

Integration of migrant women: what policy approach should be taken?

Workshop at the 25th International Metropolis Conference

8 September 2022, 16:00-17:30

Berlin Congress Center, room B07-B08

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Workshop outline

Part 1	Introduction to the EMN and presentation of some key findings of the EMN study on the integration of migrant women
Part 2	Presentation of the case studies of Germany, Luxembourg, and Austria Q&A
Part 3	Comment by our discussant
Part 4	Discussion with the audience
Part 5	Closing remarks

European Migration Network

- Collecting and providing up-to-date, objective, reliable and comparable information on migration and asylum
- Facilitating dialogue between research, policy and practice
- EU-wide network consisting of National Contact Points, coordinated by the European Commission



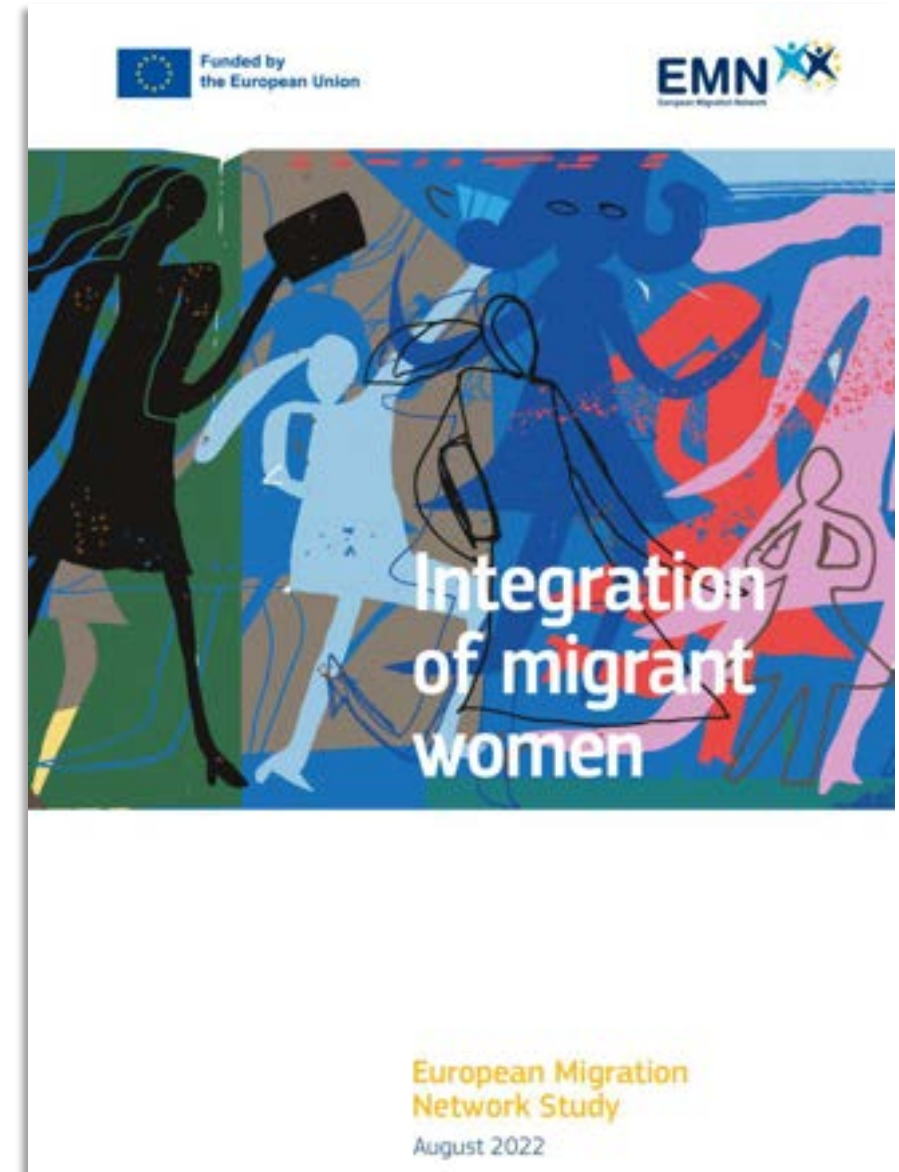
EMN study

Key research question

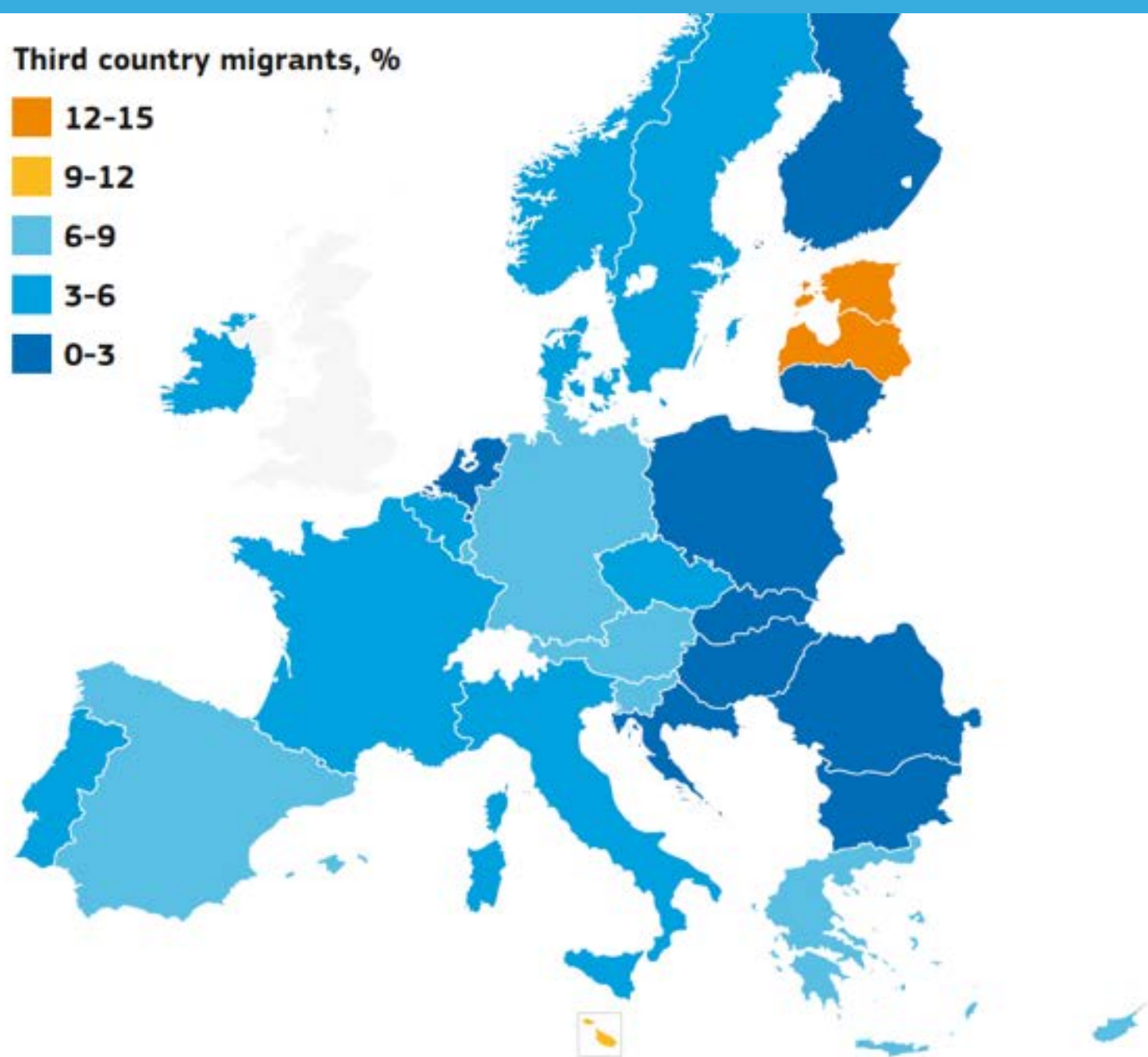
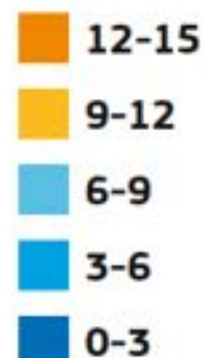
- Do States consider the distinct situation of migrant women in their integration policies and why or why not?
- Focus on female third-country nationals

Publication

- National contributions from 24 EMN Member States
- Implementation timeframe: August 2021 – June 2022
- Available at www.ec.europa.eu/emn



Third country migrants, %



	Percentage	Percentage women among 3rd country migrants
Austria	7,9%	48,1%
Belgium	4,3%	49,6%
Bulgaria	1,3%	51,1%
Croatia	1,6%	32,1%
Cyprus	4,8%	57,9%
Czech Republic	3,2%	44,9%
Denmark	5,1%	52,4%
Estonia	13,5%	48,9%
Finland	3,0%	47,1%
France	5,3%	50,4%
Germany	7,1%	47,8%
Greece	6,7%	47,6%
Hungary	1,2%	41,5%
Ireland	3,6%	49,5%
Italy	5,9%	48,6%
Latvia	13,3%	52,8%
Lithuania	2,0%	23,2%
Luxembourg	7,7%	52,4%
Malta	9,8%	39,0%
Netherlands	3,0%	50,6%
Norway	4,3%	52,4%
Poland	0,8%	43,1%
Portugal	3,9%	51,2%
Romania	0,4%	36,2%
Slovakia	0,3%	45,8%
Slovenia	6,4%	32,8%
Spain	6,8%	51,8%
Sweden	5,7%	45,8%

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

gender mainstreaming

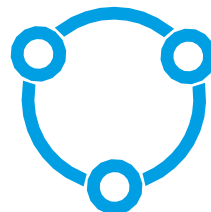
systematic consideration of the differences between the conditions, situations and needs of women and men in all policies and actions

15 EU Member States

gender-specific approach

targeted, women-centred policies and measures

10 EU Member States



combined approach

a strategy that commits to gender mainstreaming but – at the same time – provides for targeted policies and measures

8 EU Member States

Home Affairs

Case studies

- Germany
- Luxembourg
- Austria



Integration Strategies and Policies in Germany

A New Emphasis on Migrant Women?

Kaan Atanisev

German National Contact Point of the EMN

Federal Office for Migration and Refugees (BAMF)



Federal Office
for Migration
and Refugees

Home Affairs



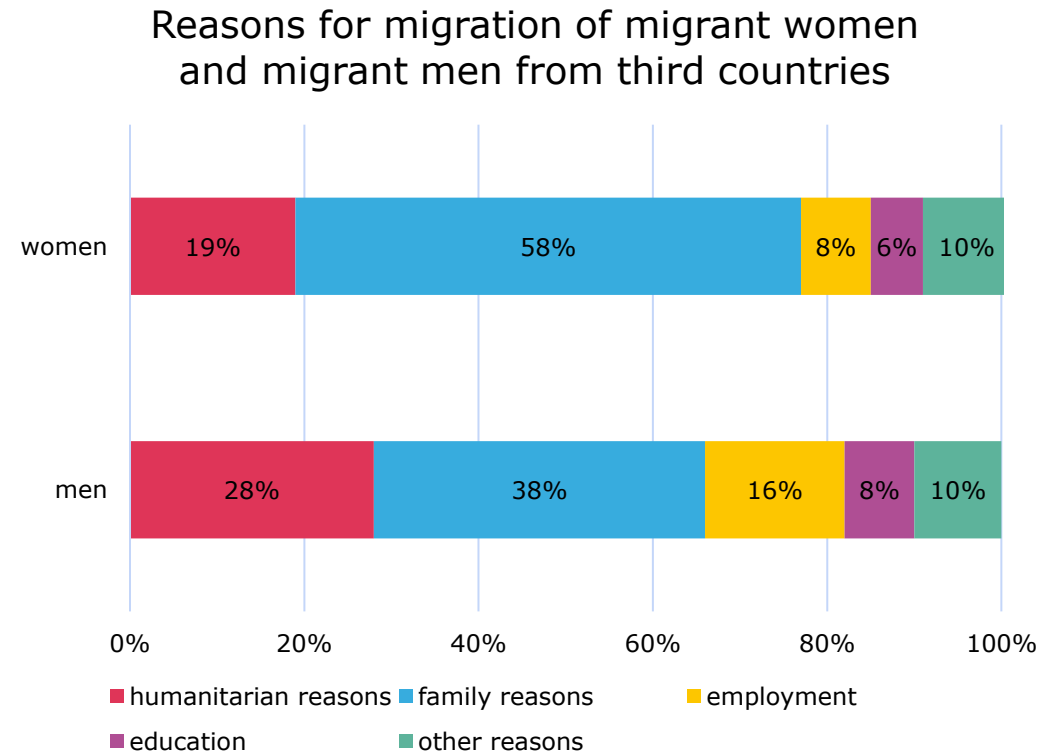
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Structure

1. Overview on migrant women and integration in Germany
2. Institutional framework and integration policy
3. Integration policy in practice

1. Overview on migrant women and integration

- Around **10.7 million** women with a migration background (total 22.3 million) in 2021
 - Around **3 million** women are third country nationals
- **Main reason** for migration (women): **family reasons** (58%)
 - Migration reasons have an impact on integration, as they are associated with more or less requirements and preparation



Source: Federal Office of Statistics (Mikrozensus 2021, Fachserie 1, Reihe 2.2)

1. Overview on migrant women and integration

Key Challenges

- Lower employment rates compared to migrant men and non-migrants
 - Migrants: men (62.9 %) vs. women (40.4 %)
 - German nationals: men (70.3 %) vs. women (63.9 %)
- Compatibility dilemma of family and work
- Transfer of knowledge, skills and qualifications difficult due to high regulations in certain professions and low recognition rates of foreign degrees

2. Institutional framework and integration policy

Institutional framework

- **joint task** of the federal government, the Länder and local authorities, as well as a large number of civil society actors
- the **overarching goal** of the federal government's integration policy is that "**all people who legally live in Germany**, regardless of whether they were born here or not, **should be able to use their own potential and contribute to society**"
- Immigration Act (Zuwanderungsgesetz) from 2005 promoted integration as a state task
 - General approach to integration
 - But: distinct situation of migrant women are also considered

2. Institutional framework and integration policy

Integration policy

- 2006 - 2012: **NIP (National Integration Plan)**
 - Focus on “empowerment of migrant women in the family and social environment, sex education, health and care for the elderly”
 - aspects of the **special vulnerability** of migrant women of importance
- Since 2012 **NAP-I (National Action Plan – Integration)**
 - Focus on different phases of integration (e.g. before and after immigration)
 - shift towards the **potentials** and **promoting opportunities** for migrant women

2. Institutional framework and integration policy

- Combination of **gender mainstreaming** and a **gender-specific approach**, intended to complement each other
- Gender mainstreaming is a **legal requirement**
- But: Since the general integration approach focuses on specific areas and disadvantages, **individual measures for women** that allow to tackle concrete barriers are more common

3. Integration policy in practice

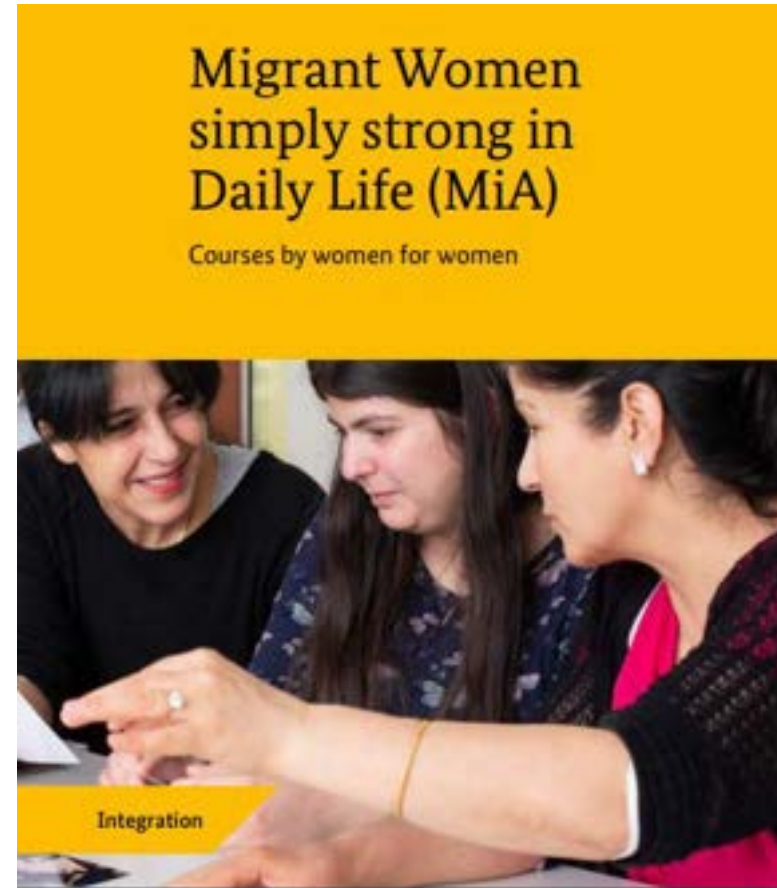
Promotion of integration by the Federal Office for Migration and Refugees



3. Integration policy in practice

Migrant Women simply strong in Daily Life (MiA)

- Low-threshold, no final exam
- Target group: foreign women over the age of 16 with a permission to reside in Germany permanently as well as asylum seekers
- Up to 3 courses of 34 hours each
- learning German relevant to everyday life and empowering women in everyday situations
- Evaluation: 90 % of respondents state that they can orient themselves independently in everyday life



Case study Germany

Q&A



Integration of migrant women in Luxembourg

A Mainstreaming Approach

25th International Metropolis Conference
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8 September 2022



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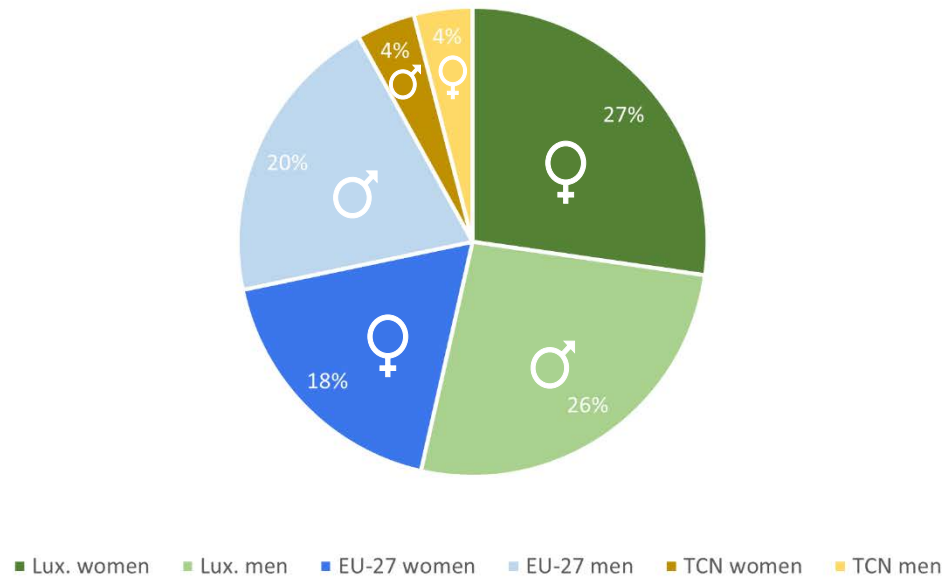
Mathis Osburg

Presenter

Nicole Holzapfel-Mantin
Research and Development Specialist
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Overview - Population of Luxembourg

Composition of the Luxembourgish population
634.730 residents (1 January 2021)



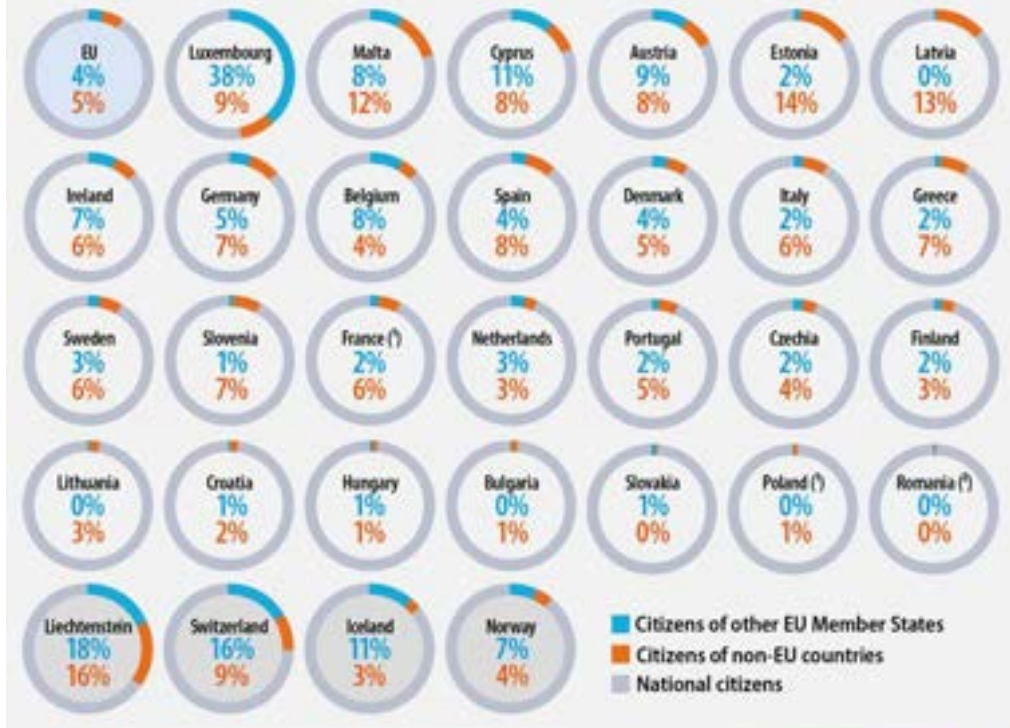
Source: Eurostat migr_pop1ctz

Number of TCN women in total population: 28.341

Share of TCN women in total female population: 9%

Share of TCN women in total female migrant population: 19,5%

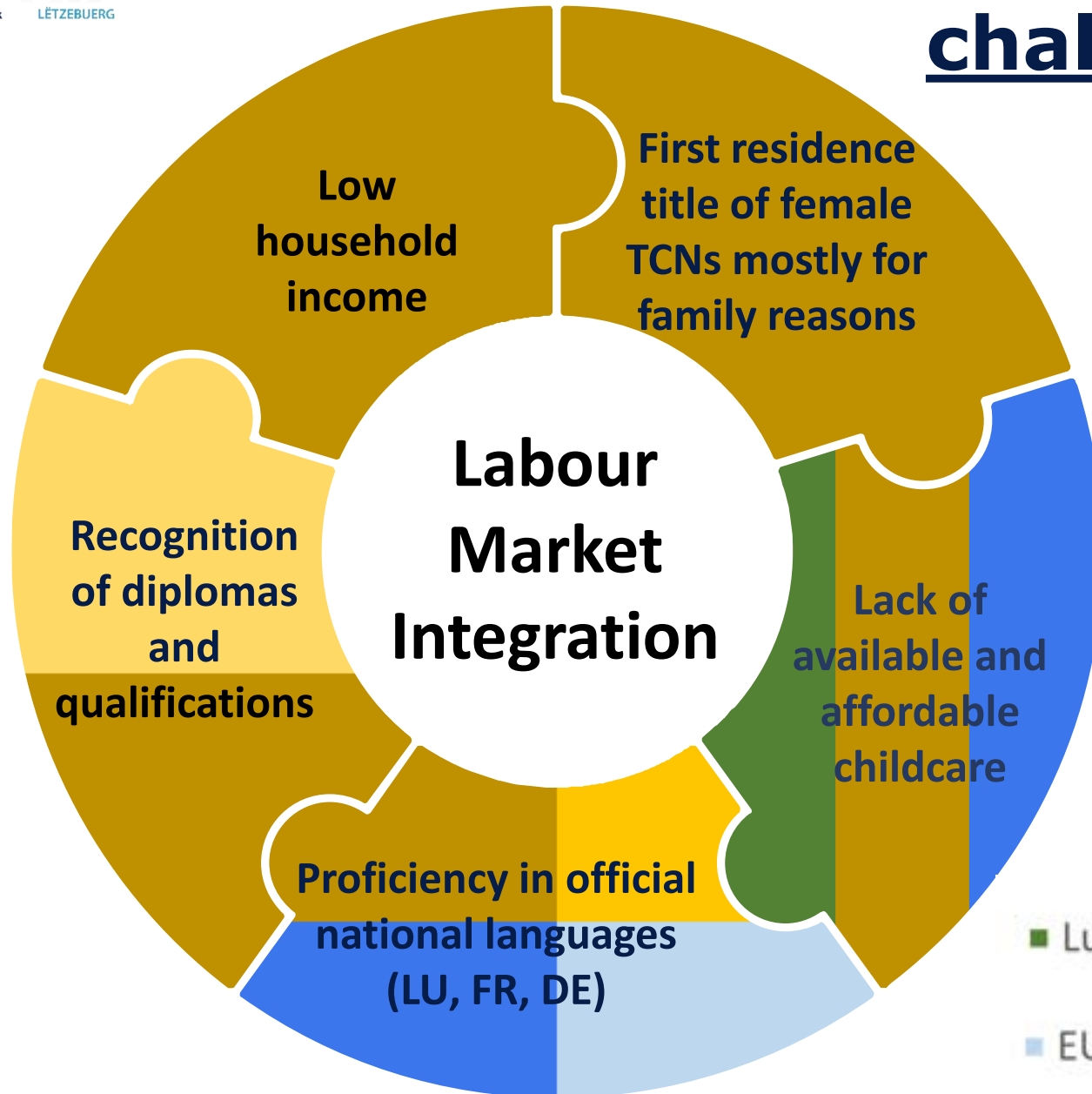
Share of non-nationals in the resident population
(1 January 2021, %)



(*) Provisional
(*) Estimate

Source: Eurostat migr_pop1ctz

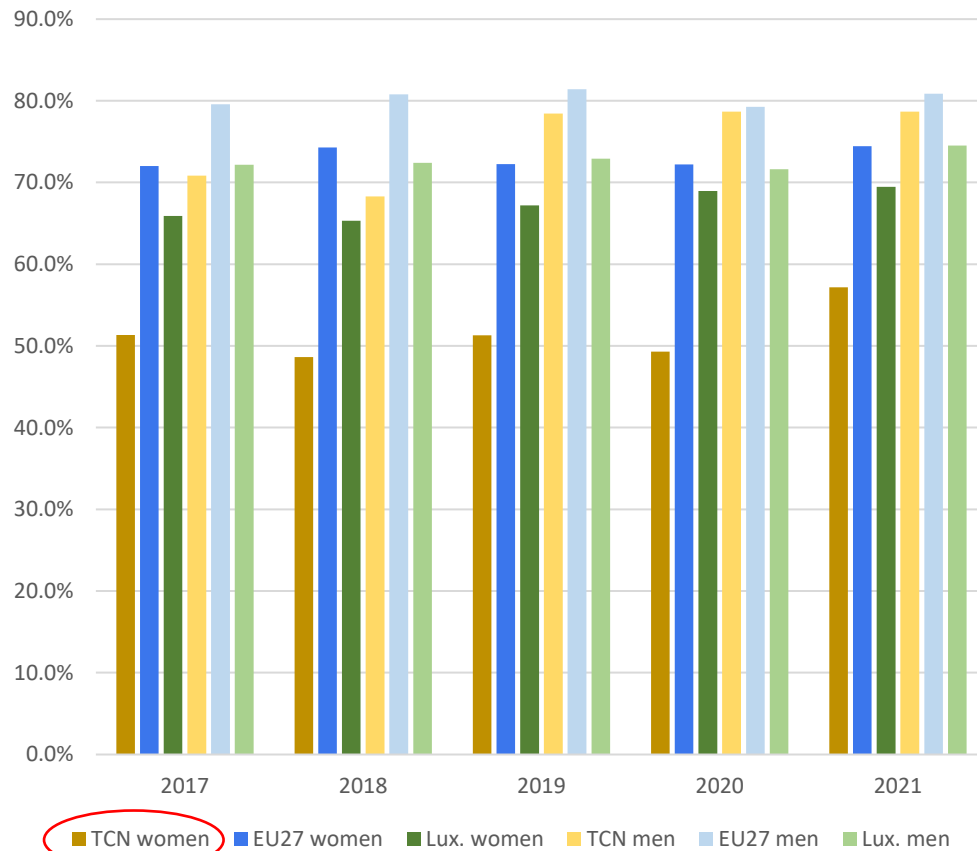
Labour market integration: key challenges for migrants



■ Lux. women ■ Lux. men ■ EU-27 women
■ EU-27 men ■ TCN women ■ TCN men

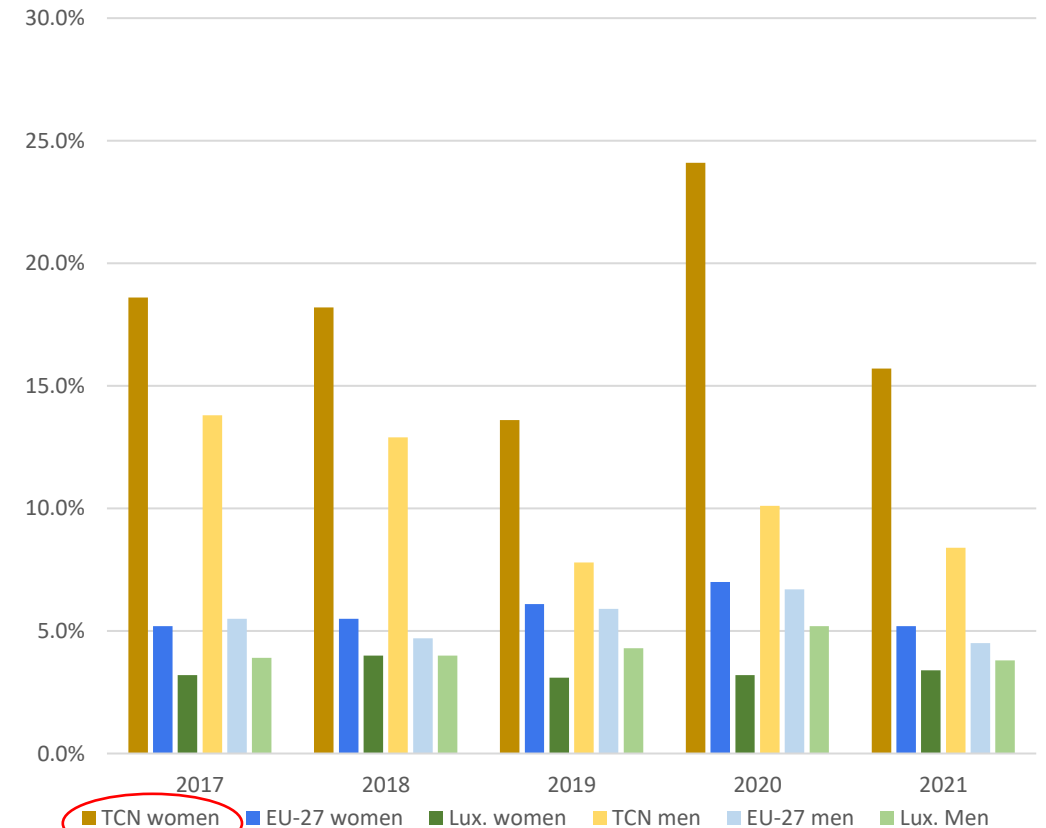
Labour market integration: key challenges for migrants

Employment rates, 2017 - 2021



Source: Eurostat migr_pop1ctz

Unemployment rate, 2017 - 2021



Source: Eurostat lfsa_urgan

Policy approach towards integration and gender equality

Mainstreaming approach

Integration policy

= transversal approach including all Luxembourgers and non-Luxembourgers equally

(no difference between third-country nationals and EU nationals)

Integration as a two-way process involving society as a whole:

- Foreigner (French: "étranger") expresses his/her willingness to participate in the life of the host society in the long term
- Host society takes all necessary measures at the social, economic, political and cultural levels to promote and facilitate this process

Integration = task that the State, the municipalities, and civil society accomplish together

(Integration Law of 16 December 2008, Article 2)

Gender equality policy

= transversal approach that takes into consideration all different life situations and circumstances

Gender mainstreaming as a cross-cutting priority in all national thematic strategies and action plans adopted by the Government

- Gender mainstreaming:

Systematic integration of the specific conditions, priorities and needs of women and men into all policies to promote activities based on equality between women and men or to mobilise all general policies and measures with the sole aim of achieving equality. In the planning phase, impacts on the specific situations of women and men must be actively and demonstrably considered in implementation, monitoring and evaluation.

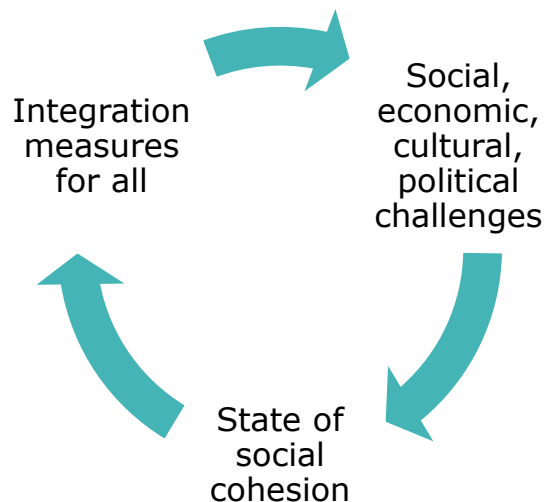
(National Action Plan for the Equality between Women and Men, 2020)

 **General aim** = policies that are all-encompassing

Policy approach towards integration

National Action Plan on Integration (PAN Intégration)

- Framework for programmes and measures aiming at promoting social cohesion between Luxembourgers and non-Luxembourgers
 - No fixed end-date, but can be revised and adapted over the years
- ↳ Long-term approach that guarantees continuity while allowing its objectives to be adapted according to changing needs and realities on the ground

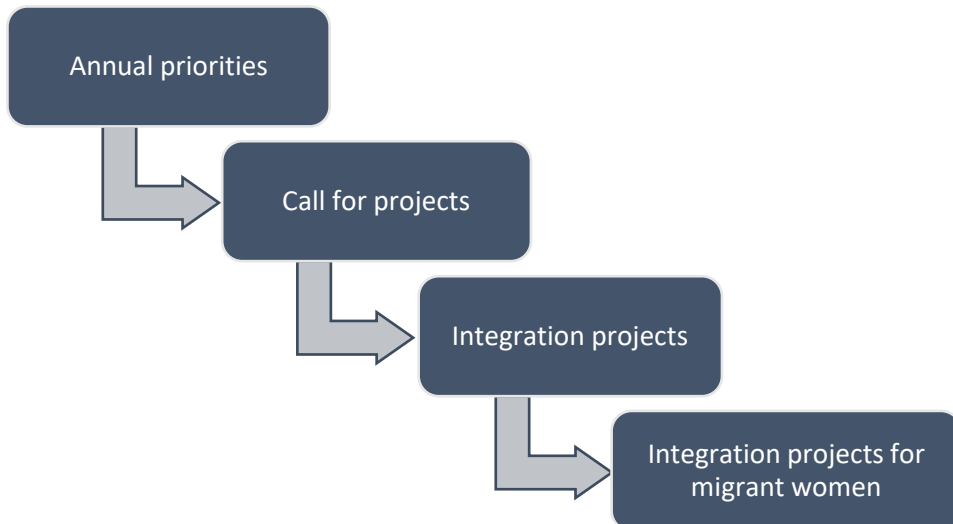


- Reception and integration are of paramount importance for Luxembourg

What does this mean for the integration of migrant women?

- Migrant women not specifically mentioned in integration policies in Luxembourg
- No national or local integration policies or policy measures specifically for migrant women exist
 - ↳ mainstreaming approach regarding integration policy and gender mainstreaming
- However, gender-specific projects can be financed/financially supported
- Ministry of Equality between Women and Men is part of the Interministerial Committee on Integration

Implementation: PAN Intégration as national financing instrument



Example: Project

"Learning languages while working at NAXI-Atelier"
(from the NGO "Women in Distress")

- Submitted under the annual priority "Learning and practicing languages" (2021)
- Acquisition of language skills and labour market integration
- Specifically targeted at migrant women

Integration of migrant women - Outlook

Call for projects of the PAN Intégration as “main laboratory for ideas and innovation in the field of integration in Luxembourg”

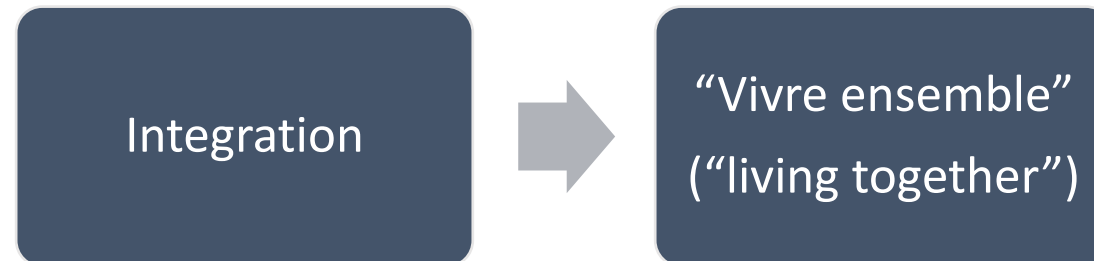
(OECD, 2021, “Vers un parcours d’intégration réussi: Le fonctionnement du système d’intégration et ses acteurs au Grand-Duché de Luxembourg”)

Key challenge

- data to comprehensively assess migrant women’s integration pathway are lacking

Reform process of the Integration Law (2008) (since October 2020)

- Overall mainstreaming approach will be maintained, but (among others) shift in the terminology is discussed:



Open question:

What will this mean for the integration of migrant women in Luxembourg in the future?

Case study Luxembourg

Q&A



Integrating migrant women in Austria: a policy priority

Saskia Heilemann

25th International Metropolis Conference, Berlin, 8 September 2022



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The European Migration Network (EMN) is coordinated by the European Commission with National Contact Points (NCPs) established in each EU Member State (except Denmark) plus Norway, Georgia and the Republic of Moldova. The National Contact Point Austria in the EMN is financially supported by the European Commission and the Austrian Federal Ministry of the Interior.

Statistics and research reports: Summary of results

Educaiton Employment Health

Compared to male third-country nationals, migrant women from third countries...

- have more often only a compulsory school leaving certificate (41% vs. 35%) but also slightly more often a university degree (25% vs. 24%)
- have a significantly lower employment rate (60% vs. 85%) and a higher unemployment rate (16% vs. 14%)
- are more often diagnosed with chronic diseases (68% vs. 66%) and rate their health condition more often as rather or very poor (16% and 5% vs. 14% and 3%)

Women-specific barriers to integration: Care and family work or the lack of care facilities, discrimination due to a headscarf, lack of professional experience.

Share of non-nationals in the resident population (2021)



Source: Eurostat.

multipliers of
integration

left behind in the
integration process

migrant women

patriarchal structures
hindering their self-
determination

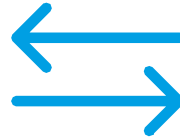
driving forces of
integration

hampered due to
gender-specific
distribution of roles

Gender-specific / mainstreaming

Gender-specific approach

- Migrant women as a target group in national policy documents
- Earmarked funding to support the integration of migrant women



Mainstreaming approach

- Article 7 of the Austrian Federal Constitution

Practice examples

Integration policy:

- **Health** (strengthen women's health literacy)
- **Civic integration** (empower women and girls and support their self-realization)
- **Social aspects** (protect women from all forms of violence)

Funding:

- Specific funding programme of the Federal Chancellery focusing on women's integration

Measure:

- Project "S.I.E. Self-determination – Integration - Emancipation" implemented by a local association ([link](#))

Integration policy:

- **Language** (further develop the range of language courses for women)
- **Civic integration** (empower women and girls and support their self-realization)

Funding:

- Federal Chancellery

Measure:

- Mandatory German courses as well as orientation and values courses according to Art. 4 to 6 Integration Act organized by the Austrian Integration Fund ([link](#))

- Study available for download at www.emn.at/en/publications/studies



Case study Austria

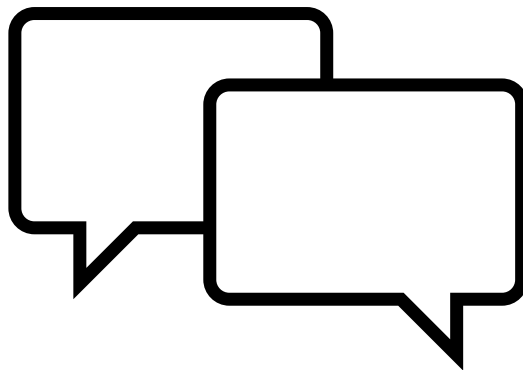
Q&A



Discussant

Jobst Koehler, IOM, Switzerland

Discussion





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