle: low mastery of the language, absence of qualifications, mobility difficulties, difficulties for childcare, country of origin stereotypes.

Some 20 policies addressed third-country national migrant women through specific programmes and **as part of a wider group of migrants including EU citizens with a migrant background**, including unemployed persons/ job-seekers, expats and family members, LGBTQ-persons, newly arrived migrants, vulnerable groups in society, refugees and applicants for international protection.¹⁴⁴ In Ireland, for example, the Pathways to Work Strategy mentions migrants among other groups in reference to the particular barriers to entering the labour market. The strategy aims to address the challenges through several actions, such as increasing access to education, access to paid work internships and apprenticeship, reserved places on State Employment Schemes and a higher level of subsidy to employers recruiting people from marginalised groups.

Another 15 policies addressed migrant women **as part of a wider group of women**, including: high-skilled women, low-skilled women, stay-at-home mothers, women at risk of exclusion and poverty, women who have difficulties in joining the labour market, and LGBTQ-persons.¹⁴⁵ In the Netherlands, the Emancipation (Equal Opportunity) Policy focuses on the financial independence of women, gender diversity and equal treatment.

Entrepreneurship was a component in 16 policies across Member States, with only Belgium (Flemish Community) reporting to have a policy in place **specifically targeting third country national migrant women**. This policy allows migrant women to access support by reaching out to the Flemish Employment Service (VDAB) to receive information on specific organisations who can guide them. Nine other Member States had policies addressing third-country national migrant women **as part of a wider group of migrants including EU citizens with a migrant background**.¹⁴⁶ In Sweden for example, the Swedish Agency for Economic and Regional Growth was tasked to promote foreign-born women’s entrepreneurship as part of their integration policy. In Germany, the “Coalition Agreement of the Federal Government in 2021” includes migrant women addressed as a larger group of migrants in boosting entrepreneurship by reducing barriers to access financing and funding.

Civic Integration

Member States reported 34 policies in relation to the civic integration of migrant women. Austria **specifically targeted third country national migrant women** seeking asylum regarding civic integration within its Government Programme 2020-2024, where there is a special focus on the empowerment of women. Germany’s National Action Plan on Integration also focuses on migrant women, as described in more detail below. Greece also contains specific measures to integrate third-country national women in their National Strategy for Integration, as well as through their National Action Plan for Gender Equality 2021-2025 and National Action Plan of Greece for Women, Peace and Security (2020-2024). There are another 22 policies that address third-country national migrant women **as part of a wider group of migrants including EU citizens with a migrant background**, including migrants and their family members, beneficiaries of international protection, and applicants for international protection.¹⁴⁷ Nine other policies, **addressed migrant women as part of a wider group of women**, which includes civic integration support for women with a

141 BE.

142 ES.

143 FR.

144 AT, BE, BG, CY, CZ, DE, EE, FI, FR, IE, LT, LV, NL, SI, SK.

145 BE, ES, EL, MT, NL, SE, SK.

146 BE, CY, CZ, EE, FR, IE, LV, SE, SI.

147 AT, BE, CY, CZ, DE, EL, EE, FI, FR, IE, LV, MT, NL, SE, SI.

lower social and financial status, imprisoned women, and women who are at risk of human trafficking.¹⁴⁸

Box 3: Policy examples on civic integration

Germany's National Action Plan on Integration presents new formats and approaches to political education by strengthening migrant organisations with the aim of improving the social and political participation of women with a migrant background. It addressed integration in the area of civic integration in a late stage of the integration process (the last phase, Phase V). Therefore, it targets women who have been in Germany for a longer period of time, but points out that support is envisaged to begin in this thematic area upon their arrival in Germany.

In Greece, the National Strategy for Integration of the Ministry of Migration and Asylum makes initiatives available to strengthen the connection between women through local associations, such as through associations of single-parent families. The creation of clubs and associations within the community supports meetings on a monthly basis and focuses on various thematic units such as cooking month, delivery month and bazaar. The meetings aim to strengthen the connection between women in single-parent families and to help their social integration by allowing them to meet and interact by engaging in topics of their own interest.

Education and (language) training

Member States reported a total of 29 policies¹⁴⁹ related to the integration of migrant women in the areas of education and (language) training. Twenty-five policies addressed third-country national migrant women **as part of a wider group of migrants including EU citizens with a migrant background**, including: students with a migrant background, refugees and applicants for international protection, stay-at-home parents, or other migrants who need flexible study opportunities.¹⁵⁰ In Malta, migrant women from EU and EEA countries together with Swiss nationals are automatically exempt from school and tuition fees. Migrant women from the UK residing in Malta under the terms of the Brexit agreement are also exempt. Other third-country nationals are exempted according to the residence permit as issued by ID Agency Malta. Furthermore, services in schools are provided at the compulsory education level through teams of counsellors, youth workers, social workers, psychologists and career advisors. Moreover, also at compulsory education level, there are various initiatives to encourage inclusion, tolerance and non-discrimination including liaison with migrant learners and their respective families about schooling matters. Malta also welcomes migrants into its lifelong learning programmes, should they wish to apply. In 2021, the Directorate for Research, Lifelong Learning, and Employability (DRILLE) within Malta's Ministry for Education,

Sport, Youth, Research and Innovation conducted an outreach campaign with migrant organisations, including the Migrant Women Association. In Finland, the "Reform of liberal adult education" targets stay-at-home parents, a group that has previously had somewhat poor access to education and training, to provide the opportunity to participate in literacy and Finnish or Swedish language training. Five other policies **addressed migrant women as part of a wider group of women**.¹⁵¹

Member States reported 32 policies in relation to language training that addressed third-country national migrant women **as part of a wider group of migrants including EU citizens with a migrant background**, including: non-native speaking newly-arrived foreign parents, students with a migrant background, and asylum seekers and refugees.¹⁵² Austria covers refugee women under the larger '50 Action Points: A Plan for the Integration of Persons entitled to Asylum or Subsidiary Protection in Austria'. Ireland presented the National Further Education and Training (FET) strategy that establishes education and training opportunities, including those available for recently arrived migrants and accessible at any point in the integration process, as well as 'A 10-Year Adult Literacy, Numeracy and Digital Literacy Strategy' for all adults, including adult migrants.

Health and housing

Member States reported a total of 24 integration policies across Member States that related to health.¹⁵³ In the Netherlands, a policy **specifically targeted** female asylum seekers, e.g. via support following pregnancy and addressing specific issues such as female genital mutilation. Fourteen policies reported addressing third-country national migrant women **as part of a wider group of migrants including EU citizens with a migrant background**, such as: migrants and family members, third-country national spouses, asylum seekers, and victims of domestic violence.¹⁵⁴ In Malta, female asylum seekers with children are generally accommodated in family centres. Nine other policies addressed migrant women **as part of a wider group of women**.¹⁵⁵ In the Slovak Republic, the 'National action plan for the prevention and elimination of violence against women for 2014-2019' focused on issues regarding domestic violence, female genital mutilation, gendercide and honour killings related to migrant women specifically.

Generally, housing policies available at the national level are applicable to all residents including third-country nationals. However, there are also housing policies specifically addressing migrants that were reported in twelve Member States.¹⁵⁶ Twelve policies addressed third-country national migrant women **as part of a wider group of migrants including EU citizens with a migrant background**, such as: women asylum seekers, especially with children, and women who have experienced violence.¹⁵⁷ While the national integration strategy in Greece provides housing measures for all migrants, aiming to ensure a

148 ES, NL, SK.

149 AT, BE, CY, DE, EE, EL, ES, FI, FR, IE, LT, LV, MT, NL, PL, SE, SI.

150 BE, CY, DE, EE, FI, FR, SE.

151 ES, PL.

152 AT, BE, EL, CY, CZ, DE, EE, FI, FR, IE, LV, MT, SE.

153 AT, BE, CY, EE, EL, ES, FI, FR, IE, LV, MT, NL, PL, SE, SI, SK.

154 AT, BE, EE, EL, FI, FR, IE, LV, SI, SK.

155 ES, IE, PL, SE, SK.

156 CY, CZ, EL, ES, FI, FR, IE, LV, MT, SE, SI, SK.

157 CY, CZ, EL, FI, FR, IE, LV, SI.

safe living environment, and focuses especially on women, children, and people with increased needs for care and reception, particularly in the context of asylum. Spain and the Slovak Republic each had a policy in place addressing migrant women **as part of a wider group of women.**

Other areas

Nineteen integration policies were reported across the Member States in other areas;¹⁵⁸ which included offering protection from violence, preventing and protecting women from human trafficking, countering discrimination and racism, and encouraging integration through sport. Two policies **specifically targeted third country national women,**¹⁵⁹ including the “National Action Plan

to Combat All Forms of Gender-Based Violence (2021-2025)” in Belgium that targets applicants for international protection and victims of gender-based violence residing in the context of family reunification. Lithuania aims to improve the integration of migrant women by ensuring their rights such as through educational trainings for migrant women in a language they understand on women’s and children’s rights in Lithuania, possibilities of reconciling work and education with family needs, and assistance with domestic violence. Seven of these policies addressed third-country national migrant women **as part of a wider group of migrants including EU citizens with a migrant background.**¹⁶⁰ In seven other policies that were reported, **migrant women are addressed as part of a wider group of women.**¹⁶¹

158 AT, BE, CY, DE, EE, EL, ES, FI, IE, LT, LV, NL, SE, SI.

159 BE, IE.

160 AT, CY, DE, EE, IE, SI.

161 ES, FI, LV, NL, SE.

4. INTEGRATION MEASURES TOWARDS MIGRANT WOMEN

This section provides an overview of integration measures including good practice examples of measures provided by Member States, as well as an overview of the funding available at national and EU level for measures supporting the integration of migrant women. Measures cover a

wide range of areas including support for integration into the labour market and entrepreneurship, civic integration, language classes and other forms of education and training, health, housing, and other types of support such as psychosocial and parenting support.



4.1. OVERVIEW OF INTEGRATION MEASURES

This sub-section reviews measures identified by Member States as good practice examples of integration measures and is therefore indicative but not representative of overall integration measures in the EU. Focusing on the examples provided, this section provides an overview of trends relating to the coverage, access, target group, stage of integration covered, area of focus of the measures, duration, implementing organisation, source of funding, outreach strategies, and implementation obstacles. Good practices have either been identified by experts working in the field (e.g. policy makers, service provider, civil society organisations, migrant organisations) or from studies or evaluations.¹⁶² For a full explanation on the criteria used for selecting the good practices, please see section 1.3.

Member States put forward a total of 54 good practice examples of integration measures,¹⁶³ while five Member States did not identify any examples.¹⁶⁴ Under half of the examples provided specifically target migrant women (20 measures¹⁶⁵ out of 54), while the remaining examples address migrants in general, including migrant women.

Half (27) of measures consist of systematic initiatives (multi-year/ long term),¹⁶⁶ just under half (25) are ad hoc projects,¹⁶⁷ and two measures are of a legislative (structural) nature.¹⁶⁸ In terms of **coverage**, most measures

are implemented at either national (31),¹⁶⁹ or regional level (15),¹⁷⁰ with a lower share of measures implemented at the local (13)¹⁷¹ or European (1)¹⁷² level. In terms of **access**, over half of measures (32) are open to migrants in general,¹⁷³ including third-country nationals and also EU nationals with a migrant background, while the remaining measures (22) are aimed at third-country nationals only.¹⁷⁴ Furthermore, concerning the **target group**, over half of the examples provided are mainstream measures (34) open to several categories of migrants,¹⁷⁵ while 20 others are tailor-made to a specific target group of migrant women,¹⁷⁶ such as adult women who are beneficiaries of international protection, women seeking asylum, refugee women, spouses (both male or female), or women who have been victims of domestic violence. In addition, over half of measures are aimed at migrants that could be in different **stages of integration**, making no differentiation (34),¹⁷⁷ while over one quarter (15) are aimed at recently arrived migrants,¹⁷⁸ four others are aimed at migrants who are at a more advanced integration stage and who might, for example, be more proficient in the country's official language,¹⁷⁹ and one is a pre-departure measure.¹⁸⁰

Concerning the **areas** covered by the example measures, as shown in the figure below, the largest share of

162 The criteria used to select the "good practice" examples presented in this section were drawn from the guidance provided in the European Website on Integration, which include a measure that is considered effective, efficient, transferable, or sustainable and that leads to the desired results. In addition, an integration measure could be considered "good" if it applied the concepts of gender sensitivity or intersectionality.

163 AT, BE, CY, CZ, DE, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, SE.

164 BG, HU, PL, SI, SK.

165 AT, BE, DE, FI, FR, IE, LU, LV, MT, NL.

166 Examples of this type of measure provided by AT, BE, CY, CZ, DE, EL, EE, ES, FR, HR, IT, LU, LV, MT, NL.

167 Examples of this type of measure provided by CY, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, SE.

168 Example of this type of measure provided by IE and MT.

169 Examples of this type of measure provided by BE, CY, DE, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, SE.

170 Examples of this type of measure provided by AT, CY, CZ, DE, ES, FI, IE, IT, LV.

171 Examples of this type of measure provided by AT, BE, FI, HR, IE, LT, LU, NL, SE.

172 Example of this type of measure provided by CY.

173 Examples of this type of measure provided by AT, BE, CY, DE, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, MT, NL, SE.

174 Examples of this type of measure provided by AT, CY, CZ, DE, ES, FR, HR, IE, IT, LV, NL, SE.

175 Examples of this type of measure provided by AT, BE, CY, CZ, DE, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, MT, NL, SE.

176 Examples of this type of measure provided by AT, BE, DE, FI, FR, IE, LU, LV, MT, NL.

177 Examples of this type of measure provided by AT, BE, CY, CZ, DE, EE, EL, ES, FI, HR, IE, IT, LT, LU, LV, MT, NL, SE.

178 Examples of this type of measure provided by CZ, EE, EL, FR, HR, IE, IT, LV, NL, SE.

179 Examples of this type of measure provided by AT, FI, IE.

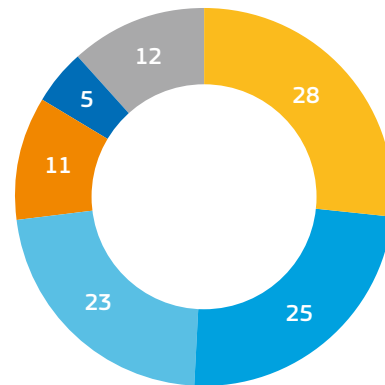
180 Example of this type of measure provided by IT.

measures focuses on supporting insertion into the labour market (26)¹⁸¹ or civic integration (25),¹⁸² followed by measures relating to education and training (23),¹⁸³ and language training (21).¹⁸⁴ On the other hand, a small share of measures reported covering access to health (11)¹⁸⁵ and housing (five),¹⁸⁶ or supporting entrepreneurship (five).¹⁸⁷ In addition, some measures (12) concern

other forms of assistance, such as research on integration challenges experienced by migrants to inform policy development, psychosocial, legal support, or parenting support.¹⁸⁸ Please note that a single measure could fall into several categories, which means that some measures may be counted several times in the figure below.

Figure 13: Overview of good practice examples of integration measures per focus area

- Labour market and entrepreneurship (e.g. mentoring, vocational training, competence or skill recognition, networking)
- Civic integration (e.g. validation of skills, civic courses, political participation or other)
- Education and training (e.g. language and literacy courses, maths classes, vocational training and counselling)
- Health (e.g. information campaigns on the national health system and COVID-19 measures)
- Housing (e.g. legal advice, information campaigns on the national system)
- Other



Source: Own elaboration, based on Member State national reports

In terms of **duration** of currently available measures, the largest share (over one third) of measures that were considered good practices had been in place for one to three years (23),¹⁸⁹ whilst under one third of measures have been running for ten or more years.¹⁹⁰ 12 measures had a medium duration of four to six years,¹⁹¹ while the smallest share had a duration of seven to nine years.¹⁹² In addition, the largest share of measures are **implemented** by an NGO or foundation and funded through EU and/or state sources (28),¹⁹³ followed closely by measures implemented by public sector organisations only, including governmental institutions (24),¹⁹⁴ and by measures implemented through a partnership involving two or more organisations (18).¹⁹⁵ The most common type of partnership consisted of a public sector organisation cooperating with one or more NGOs (nine),¹⁹⁶ while other types of partnerships included private-public sector cooperation, cooperation amongst several public sector organisations, NGOs collaborating with private companies, collaboration

between all three sectors, or NGOs working with migrant women.

In regards to **funding for integration measures in the EU**, ten Member States mentioned examples of EU-funding being allocated specifically to actions or programmes aimed at migrant women,¹⁹⁷ while in the majority of Member States, EU funding is used to support general integration measures which may provide support to migrant women, but without funding being specifically earmarked for such initiatives.¹⁹⁸

When it comes to **domestic financing**, funding in most Member States is also mostly used to support general integration measures which may include projects supporting migrant women,¹⁹⁹ although nine Member States allocated funding for measures specifically targeting migrant women.²⁰⁰ Annex 2 provides a detailed overview of EU and state funding available per Member State. From the **good practice examples** provided, a large proportion of measures were either solely funded by

181 Examples of this type of measure provided by AT, CY, CZ, DE, EE, EL, ES, FI, FR, HR, IE, IT, LV, MT, NL, SE.

182 Examples of this type of measure provided by AT, BE, CY, CZ, EE, EL, ES, FI, IE, IT, LT, LU, LV, MT, NL.

183 Examples of this type of measure provided by AT, CY, CZ, DE, EE, EL, ES, FI, IE, IT, LT, LU, MT, NL, SE.

184 Examples of this type of measure provided by AT, BE, CY, CZ, DE, EE, ES, FI, HR, IE, IT, LT, LU, LV, MT, NL, SE.

185 Examples of this type of measure provided by BE, CZ, ES, FR, IE, LU, MT.

186 Examples of this type of measure provided by CZ, ES, IT.

187 Examples of this type of measure provided by BE and CZ, EE, IT.

188 Examples of this type of measure provided by BE, CY, DE, EE, EL, FR, HR, LU, SE.

189 Examples of this type of measure provided by BE, CY, EE, EL, ES, FR, HR, IE, IT, LT, LV, MT, NL, SE.

190 Examples of this type of measure provided by AT, BE, CZ, ES, FI, FR, HR, IT, LU, NL.

191 Examples of this type of measure provided by BE, FI, IE, IT, LU, LV, MT.

192 Examples of this type of measure provided by AT, CY, DE, SE.

193 Examples of this type of measure provided by AT, BE, CZ, DE, EL, ES, FI, FR, HR, IE, IT, LU, LV, MT.

194 Examples of this type of measure provided by BE, DE, EE, ES, FI, FR, HR, IE, IT, LT, LU, MT, NL, SE.

195 Examples of this type of measure provided by AT, BE, CY, CZ, DE, ES, IE, IT, LT, LU, LV, MT.

196 Examples of this type of measure provided by BE, CZ, ES, LT, LV, MT.

197 AT, BE, DE, ES, FI, HR, IE, LT, LU, SE.

198 CY, CZ, EE, EL, ES, FI, FR, HR, HU, IE, IT, LV, NL, SE, SI, SK.

199 BE, BG, CY, CZ, EE, EL, ES, HU, IE, LV, NL, SI, SK.

200 AT, DE, FI, FR, IE, LT, LU, MT, SE.

national governmental institutions (23),²⁰¹ or with the support of EU funding (25).²⁰² The main types of EU funding mentioned originated from the European Social Fund (12 measures),²⁰³ the Asylum, Migration and Integration Fund (eight measures),²⁰⁴ or the ERASMUS+ programme (three measures).²⁰⁵ Other measures (four) received funding from governmental institutions in combination with private donors,²⁰⁶ or from an NGO in combination with private donors (one measure).²⁰⁷

Box 4: Programme “Limassol: one city, the whole world”

Implemented in Cyprus since 2013, this programme includes a wide range of activities aiming to improve the capacity for social integration, cohesion and socialisation of third-country nationals, as well as to prevent social exclusion and discrimination. Activities include multicultural, awareness-raising and sports events, social support through cooperation with schools to provide experiential workshops to children, childcare services, as well as language courses, first aid courses, workshops on “internet safety”, cooking and gastronomy classes, and educational excursions, amongst others. 62% of participants in the training and educational programmes were women.

A recent external evaluation of the programme found that on average participants rated the project’s overall implementation and organisation at 4.55 (on a Likert scale where 1 = not at all satisfied and 5 = very satisfied).

To identify and attract participants, organisations use a range of engagement approaches. The most common approach used among the examples of measures provided (19 measures) involves cooperating with public services for the identification of prospective participants and the

promotion of the measure.²⁰⁸ For example, kindergartens, schools, employment agencies, asylum reception centres and health clinics help to identify participants and promote integration activities offered by other organisations in their network. In addition, social media is the second most common channel used for outreach (16 measures),²⁰⁹ followed by word of mouth (10 measures),²¹⁰ promotion through the networks of NGOs (10 measures)²¹¹ and the distribution of flyers (seven measures).²¹² A smaller share of measures (eight) uses direct outreach, where members of the organisation reach participants through door-to-door calls, information days, and visits to community centres, reception centres, schools, or other public spaces frequented by their target audience.²¹³ Another type of strategy highlighted as effective for reaching migrant women, is the training of migrant women in becoming social assistants and reaching out to migrant women with the same language and cultural background.²¹⁴

Lastly, Member States highlighted several **obstacles to implementation** which affected measures regardless of the type of area covered. The largest share of measures encountered difficulties relating to the COVID-19 pandemic (see also section 5 below), such as delays or restrictions limiting the number of participants or banning in-person participation (18 cases).²¹⁵ This is followed by a lack of childcare arrangements preventing migrant women from participating in activities (eight cases),²¹⁶ difficulty in reaching the site of the activities or accessing a stable internet connection to take part in online sessions (seven cases),²¹⁷ challenges to secure funding (six cases),²¹⁸ difficulties when conducting the activity linked to having a heterogeneous group of participants with different language levels and backgrounds (four cases),²¹⁹ which is in turn linked to language barriers preventing participants from benefiting fully from the activity (five cases).²²⁰



4.2. INTEGRATION MEASURES BY TYPE OF AREA AND HIGHLIGHTS OF GOOD PRACTICE EXAMPLES

This sub-section provides a more in-depth analysis of integration measures by the type of area covered, looking into the measures’ objectives and (whenever information was available) whether the objectives have been met, and the types of obstacles encountered during implementation. In addition, some good practice examples

of specific measures have been highlighted in orange boxes (see below boxes).

These have been selected based on a set of criteria, namely long-term duration (the measure has been running for four years or more), the existence of evaluations

201 Examples of this type of measure provided by AT, BE, CZ, DE, EE, FI, FR, IE, IT, LT, LU, LV, MT, NL, SE.

202 Examples of this type of measure provided by AT, CY, CZ, DE, EE, EL, ES, FI, HR, IT, IE, LT, LU, LV, MT, SE.

203 Examples of this type of measure provided by AT, CZ, DE, EE, ES, FI, IE, LU, LV, MT, SE.

204 Examples of this type of measure provided by CY, EE, HR, IT, MT.

205 Examples of this type of measure provided by CY, EL, LT.

206 Examples of this type of measure provided by AT, BE, FR, IE.

207 Example of this type of measure provided by LU.

208 Examples of this type of measure provided by AT, BE, CY, DE, FI, FI, IE, LU, LV, MT, NL, SE.

209 Examples of this type of measure provided by AT, BE, CY, CZ, EE, FI, FR, LT, LU, LV, NL.

210 Examples of this type of measure provided by AT, BE, CY, CZ, FI, IE, LU.

211 Examples of this type of measure provided by CY, CZ, DE, FI, FR, LT, LU, LV, NL.

212 Examples of this type of measure provided by AT, BE, CZ, DE, FI, IE, LU, NL.

213 Examples of this type of measure provided by AT, CZ, DE, FI, IE, LU, LV.

214 This example was provided by AT, where the strategy was used in measure “Neighbours in Vienna”, and FI, where it was used in measure “Neighbourhood Mothers”.

215 Examples of this type of measure provided by AT, CY, DE, FI, IE, LU, LV, NL, SE.

216 Examples of this type of measure provided by DE, IE, LU, LV.

217 Examples of this type of measure provided by AT, DE, IE, LV.

218 Examples of this type of measure provided by AT, CZ, FI, IE, LU, NL.

219 Examples of this type of measure provided by EE, IE, LU, LV.

220 Examples of this type of measure provided by AT, DE, LU, LV.

or assessments on the performance of the activity, and the achievement of demonstrable positive results.²²¹

Civic integration

The largest share of measures relates to civic integration or provides similar types of civic orientation activities which do not fall under a specific category (29 measures).²²² The main objective of this group of measures is to allow migrants to become better acquainted with the language, culture, public institutions, public services of their country of residence, as well as their rights and civic responsibilities. Many of the measures in this group also aim to improve social cohesion and well-being by providing opportunities for migrants to interact more with their local community.

Key challenges tackled by this group of measures include isolation from the local community (nine cases);²²³ a lack of economic independence through employment (seven cases);²²⁴ language barriers (seven cases);²²⁵ a lack of information about public services, institutions and administrative procedures (six cases);²²⁶ discrimination (four cases);²²⁷ and a lack of confidence (four cases).²²⁸

Box 5: “Nachbarinnen in Wien” (“Neighbours in Vienna”) and Neighbourhood Mothers

Implemented respectively in Austria since 2012 and in Finland since 2016, with the Finnish project drawing largely from a similar Danish model, both measures aim to contribute to the self-empowerment and well-being of migrant women by training migrant women to provide various forms of support to other women through their integration journey. For example, the training offered by the Neighbourhood Mothers project in Finland comprises modules on topics such as family and social services in the local area, health and well-being, professional skills, human rights, and awareness on violence against women. Participants are encouraged to plan their own activities and reflect on how their own ideas can be put into practice, with a wide range of activities organised, such as support in cooperation between the school and the home, how to access public services, and the organisation of workshops and recreational groups, among others. The Neighbours in Vienna association trains migrant women to be social assistants, with trained participants then contributing to home visits, advice, accompaniment on official visits, educational breakfasts, parent roundtable

discussions and learning assistance for children. In 2014, a Sewing Workshop was also created by the organisation, providing practical work experience.

Both projects met their objectives and received positive feedback from participants. An [evaluation](#) conducted in 2014 (Sprajcer et al. 2014. Social Return on Investment (SROI)-Analyse des Projekts „Nachbarinnen in Wien“. Wirtschaftsuniversität Wien) found that the social return on investment of the Neighbours in Vienna project (SROI) was estimated to exceed € 1.2 million, with each euro invested creating an impact with a monetary equivalent of € 4.61. The Neighbourhood Mothers project of Finland similarly achieved its objectives according to the first evaluation conducted in the early years of the project. In a more recent evaluation conducted in 2021, the project received again excellent feedback from neighbourhood mothers themselves as well as other stakeholders. The participants mentioned improvements in terms of friends made, networks created, and knowledge and skills acquired. Some participants reportedly found work thanks to the project. According to the stakeholders, the project has promoted women’s participation and agency in general.

Just under half of measures in this group have been evaluated (12),²²⁹ three of which are interim evaluations²³⁰ and two are not public.²³¹ Of those measures evaluated, so far nine have met their objectives to some extent,²³² with one measure greatly exceeding them,²³³ Results were not yet available for the two remaining measures.²³⁴

Labour market integration and entrepreneurship

The second largest share of measures focuses on activities relating to support for integration into the labour market and entrepreneurship (28 measures).²³⁵ Measures in this group seek to increase the opportunities migrant women have to develop their vocational skills and/or experience, as well as their self-confidence, so that they can more easily find employment or develop their own professional project. The main types of challenges which this group of measures address include a general lack of awareness about the barriers faced by migrant women when seeking employment and/or a lack of information on services available,²³⁶ a lack of certain qualifications/ a required education level,²³⁷ a lack of previous work experience,²³⁸ language barriers,²³⁹ a lack of skills (e.g. digital

221 For the purposes of this analysis, the measures relating to civic integration have been grouped with some similar measures categorised as ‘other’ type of measures and those dealing with health and housing have been grouped into a separate category, with other relevant measures from the ‘other’ category.

222 Examples of this type of measure provided by AT, BE, CY, CZ, EE, EL, ES, FI, HR, IE, IT, LT, LU, LV, MT, NL.

223 Examples of this type of measure provided by AT, BE, CY, EE, EL, FI, IE, LV.

224 Examples of this type of measure provided by CY, EE, ES, LU, LV, NL.

225 Examples of this type of measure provided by BE, CY, EE, IE, LT, NL, LU.

226 Examples of this type of measure provided by AT, BE, FI, LT, LU.

227 Examples of this type of measure provided by CY, IE, LT, MT.

228 Examples of this type of measure provided by FI, IE, LU, NL.

229 Examples of this type of measure provided by AT, CY, CZ, EE, FI, IT, LV, NL.

230 This is the case for the measures provided by CY, LV, NL.

231 This is the case for measures provided by CY and IT.

232 Examples of this type of measure provided by CZ, EE, EL, FI, NL, LV.

233 The measure “Neighbours in Vienna”, provided by AT.

234 Examples of this type of measure provided by CY.

235 Examples of this type of measure provided by AT, BE, CY, CZ, DE, EL, EE, ES, FI, FR, HR, IE, IT, LV, MT, NL, SE.

236 Examples provided by BE, FR, LV, NL, SE.

237 Examples provided by AT, DE, FI, IE, NL, SE.

238 Examples provided by CY, IE, NL.

239 Examples provided by AT, CY, EE, FI, MT, NL.

skills),²⁴⁰ self-confidence,²⁴¹ and family responsibilities which make it difficult to develop a professional career.²⁴²

Evaluations are available for half of the measures in this group (14),²⁴³ four of which are interim evaluations with preliminary data. According to the results of these evaluations, 12 measures have met their objectives,²⁴⁴ while for the remaining two it is still too early to draw conclusions.²⁴⁵

Box 6: “Stark im Beruf – Mütter mit Migrationshintergrund steigen ein” (“Strong at work – mothers with a migration background get on board”)

Implemented since 2015 in Germany, this measure provides vocational training followed by a work placement to migrant women with family responsibilities. Participants receive a mix of coaching and courses such as language support, and counselling.

A recent [impact analysis](#) found that the measure reached approximately 16,000 mothers by 2021, of which 31% either found employment, or undertook further studies or vocational training. The close cooperation between the project team and local job centres and employment agencies was rated very positively.

Education and (language) training

The third largest share of measures provide language courses and/or other types of education courses and training, such as maths classes, literacy classes and vocational training (27 measures).²⁴⁶ These measures aim to support the learning and development of vocational skills of participants in a variety of areas, such as language acquisition, literacy, maths, digital skills, self-confidence, and public speaking. Measures in this group aim to overcome challenges such as lack of access to the labour market (eight cases),²⁴⁷ a lack of knowledge of the local language leading to a language barrier (eight cases),²⁴⁸ isolation from the local community (four cases),²⁴⁹ low self-confidence (three cases),²⁵⁰ and a lack of information about learning and vocational opportunities available (four cases).²⁵¹

Box 7: “Your turn, Mothers” project

Implemented in Finland since 2017, the aim of this project is to facilitate transition to vocational studies and employment for stay-at-home mothers with a migrant background. During the first stage of the project, mothers take Finnish and mathematics classes at the same school as their child. Mothers are also

provided with adult education on the school premises, including computer and communication training and civic courses. Towards the end of the term, a tailored career plan is discussed with the participants, and they are placed in a three-month work-place placement (e.g. in the areas of nursing, school assistance, and catering). The participant’s career path is then discussed, and next steps planned. The provision of childcare makes it possible for mothers of younger children to participate in the project.

In terms of results obtained, about half of participants have transitioned to vocational studies or working life immediately after the project. Other benefits include a significant development of participants’ language skills, increased self-esteem and social participation, as well as improved cooperation between school and the home to the benefit of both mothers and children. An evaluation of the project commended its potential, recommending that a longitudinal analysis of the participants is carried out in order to assess the extent to which their employment pathways were accelerated in the long run, and that the operating model of the project is tested in multiple locations.

Box 8: “Opening up schools to parents for children’s success (OEPRE)”

The OEPRE project, implemented in France since 2008, is aimed at newly-arrived migrant parents who are not French language native speakers. The project aims to promote the integration of parents in the schooling of their children, through the provision of free workshops offered to groups of 8 to 15 persons in secondary schools and lasting between 60 and 120 hours per year.

Thanks to the doubling of funding to support the project between 2018 and 2020, the project has reached a high number of participants in recent years, going from the delivery of 653 workshops to 8 267 persons in 2018-2019, to the delivery of 995 workshops for 14 171 persons in 2018-2019, of whom 85% were women).

In terms of results, evaluations have been conducted for under half (10) of the measures in this group,²⁵² two of these being interim evaluations²⁵³ and one which is not public yet.²⁵⁴ Eight of these measures achieved their objectives to some extent,²⁵⁵ while information was not yet available for the remaining others.

240 Examples provided by AT, DE, FI, IE.

241 Examples provided by AT, DE, ES, FI, IE, NL.

242 Examples provided by AT, DE, FI, SE.

243 Examples of this type of measure provided by AT, CZ, CY, DE, EL, EE, FI, IT, LV, NL, SE.

244 Examples provided by AT, CZ, CY, DE, EL, EE, FI, IT, LV, NL, SE.

245 Examples provided by CY and DE.

246 Examples of this type of measure provided by AT, BE, CY, CZ, DE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, SE.

247 Examples of this type of measure provided by DE, ES, FI, FR, LU, LV.

248 Examples of this type of measure provided by AT, BE, EE, EL, FI, IE, LT, LU, MT, NL.

249 Examples of this type of measure provided by BE, CY, EL, SE.

250 Examples of this type of measure provided by DE, ES, LU.

251 Examples of this type of measure provided by LT, LU, MT.

252 Examples of this type of measure provided by AT, CY, CZ, DE, EL, FI, LV, NL.

253 Examples of this type of measure provided by LV, NL.

254 This is the case for a measure provided by CY.

255 Examples of this type of measure provided by AT, CZ, DE, EL, FI, LV, NL.

Health and housing

The smallest share of measures among the good practice examples provided by Member States focused on the provision of support in the areas of health and housing (eleven measures).²⁵⁶ Measures in this group sought to raise-awareness about services and support available to migrants, refugees and asylum-seekers in relation to the search for suitable accommodation, the national health system and access to public health services, psychosocial support, support available to tackle domestic violence, and safety measures adopted in the context of the COVID-19 pandemic. The main challenges tackled by this group of measures included a lack of information about public services available or measures in place²⁵⁷ and a lack of access to these services.²⁵⁸

Box 9: National strategies and frameworks improving the accessibility of healthcare and housing for migrants

In Ireland, the HSE second national intercultural health strategy (2018-2023) provides an integrated approach to address health and support needs experienced by the continually increasing number of service users from diverse cultural and ethnic backgrounds living in Ireland. This strategy outlines the challenges faced by migrant women (e.g. lack of awareness of existing services, lack of social support, previous trauma, lone-parenting), as well as their needs and provides targeted recommendations. In addition, the strategy also refers to the dependency of migrant women on their partners and risks of domestic violence. The consultation process held during the development of the strategy was highlighted as a good practice by representatives from AkiDwa, a national network of migrant women living in Ireland, due to its emphasis on including migrant women. This process ensured that migrant women were included in the development and implementation of the strategy. The strategy will be reviewed in 2023 and work is ongoing to establish a partnership mechanism through which the voice of service users from minority ethnic communities can influence

progress concerning the implementation and evaluation of actions.

In Spain, the Strategic Framework for Citizenship, Inclusion and against Xenophobia and Racism (2021-2017) includes among its tactical objectives to promote the use of public health care for migrants as well as more equal living conditions. Concerning housing, it also aims to promote equal and non-discriminatory access to land and housing, with special attention to the access to rental housing.

Concerning the results achieved by these measures, evaluations were available in the case of four measures,²⁵⁹ while no evaluations have been conducted yet for the remaining measures. Three of the evaluated measures were found to be very successful in achieving their objectives while information was not available for the other. One of the measures highlighted as an implementation issue the lack of regular funding to ensure the continuity of projects.²⁶⁰

Box 10: MWAM Self-Care Project #Alone Together

The Migrant Women Association Malta (MWAM) implemented a project consisting of six training sessions which combined teaching on mental wellbeing, mental illness, mental hygiene and also encouraged participants to share their own experiences. The sessions targeted different groups of women asylum-seekers and refugees based in two open centres. The project created a safe space for participants from different cultural backgrounds to share how mental health is approached within their respective cultures and discuss self-care tips and practices.

Following the high positive feedback received from participants and thanks to numerous success stories (see <https://migrantwomenmalta.org/mwam-self-care-project-alonetogether/>), MWAM has developed further training sessions and will continue providing psychosocial support to women asylum-seekers and refugees in Malta.

²⁵⁶ Examples of this type of measure provided by BE, CZ, EE, ES, FR, IE, IT, MT.

²⁵⁷ Example of this type of measure provided by BE, MT.

²⁵⁸ Example of this type of measure provided by IE, MT.

²⁵⁹ Example of this type of measure provided by CZ, FR, MT.

²⁶⁰ The CZ measure "Cooperation with non-governmental organisations".

5. RESPONSES TO COVID-19 AND FUTURE PLANS AND OUTLOOK

This section examines changes in integration policies and measures for migrant women in light of the COVID-19

pandemic. It also provides information on future plans for policies and measures in the EU Member States.



5.1. THE IMPACT OF COVID-19 ON INTEGRATION POLICIES AND MEASURES

The majority of Member States²⁶¹ did not develop specific integration policies, or adapt existing ones, to reduce the negative impact of the COVID-19 pandemic on migrant women. Out of these, eight²⁶² considered that the situation of migrant women was addressed in the wider target group of migrants' integration policies, or in cross-cutting COVID-19 policies targeting society as a whole. In some Member States, however, the new challenges identified for migrant women did inform the development of future plans, as discussed in section 5.2 below.

Germany provided specific examples of integration policies that directly targeted migrant women during the COVID-19 pandemic. These integration policies focused for example on counselling and multi-sectoral direct assistance from NGOs to migrant women.²⁶³

Similarly, most Member States did not introduce any specific measures that directly targeted migrant women to counteract the negative consequences of COVID-19.²⁶⁴ However, eleven Member States²⁶⁵ reported that migrant women were included in integration measures with a broader target group, such as the migrant community or women overall, and provided examples of integration measures identified and/or implemented since the onset of the COVID-19 pandemic. These included multi-lingual awareness raising and digital information campaigns on a variety of topics such as health, domestic violence, language learning or housing;²⁶⁶ health related measures such as prevention and control of COVID-19 including testing and vaccination;²⁶⁷ support and campaigns to prevent domestic violence;²⁶⁸ enhancing existing shelters

for migrant women who have experienced violence;²⁶⁹ online training and education courses (including language courses);²⁷⁰ labour market integration²⁷¹ and economic support (cash allowances) for vulnerable groups including migrant women.²⁷² Examples of the adaptation of integration measures to COVID-19 specifically targeting migrant women in Germany, Finland and the Slovak Republic are shown below in boxes.

Box 11: Research-led measures to address migrant women's challenges in Germany

Germany developed new integration measures to respond to the specific challenges of the COVID-19 pandemic for migrant and refugee women. These initiatives and projects were informed by research carried out by the umbrella organisation of migrant women's organisations 'DaMigra', as part of the ongoing Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (*Bundesministerium für Familie, Senioren, Frauen und Jugend – BMFSFJ*) funded project '#selbstbestimmt', in close exchange with the women themselves. The research aimed at identifying the short term and long-term effects of the COVID-19 pandemic on this group, and what measures should be taken. Measures to prevent violence include, for example, the nationwide project 'MiMi- Violence Prevention for Refugee Women, Children and Migrant Women' (MiMi-Gewaltprävention). This included a multilingual information campaign to support families in dealing with domestic violence.

261 AT, BE, BG, CY, CZ, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, SE, SI, SK.

262 AT, BE, CY, CZ, FR, IE, LU, NL, SK.

263 DE.

264 BE, BG, CY, CZ, EE, ES, HR, HU, IE, LU, NL, PL, SE, SI.

265 AT, BE, DE, FI, FR, IE, LU, LV, MT, SK.

266 AT, BE, DE, FI, FR, LU, LV, SE.

267 AT, BE, IE, LU.

268 AT, DE, FI, LU.

269 FI.

270 AT, BE, DE, FI, FR, LU, SE.

271 AT, FI, FR, IE.

272 LV, SK.

Box 12: Adaptation of measures to meet the needs of migrant women in Finland

In Finland, the existing integration measures have been rapidly adapted since the beginning of the pandemic, through a variety of different initiatives, such as: 1) a new free telephone helpline and the expansion of chat services for migrant women at risk of domestic violence; 2) online measures to promote the integration of migrant women that were previously based on face-to-face meetings. These included initiatives such as the 'Neighbourhood Mothers' training activities and the 'Womento career mentoring' programme, which moved online due to the outbreak of the COVID-19 pandemic. As e-mentoring has proved to be an agile model, starting from 2021, 'Womento career mentoring' is delivered virtually. The shift to remote activities allowed the project to expand its coverage from regional to national. The development of the e-mentoring model continues.

Box 13: Expansion of mental health services provided for migrant women in Malta

Due to the pressures created by COVID-19, such as widespread unemployment and an increase in domestic abuse cases due to (or exacerbated by) confinement, Malta recognised that migrant communities were a particularly vulnerable group. In response, the Migrant Women Association in Malta

(MWAM) developed and implemented a Mental Health Hygiene project. The project was created with the expertise of the MWAM's Intercultural Trainer and Psychologist Trainer, identifying mental health priorities of different target groups, including female asylum seekers and refugees. Training sessions combined a teaching element on mental wellbeing, mental illness, and trauma. The sessions also include an interactive element where participants were encouraged to share their own experiences and create a safe space for discussion.

Box 14: New cash-based financial support measures in Latvia and the Slovak Republic

Latvia and the Slovak Republic provided examples of effective economic support to migrant women, through the development of different cash-based support measures. Latvia developed measures aimed at supporting migrant women included in the broader groups of international students, families with alternative status and people under retirement age, while the Slovak Republic proved support to vulnerable groups (including migrant women from non-EU countries) through the so-called pandemic parental allowance and the extension of the standard parental allowance for the duration of the crisis situation.



5.2. FUTURE PLANS AND OUTLOOK

Eleven Member States²⁷³ reported on planned policy developments, as well as plans to introduce new features in policies and measures on the integration of migrant women, also in light of the impact of COVID-19. Four of these Member States²⁷⁴ confirmed that current and planned policy developments took the impacts the COVID-19 pandemic and/or the specific needs and constraints of migrant women into account. These Member States aimed at including migrant women in the general measures targeting migrants and in specific measures in response to the COVID-19 pandemic, but also in dedicated measures aiming at the integration of migrant women. Finland reported on the ongoing comprehensive reform of their integration policy and legislation, in which particular attention will be paid to the integration of people outside the labour market. This group includes many stay-at-home parents, especially mothers, and women who moved to Finland following their spouses who had found employment. It is hoped that the comprehensive reform of integration policy will, at least in some respects, address the challenges associated with the integration of migrant women. In France, several measures to reinforce the integration of migrant women on the labour market are planned such as the development of a childcare offering to facilitate their job search and participation in training sessions and the development of training paths towards employment in sectors that have difficulties recruiting. The boxes below show examples of new policies being developed by Member States.

Box 15: Plan 'Living Together' (Plan Samenleven) in the Flemish Community (Belgium)

In Belgium, in Flanders, the Plan 'Living Together' (Plan Samenleven) aims to solve the issue of fragmented and low impact policies via various objectives such as improving the quality of life in cities, language development, support for work, tackling discrimination and combatting segregation. The Plan specifically acknowledges three main challenges faced by migrant women: language, social integration/participation and employment barriers.

Box 16: A review of national integration policies including migrant women in Lithuania

Lithuania is planning to address the challenges faced by migrant women and highlight the importance of the new national action plans under the EU activities of the Asylum Migration and Integration Fund for 2021-2027. The current draft of Lithuania's national programme stresses the importance of providing opportunities to migrant women to play an active role in the labour market, strengthening employment opportunities and investing in a lifelong learning system, as well as to promote entrepreneurship among third-country nationals.

273 BE, DE, EE, EL, FI, FR, IE, IT, LT, LU, NL.

274 DE, EE, FI, FR.

Four Member States²⁷⁵ indicated that as a result of the impact of the COVID-19 pandemic, they had become aware of new challenges for migrant women, which they subsequently sought to address by developing new measures, targeting the labour market and entrepreneurship,²⁷⁶ education,²⁷⁷ adoption of hygiene and behavioural rules (e.g. social distancing),²⁷⁸ language training,²⁷⁹ socio-economic inclusion and civic integration,²⁸⁰ health²⁸¹ and protection from gender-based violence.²⁸² The boxes below highlight the newly adopted measures in Belgium and Germany.

Box 17: Newly targeted measures to specific ethnic groups in the Brussels Capital Region

In the Brussels-Capital Region, measures on social and civic inclusion, psychosocial support and parental support were developed in early 2021, by VIA, a Brussels reception office for newcomers through the OUMMI project. The project pays specific attention to Syrian women, who arrive in the country in large numbers; more particularly women from the Dom ethnic group, a nomadic ethnic group marginalised in Syria. This group has been considered with special attention at policy and implementation level, considering the difficulties expressed by this group in raising their children in a new country, with different social and cultural norms and their precarious state has been furtherly exacerbated by the COVID-19 crisis.

Box 18: Examples of Germany's current measures in light of new challenges for migrant women

From 2022, the German Federal Government Commissioner for Migration, Refugees and Integration will implement eleven projects primarily targeting the empowerment of migrant women and support them in arriving in Germany, for a total budget of six million euros. In addition, the project 'Fem. OS' (Outreach Orientation and Counselling System in social media for Migrant Women) will be funded with around € 1.1 million in 2022. In addition, the Federal Government Commissioner for Migration, Refugees and Integration continues to fund a further training programme 'MI-KADOpus' within the framework of the FrauenComputerZentrum (Women's Computer Centre), which will digitally qualify refugee women in 2022 and train refugee women so that they can conduct IT trainings on their own. To better address the issue of gender-based violence, the umbrella organisation of migrant women's organisations 'DaMigra' formulates a need for action with regard to effective protection against sexualised and gender-based violence, which has increased as a result of the pandemic.

The Czech Republic and Lithuania reported on their commitment to including migrant women in new integration measures, but did not mention specific examples. In Ireland, work has started on successors to the Migrant Integration Strategy and the National Strategy for Women and Girls, both of which expired at end 2021.

275 AT, BE, DE, SE.

276 AT, BE, DE, SE.

277 AT, DE.

278 DE.

279 BE, DE, SE.

280 BE, DE.

281 AT.

282 AT, DE.

6. CONCLUSIONS

The study provides an overview of how migrant women are addressed in integration policies across 23 EU Member States. It also provides an overview of main integration characteristics. It offers examples of integration measures tailored to facilitate the integration of migrant women in different areas including civic integration, the labour market, education and language learning, accommodation, and health.

The following conclusions can be drawn from this study:

- **Slightly less first permits are issued to third-country women compared to men.**

Across 2016–2020, 54% of first permits were issued to males and 43% to females. First permits granted for remunerated activities and for other reasons across the EU 27 and Norway during 2016–2020 are skewed towards male migrants. In contrast, permits granted for family reasons are skewed towards female migrants.

- **Eurostat data on integration indicators shows that migrant women lag behind their male counterparts in several aspects, and behind the total population.**

For example, the average unemployment rates among female third-country nationals were higher in every year between 2016 and 2020 than that of males (ranging between 15 and 19% compared to a range of 11–17% amongst male third-country nationals). Also, third-country migrant women have lower levels of educational attainment with 70% of migrant women having secondary or tertiary education in 2020, compared to 77% for the population as a whole. But at the same time, the proportion of female third-country nationals who have undertaken tertiary education is greater than that of males (2020: 32% compared to 28%). Eurostat data also show that on average in 2016–2020, the educational attainment of migrant women increased at a rate higher than the whole population and migrant men.

- **Key challenges reported by EU Member States relate mainly to the labour market integration of migrant women, while an increased awareness of specific issues faced by migrant women can also create opportunities.**

Overall, EU Member States' debates focus on ensuring access to the labour market for migrant women in the context of challenges relating to language barriers, gendered labour markets, stereotypes and family

care-taking needs. At the same time, opportunities discussed include increased acknowledgement of the issues faced by migrant women, such as access to labour market, and therefore increased prospects of addressing them. The (potential) contribution of highly educated migrant women was also identified as an opportunity in some Member States.

- **To address challenges that hinder the integration of migrant women, most Member States have developed integration policies specifically addressing the situation of migrant women or have mainstreamed gender in their integration policies.**

Three main approaches (which are not mutually exclusive) can be identified across EU Member States: 1) EU Member States that have no gender focus in integration policies, 2) EU Member States that have integration policies focusing on migrant women, and 3) EU Member States that follow a gender mainstreaming approach.

- **In the majority of Member States, the integration of migrant women is not a policy priority as expressed in their integration policies, although in some there are sectoral policies addressing their integration.**

For other Member States, however, the integration of migrant women is a priority mentioned in their integration policies and action plans, with the stated aim of achieving gender equality.

- **The extent to which Member States have implemented integration policies for migrant women varies by policy area.**

The two main policy areas where EU Member States focus their efforts are labour market integration (and entrepreneurship) with most policies reported aiming at integrating migrant women into employment or self-employment, and civic integration. Language training and education are also considered to be areas of focus for EU Member States. Fewer policies focus on health and housing. Member States also implement a wide range of other policies such as those addressing violence against women, human trafficking, discrimination and racism, as well as integration through sport.

- **For a majority of Member States the responsibility for integration policies is typically shared between national, regional and local levels.**

The implementation of integration policies is a reciprocal process that requires concerted efforts across society and involves governmental and non-governmental public bodies and institutions at various levels.

- **Member States have also implemented a range of practical measures to facilitate the integration of migrant women.**

EU Member States reported on good practice measures in all areas, including labour market, civic integration, education and language learning, health, and housing. The focus, however, mirrors the policies as most measures are in the areas of employment and self-employment as well as civic integration, followed by language courses and measures enhancing education. Some EU Member States are currently working on developing certain new elements in integration measures by e.g. including migrant women in general integration measures or adapting measures to better cater for their needs (such as offering childcare to facilitate job search and participation in training sessions). These provide a starting point for future plans and provide some tools to enhance migrant women integration.

- **The challenges faced by migrant women have been exacerbated by the COVID-19 pandemic.**

Most Member States did not develop or adapt their integration policies to reduce the negative impact of the pandemic on migrant women. However, several Member States are considering new policy initiatives or policy changes to address these challenges.

These future plans target the inclusion of migrant women in more general measures targeting migrants as well as in specific measures in response to the COVID-19 pandemic, but also in dedicated measures aiming at the integration of migrant women in different areas.

The EU's policy direction on gender equality and anti-discrimination overall, and in asylum, migration, and integration more specifically, draws on gender-specific approaches for groups facing specific challenges. While the Gender Equality Strategy 2020-2025 favours a double approach, that is gender mainstreaming complemented by gender-specific actions, as well as intersectionality when it comes to implementation. These policies and measures should be further analysed and shared across the EU in the months and years to come.

7. ANNEXES

Annex 1: Overview of the competent institutions for integration policy across Member States

MS Competent institutions for integration policy

| | |
|-----------|---|
| AT | Main body: Federal Chancellery; Federal Minister for Women, Family, Youth and Integration. Other competent institutions include: The Austrian Integration Fund (federal institution), Expert Council for Integration, all governmental institutions at federal, provincial and municipal level, and non-state organisations. |
| BE | Most integration matters are managed by the country's Communities: the Flemish, the French and the German-speaking Community, including the Agencies for Integration and Civic Integration (Flanders), the Regional Integration Centres for foreigners and people of foreign origin (Wallonia) and the Brussels Reception Offices for Newcomers. Other competent authorities include: the Federal Government, inter alia the State Secretary for Asylum and Migration and the State Secretary for Gender Equality, Equal Opportunities and Diversity (other ministries as well have the responsibility to ensure the achievement of policy goals within their domain relating to integration), the Regions (Flemish Region, Walloon Region and Brussels-Capital Region), including the Regional Public Employment Services, Inter-Ministerial Conference on Migration & Integration. and the local administrative level with Belgian municipalities responsible for the implementation of national and regional policies, as well as for conducting their own programmes and their Public Centres for Social Welfare (PCSW) which facilitate, inter alia, migrants with integration incomes, language courses, and labour market support. |
| BG | Horizontal character of the integration process in Bulgarian legislation across authorities: State Agency for Refugees under the Council of Ministers, the Ministry of Education and Science, the Ministry of Labour and Social Policy, the Ministry of Health, the Ministry of Interior, the Ministry of Youth and Sports all take an active part in the integration process. Other relevant institutions and authorities are the State Agency for National Security, the State Agency for Child Protection, the Employment Agency, the Social Assistance Agency, mayors and district governors. |
| CY | Cyprus' integration authority is de facto the Ministry of Interior, although the authority to deal with all integration issues has been delegated to the Civil Registry and Migration Department. The Advisory Board for the Integration of Migrants is composed of: Ministry of Interior, Ministry of Labour, Welfare and Social Insurance, Ministry of Education, Culture, Sports and Youth, Ministry of Health, Commissioner for Administration and Human Rights (Ombudsman), Pancyprian Federation of Labour, (trade union), Cyprus Workers Confederation, (trade union), Democratic Labour Federation of Cyprus, (trade union), Cyprus Employers and Industrialists Federation, (employer's association), Cyprus Chamber of Commerce and Industry (employer's association), Union of Cyprus Municipalities, (local authorities), Union of Cyprus Communities (local authorities), and two local NGO's active in the field of integration. |
| CZ | The Ministry of Interior is entrusted with the role of coordinator for integration with other ministries: the Ministry of Education, Ministry of Labour and Social Affairs, Ministry of Foreign Affairs, Ministry of Culture. Other partners (18 Integration Centres, non-governmental non-profit organizations, organizations of immigrants, regional and local administrations, academia, etc.) are also involved in its implementation |
| DE | The Federal Ministry of the Interior and Community (BMI), Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ), Federal Ministry of Labour and Social Affairs (BMAS), Federal Ministry of Education and Research (BMBF), Federal Ministry for Economic Affairs and Energy (BMWi), Federal Office for Migration and Refugees (BAMF), Federal Government Commissioner for Migrants, Refugees and Integration (<i>Beauftragte der Bundesregierung für Migration, Flüchtlinge und Integration</i>), The <i>Länder</i> (aka regions) - responsible for the concrete implementation of federal regulations; can also co-determine their own integration laws. A regular forum for exchange is the Conference of Integration Ministers (IntMK), in which the responsible ministers coordinate political projects in the field of integration. Municipalities (although they have no legal competences of their own), serve the purpose of regulating. |
| EE | The Ministry of Culture is the main authority responsible for developing integration policies and its subordinate institution the Integration Foundation. Other related institutions are Ministry of the Interior (with its implementation authority the Police and Border Guard Board), Ministry of Social Affairs (and its subordinate organisation the Social Insurance Board), Unemployment Insurance Fund, Ministry of Justice, Ministry of Economic Affairs and Communications, Ministry of Education and Research, Ministry of Foreign Affairs and Ministry of Finance. |
| EL | According to Presidential Decree 106/2020, the Social Integration Directorate, which is under the portfolio for Social Integration Deputy Minister of Migration and Asylum and administratively under the General Secretariat for Migration Policy, is responsible for the planning, monitoring and implementation of the integration policy and the National Strategy for Integration of legally residing third country nationals, in collaboration with other Ministries, local authorities and their organizations, international organizations and the civil society organizations engaged in social integration activities. |

| MS Competent institutions for integration policy | |
|---|---|
| ES | Integration policy is a shared competence between national, regional and local organizations. The Ministry of Inclusion, Social Security and Migration is the Department responsible for the development of the Government's policy on foreigners, immigration and emigration and inclusion policies. Integration plans can be developed at national, regional and local level in their respective territories. |
| FI | The Ministry of Economic Affairs and Employment is responsible for promoting the integration of immigrants in Finland and the related legislation. Other competent authorities include municipalities and the Employment and Economic Development Office. |
| FR | The Ministry of the Interior. Within this and more precisely the General Directorate for Foreign Nationals in France (DGEF): the Directorate for Integration and Access to Citizenship (DIAN). Other competent authorities include: The French Office for Immigration and Integration (OFII), Regional "integration" correspondents, Departmental "integration" referents, regional authorities, municipalities, Departmental councils, Regional councils, Inter-ministerial Delegate for the Reception and Integration of Refugees (DIAIR), Inter-ministerial Commission for the Housing of Immigrant Populations (CILPI). |
| HR | Office for Human Rights and the Rights of National Minorities of the Government of the Republic of Croatia. Other competent authorities include ministries, public institutions and local and regional self-government units. |
| IE | Responsibility for coordinating migrant integration policy at the national level sits within the Department of Children, Equality, Disability, Integration and Youth (DCEDIY). The delivery of integration services rests with individual government departments and agencies and at the local authority level. |
| LT | In Lithuania, the national integration policy of foreigners is carried out by the state institutions and agencies within their remit and in cooperation with municipalities and non-governmental organisations. The Ministry of Social Security and Labour of the Republic of Lithuania is the main body responsible, tasked with formulating integration policy. |
| IT | The Interior Ministry, which, as well as being directly responsible for the issue of migrations, manages the National Coordination Round Table, made up of central and local administrations with responsibilities in the integration sector and for migratory policies; Ministry of Labour and Social Policies, which, in collaboration with the Regional Administrations and Local Entities, is responsible for policies of social and occupational integration of migrant people. Ministry of Education, Universities and Research, Health Ministry, Ministry of Agriculture, Food and Forestry Policies, National Anti-Racial Discrimination Office (UNAR), Equal Opportunities Policies Office at the Department for Equal Opportunities. |
| LU | Main competent authority: Ministry of Family Affairs, Integration and the Greater Region (Department of Integration). Other competent authorities include: the Inter-ministerial committee on integration, ²⁸³ the Ministry of Equality between Women and Men, the Ministry of National Education, Children and Youth, the National Employment Agency (ADEM), the National Council for Foreigners (CNE), municipalities (Syndicat des Villes et Communes Luxembourgeoises (SYVICOL), municipal consultative commissions on integration, Groupe d'échange et de soutien en matière d'intégration au niveau local (GRESIL)), NGOs and associations, as well as private companies. |
| LV | The Ministry of Culture is the main body; the delegated authority of the Asylum Migration and Integration Fund (AMIF). Other competent authorities include: the Ministry of Education and Science, Ministry of Welfare, Ministry of Economy, Ministry of Health, Society Integration Foundation and non-governmental organisations, and municipalities. |
| MT | The University in Malta plays a very active role in implementing a strategy aimed at creating a more inclusive education and society. The Ministry for Home Affairs, Security, Reforms and Equality is ultimately responsible for integration policy in Malta, and delegates authority for its development and implementation to the Human Rights Directorate, which carries out national strategies and projects in collaboration with various ministries, entities, local councils, NGOs, and civil society. Other Ministries such as the Ministry for Health and the Ministry for Education, and entities such as the Foundation for Social Welfare Services, also have their own policies that aim to ensure migrants' access to the public goods and services they provide. |
| NL | Municipalities have the main responsibility of implementation (both national and decentralised integration policies). The Ministry of Social Affairs and Employment (Sociale Zaken en Werkgelegenheid, SZW) is responsible for the development of national integration policies, though this is limited due to decentralisation. Other ministries as well have the responsibility to ensure the achievement of policy goals within their domain to relate to integration. |
| PL | The Minister in charge of social policy is responsible for the coordination of the policy on the integration of foreigners in Poland. |
| SE | The two key players are the Swedish Public Employment Service and the Swedish Gender Equality Agency as labour market integration and gender equality are politically prioritized. Authorities with coordinating responsibilities play an important role due to the number of actors involved, another key actor is therefore the County Administrative Boards at the regional level. The main actors at the local level are the municipalities. |
| SI | The Ministry of the Interior and the Support and Integration of Migrants (UOIM). |
| SK | The Ministry of Labour, Social Affairs and Family of the Slovak Republic, Ministry of Interior, and NGOs. |

²⁸³ The committee is coordinated by the Ministry of Family Affairs, Integration and the Greater Region, and composed of 13 ministries and two administrations.

Annex 2: Overview of funding available at the EU and national level for integration measures targeting migrant women

| MS | Targeting migrant women through EU funds? (Yes/No) | EU funding received for integration, including for migrant women | Targeting migrant women through national initiatives? (Yes/No) | Specifically targeting migrant women through national initiatives? |
|-----------|--|---|--|--|
| AT | Yes | ESF under the investment priorities “Equality between women and men” and “Active inclusion”. AMIF share of funding: 5 % (2017) to 16 % (2020) annually. | Yes | Between 2016 and 2019, funding for specific integration measures for migrant women was provided at national level by the then Federal Ministry for Europe, Integration and International Affairs. Since 2019, this was supplemented by the Austrian Integration Fund and in 2020, the Federal Chancellery took over responsibility from the Federal Ministry for Europe, Integration and International Affairs. One of the integration funding priorities of the Federal Chancellery focuses on women (Women’s Package) (Federal Chancellery, 2021a, 2021b). Furthermore, there is also a focus on women in the targeted calls for funding applications issued by the Austrian Integration Fund (Austrian Integration Fund, 2019, 2021a). The amount of funding for specific integration measures for migrant women – viewed over the entire period under review – was relatively stable between 2016 and 2018 (2016: € 1.50 million; 2017: € 1.45 million; 2018: € 1.37 million) but then more than tripled to € 4.79 million in 2021. Targeted funding through the Austrian Integration Fund in particular, increased sharply during the period 2019–2021. In addition, there are measures that are (co-)financed by other Austrian ministries. ²⁸⁴ For example, women and migrants are integrated into the labour policy measures of the Federal Ministry of Labour ²⁸⁵ . In addition, there are further funding options and measures at regional and local level, as well as by interest groups and non-governmental organizations (Federal Chancellery, n.d.g). |
| BE | Yes | Some regions use AMIF funding for projects specifically targeting migrant women. For example, in Flanders the project “Integration for women with a low literacy level and young children” was carried out. AMIF budget of € 1 768 865.86. The project “She Did it” was also carried out in Flanders, supporting women with entrepreneurial projects. This project had an AMIF budget of € 249 839.10. | No | Migrant women are included under general inclusion and civic integration actions. Some actions by NGOs and non-profit organisations which are funded publicly and/or privately also target migrant women. Independent public utility foundations also fund projects including or specifically targeting migrant women. Foundations, such as the King Baudouin Foundation, are partially financed through national resources (in this case via an annual donation made by the Belgian National Lottery). |
| BG | No information provided | | No | Funding to support integration into the labour market is provided to migrants in general through the Refugee Employment and Training Programme (RETP). |
| CY | No | AMIF and ERASMUS+ co-financed projects tend to target a wider group, but some of their activities are addressed specifically at women. For example, workshops or seminars for the empowerment of women under an AMIF action that supports the operation of “Migrant Information Centers”; in 2019 the stories of individual women refugees were shared with the public during an open event organized by the Cyprus Ombudsman office with subject “Women refugees, women migrants in Cyprus”; as well as coping skills development workshops and after-school and summer school child-care programmes implemented under the project “Integration Programmes by local authorities”. | No | Some actions privately funded by NGOs might also target women, but none are financed by the national budget. |

284 For an overview of integration projects funded in Austria, see Integrationsprojekte in Österreich, 2021.

285 Interview with Federal Ministry of Labour, Department III/B/7 (Employment of Foreign Nationals) and Department III/A/10 (Labour Market Service), 16 September 2021.

| MS | Targeting migrant women through EU funds? (Yes/No) | EU funding received for integration, including for migrant women | Targeting migrant women through national initiatives? (Yes/No) | Specifically targeting migrant women through national initiatives? |
|----|--|---|--|---|
| CZ | No | Some targeted measures as part of AMIF, EEA grants or ESF co-financed projects. | No | Some targeted measures implemented as part of State-funded projects. |
| DE | Yes, | Some ESF and AMIF-co-financed measures target migrant women. For example, the AMIF project "Women's Language & Design Literacy Through Action and Lifeworld Orientation" (AMIF contribution of € 449 140.73) and the ESF project "Stark im Beruf" from 2015 to 2021 (ESF contribution of € 37 million). | No | Projects usually target the broader group of migrants in general, but there are some measures which target migrant women, such as: The ESF co-financed project "Stark im Beruf" which received additional funding from the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth; the project "Empowering Migrant and Refugee Women" (October 2016-September 2019) co-financed by DaMigra, an umbrella organisation of migrant women's associations (€ 663 641), and by the Federal Ministry of Labour and Social Affairs (BAMF) (€ 50 000 per year); and "#selbstbestimmt", another project co-financed by DaMira (€ 664 000) and the BAMF (€ 110 000 per year). |
| EE | No | General integration projects co-financed through AMIF, ESF or the REACT fund in response to COVID-19. | No | Some targeted measures as part of the State budget allocated to Work in Estonia programme: Range of activities and "Spouse programme 'Re-Invent Yourself'" provided by the International House of Estonia. |
| EL | No | General integration projects co-financed under AMIF | No | General integration projects financed by the State budget, although some proposals and funding programmes targeting women in the next programming period (2021-2027). The Operational Programme on Human Resources Development, Education and Lifelong Learning (2014-2020) funded interventions in the field of employment, education and lifelong learning in which women could participate. As of December 2021, 34 889 migrant women had benefited from this Programme. ²⁸⁶ Examples of actions under this programme include the provision of care and accommodation places kindergartens which increases the employment of migrant women, as well as the Second Chance Schools for the reintegration of adults with low formal qualifications or linguistic knowledge. |
| ES | Yes | General integration projects co-financed under AMIF. Projects including a gender approach are also financed through various EU funds for the development of actions in the field of foreigners, which aim to defend the human rights of migrants, and promote coexistence and social cohesion. These initiatives focus on areas such as the tackling of gender-based violence and monitoring the treatment of hate speech and immigration in the media, among others. | No | General integration projects financed by the State budget. |
| FI | Yes | Some integration projects co-financed under AMIF and ESF target migrant women specifically. | Yes | Some integration projects financed by the State budget target migrant women specifically. For example, the Funding Center for Social Welfare and Health Organisations (STEA) provides funding for projects promoting integration, some of which target migrant women. In addition, the Ministry of Economic Affairs and Employment grants funding for NGOs and municipalities for activities promoting integration. |

286 According to the data of the NSRF IIS (reference date 7/12/2021), see EL NCP report.

| MS | Targeting migrant women through EU funds? (Yes/No) | EU funding received for integration, including for migrant women | Targeting migrant women through national initiatives? (Yes/No) | Specifically targeting migrant women through national initiatives? |
|----|--|---|--|---|
| FR | No | General integration projects co-financed under AMIF (115.5 million euros allocated to 2014-2020) | Yes | General integration projects financed by the State budget. At least € 4 million allocated yearly through calls to projects supporting integration. In 2020, four projects specifically targeted newly-arrived women and six in 2021. At the regional level, the State's decentralised network launches calls for regional and/or department projects to meet the local needs of newly-arrived foreign nationals. In 2020, 144,000 benefited from actions supporting integration, of which approximately 51,000 women (however, these figures are underestimated due to a response rate of 70% from territorial actors interrogated). In 2020 € 8 million of funding was granted to associations working with treatment plans. |
| HR | Yes | <p>Croatian NGOs and national stakeholders are implementing projects regarding the integration of beneficiaries of international protection through the EU funds.</p> <p>For example, the Office for Human Rights and the Rights of National Minorities of the Government of the Republic of Croatia implements a project co-financed by AMIF called "INCLuDE" - Interdepartmental cooperation in empowering third-country nationals. The total value of the project is 6,230,660.00 HRK, of which 25% or 1,557,665.00 HRK is national co-financing, while 75% or 4,672,995.00 HRK is co-financed by AMIF funds.</p> <p>Within the project "Building a system and comprehensive support to beneficiaries of international protection through the development of inclusive social services". The value of the project is HRK 1,499,994.57 from the European Social Fund. City Society of the Red Cross of the City of Karlovac and the city of Sisak conducted an educational workshop entitled "Empowerment to active participation in the local community." The workshop was attended by parents, mostly mothers, from families of asylum seekers.</p> | Yes | <p>Migrant women are included in the same manner as their male counterparts, in order to equip them with knowledge regarding mechanisms for protection and promotion of their rights and enhance their social participation.</p> <p>For instance, during 2020 the project of the Rehabilitation Center for Stress and Trauma "Skills for the future - encouraging the integration of women and children granted international protection through the acquisition of digital and STEM competencies" was implemented. The project is funded by the call of the Ministry of Demography, Family, Youth and Social Policy. Another example are the activities of the "Women to Women" collective, which uses art as a tool for discussion and networking, through workshops, gatherings and excursions, with the aim of acquiring new skills and knowledge and establishing artistic collaborations. The result of these activities is the maintenance of two public bazaars and the recently established online store, with the aim of economic empowerment of women.</p> |
| HU | No | General integration projects co-financed under EU funds. | No | General integration projects co-financed under national funding. |
| IE | Yes | Integration projects are co-financed under AMIF and ESF (Employability, Inclusion and Learning) and Youth Employment Initiative. | Yes | <p>In general, integration programmes financed from the national sources target migrant women as part of wider groups (migrants in general or women in general).</p> <p>An example of a targeted initiative is the 2017 funding granted from the Dormant Accounts Fund to seven projects nationwide to support the labour-market integration of female refugees and the female family members of refugees.</p> |
| IT | No | The EU structural funds /programmes do not finance integration measures aimed specifically at migrant women. | No | National funding is not available for measures specifically aimed at supporting the integration of migrant women. |

| MS | Targeting migrant women through EU funds? (Yes/No) | EU funding received for integration, including for migrant women | Targeting migrant women through national initiatives? (Yes/No) | Specifically targeting migrant women through national initiatives? |
|----|--|--|--|---|
| LT | Yes | AMIF, ESF, Erasmus+, and Nord Plus may provide funding to some individual projects supporting migrant women.. | Yes | Some projects target migrant women. For example, in 2019 and also 2021 national funding (€ 5 000 of co-financing) was allocated for a measure providing educational training for migrant women on women's and children's rights in Lithuania, on reconciling work and education with family needs, and domestic violence and available help. ²⁸⁷ |
| LU | Yes | AMIF and ESF are the principal financial sources. The ESF may fund gender-specific projects, and AMIF may finance projects targeting asylum seekers and refugees, as well as intercultural training courses. However, given the specific focus of the AMIF on third-country nationals, the fund is not always adapted to the demographic context of Luxembourg where more than 80% of foreign residents are EU citizens. | Yes | The National Action Plan on Integration (NAP) is a principal source of national funding. In 2021, two out of ten projects financed through the NAP targeted migrant women, 'Learning languages while working at 'NAXI-Atelier'' (in French: 'Apprendre des langues en travaillant au NAXI-Atelier') and 'Making society in comics – Women's stories of integration in comics' (in French: 'Faire société en bande dessinée – Récits d'intégration au féminin et en bande dessinée'). The Department of Integration may also provide subsidies to projects targeting the integration of migrant women or financial or material support to municipalities or public administrations to enhance their integration services. The National Social Inclusion Office ('Office national de l'inclusion sociale' – ONIS) affiliated to the Ministry for Family Affairs, Integration and the Greater Region may also contribute to financing measures targeting the integration of migrant women. Moreover, such measures may receive funding from the Ministry of Equality between Women and Men, municipalities, or non-profit organizations. The budget for state participation in the costs of associations working in the field of integration increased by 14% in 2020. Until 2023, an annual budget of € 500 000 is available to fund municipal projects aiming at the integration of foreigners. Every year, 20 municipalities will receive € 25 000 to encourage the creation of a municipal integration plan (PCI). |
| LV | No | Measures under some projects co-financed by the ESF, Nord Plus, and AMIF may support migrant women. | No | In Latvia, no integration program is financed solely from the state budget. Migrant women are included under general inclusion and civic integration actions. |
| MT | No | Measures under some projects co-financed by the ESF and AMIF support migrant women but do not target them specifically. For example, through an AMIF project- <i>Employment Support Services for Migrants</i> asylum-seekers and persons granted international protection (including migrant women) may enrol on the Job Brokerage Scheme, which grants them access to guidance services. They may also enrol in basic English and Maltese language training for employment while receiving a training grant of EUR.50/HR Migrant women are also eligible for the pre-employment training offered under an ESF-co-financed project- VASTE | Yes | An awareness session on health measures during COVID-19 was delivered by the Migrant Health Liaison Office targeting migrant women specifically. |
| NL | No | General integration projects co-financed under AMIF, but attention is requested for the specific position of women. | No | General integration projects financed by the State budget. |
| PL | N/A | | N/A | |

287 See <https://e-seimas.lrs.lt/portal/legalAct/lt/TAD/b4dca730722811eb9fc9c3970976dfa1?jfwid=>

| MS | Targeting migrant women through EU funds? (Yes/No) | EU funding received for integration, including for migrant women | Targeting migrant women through national initiatives? (Yes/No) | Specifically targeting migrant women through national initiatives? |
|-----------|--|---|--|---|
| SE | Yes | Some projects co-financed under AMIF and ESF target migrant women. For example, under Stadsdelsmammor 2.0 (Neighbourhood Mothers) migrant women receive information and support for better social and labour market integration, ²⁸⁸ while the project Salam familj provides support to parents on parental leave. | Yes | Since 2018 extra national funding has been allocated for activities focusing on language training for migrant women and small children. An estimated 10% of funding coming from the Swedish Social Fund (2014-2020) targets migrant women specifically. |
| SI | No | General integration projects co-financed under AMIF | No | General integration projects financed by the State budget. |
| SK | No | General integration projects co-financed under AMIF | No | The Operational Programme Human Resources may cover migrant women as part of a broader group, however no calls aimed only at migrant women or migrants were launched or implemented during 2014-2020. |

²⁸⁸ See <https://www.migrationsverket.se/Andra-aktorer/EU-fonder/Programperiod-2014-2020/Beviljade-projekt/Flikar/Integration-och-laglig-migration/Stadsdelsmammor-2.0.html>

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Republic of Moldova <http://bma.gov.md/en>

Ukraine <https://dmsu.gov.ua/>