

Integration of Migrant Women in the EU and Norway: Policies and Measures

Common Template for EMN study 2021

Final version, 23 July 2021

Subject: Integration of Migrant Women in the EU and Norway: Policies and Measures

Action: EMN NCPs are asked to submit their national reports for this study by 25 November 2021.

If needed, further clarifications can be provided by directly contacting the EMN Service Provider (ICF) at emn@icf.com.

1 BACKGROUND AND RATIONALE FOR THE STUDY

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 the base for societal integration. While the term 'integration' is contested² and other terms such as 'inclusion' are increasingly preferred in policy, in this study the term 'integration' is used deliberately to refer to integration and inclusion policies and measures addressing migrant women.

In the EU, women account for almost half of the migrants from third countries (10.6 million or 49% of the migrant stock on 1 January 2020).³

Women, like men, migrate to Europe for a variety of reasons.⁴ Women may arrive as family migrants, labour migrants, students, asylum applicants or belonging to another group of migrants. This is reflected

⁴ 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.





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.

² Schinkel, W. 'Against 'immigrant integration: For an end to neocolonial knowledge production', 2018, CMS, 6(31).

³ Eurostat, 'Population on 1 January by age group, sex and citizenship', 2021, https://ec.europa.eu/eurostat/web/products-datasets/-/migr-pop1ctz, last accessed on 21 July 2021 (without EL, HR, MT and PL).

in the diversity of legal statuses and rights among migrant women. Migrant women's integration challenges differ depending on their resident status or reason for migration.⁵

Recent studies show that migrant women face a so-called "double disadvantage", due to the intersection of being a woman and being a migrant.⁷ For example, migrant women in the EU generally have a higher unemployment rate than both non-migrant women and migrant men. For those women with young children, the employment rate is significantly lower for migrant than non-migrant women.⁸ Moreover, refugee women are worse off when it comes to education or employment compared to other migrant women, pointing to a "triple disadvantage".⁹

In addition, migrant women have been disproportionally impacted by the COVID-19 pandemic, e.g. through job loss, additional care and housework, domestic work or increased exposure when providing front-line services.¹⁰

On the other hand, there are also unique integration opportunities. Migrant women are – for example – equally likely to be as highly educated as non-migrant women and are more likely to be highly educated than migrant men.¹¹

The above elements shows the importance of a gendered approach in migrant integration policies and measures. ¹² However, 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. ¹³ The European Court of Auditors in its 2018 report identified a lack of policies for addressing the specific integration challenges of migrant women. ¹⁴ 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 mainstreaming 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'. ¹⁵

⁵ 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.

⁶ European Institute for Gender Equality (EIGE), 'Gender and Migration', 2020, p. 4, https://eige.europa.eu/publications/gender-and-migration, last accessed on 9 July 2020.

⁷ 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.

⁸ 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.

⁹ OECD, 'Triple Disadvantage? A first overview of the integration of refugee women', 2018, pp. 16 and 19, https://www.oecd-library.org/employment/triple-disadvantage-3f3a9612-en;jsessionid=QdS1wA6MXnTSSOMYsBcF9L0j.ip-10-240-5-190, last accessed on 9 July 2021.

¹⁰ 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.

¹¹ 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.

¹² OECD, 'How to strengthen the integration of migrant women?', 2020, Migration Policy Debate No. 25, p. 6, https://www.oecd.org/migration/mig/migration-policy-debates-25.pdf, last accessed on 9 July 2021.

¹³ The EU Agency for Fundamental Rights (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.

¹⁴ 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.

¹⁵ 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.

In its 2016 Action Plan on the Integration of Third-Country Nationals, 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 are taken into account in planned policies and funding initiatives. ¹⁶ The assessment of the action plan, however, noted that it only recognised to a limited extent the specific needs of certain categories and the possible intersections between the migrant status and other segments of discrimination including gender. ¹⁷

In its Action Plan on Integration and Inclusion 2021–2027, presented in November 2020, the European Commission proposed targeted integration support that takes into account individual characteristics that may present specific challenges such as gender through gender-specific processes that complement the mainstreamed approach.¹⁸ At the same time, the importance of a gender-sensitive response to different policy areas has been emphasised by the EU Gender Equality Strategy 2020–2025,¹⁹ which emphasised also the dual approach of targeted measures to achieve gender equality, combined with strengthened gender mainstreaming. Therefore, the 2021 EMN study on the 'Integration of Migrant Women in the EU: Policies and Measures' conducts a stock-taking exercise on where EMN Member States currently stand in terms of gender-sensitive integration policies and measures targeting migrant women.

2 STUDY AIMS AND OBJECTIVES

The aim of the 2021 EMN study on the 'Integration of Migrant Women in the EU: Policies and Measures' is to understand if and to what extent Member States and Norway consider the distinct situation of migrant women in their integration policies and measures. The aim is to provide information that will support policymakers developing integration policies and measures that better support migrant women in their integration process, taking their respective backgrounds into account. An overview will be provided of research and statistics available at the national level on the integration opportunities and challenges of migrant women.

The study's main objectives are:

- To map current national integration policies in the EU Member States and Norway that specifically target women;
- To provide examples of good practices and lessons learnt from EU Member States and Norway on integration measures for migrant women at the national but also regional or local level;
- To provide an overview of special policies or measures that have been developed to counteract negative consequences of COVID-19 for migrant women's integration.

The study targets policymakers interested in addressing the specific situation of migrant women in their integration policy as well as researchers, who may use the findings as a starting point for more in-depth research of the integration of migrant women, such as at the local and regional level. Also, the study is of interest to the general public, raising awareness on gender-specific integration issues.

 ¹⁶ European Commission, 'Action Plan on the integration of third-country nationals', 2016, <a href="https://ec.europa.eu/home-affairs/sites/default/files/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/20160607/communication action plan integration third-country nationals en.pdf, last accessed on 9 July 2021.
 ¹⁷ 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-staffworking-document.pdf, last accessed on 9 July 2021.

¹⁸ 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.

¹⁹ European Commission, '<u>A Union of Equality: Gender Equality Strategy 2020-2025</u>', 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.

3 SCOPE OF THE STUDY

This study defines a *migrant woman* as a third-country national female <u>migrant</u> (i.e. a regularly residing female migrant aged 18 and above) for the purpose of policy analysis; and as a female <u>third-country national</u> for the purpose of data analysis. However, the study also analyses those policies and measures that are not exclusively targeting third-country nationals, but which 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 with migrant background). EU Member States and Norway are encouraged to include information on such policies and measures, focusing on their relevance for the study's target group.

The policies and measures outlined in this study will be structured along specific categories of migrant women (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers) as far as possible.

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 governments but implemented by NGOs on behalf of the governments).

Even though local communities are the places where integration happens and therefore regional and local authorities have their own integration policies and measures, the focus of this study is the national level for the simple reason that researching regional and local level policies and measures would require considerably more time and resources than available for an EMN study. However, questions on good practices have been incorporated to this study to allow for the provision of examples from the regional and local level.

Integration policies and measures will be categorised along the focus areas of labour market, entrepreneurship, education and vocational training, language training, housing, health and civic integration, and will open the door for Member States to report on any other areas that are significant.

The reporting period for this study ranges from 2016 to 2021, depending on the area of analysis (i.e. data, policies, measures):

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

4 EU LEGAL AND POLICY CONTEXT

Although migrant integration policies are a national competence of EU Member States, 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' since the signature of the Treaty of Lisbon in 2007. The EU has 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. These have 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, provided the framework for the implementation of the EU integration policy 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. This was a goal-setting document published by the European Commission, providing a comprehensive framework to support Member States' efforts in developing and strengthening their integration policies and describing concrete measures the Commission was to implement in this regard. In 2017, the Skills Profile Tool was launched to map skills of third-country nationals to be used by national authorities when planning integration. Building on the 2016 Action Plan, the European Commission revealed its new Action Plan on Integration and Inclusion (2021-2027) in November 2020, proposing concrete actions, giving guidance, and delineating funding for initiatives meant to bring inclusion for all.

Other relevant policy instruments include:

- The <u>EU Anti-racism Action Plan 2020–2025</u>, which was published by the European Commission on 18 September 2020 to step 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 <u>Pact on Migration and Asylum</u>, that was poposed by the European Commission on 23 Septemer 2020. With the Pact, the Commission is proposing a fresh start on migration, 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 <u>EU Gender Equality Strategy 2020–2025</u>, <u>which</u> sets the key objective of achieving gender balance in decision-making and in politics for example. The Strategy pursues a dual approach of gender mainstreaming combined with targeted actions intersectionality is a horizontal principle for its implementation.
- The furthercoming <u>Recommendation on Migrant and Refugee Women and Girls</u> which is currently being tasked to Drafting Committee on Migrant Women (GEC-MIG), a subordinate body to the Gender Equality Commission (GEC) of the Council of Europe.

5 PRIMARY QUESTIONS TO BE ADDRESSED BY THE STUDY

The study seeks to address four primary questions:

- What does the available data /research tell us about the migration channels, the level of integration of migrant women in the EU Member States and Norway, 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 and Norway, 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?

6 RELEVANT SOURCES AND LITERATURE

EMN Studies, Informs and Ad-Hoc Queries

- EMN Study (2019): Labour market integration of third-country nationals in EU Member States.
- EMN study (2015): <u>The Integration of Beneficiaries of International/Humanitarian Protection into the Labour Market: Policies and Good Practices.</u>
- EMN & OECD Inform (2020): Inform # 1 EU and OECD member states responses to managing residence permits and migrant unemployment during the COVID-19 pandemic.
- EMN Ad Hoc Query (2020.74): <u>Measures regarding civic integration Part 2</u>.
- EMN Ad Hoc Query (2020.73): Integration measures regarding language courses Part 1.

- EMN Ad Hoc Query (2019.67): <u>Lines of intervention for the effective integration of persons entitled to international protection.</u>
- EMN Ad Hoc Query (2019.15): Early language support.
- EMN Ad Hoc Query (2018.1331): <u>Support measures to facilitate the labour market entry of family members</u>.
- EMN Ad-Hoc Query (2017.1168): <u>Integration measures regarding language courses and civic integration Part 2.</u>
- EMN Ad-Hoc Query (2017.1167): <u>Integration measures regarding language courses and civic integration Part 1</u>.
- EMN Ad-Hoc Query (2016.1097): <u>Content of integration programmes for applicants for/beneficiaries</u> of international protection.
- EMN Ad-Hoc Query (2015.683): Monitoring report on integration.
- EMN Ad-Hoc Query (2013. 497): <u>Immigrant Integration Plans</u>.

Other relevant sources

- European Commission (2021): European Website on Integration Integration Practices.
- European Commission (2020): <u>A Union of Equality: Gender Equality Strategy 2020-2025</u>, COM(2020) 152 final.
- European Commission (2020): <u>Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Action plan on Integration and Inclusion 2021–2027, COM(2020) 758 final.</u>
- European Commission (2018): <u>Integration of migrant women A key challenge with limited policy</u> resources.
- European Commission Joint Research Centre (2020): <u>Gaps in the EU Labour Market Participation</u>
 Rates: an intersectional assessment of the role of gender and migrant status.
- European Court of Auditors (2018): <u>The integration of migrants from outside the EU</u>, Briefing Paper.
- European Eco-nomic and Social Committee (2015): <u>Opinion on Inclusion of migrant women in the</u> labour market.
- European Institute for Gender Equality (2020): Gender and Migration.
- European Institute for Gender Equality: Migration.
- European Network of Migrant Women: <u>www.migrantwomennetwork.org</u>.
- European Network of Migrant Women (2020): Follow the €€€ for Women and Girls.
- European Union Agency for Fundamental Rights (2019): <u>Second European Union Minorities and Discrimination Survey Migrant women selected findings.</u>
- Eurostat (2021): Migrant integration statistics. 2020 edition.
- International Organization for Migration (2020): <u>COVID-19 and women migrant workers: Impacts and Implications</u>.
- Organisation for Economic Co-operation and Development (2020): <u>How to strengthen the integration of migrant women?</u> Migration Policy Debate No. 25.
- Organisation for Economic Co-operation and Development (2018): <u>Triple Disadvantage? A first overview of the integration of refugee women</u>.

7 AVAILABLE STATISTICS

Eurostat, First permits by reason, age, sex and citizenship, [migr_resfas].

Eurostat, First permits issued for other reasons by reason, length of validity and citizenship, [migr_resoth].

Eurostat, Population on 1 January by age group, sex and citizenship, [migr_pop1ctz].

Eurostat, Unemployment rates by sex, age and citizenship (%), [Ifsa_urgan].

Eurostat, Activity rates by sex, age and citizenship (%), [Ifsq_argan].

Eurostat, Self-employment by sex, age and citizenship (1,000). [lfsa esgan].

Eurostat, Population by educational attainment level, sex, age and citizenship (%), [edat lfs 9911]. Eurostat, Overcrowding rate by age, sex and broad group of citizenship, [ilc lvho15].

Eurostat, Self-reported unmet needs for medical examination by sex, age, main reason declared and groups of country of citizenship, [hlth silc 30].

DEFINITIONS

The following key terms are used in the Common Template. The definitions are taken from the EMN Glossary Version 6.0²⁰ unless specified otherwise in footnotes.

Dual approach to gender equality: complementarity between gender mainstreaming and specific gender equality policies and measures, including positive measures.²¹

Gender: The socially constructed attributes, roles, activities, responsibilities and needs predominantly connected to being male or female in given societies or communities at a given time.

Gender mainstreaming: Systematic consideration of the differences between the conditions, situations and needs of women and men in all policies and actions.²²

Gender-sensitive: Policies and programmes that take into account the particularities pertaining to the lives of both women and men, while aiming to eliminate inequalities and promote gender equality, including an equal distribution of resources, therefore addressing and taking into account the gender dimension.²³

Integration: In the EU context, a dynamic, two-way process of mutual accommodation by all immigrants and residents of EU Member States.

Integration indicators: Benchmarks used to measure the integration of migrants in specific policy areas, such as employment, education, social inclusion and active citizenship.

Intersectionality: Analytical tool for studying, understanding and responding to the ways in which sex and gender intersect with other personal characteristics/identities, and how these intersections contribute to unique experiences of discrimination.²⁴

Migrant: In the EU/EFTA context, a person who [...]: (i) establishes their usual residence in the territory of an EU/EFTA Member State for a period that is, or is expected to be, of at least 12 months, having previously been usually resident in another EU/EFTA Member State or a third country.

Third-country national: Any person who is not a citizen of the European Union within the meaning of Art. 20(1) of TFEU and who is not a person enjoying the European Union right to free movement, as defined in Art. 2(5) of the Regulation (EU) 2016/399 (Schengen Borders Code).

ADVISORY GROUP 9

An 'Advisory Group' (AG) has been established within the context of this study for the purpose of (i) developing the (common) specifications for the study, (ii) providing support to EMN NCPs during the

²⁰ EMN Glossary, https://ec.europa.eu/home-affairs/what-we-do/networks/european_migration_network/glossary_en, last accessed on 9 July 2021.

²¹ EIGE, 'Glossary & Thesaurus - dual approach to gender equality', https://eige.europa.eu/thesaurus/terms/1092, last accessed on 9 July 2021

²² EIGE, 'Glossary & Thesaurus - gender mainstreaming', https://eige.europa.eu/thesaurus/terms/1185, last accessed on 9 July

²³ EIGE, 'Glossary & Thesaurus - gender sensitive', https://eige.europa.eu/thesaurus/terms/1211, last accessed on 9 July 2021.

²⁴ EIGE, 'Glossary & Thesaurus – intersectionality', https://eige.europa.eu/thesaurus/terms/1263, last accessed on 9 July 2021.

development of the national contributions to the study, as well as (iii) providing support to draft the study. The members of the AG for the study include:

- COM
- ICF/ EMN Service Provider
- AT NCP (lead)
- CY NCP
- DE NCP
- ES NCP
- FI NCP
- FR NCP
- HU NCP
- IE NCP
- LT NCP
- LU NCP
- SE NCP

A core AG, consisting of max 6 NCPs, COM and the Service Provider has been established to follow the development of the common template very closely and provide dedicated input and support.

- COM
- ICF/ EMN Service Provider
- AT NCP
- DE NCP
- ES NCP

Other relevant partners:

The following third parties are contributing to this study:

- European Union Agency for Fundamental Rights (FRA)
- European Commission's Joint Research Centre (JRC)
- European Integration Network (EIN)

10 METHODOLOGICAL CONSIDERATIONS

As with all EMN studies, the national reports should be primarily based on secondary sources. These may be supplemented by expert interviews. The identification of an integration measure as a "good practice" will utilise the European Website on Integration guidance that a good practice is defined as a measure that is "effective, efficient, sustainable and/or transferable, and that reliably lead[s] to a desired result". Furthermore, for the purpose of this study, an integration measure can additionally be considered "good" if it applies the concepts of gender-sensitivity or intersectionality. The selection of the measure should be made by an expert working in the field (e.g. policy maker; service provider; civil society organisation; migrant organisations) or based on studies or evaluations. ²⁶

11 TIMETABLE

The following tentative timetable has been proposed for the study going forward:

²⁵ European Commission, 'European Website on Integration – What are 'good practices'?', 2014, https://ec.europa.eu/migrant-integration/index.cfm?action=furl.go&go=/what-are-good-practices, last accessed on 9 July 2021.

²⁶ A good starting point for researching "good practices" could be the <u>collection of good practices by the European Commission</u> as well as the Commission's article on <u>Integration of migrant women – A key challenge with limited policy resources</u>.

Date	Action		
Study specifications			
4 May 2021	Circulation of the first draft to the AG		
6 May 2021	First AG meeting		
14 May2021	Circulation of the second draft to the AG (one-week deadline for review)		
21 May 2021	Second AG meeting		
1 June 2021	Circulation of the third draft to the core AG (three days for review)		
11 June 2021	Circulation of the final draft to NCPs (two weeks deadline for review)		
22 July 2021	Launch of the study		
	National reports		
25 Nov 2021	Submission of national reports by EMN NCPs		
	Drafting of study		
9 Dec 2021	Draft of the study to COM and AG members (one-week deadline for review)		
16 Dec 2021	Deadline for comments		
7 Jan 2022	Circulation of the first draft to all NCPs (two-weeks deadline for review)		
21 Jan 2022	Deadline for comments		
4 Feb 2022	Circulation of the second draft to COM and all NCPs (two-weeks deadline for review)		
18 Feb 2022	Deadline for comments		
4 March 2022	Circulation of the third (final) draft SR to COM and all NCPs (two-weeks deadline for review)		
18 March 2022	Deadline for comments		
31 March 2022	Publication		

12 TEMPLATE FOR NATIONAL CONTRIBUTIONS

Common Template of EMN Study 2021

Integration of Migrant Women in the EU and Norway: Policies and Measures

National Contribution from Member State*27

<u>Disclaimer</u>: The following information is provided primarily for the purpose of contributing to this EMN study. The EMN NCP has provided information that is, to the best of its knowledge, up-to-date, objective and reliable within the context and confines of this study. The information may thus not provide a complete description and may not represent the entirety of the official policy of the EMN NCPs' Member State.

Top-line factsheet [max. 1 page]

The top-line factsheet will serve as an overview of the **national report** introducing the study and drawing out key facts and figures from across all sections, with a particular emphasis on elements that will be of relevance to (national) policy-makers. Please add any innovative or visual presentations that can carry through into the study as possible infographics and visual elements.

Please provide a concise summary of the main findings of Sections 1-6:

Section 1: Integration of migrant women - data and debates

The study will start by providing some background information on the immigration channels of migrant women in the EU Member States and Norway as well as key integration indicators in order to understand the current situation and which integration opportunities and challenges are affecting migrant women in the EU Member States and Norway.

Q1 Please analyse the data on first residence titles issued by reason in 2016–2020 in your country as extracted from Eurostat and included in the statistical Annex (see Annex 1.1) and describe the main forms of immigration used by third-country migrant women compared to third-country migrant men. What are the top 3 countries of citizenship in the period of 2016-2020? Did any significant changes occur in 2020 that might be related to COVID-19?

The number of first residence permits for women in 2016-2020 is different from year to year. The most first permits women received in 2019 – 229.5 thousand and the least in 2018- 144.4 thousand. In 2020 it was 220.9 thousand first permits, in 2017 – 251.1 thousand and in 2016 – 214.4 thousand. In these years the number of first permits for men was higher each year.

Women most often received first permits because of remunerated activities reasons (in 2020- 169.7 thousad), then other reason (2020- 30.5 thousand), education (2020- 13 thousand) and the least because of family reasons (in 2020- 7.6 thousand). Men also received first permits by remunerated aactivities reason the most an the least because of family reason. Women received more first permits than men in the years 2016-2020 for 2 reasons- family and other.

Top 3 countries, where women citizens received first permits in the period of 2016-2020 were Ukraine (183.1 thousand in 2020), Belarus (18.7 thousand in 2020) and Russia (5.1 thousand in 2020). For men top 3 countries is the same as women.

Q2 Please analyse the data on population in 2016-2020 as extracted from Eurostat and included in the statistical Annex (see Annex 1.2) and describe the share of third-country national migrant women among the total population compared to third-country national migrant men. Please include any evidence for changes related to COVID-19 if available.

²⁷ Replace highlighted text with your **Member State** name here.

Third-country national migrant women from 2016 is getting higher and higher. Despite COVID-19 in 2020 the number of these women was 138.3 thousand, compared to 56.7 in 2016 (two times less). Third-country national migrant men in the same time is bigger. For example in 2020 it was 182.7 men (over 44 thousand more than women).

There are more women (19.5 mllion in 2020) in Poland than men (18.3 million in 2020). In previous years (2016-2019) number of women and men in Poland changed slightly, but also mostly women.

Q3 Please analyse the data on labour market, entrepreneurship, education, housing and health indicators in 2016-2020 as extracted from Eurostat and included in the statistical Annex (see Annex 1.3) and describe the main findings with specific focus on third-country national migrant women compared to third-country national migrant men and non-migrant women. Did any significant changes occur in 2020 that might be related to COVID-19?

Female unemployment rate in Poland fell from 6.1% (2016) to 3.3% (2020). Despite COVID-19 unemployment rate did not increase in 2020, but decreased at almost half.

Q4 What are the key opportunities and challenges for migrant women's integration as identified in national statistical sources (e.g. integration monitors, census, administrative data) or available research (e.g. surveys among migrant women)?

For each challenge please:

a) describe for whom it is a challenge,

b) indicate why it is mentioned as a challenge, and

c) indicate the source / evidence for the challenge.

This type of research is not conducted. The data from the Cencus conducted in 2021 will be available in 2022.

Q5 Are more disaggregated data or research available at national level (compared to what is available through Eurostat), e.g. by resident status/reason for migration, by number of children in households or by first/second generation of migrants?

Please briefly describe the main findings.

There are no available research or data in this regard.

Q6 What are the main public and policy debates regarding migrant women's integration (opportunities and challenges)?

Please describe.

No public and political debates in regard to the migrant women's integration are conducted.

Section 2: National integration policies in the Member State

This part of the study describes the Member State's organisational approach towards integration policy and analyses how migrant women are addressed in national integration policies.

Q7 Please describe your country's overall organisational approach with regard to integration policy: who are the competent authorities for integration policy? Is integration policy a national, regional, local or shared competency and which responsibilities come with that competency?

Please describe.

The Minister in charge of social policy is responsible for the coordination of the policy on the integration of foreigners in Poland. Foreigners who obtain in Poland the refugee status, subsidiary protection or a temporary residence permit granted for the purpose of family reunion for a family member of a foreigner residing in the territory of Poland and enjoying refugee status or international protection in Poland, pursuant to the Act of 12 March 2004 (Journal of Laws of 2020, item 1876, 2369, of 2021, item 794, 803) have the

right to participate in a single-year individual integration programme. Integration programmes are managed at a district level as a task delegated by the government administration and thus they are financed under the state budget. A District Head (Starosta) must accept an application filed by a foreigner covered by international protection to join an integration programme and determine the scope and forms of support with the foreigner. Foreigners, on the other hand, must follow and fulfil the obligations set out in the individual integration programme.

Q8 Is the integration of migrant women a policy priority in your country?

Please elaborate according to whom/what source.

No.

Q9 Is gender mainstreamed in national integration policies? Is this approach also complemented by gender specific policies (dual approach to gender equality)?

Please describe.

No.

Q10 Are migrant women specifically addressed in national integration policies (e.g. strategies, action plans, government programmes)?

Please tick the appropriate box in the table below and – according to your answer – continue with the indicated questions.

Table 1: Policies addressing migrant women

	Yes	No ²⁸	n/a (no national integration policy available)
Third-country nationals	Migrants in general (that might also include EU citizens with migrant background and third- country nationals)		
		X	
Please continue with Qi	11	Please continue with Q10a	Please continue with Q10b & Q11

 a) If migrant women are not specifically addressed in national integration policies, what is the reason

or underlying approach (e.g. mainstreaming approach)?

Please describe.

Integration policies are in the phase of development, therefore migrant women are not indentified as a persons with special needs.

²⁸ If women are not specifically mentioned but if the policy implies women. (e.g. as parents), that should be reported as "yes". But if the policy is not specific to women but addresses everyone (men, women, boys, girls) this should not be reported and the answer should be "no".

b) If no national integration policy is available in your country, are migrant women specifically addressed in national policies across different sectors relevant to integration?

Please briefly describe. Please note that a detailed description is asked for in Q11.

No, because integration policies are still in the phase of developement and defining.

Q11 How are migrant women addressed with regard to the following sectors: labour market, entrepreneurship, education and vocational training, language training, housing, health, civic integration, other?

Please fill out the tables for each focus area by answering the questions included in the tables for each policy (i.e. integration policy or – if not available – sector specific policy). Please add columns, as necessary. Please include information such as the competent authority, the aim of the policy, and the target group.

Table 2: Labour market integration

Labour market	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to labour market integration?	Please describe N/a	
Are migrant women specifically targeted or are they addressed as part of a wider group?	☐ Specifically third-country national migrant women targeted ☐ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound) ☐ Migrant women addressed as part of a wider group of women	
Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?	☐ Yes If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed? ☐ Yes ☐	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	Please describe N/a	

Table 3: Entrepreneurship

Entrepreneurship	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to entrepreneurship?	Please describe N/a	
Are migrant women specifically targeted or are they addressed as part of a wider group?	☐ Specifically third-country national migrant women targeted ☐ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound) ☐ Migrant women addressed as part of a wider group of women	

Entrepreneurship	Name of integration policy or sector specific policy	Please add columns as necessary
Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?	☐ Yes If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed? ☐ No	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	Please describe	

Table 4: Education and vocational training

EDUCATION AND VOCATIONAL TRAINING	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to education and vocational training?	One of the directions of action under the Integrated Skills Strategy 2030 (IES 2030) is to support the skills of foreigners. The strategy also provides for the measures to improve the education and inservice training of teaching personnel in the area of the educational needs of migrants and to improve the skills of personnel working with migrants and their families in institutions carrying out care, upbringing and non-formal education measures.	
Are migrant women specifically targeted or are they addressed as part of a wider group?	☐ Specifically third-country national migrant women targeted ☐ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound) ☐ Migrant women addressed as part of a wider group of women	
Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?	☐ Yes If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed? ☐ No	Eurostat data show that higher education is predominant among foreign women in Poland. Their percentage is 62.9% and it is also the highest in the EU. In contrast, the proportion of women with low education (primary or lower secondary at most) is low and not identifiable in the sample study.

At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	IES 2030 emphasises the importance of integrating children with migrant experience. This includes measures to help integrate newly arrived migrant children and to reduce their tendency to drop out of schools. These measures include allowing the establishment of preparatory divisions for students coming from abroad (both Polish citizens as well as foreigners), providing them with individual support and hiring additional teachers.	
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Table 5: Language Training

LANGUAGE TRAINING	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to language training?	Please describe N/a	
Are migrant women specifically targeted or are they addressed as part of a wider group?	□ Specifically third-country national migrant women targeted □ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound) □ Migrant women addressed as part of a wider group of women	
Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?	☐ Yes If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed? ☐ No	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	Please describe	

Table 6: Housing

HOUSING	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to housing?	Please describe N/a	
Are migrant women specifically targeted or are they addressed as part of a wider group?	□ Specifically third-country national migrant women targeted □ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound) □ Migrant women addressed as part of a wider group of women	
Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?	☐ Yes If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed? ☐ No	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	Please describe	

Table 7: Health

HEALTH	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to health (including mental health)?	The right to publicly funded healthcare services: Migrant women have the right to access publicly funded health care services as:	
	Persons insured compulsorily or voluntarily under public health insurance if: The process is a strong to the process.	
	a) they remain on the territory of the Republic of Poland on the basis of a visa for the purpose of work, a temporary residence permit excluding a permit granted on the basis of Article 181 section 1 of the Act of 12 December 2013 on foreigners, a permanent residence permit, a residence permit for a long-term resident of the European Union, a permit for humanitarian reasons, a permit for tolerated stay	
	or	

HEALTH	Name of integration policy or sector specific policy	Please add columns as necessary
	b) have been granted refugee status or subsidiary protection in the Republic of Poland or use temporary protection in its territory	
	or	
	c) are legal residents in an EU or EFTA Member State other than the Republic of Poland,	
	- if they are subject to compulsory health insurance (e.g. they work in the territory of Poland, have the status of an unemployed person) or – if they do not have the right to compulsory health insurance – they use voluntary insurance by concluding a voluntary health insurance agreement with the voivodeship branch of the National Health Fund competent for their place of residence in Poland, while the condition for taking out voluntary insurance is having a place of residence in the territory of Poland.	
	2. Persons other than the insured persons if:	
	a) they reside on the territory of the Republic of Poland and have obtained the status of refugee or subsidiary protection, or a temporary residence permit in the Republic of Poland granted due to the circumstances specified in Article 159 section 1 (c) or (d) of the Act of 12 December 2013 on Foreigners and meet the income criterion referred to in Article 8 of the Act of 12 March 2004 on Social Assistance and with regard to whom the circumstances referred to in Article 12 of that Act have not been established.	
	These women have the right to access to health care services on the terms and to the extent specified for insured persons.	
	b) they are under 18 years of age, have been granted refugee status or subsidiary protection in the Republic of Poland or a temporary residence permit granted due to the circumstance referred to in Article 159 section 1(1)(c) or (d) of the Act on Foreigners of 12 December 2013 and have their place of residence in the territory of the Republic of Poland.	
	c) are not persons listed in item 2(a) and (b) but were granted refugee status or subsidiary protection in the Republic of Poland or a temporary residence permit granted in connection with the circumstances referred to in Article 159 section	

HEALTH	Name of integration policy or sector specific policy	Please add columns as necessary
	1(1)(c) or (d) of the Act on Foreigners of 12 December 2013, reside in the territory of Poland and are during pregnancy, childbirth or confinement.	
Are migrant women specifically targeted or are	⊠ Specifically third-country national migrant women targeted	
they addressed as part of a wider group?	☐ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound)	
	☑ Migrant women addressed as part of a wider group of women	
Are specific categories of	⊠ Yes	
migrant women targeted (for example low-/highly-skilled	Insured persons in Poland may also include:	
labour migrants, students, family migrants, asylum seekers, etc.)?	a) female students and doctoral students who pursue their training in the Republic of Poland and female graduates who undertake mandatory internship in the Republic of Poland,	
	b) persons undergoing an adaptation internship,	
	c) persons doing Polish language courses and preparatory courses for taking up education in Polish	
	- if they take out voluntary health insurance by entering into a voluntary health insurance agreement with the voivodeship branch of the National Health Fund competent for the place of residence or place of study in Poland.	
	c) family members of persons covered by compulsory or voluntary health insurance who reside on the territory of the Republic of Poland, if they are not persons subject to compulsory health insurance (they do not have their own title to compulsory health insurance).	
	The right to publicly funded health care services, irrespective of the grounds for health insurance, are also granted to migrant women on the basis of:	
	a) Article 21 section 3 of the Act of 26 October 1982 on Education in Sobriety and Counteracting Alcoholism;	
	b) Article 26) section 5 of the Act of 29 July 2005 on Counteracting Drug Addiction;	

HEALTH	Name of integration policy or sector specific policy	Please add columns as necessary
	c) Article 10 of the Act of 19 August 1994 on mental health protection;	
	d) the provisions of the Act of 5 December 2008 on preventing and combating infections and contagious diseases in humans - in cases of health services related to combating diseases, infections and contagious diseases;	
	e) the provisions of the Act of 8 September 2006 on Emergency Medical Services;	
	f) Article 6 section 1 item 5 of the Act of 7 September 2007 on Pole's Card;	
	g) Articles 16 section 1 and 25 of the Act of 22 November 2013 on proceedings against persons with mental disorders who pose a hazard to the life, health or sexual freedom of others;	
	h) Article 17d of the Act of 9 November 2000 on repatriation.	
	□ No	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	Persons applying for international protection on the territory of the Republic of Poland are subject to the provisions of the Act of 13 June 2003 on granting protection to foreigners within the territory of the Republic of Poland.	
	Persons who have been granted international protection obtain the right to health care services financed from public funds on the principles laid down in the Act of 27 August 2004 on health care services financed from public funds (as described in the table points above).	

Table 8: Civic integration²⁹

CIVIC INTEGRATION	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to civic integration?	Please describe N/a	

²⁹ For example validation of skills, civic courses, political participation or other.

CIVIC INTEGRATION	Name of integration policy or sector specific policy	Please add columns as necessary
Are migrant women specifically targeted or are they addressed as part of a wider group?	 □ Specifically third-country national migrant women targeted □ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound) □ Migrant women addressed as part of a wider group of women 	
Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?	☐ Yes If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed? ☐ No	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	Please describe	

Table 9: Other³⁰

OTHER	Name of integration policy or sector specific policy	Please add columns as necessary
How are migrant women addressed with regard to other areas?	Please describe N/a	
Are migrant women specifically targeted or are they addressed as part of a wider group?	□ Specifically third-country national migrant women targeted □ Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant backgriound) □ Migrant women addressed as part of a wider group of women	
Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students,	☐ Yes If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed?	

³⁰ For example anti-discrimination measures, measures agains racism, hate speech and violence against women, measures to enhance exchanges with the majority population, measures focusing on specific groups e.g.parents/families, or other.

family migrants, asylum seekers, etc.)?	□ No	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	Please describe	

Section 3: Integration measures in the Member State

This part of the study looks at available funding and provides examples of integration measures targeting migrant women that have been identified as a good practice.

Q12 Is national funding available in your Member State for measures to support the integration of migrant women? Do structural funds / EU programmes fund integration measures targeting or addressing migrant women and if yes, to what extent (as a share of total funding)?

Please provide your answer here.

N/a

Q13 What integration measures (systematic initiatives, projects or legislative measures) are available in the Member State that specifically address migrant women and have been identified as "good practice"? Please provide, if possible, up to three examples from the period 2016-2020 and note why the example was selected.

For methodological guidance on identifying "good practices" please refer so Section 10 (Methodological onsiderations) of the Common Template.

Note: A mapping of all reported integration measures will be provided in an annex. The study will include an analysis of the reported measures, including examples.

Please fill out Table 10 below describing the first good practice measure, and copy Table 10 to fill out to describe up to three further measures from the period 2016-2020.

Table 10

Measure 1	
a) Overview	
Name	Please insert name of the measure here.
Type	□ Systematic initiatives (multi-year / long term)
	□ Projects (ad-hoc)
	□ Legislative (structural) measure
Area	□ Labour market
	□ Entrepreneurship
	□ Education and vocational training
	□ Language training
	☐ Housing
	□ Health
	□ Civic integration
	□ Other <i>(please specify)</i>
Access	□ Third-country nationals
	\square Migrants in general (not only third-country nationals, but also EU nationals)
Target group	☐ Tailor-made measure (only migrant women). <i>Please specify the category if possible</i> .
	☐ Mainstream measure (migrant women are taken into account while the measure has a wider target group). <i>Please describe how migrant women are specifically targeted in the measure.</i>

Stage of the integration process (e.g. recently arrived or no differentiation)	Please describe
Coverage	□ National
	□ Regional
	□ Local
Link	Please provide hyperlink to source/project here, if available.
Source and justification	Please indicate the source/who proposed the practice as good and explain why the measure is considered a "good practice" (see Section 10 Methodological Considerations).
b) Description	
i) What is the addressed?	objective of the measure and underlying integration opportunity/challenge to be
Please describe.	
N/a	
	ne measure introduced and what was/is its duration? Is/was it a pilot measure? Is to ensure sustainability?
N/a	

iii) How and by whom (agency, government institution, NGOs, private sector, etc.) is/was the measure implemented?

Please describe.

N/a

iv) How/by whom is/was the measure funded?

Please describe.

N/a

v) What strategies have been adopted to reach migrant women?

Please describe.

N/a

vi) Are evaluations of the measure available? If yes, did the measure meet the anticipated objectives in relation to migrant women? What are the main outcomes?

Please describe.

N/a

vii) Where there any obstacles during implementation and if yes, how were they overcome (i.e. what are the lessons learnt)?

Please describe.

N/a

Section 4: Responses to COVID-19

This part of the study focuses on changes in integration policies or measures for migrant women in light of the COVID-19 pandemic.

Q14 Were integration policies or measures developed to counteract the negative consequences of COVID-19 specifically for migrant women's integration?

a) Integration (or sector specific) policies

Please describe the key features of the policy(ies), for the areas / sectors set out in Q11 (i.e labour market, education and vocational training, entrepreneurship, language training, etc.)

N/a

b) Integration measures

Please describe the key features of the measure(s).

N/a

Section 5: Plans and future outlook

This part of the study will provide information on policies and measures planned in the EU Member States and Norway. This is particularly relevant for those countries that identified specific challenges for migrant women's integration as identified in Eurostat and in national statistical sources (Q3 and Q4), or where migrant women were particularly affected by the impact of COVID-19.

Q15 Please provide information on planned policy developments as well as plans to introduce new measures, also in light of the impact of COVID-19:

a) Does your Member State plan to develop new or revise existing national integration <u>policies</u> that address challenges faced by migrant women?

Please describe and explain the reasons / drivers, and the new development.

N/a

b) Does your Member State plan to develop any new integration <u>measures</u> that address challenges faced by migrant women?

Please describe and explain the reasons / drivers and the new development.

N/a

Section 6: Conclusions

This part of the study compiles the main findings from sections 1-5.

Q16 Please synthesise the findings of your national report by drawing conclusions from your responses to Q1-Q15:

General remark: Integration policies in Poland are in the phase of defining and developing.

a) What are the main integration opportunities and challenges for migrant women identified in your country (Section 1)?

Please describe.

- b) What are the key characteristics of the national integration policies (Section 2) and measures (Section 3) presented in terms of categories, focus area, stage of the integration process, etc.? *Please describe.*
- c) How do special integration policies or measures developed to counteract the negative consequences of COVID-19 (Section 4) differ from those previously in place (Sections 2 and 3)? *Please describe.*
- d) How do planned new integration policies and measures (Section 5) link to the main opportunities and challenges identified (Section 1 / Q16a) and/or responses to COVID-19 (Section 4)? *Please describe.*

Annex: Eurostat statistics

Eurostat Data for each EU Member State and Norway will be extracted centrally by the Service Provider and an Excel-Sheet prepared for each country and shared with the NCPs.

The Statistical Annex consists of the following:

- **Annex 1.1:** Eurostat data on first residence titles issued to third-country nationals disaggregated by sex and reason [migr resfas] and first permits issued for other reasons by reason, length of validity and citizenship, [migr resoth].
- **Annex 1.2**: Eurostat data on population disaggregated by sex and age group [migr_pop1ctz].
- Annex 1.3: Eurostat data on labour market, entrepreneurship, education, housing and health indicators disaggregated by country of citizenship and sex [lfsa urgan], [lfsa argan], [lfsa esgan]. [lfsa esgan]. [lfsa esgan]. [lfsa esgan].