

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

NLTemplate for EMN study 2021

18 November 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

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).

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.

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 6}

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 disproportionately 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-ilibrary.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, 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-staff-working-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, ‘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.

3 SCOPE OF THE STUDY

This study defines a *migrant woman* as a third-country national female [migrant](#) (i.e. a regularly residing female migrant aged 18 and above) for the purpose of policy analysis; and as a female [third-country national](#) 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 [EU Anti-racism Action Plan 2020–2025](#), 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 [Pact on Migration and Asylum](#), that was proposed by the European Commission on 23 September 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 [EU Gender Equality Strategy 2020–2025, which](#) 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 forthcoming [Recommendation on Migrant and Refugee Women and Girls](#) 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): [The Integration of Beneficiaries of International/Humanitarian Protection into the Labour Market: Policies and Good Practices](#).
- 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): [Measures regarding civic integration - Part 2](#).
- EMN Ad Hoc Query (2020.73): [Integration measures regarding language courses - Part 1](#).

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

Other relevant sources

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

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 (%), [[lfsa_urgan](#)].

Eurostat, Activity rates by sex, age and citizenship (%), [[lfsq_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, [[hth_silc_30](#)].

8 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).

9 ADVISORY GROUP

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 2021.

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”.²⁵ 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 [collection of good practices by the European Commission](#) as well as the Commission's article on [Integration of migrant women – A key challenge with limited policy resources](#).

Date	Action
Study specifications	
4 May 2021	Circulation of the first draft to the AG
6 May 2021	First AG meeting
14 May 2021	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 the Netherlands

***Disclaimer:** 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:

Introduction

EMN Netherlands, as the Dutch national contact point for the EMN, is responsible for providing up-to-date information on national migration and asylum policy to the EMN. In this research, EMN Netherlands has examined Dutch policy on the integration of migrant women. While integration policies are mostly decentralised in the Netherlands and local initiatives focussed on migrant women may exist, it is important to note that the study is limited to national policy (with the exception of section 3). The study is based on desk research (e.g. literature, policy documents) and interviews with representatives of the ministry of Social Affairs and Employment (*Sociale Zaken en Werkgelegenheid* - SZW), the ministry of Education, Culture and Science (*Onderwijs, Cultuur en Wetenschap* - OCW) and a researcher from the Knowledge Platform Integration and Society (*Kennisplatform Integratie & Samenleving* - KIS), as well as written input from various government departments.

General approach

Integration policy is a shared competence between local authorities and the national government. Local authorities have the main responsibilities in this area. Municipalities are among others responsible for the creation and execution of the decentralised integration policy and the practical (outsourcing of) counselling of newcomers. On national level, SZW is responsible for the development of general, national integration policy and policy on civic integration, although this is rather limited. Cooperation between SZW and other ministries is relevant, as integration plays a part in different domains. For example, this is the case for education, which falls under the responsibility of the Ministry of OCW.

As concluded based on interviews and the Coalition Agreement of 2017-2021, integration of migrant women is not a policy priority in the Netherlands. Migrant women are not specifically targeted in national government programmes, but addressed as part of a wider group. It concerns third-country national migrant women addressed as part of a wider group of migrants (including EU citizens with a migrant background) or a wider group of women. Certain sector-specific integration policies can be identified as addressing migrant women, i.e. with regards to labour market integration and equal opportunities (emancipation) policy, and education.

Policy developments and future outlook

No national integration policies or measures were identified that were developed to counteract consequences of COVID-19 specifically for migrant women's integration. A significant change is foreseen in the civic integration policy as of 1 January 2022, though this does not address challenges experienced by migrant women specifically. Also, the Ministry of Economic Affairs and Climate Policy has proposed a programme for improving inclusiveness and diversity in entrepreneurship, responding in part to the low self-employment rate among women and first-generation migrants.

Challenges in the integration of migrant women

Statistical research in the Netherlands shows challenges experienced by migrant women, in particular women with a non-Western immigration background (including second-generation migrants), firstly with regards to socio-economic characteristics. Non-Western migrant women are relatively often unemployed, not economically independent, and feel discouraged from seeking employment. Their position deteriorated during the COVID-19 pandemic, as unemployment rose while it decreased for persons without an immigration background. Secondly, non-Western migrant women on average have a higher cost of healthcare. Finally, migrant women have lower education levels than female nationals. However, for the highest levels of education, migrant women show the same rate as female nationals, and on average their education levels are higher than migrant men. An additional challenge was identified based on reports, i.e. that female beneficiaries of international protection encounter a disadvantage in accessing the labour market, as municipal caseworkers who are responsible for supporting unemployed persons tend to focus their efforts on the person with a smaller distance from the labour market, which is often the male partner.

Good practices

Two local measures were identified as good practices by experts interviewed for this study. The first measure concerns a pilot aimed at improving labour market participation among female family migrants, which was part of the 'Reform Assignment Civic Integration' (Veranderopgave Inburgering - VOI) programme. The measure is highlighted as a good practice for being successful in reaching empowerment goals for the women involved. Two obstacles were also identified for this programme, related firstly to the COVID-19 pandemic which prevented participants from gaining practical work experience through internships. Secondly, by opting for a pilot project as opposed to a more systematic measure, according to KIS ownership and continuation of the project were not ensured. The second good practice was 'Durven Doen!', which aims to help single mothers escape poverty and to regain control of their lives. This was highlighted as a good practice for reaching a new target group (first-generation female migrants), though a low participation rate was identified as a challenge.

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?

1. First residence permits (total)

In total (for all migrant men and women, all age groups), 95 753 (2016), 97 395 (2017), 92 068 (2018) and 102 132 (2019) first residence titles were issued. In 2016, more first residence titles were issued to men than to women (48 737 and 47 007 respectively). The following years, it was the opposite: men received 45 869 (2017), 43 611 (2018) and 48 477 (2019) titles, whereas women were issued 51 513 (2017), 48 445 (2018) and 53 652 (2019) titles.

In 2020, the effects of the Covid-19 pandemic are visible as there was a significant decrease in first titles issued: 73 511, of which 36 391 were issued to men and 37 117 to women.

2. First residence permits issued (by reason)

First residence permits, by type, all age groups, total (men and women), 2016-2020

	2016	2017	2018	2019	2020
Total	95 753	97 395	92 068	102 132	73 511
Family reasons	24 962	30 968	34 036	38 653	28 872
Education reasons	16 317	17 239	18 472	20 178	11 644
Remunerated activities reasons	14 621	17 744	20 885	22 030	13 345
Other	39 853	31 444	18 675	21 271	19 650

When looking at the total first permits issued by type, a shift is visible between 2016 and 2020 in the most common reasons of stay. In 2016 and 2017, the number one reason of stay was “other”, which comprises among others refugee status and subsidiary protection, and humanitarian reasons. Since then, family reasons have become the most important reason of stay, followed by remunerated activities reasons and education reasons. In 2020, there was a clear drop of around 10 000 in all regular reasons of stay. For “other” reasons, first permits decreased only slightly from 21 271 (2019) to 19 650 (2020).

First residence permits, by type, all age groups, men, 2016-2020

	2016	2017	2018	2019	2020
Total	48 737	45 869	43 611	48 477	36 391

Family reasons	8 903	11 549	12 714	14 271	11 185
Education reasons	7 279	7 565	7 969	8 649	5 574
Remunerated activities reasons	9 634	11 845	13 909	15 519	9 181
Other	22 921	14 910	9 019	10 038	10 451

In 2016 and 2017, the main reason for issuing first residence permits to men was 'other', which includes refugee status and subsidiary protection. In 2018 and 2019, the importance of this category decreased as first residence permits issued for remunerated activities became more frequent, followed by permits issued for family reasons. Permits issued for remunerated activities reasons as well as for education reasons fell significantly during the year 2020, most likely due to the COVID-19 pandemic and the related travel-restrictions, making family reasons the number one category for issuing first permits to men. The 'other' category was the only one to see a slight increase between 2019 and 2020.

First residence permits, by type, all age groups, women, 2016-2020

	2016	2017	2018	2019	2020
Total	47 007	51 513	48 445	53 652	37 117
Family reasons	16 056	19 419	21 322	24 382	17 685
Education reasons	9 038	9 672	10 494	11 528	6 070
Remunerated activities reasons	4 985	5 897	6 975	6 510	4 163
Other	16 928	16 525	9 654	11 232	9 199

In 2016, the number of first residence permits issued to women for family reasons and 'other' reasons were almost identical, followed at a distance by education reasons and remunerated activities reasons. For the period 2017-2020, family reasons are the main reason for issuing first permits, making up almost half of the total from 2018 onwards, while the importance of 'other' reasons decreased over time. **Compared to men, it is clear that more women receive first residence permits for family reasons and for education reasons, while men are more likely to obtain a permit to carry out remunerated activities.**

Just as for men, there was a significant decrease in permits issued for remunerated activities and education reasons in 2020, the first year of the COVID-19 pandemic. Permits issued for family reasons fell as well but remained the most important category.

3. Top 3 countries of citizenship:

Total (men and women):

2016: 1. Turkey (75 423); 2. Morocco (42 322); 3. China incl. Hong Kong (29 746)

2017: 1. Turkey (74 138); 2. Syria (51 424); 3. Morocco (39 923)

2018: 1. Turkey (73 837); 2. Syria (67 525); 3. Morocco (38 020)

2019: 1. Turkey (74 834); 2. Syria (74 084); 3. Morocco (36 495)

2020: 1. Syria (79 451); 2. Turkey (76 964); 3. China including Hong Kong (39 352)

Men:

2016: 1. Turkey (38 104); 2. Morocco (21 913); 3. Syria (14 956)

2017: 1. Turkey (37 441); 2. Syria (30 792); 3. Morocco (20 743)

2018: 1. Syria (38 126); 2. Turkey (37 405); 3. Morocco (19 756)

2019: 1. Syria (41 514); 2. Turkey (38 217); 3. Morocco (18 878)

2020: 1. Syria (44 509); 2. Turkey (39 628); 3. India (21 520)

Women:

2016: 1. Turkey (37 319); 2. Morocco (20 409); 3. China including Hong Kong (15 954)

2017: 1. Turkey (36 697); 2. Syria (20 632); 3. Morocco (19 180)

2018: 1. Turkey (36 432); 2. Syria (29 399); 3. Morocco (18 264)

2019: 1. Turkey (36 617); 2. Syria (32 570); 3. China including Hong Kong (19 503)

2020: 1. Turkey (37 336); 2. Syria (34 942); 3. China including Hong Kong (20 744)

In 2016, Turkey was the main country of citizenship both for third-country national men and women. Around half of Turkish nationals were men (38 104) and half were women (37 319), and their numbers remained relatively stable over the years. Meanwhile, there has been a steady decrease of Moroccan nationals both among men and women.

The number of persons with Syrian citizenship increased drastically over the research period. This trend was visible for men first, as Syrian became the number one nationality for men in 2018, increasing from 14 956 (2016) to 38 126 (2018), and climbing further to 79 451 (2020). For women, the increase in Syrian nationals developed at a slower pace, climbing from 10 487 (2016) to 34 942 (2020), just below the number of women with Turkish nationality.

Two other trends should be noted. Firstly, the increase in Chinese nationals (including Hong Kong) among which women are overrepresented, going from 15 954 (2016) women to 20 744 (2020), versus 13 792 (2016) and 18 608 (2020) among men. Secondly, the number of men with Indian nationality doubled from 10 166 (2016) to 21 520 (2020), reaching the top three nationalities for that group. While the female Indian population in the Netherlands is smaller, the growth of this group was just as significant, reaching from 6 947 (2016) to 15 906 (2020).

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.

Total population in the Netherlands:

		2016	2017	2018	2019	2020
Total population		16 979 120	17 081 507	17 181 084	17 282 163	17 407 585
Non-EU 28	Men	177 456	204 077	222 104	239 892	261 471
	Women	190 288	209 324	229 093	247 622	268 259

The share of migrant women of the total population in the Netherlands compared to the share of migrant men is slightly higher each year in the period 2016-2020 (in total around 1.33% are migrant women and 1.29% are migrant men). The share of both migrant women and migrant men increased during this period. No evidence was found for changes related to COVID-19.

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?

1. Labour market

Table 1: Unemployment rates (lfsa_argan), age class 20-64.

	Total population	TCN migrant women*	TCN migrant men*	Female nationals
2016	5.5%	16.9%	12.3%	5.7%
2017	4.4%	13.3%	11.9%	4.6%
2018	3.4%	11.1%	8.9%	3.3%
2019	3.0%	10.3%	7.9%	2.7%
2020	3.3%	n/a	n/a	3.2%

*TCN defined as non-EU28

Table 2: Activity rates (lfs_argan), age class 20-64.

	Total population	TCN migrant women*	TCN migrant men*	Female nationals
2016	81.6%	47.2%	71.8%	77.0%
2017	81.6%	47.3%	69.9%	77.4%
2018	82.0%	50.8%	71.5%	77.9%
2019	82.6%	52.4%	77.8%	78.8%
2020	82.7%	n/a	n/a	79.3%

*TCN defined as non-EU28

The data show that each year in the period 2016-2019, a higher share of TCN migrant women are unemployed compared to TCN migrant men and female nationals. On average, the unemployment rate of migrant women during this period is 12.9%, while for migrant men this is 10.4% and for female nationals this is only 4.08%. Nevertheless, there has been a decrease of the unemployment rate since 2016 among all groups (data for 2020 not available). Activity rates are also lower among TCN migrant women compared to TCN migrant men and female nationals each year in the period 2016-2019, but have increased for all groups.

2. Entrepreneurship

Table 3: Self-employment (x1000) (lfs_esgan), age class 20-64.

	Total population	TCN migrant women*	TCN migrant men*	Female nationals
2016	1 255.6	8.2	13.8	427
2017	1 280.5	7.5	14.9	441.1
2018	1 299.4	9.6	17.4	446.0
2019	1 318.7	9.9	21.4	452.2
2020	1 353.6	n/a	n/a	463.3

* TCN is defined as non-EU28.

The data on self-employment show that among all groups, the number of self-employed persons has increased between 2016 and 2019. TCN migrant women are self-employed relatively rarely compared to TCN migrant men, considering that TCN migrant women make up a larger share of the population (in 2019: 1.43% of migrant women and 1.39% of migrant men).

3. Education

Population by educational attainment level (EDAT_LFS_9911). Note: TCN defined as non-EU28 for full time period. Age class 18-64

Table: see statistical annex

In 2019 (the latest available year for which data are complete), 20.5% of female nationals aged 18-64 had an education level of less than primary, primary, or lower secondary education (levels 0-2). For TCN migrant women, the share of women who had lower levels of education was significantly higher at 35.6%. For TCN migrant men, the share that had lower levels of education was higher still: 39.8%.

For upper secondary and post-secondary non-tertiary education, in 2019 42.4% of female nationals had completed these levels. This share was lower for TCN migrant men (at 30.8%) and women (at 22.7%). For tertiary education, among all groups TCN migrant women had the highest rate of tertiary education at 35.9%. For female nationals this was 37.1% and for TCN migrant men 26.7% had completed tertiary education.

In short, in 2019 TCN migrant women on average had a higher level of education than TCN migrant men. Compared to female nationals however, they were overrepresented in the lowest levels of education (less than primary, primary and lower education) and underrepresented in middle levels of education (upper secondary and post-secondary non-tertiary education). TCN migrant women have a high rate of tertiary education compared to TCN migrant men, and are comparable with the rate of female nationals.

4. Housing

Overcrowding rate²⁷ (total population aged 18 and over), (ILC_LVHO15) age class 18-64

Table: see statistical annex

²⁷ The overcrowding rate is defined as the percentage of the population living in an overcrowded household. A person is considered as living in an overcrowded household if the household does not have at its disposal a minimum number of rooms equal to: one room for the household; one room per couple in the household; one room for each single person aged 18 or more; one room per pair of single people of the same gender between 12 and 17 years of age; one room for each single person between 12 and 17 years of age and not included in the previous category; one room per pair of children under 12 years of age.

According to the Eurostat data on this subject, TCN migrant women experienced a lower overcrowding rate than female nationals in 2016 (5.0 versus 4.5), but experienced a drastic increase to 23.3 in 2020. For female nationals the rate increased to 4.6 in 2020. The total overcrowding rate for Dutch nationals increased from 4.4 in 2016 to 4.8 in 2020. For TCN migrant men, the overcrowding rate provided is stated as unreliable for the period 2016-2018. In the subsequent years the rate fluctuated from 41.3 (2019) to 26.3 (2020).

To conclude, whereas the overcrowding rate of TCN migrant women was close to the national average in 2016, by 2020 they experienced a significantly higher rate. The reason for these fluctuations is unknown.

5. Health

Self-reported unmet needs for medical examination (hlth_silc_30), age class 20-64, year: 2020

	TCN women	TCN men	Female nationals
Too expensive	4.5 (pu)	1.2 (pu)	0.1 (p)
No unmet needs to declare	95.5 (pu)	97.7 (pu)	99.0 (p)

For full table, see statistical annex.

In 2020, 0.1% of female nationals declared that access to medical examination was too expensive, versus 4.5% of TCN migrant women. However, no conclusions can be drawn from these statistics as data for TCN migrant men are stated as being unreliable (pu), and all data are provisional (p).

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.*

Several challenges can be identified regarding the integration of migrant women, based on public reports from the Netherlands. These challenges are related to:

- lower levels of education and economic independence, and a greater distance to the labour market (see paragraph 1)
- gaps in caseworker support for female beneficiaries of international protection and other women in finding employment (see paragraphs 2 and 4)
- a rise in unemployment among migrant women and men during the covid crisis (see paragraph 3)
- childcare duties being an obstacle for labour market participation among migrant women (see paragraph 5)
- the self-perceived impact of female students' online presentation on their career opportunities (see paragraph 6)
- mental health issues among beneficiaries of international protection, including women (see paragraph 7)

- a double disadvantage regarding the average cost of healthcare for migrant women (see paragraph 8)

In addition, the following opportunities can be identified:

- to improve chances of female beneficiaries of international protection at the labour market, it is worthwhile to invest in their social network (see paragraph 4)
- lessons that have been drawn from projects focused on improving labour market participation among beneficiaries of international protection specifically can be applied to other target groups as well (see paragraph 4).

1. CBS, Emancipatiemonitor 2020.

In 2020, the Central Bureau for Statistics (CBS) identified several challenges for migrant women's integration in the labour market.

Firstly, the CBS research noted that women with a non-Western immigration background have lower levels of education than women with a Dutch background. More than half of first-generation Turkish migrant women have received a low level of education, as well as half of first-generation Moroccan migrant women. Education levels are significantly higher among second-generation Turkish and Moroccan migrant women.²⁸

Secondly, on average women with a non-Western²⁹ immigration background are more often unemployed in comparison to Dutch women without an immigration background, and are thus less often economically independent. This is true especially for first-generation non-Western migrant women.³⁰ Among women (including second generation migrants) from Afghanistan, Iraq, Iran, Syria, Somalia and Eritrea, only a minority is economically independent. Turkish and Moroccan women receive welfare benefits or have no income relatively often. However, within this group there is a large difference between first and second generation migrants: second generation women of Turkish and Moroccan descent are economically independent twice as often as first-generation women.³¹

On the other hand, women with a Surinamese immigration background (including second generation) are relatively often economically independent. They work full-time more often than Dutch women without an immigration background, as do women with a Western immigration background (including EU nationals).³²

A second challenge noted by the CBS is that women with a non-Western immigration background (including second generation) relatively often feel "discouraged" from seeking employment, meaning that they do not seek employment despite being unemployed, because they do not expect results.³³

²⁸ CBS, Emancipatiemonitor 2020, p. 62-63.

²⁹ Persons with a Non-Western immigration background are defined by CBS as follows: 'Persons with an immigration background from one of the countries in Africa, Latin-America and Asia (excluding Japan and Indonesia), or Turkey. Due to their social-economic background, persons with an immigration background from Indonesia or Japan are considered persons with a Western immigration background. This concerns primarily persons born in former Dutch Indies, and employees of Japanese companies with their families.' Source: CBS, 'Persoon met een niet-westerse migratieachtergrond,' <https://www.cbs.nl/nl-nl/onze-diensten/methoden/begrippen/persoon-met-een-niet-westerse-migratieachtergrond>, last accessed on 9 August 2021.

³⁰ CBS, Emancipatiemonitor 2020, p. 6.

³¹ CBS, Emancipatiemonitor 2020, p. 68.

³² CBS, Emancipatiemonitor 2020, p. 61.

³³ CBS, Emancipatiemonitor 2020, p. 66.

In short, women with a non-Western immigration background experience several socio-economic disadvantages, though improvement is seen among the second generation. An opportunity could be the fact that women with a Western or Surinamese immigration background work full-time relatively often.

2. De Gruijter et al., 'Monitor gemeentelijk beleid arbeidstoeleiding vluchtelingen 2020, op weg naar een nieuw inburgeringsstelsel', KIS, 2020, and De Gruijter et al., 'Monitor gemeentelijk beleid arbeidstoeleiding en inburgering statushouders 2021', KIS, 2021

KIS publishes a yearly monitor of municipalities' efforts to guide beneficiaries of international protection into paid work, which is a local competence. In the publication from 2021, the monitor firstly notes an opportunity: 26% of municipalities offer specific trajectories to guide women into paid work. However, the monitor also notes that female beneficiaries of international protection are often not included in the labour market support provided by municipalities. This is because in the case of married partners, many municipalities focus their efforts on the partner that is most easily integrated in the labour market, which is often the male partner. This puts women, especially women who joined their family later, at a disadvantage. The share of municipalities that declared to have been offering support to both partners in finding paid employment has furthermore decreased, going from 67% in 2020 to 47% in 2021. The authors note that due to the larger distance of women to the labour market, the fact that they are often deprived of assistance in finding employment puts this target group at an even greater disadvantage.³⁴ This challenge was also noted in previous editions of the KIS-monitor, and was addressed in 2018 in a motion carried by the Dutch Parliament.³⁵

In the 2020 edition of the monitor, it was furthermore noted that some local caseworkers saw pregnancy as a reason to temporarily suspend their support to women as they considered it an obstacle for these women to participate in volunteering, which is one of the tools used by municipalities to increase employability.³⁶ Pregnancy can thus pose a challenge for female beneficiaries of international protection in their integration trajectory.

3. Burema et al., 'De coronacrisis en de arbeidsmarktpositie van mensen met een migratieachtergrond,' Atlas voor gemeenten, 2020.

This report studies the impact of the Covid crisis on the labour market position of persons with an immigration background (including second generation migrants), and highlights a challenge for migrant women. The authors find that during the crisis, the share of men and women in employment increased for the group with no immigration background, whereas it decreased for men and women with a (non-Western) immigration background.³⁷ For women with a non-Western immigration background the decrease was more significant than for women with a Western immigration background (this concept includes EU nationals).³⁸ Moreover, the share of women depending on unemployment benefits rose both for women with a Western and with a non-Western immigration background, but increased more among the latter group.³⁹ The economic position of migrant women, especially with a non-Western immigration background, thus deteriorated during the pandemic while it improved for (male and female) nationals.

4. Stavenuiter et al., 'Re-integratie van vrouwen met een afstand tot de arbeidsmarkt,' Kennissynthese Movisie en Verwey-Jonker Instituut, 2020.

In this report, several projects aimed at women (both migrant and non-migrant) into (paid) work are examined. In doing so, challenges are identified as well. Some challenges are experienced by women in general: a lower quality of health, care for the household or family (especially for women with children), and

³⁴ De Gruijter et al. 2021, p. 6.

³⁵ *Parliamentary Papers II*, 2017-2018, 32824 no. 216.

³⁶ De Gruijter et al. 2020, p. 29.

³⁷ Burema et al. 2020, p. 8.

³⁸ Burema et al. 2020, p. 29.

³⁹ Burema et al. 2020, p. 19.

age, as women over 60 do not expect to find work and younger women with no qualifications experience a large distance from the labour market. In addition, several challenges are identified which apply specifically to female beneficiaries of international protection: language skills, a lack of work experience and professional identity, and mental health challenges.⁴⁰

Moreover, several reasons are listed why municipalities sometimes fail in guiding women – including migrant women – into paid work. For example when women do not want to work (yet) or cannot start to work right away. In other cases, municipalities are not aware of the situation of certain women and can thus not respond properly. In addition, some municipalities invest their energy in helping persons that are most likely to find work, which may disadvantage women. And lastly, not always do municipalities take into consideration the background characteristics of women and the intersectionality of these characteristics.⁴¹

Finally, the report also identifies an opportunity for female beneficiaries of international protection. As this group often has a relatively small (Dutch) social network, the authors note that it is worthwhile to invest in expanding this network as this can improve the chances to find work. They provide several examples of how this can be done: through women's own contacts; by employing buddies or female role models; or through key persons from migrant organisations, volunteer organisations or NGOs.⁴²

Another general opportunity for integration projects was noted: 'between target groups, there is overlap in the effective elements of interventions. General effective elements are: improving motivation, a personalised approach, intensive support in the workplace, creating broad support for integration within organisations and support among the social network, cooperation between municipalities, employers and healthcare organisations. Persons who receive tailor-made support regarding labour market integrations, find suitable employment more quickly and are more likely to maintain that employment. Pilots and interventions that work for one target group may also work for others. At the moment, there is a focus on pilot projects for beneficiaries of international protection. The lessons learned in these projects may be applied to other groups.'⁴³

5. Oostveen et al., 'Evaluatie VOI pilot duale trajecten', Regioplan, 2021.

In their evaluation of a pilot project within the 'Reform Assignment Civic Integration' (*Veranderopgave Inburgering - VOI*) programme (see Q11, table 8) on 'dual trajectories', which combined language training with labour market integration of newcomers, the authors noted that childcare is needed to enable couples with children to both participate in paid employment. This applies specifically to women because without childcare, according to the authors, in practice it is usually women who sacrifice their participation in order to perform care duties. For some women participating in the programme childcare proved too expensive, even after receiving childcare benefits. To address this, two municipalities participating in the pilot programme offered extra financial support and helped newcomers in arranging childcare.⁴⁴

6. Klooster et al., ROA Rapport, '(On)gelijke toegang tot stage en werk van hbo'ers met een migratieachtergrond, "Hbo'ers, onderwijs en werkgevers over verklaringen en oplossingen"', Maastricht University, 2020.

⁴⁰ Stavenuiter et al., 'Re-integratie van vrouwen met een afstand tot de arbeidsmarkt,' Kennissynthese Movisie en Verwey-Jonker Instituut, 2020, p. 3.

⁴¹ Stavenuiter et al., 'Re-integratie van vrouwen met een afstand tot de arbeidsmarkt,' Kennissynthese Movisie en Verwey-Jonker Instituut, 2020, p. 4.

⁴² Stavenuiter et al., 'Re-integratie van vrouwen met een afstand tot de arbeidsmarkt,' Kennissynthese Movisie en Verwey-Jonker Instituut, 2020, p. 33.

⁴³ Stavenuiter et al., 'Re-integratie van vrouwen met een afstand tot de arbeidsmarkt,' Kennissynthese Movisie en Verwey-Jonker Instituut, 2020, p. 37.

⁴⁴ Oostveen et al., 'Evaluatie VOI pilot duale trajecten', Regioplan, 2021, <https://www.divosa.nl/sites/default/files/voi-pilots-eindrapportage-duale-trajecten.pdf>, p. 51.

The programme 'Further Integration in the Labour Market' (*Verdere Integratie op de Arbeidsmarkt - VIA*), financed by the Ministry of Social Affairs and Employment, comprises several pilot projects aimed at uncovering methods to improve labour market participation among migrants in the Netherlands (see Q11, table 2). One of the projects looks at access to internships and employments for students from universities of applied sciences. As part of the project, interviews were conducted with students and graduates from universities of applied sciences; education professionals and employers. The interviewees were asked to share experiences with unequal treatment and what they thought caused these challenges. In this context, several interviewed students noted that students with an immigration background generally present themselves more discretely on the online professional platform LinkedIn, especially in the case of female students with a muslim background. The students perceived this as reducing their visibility for recruiters and employers, compared to students with a Dutch background.⁴⁵

7. SCP, 'In uitvoering. Een analyse van het op statushouders gerichte beleid en wat er nodig is om dit beleid te verbeteren,' 2021.

In a 2021 policy brief on beneficiaries of international protection in the Netherlands, the SCP noted that this target group experience significant mental health challenges compared to other groups. At the same time, they make limited use of mental health care. The authors consider that this may be due to a lack of specialised, culturally-sensitive healthcare where the specific issues of beneficiaries of international protection are taken into account. Various challenges were mentioned without distinguishing between men and women, such as a heightened risk of PTSD, depression and psychosomatic issues. It was furthermore specified that both for men and for women, mental health issues are more frequent when they have had negative experiences during their journey to the Netherlands.⁴⁶

8. CBS, 'Jaarrapport Integratie 2020', 2020.

In its yearly report on Integration, the CBS investigates several indicators related to integration. Although the report itself does not describe challenges, the issues identified above (i.e. related to socio-economic characteristics) are echoed in the statistics that are included in the report. In addition, the report provides data related to healthcare which shows a double disadvantage for migrant women. Firstly, in the age group until 65 years old, among all ethnicities women have higher costs of healthcare than men. Secondly, the average cost of healthcare is higher for persons with a non-Western immigration background compared to persons with a Western immigration background (including EU nationals) and to Dutch persons without an immigration background. Among all women, those with a Turkish immigration background have the highest healthcare costs: 24 percent higher than Dutch women. Women with a Turkish immigration background are also prescribed antidepressants most often among all population groups (including men), followed by women with a Moroccan immigration background.⁴⁷

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?

For most themes discussed above, such as education, quality of health and access to healthcare, and general population data, data is disaggregated by immigration background (e.g. Western, non-Western),

⁴⁵ Klooster et al. 2020, p. 37.

⁴⁶ SCP 2021, 'In uitvoering. Een analyse van het op statushouders gerichte beleid en wat er nodig is om dit beleid te verbeteren,' p. 13-15; p. 50.

⁴⁷ CBS 2020, Jaarrapport integratie 2020, <https://www.cbs.nl/nl-nl/publicatie/2020/46/jaarrapport-integratie-2020>.

and by first or second generation.⁴⁸ It is not possible to distinguish by resident status/reason for migration, or by number of children in households.

More detailed data are available on applicants and beneficiaries of international protection that entered the Netherlands between January 2014 and July 2020, as the CBS is conducting a cohort study on this group. As part of this research, data is available on themes such as education work, income and socio-economic position and composition of the household.⁴⁹

Furthermore, the CBS publishes a yearly report on integration ('Jaarrapport Integratie') in which data on integration-related issues are compared for several groups of migrants and persons without an immigration background. Data are disaggregated by ethnicity (Turkish, Moroccan, Surinamese or Antillian, new EU Member States, or nationalities common among refugees), generation (first or second), and age group. The variables that are analysed in the report relate, among others, to education, socio-economic position, healthcare, crime and safety.

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

The public and policy debate about the integration of migrant women primarily regards the cultural aspect of integration.⁵⁰ In policy debate, this is demonstrated by political statements, ideas, and motions, made by members of the Dutch parliaments which in many cases reflect on the cultural challenges women face such as forced marriages or religious oppression and how this may be different from Dutch cultural norms.⁵¹ An illustrative case is the initiative of VVD politician Bente Becker 'In Nederland beslis je over je eigen leven' ('In the Netherlands you make decisions about your own life') which is a proposal to tackle the cultural oppression of a particular group of migrant women in Dutch society.⁵² Newspaper articles showed mixed reactions to this initiative. On the one hand, the proposal was received positively as it is a step in the right direction to put an end to the culturally oppressed position faced by some migrant women. On the other hand, the initiative was criticized as according to critics it again revolves around the important, but small-scaled, problem of cultural oppression, while not addressing other issues such as women's health, economic independence, combating sexual violence, combating stereotyping and ensuring equal pay are not addressed in the current integration policy.⁵³ Thus, the public and policy debate primarily discuss the

⁴⁸ See for example:

<https://opendata.cbs.nl/statline/#/CBS/nl/dataset/83005NED/table?ts=1634037043031>;
<https://opendata.cbs.nl/statline/#/CBS/nl/dataset/70751ned/table?ts=1634037179583>; CBS, Emancipatiemonitor 2020.

⁴⁹ CBS, ' <https://www.cbs.nl/nl-nl/publicatie/2021/15/asiel-en-integratie-2021-cohortonderzoek-asielzoekers-en-statushouders>

⁵⁰ Interview with KIS on 24 September 2021.

⁵¹ *Trouw*, 'Help de vierde generatie vrouwen met een migratieachtergrond te emanciperen', <https://www.trouw.nl/opinie/help-de-vierde-generatie-vrouwen-met-een-migratieachtergrond-te-emanciperen~b4bea35b/>, last accessed on 2 November 2021 (in Dutch); *Joop*, 'Sigrid Kaag bekritiseert intolerante toespraak Wopke Hoekstra', <https://joop.bnnvara.nl/nieuws/sigrid-kaag-bekritiseert-intolerante-toespraak-wopke-hoekstra>, last accessed on 2 November 2021 (in Dutch); *De Volkskrant*, 'Politici betuigen in manifest steun aan bedreigde schrijver Lale Gul', <https://www.volkskrant.nl/nieuws-achtergrond/politici-betuigen-in-manifest-steun-aan-bedreigde-schrijver-lale-gul~bf93976e/?referrer=https%3A%2F%2Fwww.google.com%2F>, last accessed on 2 November 2021.

⁵² *Parliamentary Papers II*, 2019-2020, 35341, no. 2.

⁵³ *Trouw*, 'Help de vierde generatie vrouwen met een migratieachtergrond te emanciperen', <https://www.trouw.nl/opinie/help-de-vierde-generatie-vrouwen-met-een-migratieachtergrond-te-emanciperen~b4bea35b/>

cultural challenges women undergo, while socio economic issues and opportunities regarding their integration are less addressed in the debate. However, it should be mentioned that the attention for female beneficiaries of international protection, who are able and allowed to work, is growing.⁵⁴

[emanciperen~b4bea35b/](#), last accessed on 2 November 2021 (in Dutch); *Het Parool*, 'Ook hier worden vrouwen mishandeld en uitgebuit als huisslaaf', <https://www.parool.nl/columns-opinie/ook-hier-worden-vrouwen-opgesloten-mishandeld-en-uitgebuit-als-huisslaaf~b01741f6/?referrer=https%3A%2F%2Fwww.google.com%2F>, last accessed on 3 November 2021 (in Dutch); *Algemeen Dagblad*, 'Drie ton subsidie voor hulp aan lhbtiers in gesloten gemeenschappen', <https://www.ad.nl/politiek/drie-ton-subsidie-voor-hulp-aan-lhbtiers-in-gesloten-gemeenschappen~a5f36369/?referrer=https%3A%2F%2Fwww.google.com%2F>, last accessed on 3 November 2021 (in Dutch); *Eenvandaag*, 'VVD wil hardere aanpak eerwraak maar overdrijft hoe vaak het voorkomt', <https://eenvandaag.avrotros.nl/item/vvd-wil-hardere-aanpak-eerwraak-maar-overdrijft-hoe-vaak-het-voorkomt/>, last accessed on 3 November 2021 (in Dutch).

⁵⁴ Interview with the Ministry of Social Affairs and Employment and the Ministry of Education, Culture and Science on 8 September 2021.

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.

Integration policy is a shared competence between local authorities and the national government. Local authorities have the main responsibilities.

Municipalities are responsible for the creation and execution of the decentralised integration policy within their municipality.⁵⁵ In addition, municipalities have to implement the Participation act. This is a general act on participation and re-integration in the labour market. The aim of this policy is to get more people (including those with work disabilities) to work with the support of municipalities.⁵⁶ Also, municipalities are responsible for the practical (outsourcing of) counselling of newcomers.⁵⁷ This includes for example arranging housing, offering support in relation applications for surcharges, guidance in the healthcare system and general coaching. Please refer to Q15 for planned changes in relation to the role of municipalities.

The Ministry of Social Affairs and Employment (*Sociale Zaken en Werkgelegenheid, SZW*) is responsible for the development of general, national integration policy⁵⁸ and policy on civic integration.^{59,60} Nevertheless, the extent of national integration policy is limited, as much of it is decentralised. The Ministry of SZW has a supportive role for municipalities.⁶¹

Cooperation between the Ministry of SZW and other ministries is relevant, as integration plays a part in several domains that fall under different ministries.⁶² For example, this is the case for education, which falls under the responsibility of the Ministry of Education, Culture and Science (*Onderwijs, Cultuur en Wetenschap, OCW*). The Ministry of SZW has a coordinating role in certain stages, to ensure the coherency

⁵⁵ CPB en SCP, 'Kansrijk integratiebeleid op de arbeidsmarkt', 2020.

⁵⁶ National government, 'Participatiewet: informatie voor gemeenten', [Participatiewet: informatie voor gemeenten | Participatiewet | Rijksoverheid.nl](#), and 'Participatiewet', [Participatiewet | Rijksoverheid.nl](#), last accessed on 27 October 2021; Movisie, 'Participatiewet en de WWB Maatregelen: een overzicht', [Participatiewet en de WWB maatregelen: een overzicht | Movisie](#), last accessed on 27 October 2021.

⁵⁷ VNG, 'Raadgever Asiel en integratie', <https://vng.nl/artikelen/raadgever-asiel-en-integratie>, last accessed on 24 August 2021.

⁵⁸ EMN Ad-Hoc Query (2013. 497): Immigrant Integration Plans.

⁵⁹ EMN Netherlands, 'Arbeidsmarktintegratie van personen die internationale of humanitaire bescherming genieten in Nederland: Beleid en goede werkwijzen', 2016, <https://emnnetherlands.nl/sites/default/files/2018-02/2016-Arbeidsmarktintegratie%20van%20Personen%20met%20Internationale%20of%20Humanitaire%20bescherming.pdf>, last accessed on 11 August 2021.

⁶⁰ Art. 7, sub a en d, Organisatie-, mandaat- en volmachtbesluit directeur-generaal Sociale Zekerheid en Integratie 2015.

⁶¹ Interview with the Ministry of Social Affairs and Employment and the Ministry of Education, Culture and Science on 8 September 2021.

⁶² Regioplan, 'Synthesestudie beleidsdoorlichting integratiebeleid', 2016, <https://www.rijksbegroting.nl/system/files/251/xv05synthesestudie-beleidsdoorlichting-integratiebeleid-regioplan.pdf>, last accessed on 25 August 2021.

between the policy and to monitor the progress of agreements. Other ministries have the responsibility to ensure the achievement of the policy goals within their domain that relate to integration.⁶³

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

Please elaborate according to whom/what source.

No, as stated in an interview with representatives of the Ministry of SZW, the Ministry of OCW and a researcher from the Knowledge platform Integration and Society (*Kennisplatform Integratie & Samenleving*, KIS), the integration of migrant women is not a policy priority in the Netherlands.⁶⁴ This also can be concluded based on the the Coalition Agreement of 2017-2021, as the agreement does not specifically refer to migrant women in relation to integration.⁶⁵ There are policies for broader groups, that include migrant women. But there are no specific integration policies at national level aimed at migrant women. In addition, the concept 'migrant' often includes persons with a second-generation immigration background, and EU nationals residing in the Netherlands.

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

The Ministry of OCW makes an effort to draw more attention on gender mainstreaming within priority domains that are covered by other departments, next to the aims within the general emancipation policy itself.⁶⁶ A theme with priority concerns the economic self-reliance of women.

In relation to national integration policy, no systematic gender mainstreaming takes place, although there might be some projects/pilots where this is the case.⁶⁷ Furthermore, experts from the Ministries of OCW and SZW noted that there is formal and informal cooperation between their respective departments on equal opportunities of women and LGBTI-persons and civic integration of migrants.⁶⁸

This approach is not complemented by national gender specific integration policies. The Dutch integration policy is generic.⁶⁹ Nevertheless, there are a few projects/pilots that address the situation of migrant women e.g. as part of a broader group of women (please refer to Q11).⁷⁰

With regards to other policy areas related to integration (entrepreneurship, housing, and health), it has not been possible to identify whether gender is mainstreamed in national policies.

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

⁶³ CPB en SCP, 'Kansrijk integratiebeleid op de arbeidsmarkt', 2020.

⁶⁴ Interview with the Ministry of Social Affairs and Employment and the Ministry of Education, Culture and Science on 8 September 2021, and with KIS on 24 September 2021.

⁶⁵ Coalition Agreement (Regeerakkoord) (2017) 'Vertrouwen in de Toekomst'.

⁶⁶ Regioplan, 'Beleidsdoorlichting emancipatiebeleid (artikel 25 begroting OCW)', 2018.

⁶⁷ Interview with the Ministry of Social Affairs and Employment and the Ministry of Education, Culture and Science on 8 September 2021, and KIS on 24 September 2021.

⁶⁸ Interview with the Ministry of Social Affairs and Employment and the Ministry of Education, Culture and Science on 8 September 2021.

⁶⁹ EMN Ad-Hoc Query (2015.683): Monitoring report on integration.

⁷⁰ Ministry of Education, Culture and Science, Opbrengstenbrief emancipatie, 5 February 2021.

Yes		No ⁷¹	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 Although migrant women are addressed in certain government programmes (please refer to Q11), the measures are mostly part of a broader policy strategy for e.g. women in general. There is no common national integration policy/strategy addressed towards migrant women.	
<i>Please continue with Q11</i>		<i>Please continue with Q10a</i>	<i>Please continue with Q10b & Q11</i>

a) If migrant women are not specifically addressed in national integration policies, what is the reason or underlying approach (e.g. mainstreaming approach)?

Dutch integration policy is characterised by a general approach. At the national level, limited distinction is made between sub-groups. Regarding civic integration, the policy aims to provide space for a more tailored-approach in individual cases. Municipalities are able to narrow this down when they take measures on a local level.

In other policy areas related to integration, e.g. health, education and economic integration, it is relevant to note that the Netherlands does also not use a targeted approach for certain ethnicities or nationalities. The reason to adopt a generic and mainstream approach instead of a target group approach, is that target group

⁷¹ 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”.

policy could emphasize the differences between different groups of people.^{72,73} Migrants, or sub-groups of migrants, are thus not always addressed separately from Dutch nationals, and by extension there is no differentiation for female migrants either.

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?

N/A.

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	Labour market integration policy (Participation Act)	Emancipation (Equal Opportunity) Policy
How are migrant women addressed with regard to labour market integration?	<p><i>Local level</i></p> <p>Under the Participation Act, the implementation of labour market integration policy is a local competence. Municipalities are tasked with supporting the labour market integration of all residents who have a distance to the labour market.⁷⁴ In general, there is no targeted approach for migrants or for migrant women, but this may depend on the municipality. The Ministry of Social Affairs and Employment (<i>Sociale Zaken en Werkgelegenheid</i>, SZW) is not involved in the implementation of the Participation Act, but has a supervisory role.⁷⁵</p> <p><i>Programme VIA (2018-2021)</i></p> <p>Due to the structural disadvantages faced by persons</p>	<p>The emancipation policy of the Ministry of Education, Culture and Science (<i>Onderwijs, Cultuur en Wetenschap</i>, OCW) has two target groups: women and LGBTI-persons. As such, migrant women are not a specific target group. However, the emancipation policy uses an intersectional approach, taking into account differences between women, for example based on immigration background, level of education, age, and labour disabilities.⁸¹</p> <p>The aim of emancipation policy is to achieve safety and equal opportunities for</p>

⁷² Kennisplatform Integratie & Samenleving, 'Gerichte aandacht voor (sub) groepen van statushouders: Wanneer alleen algemeen beleid niet voldoende is', 2021, https://www.kis.nl/sites/default/files/420114_gerichte-aandacht-voor-subgroepen-van-statushouders_web.pdf.

⁷³ *Parliamentary Papers-II*, 2010-2011, 32824, no.1.

⁷⁴ National Government, 'Participatiewet: informatie voor gemeenten,' <https://www.rijksoverheid.nl/onderwerpen/participatiewet/participatiewet-informatie-voor-gemeenten>, last accessed on 1 September 2021.

⁷⁵ Article 76 of the Participation Act.

⁸¹ Ministry of Education, Culture and Science, Opbrengstenbrief emancipatie, 5 February 2021.

Labour market	Labour market integration policy (Participation Act)	Emancipation (Equal Opportunity) Policy
	<p>with a migrant background in the labour market, in recent years more attention is being paid to the position of this group in particular.⁷⁶ An ongoing programme (2018-2021) of the Ministry of SZW, 'Further Integration on the Labour Market' (<i>Verdere Integratie op de Arbeidsmarkt - VIA</i>), focuses on labour market integration of persons with a non-Western migrant background.</p> <p>Programme VIA consists of eight pilots, each of which looks at different career stages. The pilots are aimed at testing different approaches in these stages which may further the labour market integration of persons with a non-Western migrant background, and to share these insights with employers, (local) governments, social partners and other organisations.⁷⁷</p> <p>In response to concerns that women were disadvantaged in labour market integration support by municipalities, the Minister of SZW assured that Programme VIA would pay equal attention to supporting women and men.⁷⁸ This was operationalised by distinguishing between men and women in the research projects that were conducted as part of the pilots, if this was possible based on the number of respondents.⁷⁹ Differences between men and</p>	<p>women and LGBTI persons, focusing among others on financial independence of women, gender diversity and equal treatment.⁸²</p> <p>Within this policy area, two ongoing national programmes pay special attention to the labour market integration of women. Both programmes do not specifically target migrant women, but are aimed towards women with a distance to the labour market in general.</p> <p>1. <i>Vakkundig aan het werk ('Skillfully at work')</i> (2021-2023)</p> <p>'Vakkundig aan het werk' is a programme aimed at developing new scientific knowledge to help municipalities in guiding citizens into paid work more effectively. The sixth round of this programme (start 2021), commissioned by the Ministry of OCW, is focused on improving the financial independence of women. The aim is to obtain research-based tools, mechanisms and working methods used by municipalities in gender-sensitive action,</p>

⁷⁶ SCP 2020, p. 72.

⁷⁷ Ministry of Social Affairs and Employment, 'Programma Verdere Integratie op de Arbeidsmarkt', 2020, <https://www.rijksoverheid.nl/documenten/publicaties/2020/11/09/bijlage-1-informatiefolder-2020-programma-verdere-integratie-op-de-arbeidsmarkt-via>, last accessed on 1 September 2021.

⁷⁸ Kamerstuk, Vergaderjaar 2017-2018, 29544 no. 821.

⁷⁹ Information provided by the Ministry of SZW, 22-10-2021.

⁸² Emancipatienota 2018-2021.

Labour market	Labour market integration policy (Participation Act)	Emancipation (Equal Opportunity) Policy
	<p>women were indeed addressed in some of the pilots' final reports.⁸⁰</p> <p>In addition, the Ministry of SZW has launched a programme together with the Ministry of OCW (see programme 2 in the next column).</p>	<p>so that women with a distance from the labour market are better guided towards paid work, and thus to durably increase their economic independence (duration 2021-2023).⁸³ One of the projects in this programme focuses specifically on female beneficiaries of international protection with a low level of education.⁸⁴</p> <p><i>2. Economische veerkracht van vrouwen ('Economic flexibility of women') (2019-2024)</i></p> <p>Part of the National Scientific Agenda (<i>Nationale Wetenschapsagenda</i>, NWA), the Ministries of OCW and SZW invested three million euros in this programme, which is aimed at "the whole ecosystem around groups of economically vulnerable women." The programme aims to formulate concrete and science-based action perspectives for the various stakeholders within the ecosystem in order to increase the sustainable economic independence of women, including after</p>

⁸⁰ Eindrapportages VIA-pilots <https://www.rijksoverheid.nl/documenten/publicaties/2020/11/09/verdere-integratie-op-de-arbeidsmarkt>.

⁸³ <https://www.zonmw.nl/nl/subsidies/subsidieoproepen-op-uitnodiging/detail/item/economische-zelfstandigheid-van-vrouwen-6e-ronde-vakkundig-aan-het-werk-1/>

⁸⁴ Information provided by the Ministry of OCW, 9-11-2021.

Labour market	Labour market integration policy (Participation Act)	Emancipation (Equal Opportunity) Policy
		<p>'life events' such as a birth or divorce. The results are differentiated between three target groups: women who receive welfare benefits; women who are unemployed and do not receive welfare benefits; and women who are employed but do not receive sufficient income.⁸⁵</p>
<p>Are migrant women specifically targeted or are they addressed as part of a wider group?</p>	<p><input type="checkbox"/> Specifically third-country national migrant women targeted</p> <p><input checked="" type="checkbox"/> Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background)</p> <p><input type="checkbox"/> Migrant women addressed as part of a wider group of women</p>	<p><input type="checkbox"/> Specifically third-country national migrant women targeted</p> <p><input type="checkbox"/> Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background)</p> <p><input checked="" type="checkbox"/> Migrant women addressed as part of a wider group of women</p>
<p>Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?</p>	<p><input type="checkbox"/> Yes</p> <p><input checked="" type="checkbox"/> No</p>	<p><input type="checkbox"/> Yes</p> <p><input checked="" type="checkbox"/> No</p>
<p>At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?</p>	<p>The pilots within Programme VIA each look at a different career stage for the target group, from choosing education to entering the labour market, and from (long-term) unemployment to job retention.</p>	<p><i>No differentiation</i></p>

⁸⁵ Women with an immigration background includes intra-EU migrants and second generation migrant women.

Table 3: Entrepreneurship

There is no specific national policy for migrant women with regard to entrepreneurship. For future plans in this area, please refer to Q15.

Table 4: Education and vocational training

There is no specific national policy for migrant women with regard to education and vocational training.

Table 5: Language Training

General note: learning the Dutch language is an important element of civic integration. Please refer to table 8. In table 5 only language programmes additional to civic integration are mentioned.

LANGUAGE TRAINING	Name of integration policy or sector specific policy
<p>How are migrant women addressed with regard to language training?</p>	<p>Follow-up approach low literacy 2020-2024, 'Tel mee met taal': the government invests in this policy strategy to tackle low literacy faced by adults and to increase their skills.⁸⁶ This in addition to the budget for adult education available for municipalities. General measures are e.g. new communication campaigns to reach the adults facing low literacy, funding and support for municipalities in order to e.g. train 'language buddies' and subsidizing employers for courses on basic skills available for their employees.⁸⁷ The users of this funding can choose to focus on a specific target group, e.g. on women.⁸⁸</p> <p>This policy takes gender specific needs into account. Experience is taken from a former project 'Educatie voor Vrouwen met Ambitie' in 2014-2018. This project focused on further development of basic skills, confidence and empowerment of women in general.⁸⁹ This in order for women to participate in society and to take further steps on the labour market. Municipalities can still make use of a toolkit on empowerment derived from the project.⁹⁰</p>
<p>Are migrant women specifically targeted or are they addressed as part of a wider group?</p>	<p><input type="checkbox"/> Specifically third-country national migrant women targeted</p> <p><input type="checkbox"/> Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background)</p> <p><input checked="" type="checkbox"/> Migrant women addressed as part of a wider group of women</p>
<p>Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students,</p>	<p><input type="checkbox"/> Yes</p> <p><i>If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed?</i></p> <p><input checked="" type="checkbox"/> No</p>

⁸⁶ *Parliamentary Papers II*, 2018-2019, 28670, no. 84.

⁸⁷ National Government, 'Vervolgaanpak laaggeletterdheid 2020-2024, Tel mee met Taal', <https://www.rijksoverheid.nl/binaries/rijksoverheid/documenten/publicaties/2019/03/18/vervolgaanpak-laaggeletterdheid-2020-%E2%80%93-2024-tel-mee-met-taal/vervolgaanpak-laaggeletterdheid-2020-%E2%80%93-2024-tel-mee-met-taal.pdf>

⁸⁸ *Government Gazette (Staatscourant)* 2020, no. 65777.

⁸⁹ Stichting Lezen en Schrijven, 'Pilot EVA (Educatie voor Vrouwen met Ambitie)', <https://www.lezenenschrijven.nl/wat-doen-wij/oplossing-voor-je-vraagstuk/speciale-aandacht-voor-vrouwen>, last accessed on 30 August 2021.

⁹⁰ Information provided by the Ministry of Education, Culture and Science on 13 September 2021.

LANGUAGE TRAINING	Name of integration policy or sector specific policy
family migrants, asylum seekers, etc.)?	
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	No differentiation.

Table 6: Housing

There is no specific national policy for migrant women with regard to housing.

Housing of target groups, among which migrant women may be overrepresented, is a municipal competence. These target groups are: vulnerable elderly persons, beneficiaries of international protection, mental health patients, home- and roofless persons, and women in women shelters.⁹¹

Table 7: Health

HEALTH	Name of integration policy or sector specific policy
How are migrant women addressed with regard to health (including mental health)?	The Netherlands has specific policy that addresses problems migrant women, or vulnerable groups including migrant women, encounter in the Dutch healthcare system. One of these is the special treatment of asylum seekers during their pregnancy, due to the more vulnerable position of the asylum seeker the responsible midwife is more involved and helps to coordinate the pregnancy of the pregnant migrant woman. ⁹² Another example is the “Dutch Chain Approach”, an integrated approach of governmental and non-governmental organisations to address female genital mutilation through prevention, care, law enforcement and education. ⁹³
Are migrant women specifically targeted or are they addressed as part of a wider group?	<input checked="" type="checkbox"/> Specifically third-country national migrant women targeted <input type="checkbox"/> Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background) <input type="checkbox"/> 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,	<input checked="" type="checkbox"/> Yes <i>Asylum seekers</i>

⁹¹ National Government, ‘Meer maatregelen voor huisvesting van aandachtsgroepen nodig,’ 2021, <https://www.rijksoverheid.nl/actueel/nieuws/2021/05/31/meer-maatregelen-voor-huisvesting-van-aandachtsgroepen-nodig>, last accessed on 7 October 2021.

⁹² COA, ‘Gezondheidszorg voor asielzoekers in Nederland’, https://www.coa.nl/sites/default/files/2020-01/factsheet_gezondheidszorg_voor_asielzoekers_in_nederland_0.pdf, last accessed 02 November 2021.

⁹³ Pharos, ‘The Dutch chain approach’, <https://www.pharos.nl/english/female-genital-mutilation/the-dutch-chain-approach/>, last accessed on 02 November 2021.

HEALTH	Name of integration policy or sector specific policy
family migrants, asylum seekers, etc.)?	<input type="checkbox"/> No
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	<i>No differentiation</i>

Table 8: Civic integration⁹⁴

CIVIC INTEGRATION	Civic integration policy	Improving self-determination
How are migrant women addressed with regard to civic integration?	<p>In general, migrant women are not specifically addressed with regard to national civic integration policy. There are for example projects and pilots organized at a local/regional level or by an organisation related to the integration of migrants. In some cases, these pilots and projects are subsidised by the national government. For example the pilot 'Female family migrants' with the goal to narrow the distance of migrant women to the labour market by offering them a customized integration route. This pilot is part of the Veranderopgave Inburgering (VOI)-pilot program which is developed to work towards the introduction of the new Civic Integration Act. Within this programme, 57 municipalities are participating in 21 pilots on different themes, aiming to gather lessons and experience that will support the implementation of the new act. The above mentioned pilot focuses specifically on the situation of female family</p>	<p>The Ministry of SZW also aims to improve the self-determination of people living in closed communities to ensure that there are fewer victims of harmful practices and that people become aware of their own autonomy and personal freedom. By focussing on the preventive side of self-determination policy, SZW is committed to raising awareness and initiating a change of mentality within closed communities. Following the parliamentary initiative 'In Nederland beslis je over je eigen leven' ('In the Netherlands you make decisions about your own life') (See Q6) the aim to improve self-determination is put to practice with the launch of several initiatives, including two projects aimed specifically at improving the position of women and LGBTI+ persons living in closed communities. These projects are:</p> <ol style="list-style-type: none"> 1. Femmes for Freedom is carrying out a project aimed to educate migrant women subject to a civic integration requirement and LGBTI+ persons on the prevention of

⁹⁴ For example validation of skills, civic courses, political participation or other..

CIVIC INTEGRATION	Civic integration policy	Improving self-determination
	migrants, please see question 13. ⁹⁵	<p>practises that limit the right of self-determination, like forced marriage and honour-related violence.</p> <p>2. Dona Daria is carrying out a project with the goal to increase the social network of women and LGBTI+ persons from closed communities by informing them about volunteering and available courses. In addition, the project also tries to improve skills necessary for self-determination.⁹⁶</p>
Are migrant women specifically targeted or are they addressed as part of a wider group?	<input type="checkbox"/> Specifically third-country national migrant women targeted <input checked="" type="checkbox"/> Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background) (Regarding the VOI-pilot family migrants) <input checked="" type="checkbox"/> Migrant women addressed as part of a wider group of women (for civic integration policy as a whole)	<input type="checkbox"/> Specifically third-country national migrant women targeted <input type="checkbox"/> Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background) <input checked="" type="checkbox"/> 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.)?	<input checked="" type="checkbox"/> Yes <i>Family migrants</i> <input type="checkbox"/> No	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

⁹⁵ Ministry of Social Affairs and Employment, 'Veranderopgave inburgering: 57 gemeenten starten met pilotprogramma', <https://www.uitvoeringvanbeleidszw.nl/actueel/nieuws/2019/07/18/veranderopgave-inburgering-57-gemeenten-starten-met-pilotprogramma>, last accessed on 03 November 2021.

⁹⁶ This information was provided by the Ministry of Social Affairs and Employment on 23 November 2021.

CIVIC INTEGRATION	Civic integration policy	Improving self-determination
At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?	<i>no differentiation</i>	Project 1: recently arrived migrant women who are subject to a civic integration requirement Project 2: no differentiation

Table 9: Other⁹⁷

OTHER	Name of integration policy or sector specific policy
How are migrant women addressed with regard to other areas?	<p>Emancipation policy on self-determination.⁹⁸</p> <p>The emancipation policy of the ministry of Education, Culture and Science (<i>Onderwijs, Cultuur en Wetenschap, OCW</i>) has two target groups: women and LGBTI-persons. As such, migrant women are not a specific target group. However, the emancipation policy uses an intersectional approach, taking into account differences between women, for example based on immigration background, level of education, age, and labour disabilities.⁹⁹</p> <p>The aim of the emancipation policy is to achieve safety and equal opportunities for women and lgbti persons, focusing among others on financial independence of women, gender diversity and equal treatment.¹⁰⁰</p> <p>As part of this policy, two relevant programmes are subsidised:</p> <ol style="list-style-type: none"> 1.) The project 'LEF', implemented by 'Fier' and 'Femmes for Freedom': LEF aims to counter harmful traditional practices and to help girls and women from refugee and migrant communities to achieve their goals.¹⁰¹ 2.) Alliance 'Change from inside out' (<i>Verandering van binnenuit</i>): standing for equality, safety and acceptance of women and LHBTI. Organising gatherings for migrant communities with different cultures and values to talk about these subjects and raise awareness.¹⁰²

⁹⁷ For example anti-discrimination measures, measures against 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.

⁹⁸ *Aanhangsel van de Handelingen II*, 2019-2020, no. 469.

⁹⁹ Ministry of Education, Culture and Science, Opbrengstenbrief emancipatie, 5 February 2021.

¹⁰⁰ Emancipatienota 2018-2021.

¹⁰¹ Emancipatienota 2018-2021, p. 9. See also: Femmes for Freedom, 'Project LEF', <https://www.femmesforfreedom.com/project-lef/>, last accessed on 25 November 2021.

¹⁰² Movisie, 'Verandering van binnen uit', [Verandering van binnenuit | Movisie](#), last accessed on 25 August 2021.

<p>Are migrant women specifically targeted or are they addressed as part of a wider group?</p>	<p><input type="checkbox"/> Specifically third-country national migrant women targeted</p> <p><input type="checkbox"/> Third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background)¹⁰³</p> <p><input checked="" type="checkbox"/> Migrant women addressed as part of a wider group of women</p>
<p>Are specific categories of migrant women targeted (for example low-/highly-skilled labour migrants, students, family migrants, asylum seekers, etc.)?</p>	<p><input type="checkbox"/> Yes</p> <p><i>If Yes, please indicate the category(ies) and describe how their specific backgrounds and needs are addressed?</i></p> <p><input checked="" type="checkbox"/> No</p>
<p>At what stage of the integration process does the policy start (e.g. recently arrived or no differentiation)?</p>	<p>No differentiation.</p>

¹⁰³ *Aanhangsel van de Handelingen II*, 2019-2020, nr. 469.

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)?

No, there is no specific national funding for the integration of women in the Netherlands. As of January 2022, a new civic integration system will come into effect in the Netherlands, in which the responsibility for civic integration will be assigned to municipalities, with funding from the national government. There are no specific budgets for women in this system. No structural EU funding takes place in relation to integration measures specifically targeting or addressing migrant women, but in the case of subsidies granted for general measures in the context of the Asylum, Migration and Integration Fund (AMIF), attention is requested for the specific position of women.¹⁰⁴

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 considerations) 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.

The following examples of good practices have been identified through interviews with experts from KIS and the Ministries of SZW and OCW. Please note the discussion below does not constitute an exhaustive list of good practices.

Table 10

Measure 1	
a) Overview	
Name	VOI-Pilot on female family migrants (regular family migrants and beneficiaries of international protection)
Type	<input type="checkbox"/> Systematic initiatives (multi-year / long term) <input checked="" type="checkbox"/> Projects (ad-hoc) <input type="checkbox"/> Legislative (structural) measure
Area	<input checked="" type="checkbox"/> Labour market <input type="checkbox"/> Entrepreneurship <input checked="" type="checkbox"/> Education and vocational training

¹⁰⁴ This information was provided by the Ministry of Social Affairs and Employment on 1 November 2021.

	<input checked="" type="checkbox"/> Language training <input type="checkbox"/> Housing <input type="checkbox"/> Health <input checked="" type="checkbox"/> Civic integration <input type="checkbox"/> Other (<i>please specify</i>)
Access	<input checked="" type="checkbox"/> Third-country nationals <input type="checkbox"/> Migrants in general (not only third-country nationals, but also EU nationals)
Target group	<input checked="" type="checkbox"/> Tailor-made measure (only migrant women). Two categories of women are targeted: <ul style="list-style-type: none"> - women who arrived in the Netherlands to join a beneficiary of international protection - women who received a regular residence permit to join their partner or family member in the Netherlands <input type="checkbox"/> 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)	Recently arrived. The target group of the VOI Programme, of which this project forms part, is persons who are subject to a civic integration requirement, i.e. third-country national newcomers.
Coverage	<input type="checkbox"/> National <input type="checkbox"/> Regional <input checked="" type="checkbox"/> Local
Link	https://www.divosa.nl/pilotprogramma-veranderopgave-inburgering-voi#vrouwelijke-nareizigers-en-gezinsmigranten
Source and justification	This good practice was proposed by an expert from the Knowledge Platform on Integration and Society (KIS), as the project was effective in reaching empowerment goals for the women involved. ¹⁰⁵ This was also highlighted in the project's final report. ¹⁰⁶
b) Description	

¹⁰⁵ Interview with KIS, 24 September 2021.

¹⁰⁶ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 84.

i) What is the objective of the measure and underlying integration opportunity/challenge to be addressed?

This measure comprised six pilots, in which municipalities experimented with different trajectories for supporting female newcomers who arrived as family migrants, aimed at strengthening their labour market position.

Challenge

The pilots were in response to the weaker labour market position of female newcomers. In addition, while municipalities are – in line with the Participation Act – responsible for providing labour market integration support for this target group, they are not always able to do so. The participating municipalities also experienced this challenge, noticing specifically that female family migrants are not always oriented to finding employment due to e.g. lower levels of education, a lack of work experience and lack of a professional identity.¹⁰⁷ The projects aimed to activate female family migrants, although it was noted that it would not be possible to achieve paid employment for all participants within the scope of the project. A secondary objective was to improve Dutch language attainment.¹⁰⁸

Opportunity

The measure applied strategies and methods identified in research as potentially increasing labour market participation among women. For example, it was found that empowerment – improving self-confidence and confidence in labour market opportunities – could increase motivation among women to find work. Other strategies, such as increasing women's social network and employing a personalized approach, were also used as opportunities used by this measure.

ii) When was the measure introduced and what was/is its duration? Is/was it a pilot measure? Is funding provided to ensure sustainability?

The pilot projects started on 15 August 2019 and were originally planned to run for one year. Due to the COVID-19 pandemic, their scheduled end date was postponed until 15 February 2021.

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

The pilots were implemented by six different municipalities. In four cases, neighboring municipalities were involved as well. All municipalities partnered with a local implementing organisation for the project.

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

Ministry of Social Affairs and Employment

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

The following strategies have been adopted to reach migrant women:

1. Identifying potential participants

Potential participants were identified by municipal caseworkers based firstly on their own databases. Sometimes it became apparent that women did not have their own file, but were added to their partners' file. Secondly, recent family migrants who had signed the participation statement as part of the

¹⁰⁷ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 78.

¹⁰⁸ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 78.

civic integration trajectory were also known to the municipality. The remaining women were identified through an NGO that was in contact with beneficiaries of international protection. In one pilot, primary and secondary schools were used to find female newcomers through their children. In most pilots, potential participants were contacted by letter to inform them about the project and invite them to information sessions. In some pilots, participation was mandatory for women receiving welfare benefits.

2. Information sessions, personal intake and ensuring accessibility

Most of the pilots invested heavily in the recruitment and intake of participants. Some held information sessions to which potential participants and their partners were invited, sometimes with an interpreter present, and followed up by answering any questions the women or their partners might have. In some pilots, information sessions were followed up by a personal intake, if possible at women's own homes, so that caseworkers could get a view of their living situation. Several municipalities provided transportation and childcare to enable women to attend group meetings that were part of the pilot.¹⁰⁹ In five pilots, women were assigned a buddy or coach, in addition to a caseworker, and in general all pilots used a tailor-made approach to support the participants.¹¹⁰

3. Creating a safe environment in group sessions and carefully selecting groups

All of the pilots organised group meetings aimed at empowering women, with the exception of one pilot where meetings were aimed at language acquisition.¹¹¹ In the empowerment sessions, trainers strived to create a safe environment and address the women in a positive way. The sessions used creative methods and materials for which high language skills were not always needed.

Attention was paid also to the composition of group, e.g. creating a separate group for women who spoke (some) English and a group for older, illiterate women with a shared cultural background. Several groups comprised women who spoke the same language or used an interpreter to ensure participants could communicate.¹¹²

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?

Yes, an evaluation is available in the final report.

1. Quantitative outcome - after the pilots, women were more often active in volunteering, internships, education/training or work experience placements:

At the start of the pilot, 35% of the 168 participants were active in some form of civic participation (internship, volunteering, education, language training, work experience placements, paid employment). At the end of the pilot, 51% of the women were active, mostly in volunteering (35 women). Only 12 participants obtained paid employment by the end of the pilots. It was thus concluded that after the pilots, women were more often active in volunteering, internships, education/training or work experience placements.¹¹³

2. Qualitative outcomes - empowerment is a necessary step for becoming active in civic participation or orienting on seeking employment:

¹⁰⁹ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 17-56

¹¹⁰ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 74.

¹¹¹ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 36.

¹¹² Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 17-56

¹¹³ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 83

The objective of the pilots was to find out what works, and how to improve the position of female family migrants. In this regard, the municipalities participating in the pilots concluded that women who have arrived in the Netherlands for family reunification with beneficiaries of international protection ('nareizigers') should be considered a separate target group from other female family migrants, despite both being newcomers. As only a small part of the women who participated in the pilots were family migrants, conclusions could only be drawn about what worked for those that were beneficiaries of international protection. For them, it was found that empowerment is a necessary step for becoming active in civic participation or orienting on seeking employment. Existing support for newcomers and unemployed persons often disregards this element of empowerment. In the pilots, it was found that women's self-confidence improved and that participants started thinking about their own abilities, desires and skills, rather than focusing only on their families.¹¹⁴

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

1. COVID-19 pandemic

The implementation of the pilot projects was impacted by the COVID-19 pandemic. Some of the training sessions could be continued online. This required extensive effort on behalf of the municipalities and implementing partners. Participants and other persons involved in the pilots noted that digital communication was more difficult, less interactive, and limited what type of training could be provided. However, the switch to on-line alternatives showed the importance of digital skills. Some women maintained informal contact outside of the trainings during the pandemic.

The pandemic also limited opportunities for women to do an internship or volunteer. Therefore, part of the women could not obtain practical experience, something which had originally been foreseen for all participants. As the measures were pilot projects, it is not clear whether the participants will be able to get this support after the pandemic, considering that the measures and their funding have come to an end.¹¹⁵

2. Ownership and continuation not ensured

Drawing on this final point, the expert who proposed this project as a good practice also identified a broader challenge regarding measures targeting integration of female migrants. They noted that this group is targeted mainly through pilot projects, and that ownership and continuation of the efforts is not ensured. This would be better addressed by a systematic focus on the impact of (integration) policy on women and on their specific needs and strengths.¹¹⁶

Measure 2

c) Overview

Name	Durven Doen!
Type	<input checked="" type="checkbox"/> Systematic initiatives (multi-year / long term) <input type="checkbox"/> Projects (ad-hoc) <input type="checkbox"/> Legislative (structural) measure
Area	<input type="checkbox"/> Labour market

¹¹⁴ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 84.

¹¹⁵ Verwey-Jonker Institute and Movisie, Eindrapport VOI-pilot vrouwelijke nareizigers en gezinsmigranten, 2021, p. 82.

¹¹⁶ Interview with KIS, 24 September 2021.

	<input type="checkbox"/> Entrepreneurship <input type="checkbox"/> Education and vocational training <input type="checkbox"/> Language training <input type="checkbox"/> Housing <input type="checkbox"/> Health <input checked="" type="checkbox"/> Civic integration <input type="checkbox"/> Other (<i>please specify</i>)
Access	<input type="checkbox"/> Third-country nationals <input checked="" type="checkbox"/> Migrants in general (not only third-country nationals, but also EU nationals)
Target group	<input type="checkbox"/> Tailor-made measure (only migrant women). <input checked="" type="checkbox"/> Mainstream measure (migrant women are taken into account while the measure has a wider target group). <i>This program targets single mother who live in poverty which often concerns single migrant mothers</i>
Stage of the integration process (e.g. recently arrived or no differentiation)	<i>No differentiation</i>
Coverage	<input type="checkbox"/> National <input type="checkbox"/> Regional <input checked="" type="checkbox"/> Local
Link	Stichting Single Supermom – Single SuperMom is het grootste en meest inspirerende netwerk voor Single Moms. ¹¹⁷ 28-04-Durven-Doen-evaluatie-compact.pdf (singlesupermom.nl) ¹¹⁸
Source and justification	<p><i>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).</i></p> <p>This good practice was proposed by experts from the Ministry of Social Affairs and Employment (Ministerie van Sociale Zaken en Werkgelegenheid, SZW) and the Ministry of Education, Culture, and Science (Ministerie van Onderwijs, Wetenschap en Cultuur – OCW).¹¹⁹ According to these experts, the training program by the foundation Single</p>

¹¹⁷ Single SuperMom, ‘Single SuperMom is het grootste en meest inspirerende netwerk voor Single Moms’, <https://singlesupermom.nl/>, last accessed on 03-11-2021.

¹¹⁸ Single SuperMom, ‘Durven Doen evaluatie’, <https://singlesupermom.nl/wp-content/uploads/2018/11/28-04-Durven-Doen-evaluatie-compact.pdf>, last accessed on 03-11-2021.

¹¹⁹ Interview with the Ministry of Social Affairs and Employment and the ministry of Education, Culture and Science on 8 September 2021.

Supermom is effective and has an important role within the Hague as it reached first generation migrant women that were not reached before. The gap between the first and second generation became smaller. The programme was also considered a good practice in a report of Movisie and the Verwey-Jonker research institute, for successfully reaching the target group and improving their participation.¹²⁰

d) Description

viii) What is the objective of the measure and underlying integration opportunity/challenge to be addressed?

The main goal of the training program 'Durven Doen!' is to help single mothers escape poverty and to regain control of their lives.

ix) When was the measure introduced and what was/is its duration? Is/was it a pilot measure? Is funding provided to ensure sustainability?

The organisation Super Single Moms started in 2008 to strengthen the position of single mothers. The Training module 'Durven Doen!' started in 2018 and is still in place up till today, it is promoted by the Ministry of OCW and co-created by the Ministry of SZW and financed by municipalities and available funds.

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

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

The measure was funded by the Ministry of SZW, municipalities and available funds.¹²¹

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

In all municipalities and sub-municipalities the same strategy was used to recruit participants: A Facebook campaign, kick-off meetings for mothers and distributing flyers.

xiii) 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?

At the end of the program the mothers filled in a survey and the coordinators asked for oral feedback. The results showed The organisation was satisfied with the number of participants and also with the results. Most participants graded the project with an 8 (out of 10) or higher and said it helped them break out of their isolated position in society.

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

¹²⁰ Stavenuiter et al., 2020, p. 50.

¹²¹ Single SuperMom, 'Jaarverslag 2019', <https://singlesupermom.nl/wp-content/uploads/2018/11/Jaarverslag-SSM-2019.pdf>, last accessed 03-11-2021.

In most municipalities 1/3 of the participants did not finish the program. No specific plans were made to overcome this problem.

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.)

There are general measures in place applicable to all citizens to counteract the consequences of COVID-19 (e.g. special teams that support people who have lost or might lose their job due to the pandemic). However, no national integration policies were developed specifically for migrant women's integration.

b) Integration measures

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

No national integration measures have been developed to counteract consequences of COVID-19 specifically for migrant women's integration.

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 policies that address challenges faced by migrant women?

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

Yes:

Entrepreneurship

In the area of entrepreneurship, the Ministry of Economic Affairs and Climate Policy submitted a proposal in November 2021 to a national financial scheme ('Nationaal Groeifonds', i.e. national growth fund). The proposed programme 'Welfare in an inclusive ecosystem for entrepreneurship' ('Welvaart door een inclusief ecosysteem voor ondernemerschap' - WINECON) aims to make entrepreneurship more diverse and inclusive to create wider prosperity, in particular by better involving women and persons with a migrant background. WINECON would comprise four programme themes:

- entrepreneurship education,
- (improving) management practices,
- (access to) entrepreneurship funds, and

- science-based policy (knowledge platform).¹²²

One of the drivers mentioned in the proposal is the low rate of entrepreneurs among women and (first generation) migrants in the Netherlands. The knowledge platform would serve, among others, to better analyse these gaps and understand how they changed over time.¹²³ In spring 2022 it will be decided which proposals will receive funding, and whether WINECON will be among them.

Civic integration

In addition, in January 2022, a new Civic Integration Act will be introduced. The Act aims to address general challenges faced by migrants (e.g. language skills, unemployment), but does not set specific goals or measures addressing migrant women.

Under this legislation, municipalities will become responsible for implementing civic integration policy. In the current framework, newcomers are responsible for their own civic integration and thus are given a large degree of independent. This was considered insufficient, and the new Act therefore aims to provide newcomers with more support in their integration trajectory. Prior to this, municipalities were already responsible for implementing the Participation Act, which comprises the set of rules and support for persons with a distance to the labour market.

The aim of the Civic Integration Act is to help third-country national migrants participate in society as quickly as possible, and find paid employment. Under the new act, migrants receive tailor-made civic integration support based on a broad intake. The Dutch language requirement is increased from A2 to B1 level. Beneficiaries of international protection will receive integration support from the moment they are assigned to a municipality.

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

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

The Netherlands does not currently plan to develop any new integration measures that address challenges faced by migrant women. However, the programmes mentioned in Q11, table 2 (Programme VIA, Vakkundig aan het werk, and Economische veerkracht van vrouwen), aim to draw lessons and develop knowledge to be shared with municipalities and other actors implementing labour market integration policy, which could result in new (local) measures addressing challenges faced by women.

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:

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

Please describe.

Statistical research in the Netherlands shows challenges experienced by migrant women, in particular women with a non-Western immigration background, firstly with regards to socio-economic characteristics. Non-

¹²² Nationaal Groeifonds, 'Welvaart door een inclusief ecosysteem voor ondernemerschap WINECON,' <https://www.nationaalgroeifonds.nl/over-het-nationaal-groeifonds/hoe-werkt-de-selectie/voorstellen-toegangspoort/welvaart-door-een-inclusief-ecosysteem-voor-ondernemerschap-winecon>, last accessed on 2 November 2021.

¹²³ Ministry of Economic Affairs and Climate Policy, 'Welvaart door een inclusief ecosysteem voor ondernemerschap, WINECON,' 2021, p. 6.

Western migrant women are relatively often unemployed, not economically independent, and feel discouraged from seeking employment. Their position deteriorated during the COVID-19 pandemic, as unemployment rose while it decreased for the national population. Secondly, non-Western migrant women on average have a higher cost of healthcare. Finally, migrant women are overrepresented among lower education levels. However, for the highest levels of education, migrant women show the same rate as female nationals. An additional challenge was identified based on reports, i.e. that female beneficiaries of international protection encounter a disadvantage in accessing the labour market, as local caseworkers tend to focus their efforts on the person with a smaller distance from the labour market, which are usually men.

Investing in empowerment, expanding female beneficiaries of international protection's social network and using a tailor-made approach when supporting migrant women, were identified as opportunities for the integration of women. Furthermore, lessons that have been drawn from projects focused on improving labour market participation among beneficiaries of international protection specifically can be applied to other target groups as well.

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.?

Integration policy is a shared competence between local authorities and the national government. It is important to note that local authorities have the main responsibilities.

Migrant women are not specifically targeted in national government programmes, but are addressed as part of a wider group. This concerns third-country national migrant women addressed as part of a wider group of migrants (including also EU citizens with migrant background) or a wider group of women.

In general government programmes, the integration of migrant women is mostly covered in relation to the labour market. There are also programmes related to the sectors emancipation, education, civic integration and healthcare. In general no specific categories of migrant women are targeted (with the exception of healthcare policies targeting asylum seekers), and no differentiation is made at what stage of the integration process the policy applies.

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)?

There were no special national integration policies or measures identified that aim to counteract the consequences of COVID-19.

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)?

There are several on-going programmes addressing labour market integration of migrants (Programme VIA) and women (Vakkundig aan het werk, Economische veerkracht van vrouwen). The programmes aim to draw lessons for local authorities on how to support the labour market integration of third-country national newcomers and of (migrant) women. This links to one of the challenges identified for migrant women, i.e. their disadvantaged position on the labour market. Since the programmes are still on-going, it is not yet clear whether any policies or measures specifically addressing migrant women will be developed.

In the area of entrepreneurship, the Ministry of Economic Affairs and Climate Policy has submitted a proposal for a programme (WINECON) which aims to make entrepreneurship more diverse and inclusive to create wider prosperity, in particular by better involving women and persons with a migrant background. This relates specifically to the challenge that migrant women are underrepresented in self-employment statistics.

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](#)], [[lfsq_argan](#)], [[lfsa_esgan](#)], [[edat_lfs_9911](#)], [[ilc_lvho15](#)], [[hlth_silc_30](#)].