



Gender mainstreaming

# Gender-sensitive education and training for the integration of third-country nationals



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# **Gender-sensitive education and training for the integration of third-country nationals**

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# Abbreviations

## Member State abbreviations

<b>BE</b>	Belgium
<b>BG</b>	Bulgaria
<b>CZ</b>	Czechia
<b>DK</b>	Denmark
<b>DE</b>	Germany
<b>EE</b>	Estonia
<b>IE</b>	Ireland
<b>EL</b>	Greece
<b>ES</b>	Spain
<b>FR</b>	France
<b>HR</b>	Croatia
<b>IT</b>	Italy
<b>CY</b>	Cyprus
<b>LV</b>	Latvia
<b>LT</b>	Lithuania
<b>LU</b>	Luxembourg
<b>HU</b>	Hungary
<b>MT</b>	Malta
<b>NL</b>	Netherlands
<b>AT</b>	Austria
<b>PL</b>	Poland
<b>PT</b>	Portugal
<b>RO</b>	Romania
<b>SI</b>	Slovenia
<b>SK</b>	Slovakia
<b>FI</b>	Finland
<b>SE</b>	Sweden
<b>UK</b>	United Kingdom
<b>EU-28</b>	28 EU member States

## Frequently used abbreviations

<b>AMIF</b>	Asylum, Migration and Integration Fund
<b>BPfA</b>	Beijing Platform for Action
<b>CEDAW</b>	United Nations Convention on the Elimination of all Forms of Discrimination against Women
<b>CIR</b>	Contrat d'intégration républicaine
<b>CPR</b>	Common Provisions Regulation
<b>CSOs</b>	Civil society organisations
<b>EIGE</b>	European Institute for Gender Equality
<b>EMN</b>	European Migration Network
<b>ERDF</b>	European Regional Development Fund
<b>ESF</b>	European Social Fund
<b>ESI Funds</b>	European Structural and Investment Funds
<b>ET</b>	Education and Training
<b>EU</b>	European Union
<b>ICT</b>	Information, communication and technology
<b>IOM</b>	International Organization for Migration
<b>ISCED</b>	International Standard Classification of Education
<b>LGBTQI</b>	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex and other non-dominant sexual orientations and gender identities
<b>MFF</b>	Multi-annual Financial Framework
<b>NEET</b>	Not in education, employment, or training
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>REC Programme</b>	Rights, Equality and Citizenship Programme
<b>SDGs</b>	Sustainable Development Goals
<b>TEU</b>	Treaty on European Union
<b>TFEU</b>	Treaty on the Functioning of the European Union

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# Executive summary

This paper looks at how gender equality and women's empowerment are considered in the policies and actions supporting the integration of third-country nationals through education and training. Embedding a gender equality perspective in all policy sectors, including in the integration of third-country nationals, education and training, is a legal and political obligation for the EU institutions and Member States. Gender-sensitive policy-making can contribute to the development of policies and measures that respond to the distinct needs and interests of diverse groups of women and men third-country nationals. It can also serve to further advance gender equality in the EU.

The paper is based on a small-scale study and draws on: 1) a review of EU policies on migrant integration and education; and 2) a review of five Member States' (France, Germany, Greece, Italy, Sweden) policy frameworks and gender-specific actions. The findings show that the EU and its Member States can - and should - do much more and much better on the gender equality and women's rights aspects of integration and education of third-country nationals. The commitment to the dual approach to gender equality - combining gender mainstreaming and specific actions - is hardly reflected in policies, programmes and projects for the integration of third-country nationals through education.

## Gender mainstreaming

Systematic efforts to embed a gender equality perspective in migrant integration and education policies at EU and MS levels are largely absent. At the EU level, a gender equality perspective has been considered to a certain degree in the design and implementation of key policy documents on integration, as in the case of the Action Plan for Integration of Third-Country Nationals (European Commission, 2016b). However, such strategic documents on migrant integration, as the European Agenda on Migration (European Commission, 2015a), would benefit from a strengthened gender equality perspective.

At the national level, in the five Member States examined, gender equality is often included as a fundamental value in the civic knowledge training that form part of integration courses. Gender equality and diversity are also starting to be acknowledged in policies on intercultural education and teacher training. More frequently, however, policies and measures for integrating third-country nationals through education do not consider gender equality.

The lack of reliable and comparable sex-disaggregated data and gender statistics on third-country nationals is a key challenge for gender mainstreaming and developing targeted, gender-specific actions that respond to the distinct needs and interests of different groups of women and men. Absence of disaggregated data or gender-blind analysis of the data can impact on the quality of policies and measures, and consequently, result in poor integration outcomes.

## Gender-specific actions

Women and girl third-country nationals are rarely recognised as target groups facing gender-specific challenges for integration through education. The identified actions mostly target adult women refugees through non-formal education initiatives. Women who may find themselves in vulnerable situations, such as women asylum seekers and refugees, need targeted support to enable better integration outcomes in European societies. Although they are not inherently vulnerable, the recognition of women refugees and asylum seekers as a group that in some situations requires specific responses is essential for mobilising support and funding. However, perceptions of women solely as vulnerable and in need of protection renders their voices and agency invisible and hinders a nuanced understanding of their different experiences according to the intersections of their gender, race, ethnicity, class, age and other characteristics.

Even though women and men third-country nationals are a diverse group with distinct integration and education needs, their heterogeneity is frequently overlooked when designing and implementing integration policies and actions. Very few of the identified actions target groups other than women refugees, such as, for example, highly skilled women migrants, women domestic workers or different groups of men and boy migrants.

Some promising initiatives are highlighted here demonstrating the benefit of support to actions where women not only participate in, but also lead education and integration initiatives and support other women migrants, their families and communities. These initiatives demonstrate the need to acknowledge women third-country nationals for their strength and resilience in the integration process.



# Introduction

Migration is a key policy priority of the EU and its Member States, and integration of third-country nationals is central to migration policy. In light of the increased number of women and men, girls and boys entering the EU in 2015-2016, the policy debate on migration and integration has intensified. The 'migration crisis' coupled with the economic crisis prompted many Member States to tighten up the legal constraints for asylum and legal migration, including family reunification rules (European Migration Network (EMN), 2017). Simultaneously, anti-migrant sentiment has surged throughout Europe, increasing fears and anxiety about terrorism and loss of cultural identity, and contributing to the rise of populist, nationalistic and far-right parties in a number of European countries (Davis and Deole, 2017). As such, migration tops the list of the European citizens' concerns (Eurobarometer, 2018).

At the same time women's rights and gender equality have also come under attack in some Member States (European Parliament, 2019). As noted in the European Parliament Resolution on experiencing a backlash in women's rights and gender equality in the EU, the main targets of this backlash include 'key areas of the institutional and policy framework for gender equality and women's rights, such as gender mainstreaming, social and labour protection, education, [...] and adequate funding for women's and other human rights organisations and movements' (European Parliament, 2019). In this challenging context, the mandate to promote gender equality through specific actions and to mainstream a gender perspective into all EU and Member States' policies and activities - including in migrant integration through education - is more necessary than ever.

Education is not only a basic human right but a powerful tool to promote integration and equality, and to build inclusive societies that embrace differences. As one aspect of the process of integration, education enables migrants to acquire knowledge and skills they need to live autonomously in their host country, as well as affecting their self-perception, well-being and

sense of belonging (United Nations Educational, Scientific and Cultural Organization (UNESCO), 2019)- while simultaneously benefitting society and the development of positive attitudes towards migrants (European Experts Network on Economics of Education (EENEE), 2016).

Investing in the education of women and men, girls and boys who are third-country nationals brings potential economic, fiscal and social gains in the medium and long-term and can help address some challenges faced by the EU, such as demographic challenges and labour market shortages (European Commission, 2016). The Action Plan for Integration of Third-Country Nationals notes that the economic and social costs of non-integration are likely to be far higher than investments in integration and education.

The failure to integrate women and men, girl and boy third-country nationals could undermine the EU's commitment to promoting and protecting the human rights of all, as enshrined in the Lisbon Treaty and the EU Charter of Fundamental Rights. It could also undermine the EU's credibility as a values-based community founded on the principles of 'respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities' in societies in which 'pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail' (Article 2, Treaty on European Union (TEU)).

This paper applies a gender perspective to the education and training policies and measures for integration of third-country nationals in five EU Member States. It showcases existing policies and practices and highlights main challenges hindering the development and implementation of gender-sensitive education and training for third-country nationals.

In line with the EU approach to gender equality, the focus of the paper is two-fold, looking at both gender mainstreaming and gender-specific actions, given the importance of each for

gender-sensitive education and training. While specific actions aim to eliminate, prevent or remedy gender inequalities, gender mainstreaming ensures that the needs and interests of women and men, girls and boys, are equally addressed and considered across policy areas and activities. Rather than tackling gender inequality in an isolated manner, gender mainstreaming embeds a commitment to achieving gender equality in all policy areas and sectors, including those previously perceived as gender-neutral, such as migration.

### **Box 1. EIGE approach to gender mainstreaming**

EIGE's approach to gender mainstreaming (see [EIGE's Gender Mainstreaming Platform](#)) understands the process of integrating a gender perspective in all phases of the policy-making process (policy design, planning, implementation, monitoring and evaluation) as linked to both gender-sensitive content (embedding a gender perspective in the content of different policies) and gender representation (paying attention to representation of women and men in a given policy area, in the institutions responsible for the policy development and implementation as well as beneficiaries of policies).

This paper looks at the different groups of women and men, girl and boy third-country nationals targeted by integration policies, referring both to those who move freely, mainly to improve their lives by getting gainful employment, for education, family reunion, or other

reasons, and to those fleeing conflict and persecution. Intra-EU mobility is not the focus of analysis. The research was primarily centred on newly arrived third-country nationals (i.e. any third-country national recently or just arrived in the EU). This paper looks at formal education at all levels, from primary education, through secondary, post-secondary and tertiary education, in addition to vocational education and training, and informal learning that promotes women's empowerment.

The paper draws on an EU-wide literature and policy review of integration through education from a gender perspective, together with a more detailed analysis of five Member States' policies and practices. Two rounds of consultations were carried out with thirty-five national stakeholders from the five selected Member States. The consultations identified 52 practices, five of which were subsequently studied through on-site visits (see Annex 3 for an overview of the methodological approach). The paper is based on a small-scale study focusing on one sector of migrant integration. It does not attempt to present a comprehensive picture of all policies and actions for migrant integration through education that reflect gender equality considerations. Rather, it presents a snapshot of some of the 2016-2017 initiatives that national stakeholders considered gender-sensitive in the five Member States. As refugees are the group of third-country nationals receiving the greatest attention in policy frameworks and migrant integration measures (European Court of Auditors, 2018), most of the selected practices are specific actions to support adult women refugees through non-formal/informal education initiatives.

# 1. Legal and policy framework for gender equality and gender mainstreaming

Gender equality is one of the fundamental values of the EU, enshrined in Articles 2 and 3 of the Treaty on the European Union (TEU) as well as Articles 8 and 19 of the Treaty on the Functioning of the European Union (TFEU). The principle of gender equality is also included in Article 23 of the Charter of Fundamental Rights of the European Union. Following the UN's Fourth World Conference on Women in Beijing in 1995, the EU has adopted a dual approach to gender equality, encompassing both gender mainstreaming and specific gender equality actions. A global strategy to achieve gender equality, gender mainstreaming is set out in Article 8 of the TFEU, requiring the European Union and the Member States to 'aim to promote equality between men and women in all its activities' (Article 8, TFEU).

Adopted by the European Council in 2011, the [European Pact for Gender Equality](#) (2011-2020) reaffirms the importance of mainstreaming a gender perspective into all policies. It encourages the EU and Member States to take measures to promote women's empowerment in economic and political life, to take steps to close gender gaps and promote gender equality in employment, education and social protection, to combat gender stereotypes and gender-based violence, and facilitate better work-life balance (European Council, 2011). Although women migrants are not explicitly referenced as a target group, the measures included in the European Pact for Gender Equality are relevant to women migrants and encourage the elimination of multiple and intersecting forms of discrimination.

The European Commission's [Strategic Engagement for Gender Equality 2016-2019](#) outlines the Commission's commitment to promote gender equality in all of its policies and EU funding programmes, focusing on five priority areas: 1) equal economic independence for women and men; 2) equal pay for work of equal value; 3) equality in decision-making; 4) dignity, integrity and ending gender-based violence; and 5) promoting gen-

der equality beyond the EU (European Commission, 2015). The Strategic Engagement for Gender Equality recognises women migrants as one of the most disadvantaged groups and explicitly targets them in two of the five key priorities focusing on improving labour market participation and living conditions of migrant women. Under the objective for better labour market integration of migrant women, the Strategic Engagement for Gender Equality calls for:

- Integrating a gender perspective into the implementation of the European Migration Agenda;
- Addressing barriers to the employment and career progression of migrant women;
- Helping Member States to make full use of the possibilities offered by the European Social Fund (ESF) in this area.

The European Parliament has issued non-legislative commitments that address gender equality within the context of migration and, more specifically, asylum. It states that much more needs to be done to ensure that the rights of migrant children are respected across the EU, while insisting 'that all children's rights policies must integrate a gender equality perspective' and calling for specific measures to strengthen the rights of girls, including the right to education and health (European Parliament, 2014).

In March 2016, the European Parliament Plenary adopted a [resolution on the Situation of women refugees and asylum seekers in the EU](#). The resolution calls for urgent action to make all asylum policies and procedures more gender-sensitive. Such action should cover reception and detention, refugee status determination, social inclusion and integration, and the availability of safe and legal routes to the EU. Specifically focusing on integration, the European Parliament calls for education and training as a means of improving social and labour participation:

*53. Calls on the Member States to develop and implement specific measures to facilitate*

*labour market participation of women refugees and asylum seekers, including language classes, literacy programmes, lifelong learning and training; calls on the Commission, the Member States and local authorities to guarantee the right of refugee girls to access statutory education; highlights the importance of informal and non-formal education and cultural exchange in including and empowering young women and girls; stresses the importance of widening access to higher education for women refugees (European Parliament, 2016).*

Finally, in preparation for EU's accession to the [Council of Europe Convention on preventing and combating violence against women and domestic violence](#) (Istanbul Convention), it is important to note that the Istanbul Convention calls for a specific gender-based approach to migration and asylum in the area of violence against women and gender-based violence. The Istanbul Convention gives particular attention to residence status, gender-based asylum claims and non-refoulement (Council of Europe, 2011), calling for gender-sensitive measures, for example, in the implementation of reception procedures and support services.

## **Box 2. International gender equality commitments**

EU Member States have legally binding obligations to advance gender equality and protect the rights of women migrants, refugees and asylum seekers under international law, particularly under the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and General Recommendations No. 26 (2008) on women migrant workers and No. 32 (2014) on the gender-specific dimensions of refugee status, asylum, nationality and statelessness of women.

The [Beijing Platform for Action \(BPfA\)](#) explicitly mentions migrant women's human rights and commits to recognising their skills, foreign education and credentials, and facilitating their integration into the labour force in strategic objective A.1 and in area E. Strategic objective F.5, on eliminating occupational segregation and all forms of employment discrimination, references the adoption 'of an integrated approach to labour market training that incorporates language training'.

In line with the UN key principle of 'leaving no one behind', gender equality and gender mainstreaming are central to the 2030 Agenda for Sustainable Development. [SDG 5](#) sets targets and indicators for the achievement of gender equality and the empowerment of all women and girls in the world by 2030. More specifically, Target 5.C calls for the adoption and strengthening of sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels. Migration is a cross-cutting issue, relevant to all 17 SDGs (Migration Data Portal, 2019).

December 2018 saw the official adoption of the Global Compact for Safe, Orderly and Regular Migration, which represents the first global non-binding agreement on all dimensions of migration (Gatti, 2018)<sup>(1)</sup>. The Global Compact encourages policy makers all over the world 'to move away from addressing migrant women primarily through a lens of victimhood' in its Guiding Principle g). Under Objective 16, states commit to empower migrants and societies to realise full inclusion and social cohesion, with a specific action to: 'e) Empower migrant women by eliminating gender-based discriminatory restrictions on formal employment, ensuring the right to freedom of association, and facilitating access to relevant basic services, as measures to promote their leadership and guarantee their full, free and equal participation in society and the economy' (UN General Assembly, 2018).

(1) Nine Member States did not attend the Marrakesh Intergovernmental Conference on 10-11 December 2018: Austria, Bulgaria, Czechia, Estonia, Hungary, Italy, Latvia, Poland, Slovakia.



## 2. Key challenges for adopting a gender-sensitive approach to education and training for third-country nationals

The effective implementation of gender mainstreaming requires a set of enabling conditions, such as preparation, resources (budget, time, and expertise), stakeholder involvement (engaging different stakeholders throughout the policy cycle to consider their needs, priorities and concerns), accountability mechanisms (to ensure adequate follow-up of implementation and progress), and enhanced knowledge of gender equality and good practices in gender mainstreaming (EIGE, 2016a).

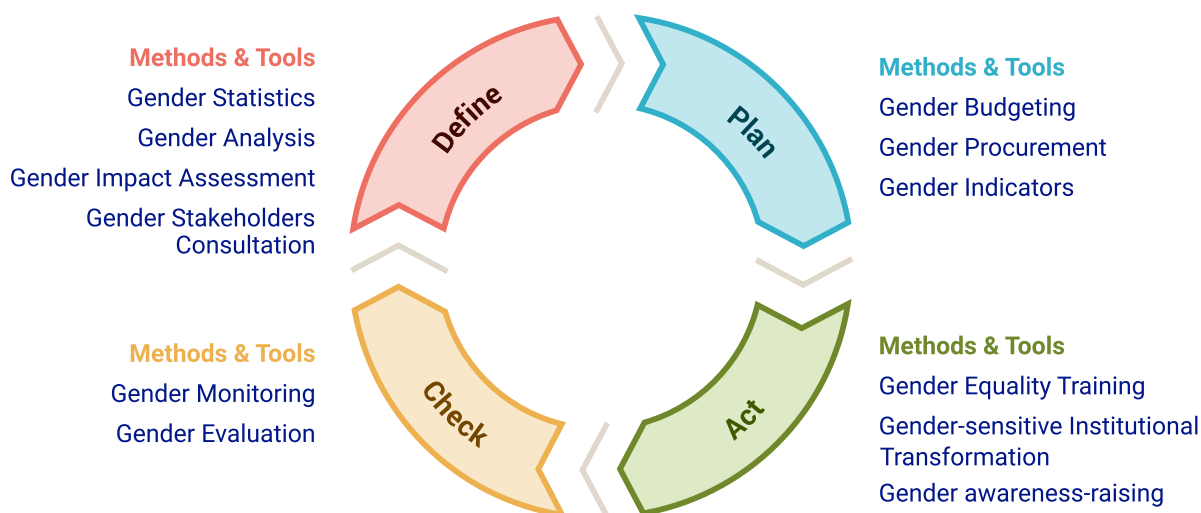
Several important constraints hamper the design, implementation and monitoring of gender-sensitive policies and measures for the integration of third-country nationals through education and training. Some of these constraints are presented below, according to the different stages of policy preparation, design, implementation, monitoring and evaluation (EIGE, 2016a).

One of the most important challenges for gender-sensitive education and training for migrant integration is the general lack of comparable

data across Member States, which simultaneously considers gender and migration status with other potentially discriminatory factors. Access to sex-disaggregated data is the starting point for integrating a gender perspective, and the first step of the **Define** phase. Yet, important gaps remain in the collection of data disaggregated by sex and by different groups of migrants (e.g. those migrating for family reunification, refugees). In the absence of collection and analysis of data disaggregated by sex and migration status, it is difficult to develop evidence-based policies and interventions that respond to the distinct integration and education needs and interests of different groups of women and men, girls and boys.

Access to data on migrant students usefully illustrates this issue. There is no consensus in Member State legal definitions and datasets on who is considered a migrant student. Member States use different criteria to define and identify children and young people with migrant backgrounds. These criteria include country of citizenship, residence/immigration status, coun-

**Figure 1. Gender mainstreaming policy cycle**



Source: EIGE (2016) Gender Mainstreaming Platform

try of birth, first language, parents' country of birth, and parents' country of citizenship. The statistics on the number of asylum seekers and refugees in primary, secondary and tertiary education may refer to different groups of persons (asylum-seeking children, refugee children, non-national children) and are not collected systematically (European Commission, EACEA and Eurydice, 2019). The collection and availability of sex-disaggregated data is also constrained (FRA, 2017b).

The absence of data broken down by sex and migration status not only renders the gender gaps in integration and education outcomes invisible, it hinders the [analysis of the situation and needs from a gender perspective](#). It is important to note that sex-disaggregated data do not guarantee that concepts, definitions and methods used in data production are conceived to reflect gender roles, relations and inequalities in society, or that they allow for the production of [gender statistics](#) and, consequently, gender-sensitive policies. Lack of gender statistics also restricts subsequent gender mainstreaming efforts, such as [gender planning](#) and developing implementation measures targeting specific groups, and setting up [gender indicators](#) to measure progress and enable gender-sensitive monitoring of migrant integration outcomes.

In order to monitor the outcomes of integration policies, the EU has developed a common set of indicators, the 'Zaragoza indicators'<sup>(2)</sup>, focusing on the areas of employment, education, social inclusion and active citizenship. These indicators include data broken down by sex, country of birth/citizenship and age group. However, the Zaragoza indicators have some important constraints: 'data on the migrant population is not always harmonised, indicators are not always reliable, and the different groups of migrants cannot be identified' (European Court of Auditors, 2018)<sup>(3)</sup>. Although the Zaragoza indicators provide data disaggregated by sex and migra-

tion status, not all Member States use these commonly agreed indicators to monitor the implementation of policies in a systematic manner (FRA, 2017). In fact, a recent briefing paper by the European Court of Auditors (2018) on migrant integration found that 30 % of the respondents of the study do not use any indicator to monitor the outcome of their integration policies.

In addition, in many Member States, different public institutions (at national, regional and local levels) are responsible for different policy sectors (labour market participation, social policies, education, health, etc.). The European Court of Auditors (2018) notes that 'there are more than 400 entities involved in managing measures for migrant integration in Member States. Most Member States have a coordination body but weaknesses exist in the coordination mechanisms in place' (p. 25).

The lack of systematic integration of gender equality into all stages of policy development and implementation is closely linked to policy makers' technical capacity and training for developing and implementing gender equality and gender mainstreaming measures. The capacity of policy makers who are not gender experts to implement gender mainstreaming has frequently been highlighted as one of the challenges for effective implementation, as gender mainstreaming requires a significant level of gender awareness and competence (Roggeband and Verloo, 2006).

Focusing on women third-country nationals, assuming that they are a homogeneous group with an essential identity "as women" fails to capture the complexity of their experiences. These experiences are rooted in complex identities and social realities based on gender intersecting with other characteristics such as race, migrant status, class, sexual orientation and age, inter alia, creating unique forms of exclusion and oppression (Crenshaw, 1991).

<sup>(2)</sup> The Zaragoza indicators monitor and evaluate progress on integration based on existing and comparable Eurostat data. The four current priority areas are employment, education, social inclusion and active citizenship.

<sup>(3)</sup> The briefing paper notes that 'this is mainly because the Zaragoza indicators use information from EU-wide standardised sample surveys that do not cover all migrants and are likely to have a low response rate from migrants' (p. 25).

**Box 3. Harmful stereotypes of women migrants and refugees**

The debates on migration in Europe are strongly racialised and gendered, emanating from xenophobia, overt and subtle racist depictions of migrants in all social categories, negative stereotypes of minority cultures' religions (Islam, in particular) and the portrayal of migrant women as low-skilled, submissive and disenfranchised (Korteweg and Triadafilopoulos, 2013).

Negative media discourse and sensationalised stories of migrant women's oppression serve to draw sharp boundaries between immigrants and non-immigrants, inflame racism and xenophobia, and ultimately reinforce representations that stigmatise migrant women (Korteweg and Triadafilopoulos, 2013). Immigrant communities, particularly Muslims, are frequently portrayed as unwilling to accept gender equality norms or gender equality as a fundamental value of Western liberal democracies (Korteweg, 2017). Hostile attitudes in Europe toward immigrants from Muslim communities are explained and justified because of the 'less civilized' practices they bring with them (Abu-Lughod, 2015, p. 115).

The representation of migrant - and especially Muslim - women as vulnerable and passive victims of patriarchal cultures denies them any form of agency. At a political level, such representations of migrant women have opened up space for co-option or instrumentalisation of women's rights and gender equality in the pursuit of restrictive immigration policies (Kirk and Suvarierol, 2014; Kofman, Saharso and Vacchelli, 2015). In fact, gender-based forms of oppression have become central to anti-immigration claims held up by conservative and right-wing populist parties in a number of European countries (Morgan, 2017).

Similarly, stereotypical gendered representations of migrant women, particularly those migrating for family reunification purposes, depict them as 'burden and unwanted' and 'deficient in integration' (Anthias, Kontos and Morokvasic-Müller, 2013). In addition to framing migrant women, especially Muslim women, as oppressed and in need of protection from their male spouses and relatives (Roggeband and Verloo, 2007), they are ascribed a sort of cultural backwardness. For example, a study on the Dutch civic integration programme suggests that the emancipation of immigrant women being one of the primary goals of the programme, they are nevertheless represented as culturally oppressed and addressed mainly as mothers (Kirk and Suvarierol, 2014).

There is a persistent perception of women migrants as not in employment, education and training, or as unskilled workers and contributing less to the economy than their male counterparts. Even women who migrate on their own for work opportunities - and who therefore do not fit the stereotype of the passive wife following her husband - may experience stereotyping and discrimination by employers (Advisory Committee on Equal Opportunities for Women and Men, 2012; Anthias, Kontos and Morokvasic-Müller, 2013). Migrant women of colour, such as women with an African background and Muslim women, are particularly exposed to multiple and intersecting discrimination in the labour market (European Network Against Racism (ENAR), 2017).

### 3. How do EU policies on migrant integration and education take gender equality into account?

The development and implementation of policies for education and training and for the integration of third-country nationals, are primarily the responsibility of the Member States. The EU institutions, for their part, are mandated to support the Member States by setting policy priorities and goals, policy coordination, providing funding, and supporting the exchange of knowledge. In line with this mandate, this section looks first at the integration of third-country nationals, and then explores the policy framework on education and training through a gender lens. Key funding instruments that can be used for integrating third-country nationals are briefly analysed, with a view to gender-sensitivity, as well as their overall use in reaching migrant beneficiaries, particularly women.

#### 3.1. Integration of third-country nationals

Three key policy documents inform the EU's policy framework on migrant integration: 1) the Common Basic Principles for Immigrant Integration (2004); 2) the European Agenda for the Integration of Third-Country Nationals (2011); and 3) the Action Plan on the Integration of Third-Country Nationals (2016)<sup>(4)</sup>.

Developed by the Council in 2004, and reaffirmed in 2014, the [Common Basic Principles for Immigrant Integration](#) are a significant policy milestone to guide the EU's integration efforts and link its integration goals with the fundamental values of human rights, equality and social cohesion. The Council highlights the benefits

of education in terms of lifelong learning and employability, together with the importance of education in preparing people to better participate in all areas of life and society.

The Common Basic Principles for Immigrant Integration include a reference to gender equality, highlighting their complementarity with the international human rights framework and the EU objectives on gender equality and non-discrimination. The Common Basic Principles also acknowledge the importance of engaging women's organisations in integration policies, the role of education in successful integration of women and children in particular, and the need to prevent cultural and religious practices from hampering the rights of women and children migrants in their host country.

The Commission's [European Agenda for the Integration of Third-Country Nationals](#) (2011) identifies the main challenges for migrant integration and proposes areas for action by both the Commission and Member States. Women migrants are mentioned in relation to language support and labour market participation. More specifically, the Agenda recognises lower employment rates of women migrants as one of the important challenges, as well as over-qualification for their jobs. In terms of suggested actions, the Agenda recommends including language courses and civic orientation in introductory programmes for newly arrived migrants, to address the 'specific needs of migrant women in order to promote their participation in the labour market and strengthen their economic independence' (European Commission, 2011a).

<sup>(4)</sup> The Council, the European Parliament and the Commission have developed a number of important initiatives and non-binding communications on migrant integration. The 2009 Lisbon Treaty, in particular, provides a strong legal basis for EU support for integration of third-country nationals. The Treaty became even more relevant in the aftermath of the increased migratory flows to the EU in 2015-2016.



Building on the European Agenda for the Integration of Third-Country Nationals, in 2016 the Commission launched its [Action Plan on the Integration of Third-Country Nationals](#) to support Member States in implementing targeted and inclusive policies for the integration of migrant women and men, girls and boys. The Action Plan incorporates a gender perspective in several of its key policy priorities. The Commission notes that ‘special attention should be paid to gender aspects’ when developing integration policies at national and local level, and calls for targeted measures for migrant women in the areas of education, labour, basic services and social Inclusion (European Commission, 2016b).

In the policy priority on education in the Action Plan, the Commission underlines the relevance of language training, and notes that ‘special efforts are needed to ensure that these courses reach women as well as men’. The other recommended interventions included in the education priority do not explicitly consider the different needs of women and men, although they are all potentially crucial to promote gender-sensitive education. Women and men third-country nationals can also significantly benefit from other measures foreseen, such as assuring quality education for all immigrant children, improving access to early childhood education and care, fostering intercultural competences and skills among EU-born and non-EU-born young people, and promoting the up-skilling of poorly educated or qualified migrants. Similarly, the policy area of labour market integration recognises women as a particularly disadvantaged group, with low participation rates, and thus in need of ‘special focus’. This translates into a specific action to fund projects to promote the labour market integration of refugees and women.

The Action Plan on the Integration of Third-Country Nationals led to the European Commission implementing several initiatives in 2017, one of which is ‘[Employers Together for Integration](#)’, which seeks to increase awareness of employers’ initiatives to facilitate labour market integration of refugees (EMN, 2018, p. 7). Women-specific action points focus on funding for labour market integration projects, as well

as identifying and disseminating good practices in supporting women migrants.

EU migration policy has an impact on the integration of third-country nationals. The management of migration flows is one of the strategic priorities of the European Commission for the period 2015-2019, with the [European Agenda on Migration](#) aiming to strengthen a common reception and asylum system, as well as to discourage irregular migration and secure the EU’s external borders (European Commission, 2015a). Although it mentions the strategy against trafficking of human beings on one occasion, the Agenda does not refer to gender equality, gender mainstreaming or women and girls. It thus risks rendering women migrants’ fundamental rights, needs and interests invisible, thereby discouraging gender-sensitive policy making.

### 3.2. Education and training

First adopted in 2009, the [Strategic Framework for European cooperation in Education and Training](#) (ET 2020) guides the European Commission’s policy cooperation with Member States in the field of education and training until 2020 and facilitates the exchange of knowledge and best practice between the Member States (European Commission, 2009a). There are no references to gender equality in any of the strategic objectives of the ET 2020, nor is a gender perspective mainstreamed in any of its seven benchmarks. Two strategic objectives explicitly mention migrants – one related to language learning and the other related to the exchange of good practices on education of students with migrant backgrounds.

In 2015, the European Commission and Member States agreed to work together on a new set of priorities up to 2020, as set out in the [Joint Report of the Council and the Commission on the implementation of the strategic framework for European cooperation in education and training](#). The report sets six priorities for the period 2016-2020, two of which take either gender or migration status into consideration (European Council and European Commission, 2015). The Joint Report strongly recommends

initiatives aimed at overcoming gender disparities in education and in promoting attainment and inclusion of immigrant students, as well as recruiting and training both women and men teachers, and combating gender stereotypes through teacher awareness.

The annual Education and Training Monitor has assessed progress against the ET 2020 benchmarks since 2012. Two of the benchmarks of the ET 2020, namely the benchmark on tertiary education attainment and the benchmark on early school leavers are also Europe 2020 targets. The 2017 Education and Training Monitor considers both gender and migration status among the relevant dimensions influencing educational attainment, yet treats them separately and in parallel. Gender gaps are noted with reference to educational achievement, as well as choices and outcomes of higher education. Migration status is highlighted as a relevant disadvantageous determinant in education, considering that students with migrant backgrounds often experience other disadvantages, such as lower socioeconomic status, poor or low-skilled parents, isolation and poorer social networks, and lower social capital (European Commission, 2017a).

The New Skills Agenda for Europe, adopted by the Commission on 10 June 2016, launched 10 actions to make training, skills and supports available to people in the EU. One of the actions includes the [EU Skills Profile Tool for Third-Country Nationals](#) to support early profiling of skills and work experiences of third-country nationals. The European Skills Agenda only considers gender equality in respect of gender gaps in employment.

The [Declaration on promoting citizenship and the common values of freedom, tolerance and non-discrimination through education](#) (Paris Declaration), agreed by Member States on 17 March 2015, highlights the importance of inclusive education in promoting democratic tolerance, citizenship and intercultural awareness

as a means of increasing social inclusion and well-being in all European societies. Diversity and gender equality - as fundamental values of the EU - are included in the Declaration, as are tolerance, non-discrimination, justice, pluralism and solidarity. In the Declaration, Member States commit to implementing education policies and measures that address and develop these values among children and young people (EU Education Ministries, 2015).

#### **Box 4. Gender equality as a principle in the European Pillar of Social Rights**

Aiming to achieve a 'social Europe for all European citizens', including third-country nationals<sup>(5)</sup>, the European Commission launched the European Pillar of Social Rights, signed by the Commission, the Parliament and the Council in November 2017. As EIGE notes, the European Pillar of Social Rights provides an opportunity for the EU to design and implement sustainable and effective policies that equally benefit women and men, on the basis that 'setting and reaching gender-specific targets can facilitate closing gender gaps, achieving a fairer society and it can also contribute to growth and more effective economies' (EIGE, 2017).

The European Social Pillar includes 20 principles structured around three dimensions: 1) Equal opportunities and access to the labour market; 2) Fair working conditions; and 3) Social protection and inclusion. Gender equality as a principle in the Pillar is included under the first dimension on equal opportunities, and focuses on labour market participation and the gender pay gap. Under the education, training and life-long learning principle, the Pillar allows for monitoring early-school leaving, tertiary education attainment and lifelong learning opportunities through sex-disaggregated indicators.

<sup>(5)</sup> European Pillar of Social Rights, Recital 15.

### 3.3. Funding instruments

Under the Multi-annual Financial Framework (MFF) 2014–2020, several instruments provide funding for the integration of third-country nationals. The AMIF is a key instrument promoting effective integration of third-country nationals, particularly focusing on the initial phases of integration after their arrival in the EU. In addition to the AMIF, Member States can also benefit from the European Structural and Investment Funds (ESI Funds). More specifically, the European Social Fund (ESF) and the European Regional Development Fund (ERDF), which support actions on social inclusion, education and labour market participation, can be used for integration, particularly long-term integration. Funding instruments under the direct management of the European Commission are also available, such as Erasmus+, the Rights, Equality and Citizenship (REC) Programme, and the EU Programme for Employment and Social Innovation (EaSI). In practice, the Member States rely chiefly on the AMIF and the ESF for financial support for migrant integration, and these are the main focus of this section.

#### 3.3.1. Asylum, Migration and Integration Fund

The AMIF supports measures for education and training, including language training and preparation to facilitate access to the labour market. Recent studies highlight important challenges in the use of AMIF at national level. Firstly, the basic allocations for the AMIF national programmes are based on a distribution formula using outdated data from 2011-2012 (Westerby, European Council on Refugees and Exiles (ECRE) and United Nations Refugee Agency (UNHCR), 2019). Secondly, with the exception of the AMIF, the actual amount spent on integration is un-

known (European Court of Auditors, 2018). Finally, Regulation (EU) No. 514/2014, laying down general provisions for the AMIF requires that at least 20% of the funds should be allocated to integration and at least another 20% to asylum. Yet, as Westerby (2018) notes, ‘there is no requirement that MS *spend* the financial equivalent of the minimum percentages on actions under the asylum and integration priorities’.

At EU level, the smallest share of national AMIF-financed actions fall under the integration priority (26.4 %), while the largest share is on return (43 %) (Westerby, ECRE and UNHCR, 2019). The area in which Member States used AMIF contributions most widely is language training (Westerby, ECRE and UNHCR, 2019). The areas of labour market integration and civic and social orientation also form part of the most-used contributions from 2014 to 2017 (Westerby, ECRE and UNHCR, 2019).

AMIF-funded actions must be implemented in a manner that pays attention to gender equality as a founding principle of the EU. AMIF-funded actions are also legally required to ‘take account of a human rights-based approach to the protection of migrants, refugees and asylum seekers’, ensuring that the specific needs of vulnerable persons (‘in particular women, unaccompanied minors and other minors at risk’) are taken into consideration through a ‘dedicated response’<sup>(6)</sup>. Additionally, women are included in the vulnerable target groups and should thus receive higher financial assistance through the resettlement programme. This may have implications for identifying the number of women benefitting from the measure, as it is the only reference to the number of women beneficiaries (albeit grouped together with children) in the Commission’s Interim Evaluation of the Asylum, Migration and Integration Fund 2014-2017<sup>(7)</sup>.

<sup>(6)</sup> Regulation (EU) No. 514/2014 laying down general provisions for the Asylum, Migration and Integration Fund.

<sup>(7)</sup> 2,465 at-risk women and children received financial support in resettlement programmes. This is based on the interim evaluation reports submitted by the Member States to the Commission on the implementation of actions and progress towards achieving the objectives of their national programmes by 31 December 2017. The Commission used the national evaluation reports to prepare the Interim Evaluation of the Asylum, Migration and Integration Fund 2014-2017.

### 3.3.2. European Social Fund

The current European Social Fund (ESF) programmes aim to improve migrants' access to services and enhance their employability and skills through training and vocational education, including other measures that seek to integrate migrants into the labour market.

Relatively little is known about how the current ESF supports newly arrived third-country nationals or those residing in the EU for longer periods (European Programme for Integration and Migration (EPIM), 2019). A minimum of 20 % of the ESF should be allocated to the social inclusion of vulnerable groups<sup>(8)</sup>. Refugees and asylum seekers can qualify for such programmes once the legal conditions for their participation in the labour market are fulfilled.

On average, Member States spend 20-30 % of the ESF on the social inclusion priority, but refugees and migrants are only one of the target groups addressed. There is no budget set aside for their inclusion through integration measures, in particular and, as noted above, the amount that is specifically used for migrant integration is unknown. Depending on national interpretations of the migrant category, the group of beneficiaries may differ considerably between the Member States (EPIM, 2019). Migrants may also be targeted implicitly if they form part of other vulnerable groups, for example, those addressed in programmes targeting low-income families. It is likely, therefore, that some of the remaining 80 % of funds are also spent on this group (Darvas et al., 2018).

The ESF includes a clear obligation for Member States to implement a dual approach to gender equality, i.e. to apply gender mainstreaming as well as specific actions that target discrimination and inequality between women and men (Samek Lodovici et al., 2016). Sex-disaggregated data must also be produced where possible, at a minimum indicating targets for the numbers of women and groups at risk of discrimination, or those reached or who participated.

The ESI Funds Regulation stipulates a needs-based analysis for developing non-discrimination measures, which may include an analysis of the needs of women and men and/or a gender impact assessment of a project to be carried out under the current provisions. However, gender equality is not itself a thematic objective and thus lacks technical, human and financial resources, as well as explicit requirements in all stages of the process. In addition, integration of a dual perspective into the specific operational programmes is a voluntary action and thus remains at the discretion of Member States and regions (Samek Lodovici et al., 2016).

### 3.3.3. Programming proposals on migrant integration for the post-2020 period

The Commission's proposal for the next MFF (2021-2027) suggests moving integration primarily to the European Social Fund Plus (ESF+) and the ERDF. The new Asylum and Migration Fund (AMF) and new ESF+ are intended to complement one another, with the former relating to short-term integration needs while the latter combats discrimination and inequalities from a longer term perspective (European Commission, 2018a).

The new ESF+ is intended to invest in people, social cohesion, social fairness, increase competitiveness across Europe, and eventually make the European Pillar of Social Rights a reality on the ground. The three areas receiving the main investments are structured along the European Pillar of Social Rights, reflecting (1) education, training and lifelong learning, (2) effectiveness and equal access to quality employment, and (3) social inclusion, health, and combating poverty. Fostering social cohesion should account for at least 25 % of the total ESF+ budget (European Commission, 2018a). Special recognition is given to disadvantaged groups, where marginalised communities (i.e. the most deprived, as well as non-EU nationals) are mentioned (European Commission, 2018a). Women are not explicitly included as a disadvantaged group.

<sup>(8)</sup> Regulation (EU) No 1304/2013 of the European Parliament and of the Council of 17 December 2013 on the European Social Fund and repealing Council Regulation (EC) No 1081/2006.



EIGE's recent gender analysis of the draft Common Provisions Regulation (CPR)<sup>(9)</sup> and the draft specific regulations for the ESI Funds for the 2021-2027 period points out that there is 'an even lower level of ambition in supporting gender equality objectives than those of MFF 2014-2020 and 2007-2013' (EIGE, 2019a). The analysis further notes that:

*'Gender equality continues to be a horizontal principle across thematic priorities of the funds, with no standalone quantitative target. Not a single thematic objective with a focus on gender equality has been defined. In addition, the programming cycle is not required to apply explicit procedures to handle gender equality. For the ESI Funds overall, therefore, there is no requirement to provide information on how the programming cycle and programme imple-*

*mentation responds to the achievement of gender equality objectives. Current requirements concern only reporting on the application of the horizontal principle, which are fulfilled by describing process measures, such as training or project selection criteria' (EIGE, 2019a).*

Similarly, the review of the Draft Regulation for the post-2020 AMF indicates decreased attention to gender equality and gender mainstreaming. Unlike the 2014-2020 AMIF Regulation, the post-2020 AMF Draft Regulation does not include a specific reference to women in vulnerable situations. This poses serious concerns both in terms of availability of public funds for initiatives supporting the integration of women in vulnerable situations, and for the possibility of tracking the proportion of funds targeting women.

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<sup>(9)</sup> The CPR will also apply to the AMF in the post-2020 period.

## 4. How do national policies and measures for education and training of third-country nationals take gender equality into account?

Women and men, girls and boys experience a number of gender-specific challenges for integration through education. Available data show that 20% of the young women born outside the EU are disengaged from education and work (EIGE, 2019b). They are at a higher risk of becoming not in education, employment and training (NEET) than young men born in non-EU countries (14.8 %) and native-born women (10.2 %) and men (9.7 %). There is also an important gap between native-born women and men and women and men born outside the EU in early leaving from education and training. Young men born outside the EU (22.8 %) are at highest risk of leaving school early. Men born outside the EU aged 18-64 are also less likely to participate in adult learning than women born outside the EU and their native counterparts. More than one-third of the population born outside the EU (36.9 % women and 37.7 % men) have completed less than primary or lower secondary education, compared to one-quarter of the EU-born population (23.4 % women and 25.1 % men). Women born in countries other than the EU are more likely to hold tertiary degrees than either non-EU-born or native-born men, yet they are more likely to be unemployed and inactive on the labour market (see Annex 3 for review of the available data disaggregated by sex and country of birth in based on the Zaragoza indicators for monitoring integration policy outcomes in the EU).

Without acknowledging and addressing these gender-specific and intersecting gaps in migrant integration policy, the aim to 'leave no one behind' cannot be achieved. Drawing on a review of the national policy frameworks on migrant integration, and consultations with 35 national

stakeholders in the five selected Member States (France, Germany, Greece, Italy, Sweden), this section offers insights into how gender equality concerns have been embedded in policies and specific actions on migrant integration through education (see Annex 2 for an overview of the methodological approach).

### 4.1. Gender equality in language courses and civic education

In the aftermath of the 'migration crisis' in 2015-2016 and the adoption of the Action Plan for Integration of Third-Country Nationals (European Commission, 2016b), a number of measures were adopted by Member States. For example, in 2016, eight Member States adopted a National Action Plan – or in one case a Regional Action Plan – or strategy for integration, or issued integration laws comprising measures to foster integration (EMN, 2017)<sup>(10)</sup>.

Language support and civic education are the most widespread measures for promoting the integration of newly arrived third-country nationals. Refugee and migrant women with children are frequently targeted by language support measures through the provision of childcare during language lessons. For example, Germany has implemented the '[Mama lernt Deutsch](#)' programme as a long-term initiative implemented at municipal level in many different cities across Germany. The programme consists of German courses for women migrants with children, who have little knowledge of the German language. Courses take place in schools or day-care centres (while children are at school) and prepare mothers for the inte-

<sup>(10)</sup> Austria, Belgium (Flanders), Czechia, Finland, Germany, Greece, Italy, Slovakia.

gration courses that are mandatory for those without sufficient knowledge of the German language and are geared more towards civic education. Language training focuses on topics such as school, participation in school trips, education, health and nutrition. Childcare is also provided for babies and children under the age of three.

Involving families and communities in education and school activities is key to improving educational outcomes and social inclusion of migrant students (European Commission, 2009b). Mothers' and fathers' involvement is likely to have a positive effect on children's socio-cognitive development and educational attainment, as well as socialisation of the whole family and community. However, even when policies and measures target parents who are third-country nationals, the actual beneficiaries are, in fact, migrant mothers, because of their role as primary caretakers. In France, for instance, the government programme *Ouvrir l'École aux parents pour la réussite des enfants* (OEPRE, Open schools to parents for children's success) provides training to parents to improve the educational outcomes of third-country students. Overall, 84 % of the participants in the programme are women. The training modules focus on three topics: 1) civic knowledge of the values of France, with a specific module on equality (including equality between women and men); 2) language training, with a focus on documents relevant to school life, such as school reports, notebooks, timetables; and 3) knowledge of the functioning and expectations of the school for both students and parents (Ministry of National Education and Youth, France, 2017).

Civic education courses often include gender equality among the host country's fundamental values, together with democracy and tolerance (Pascouau, 2014), as in the case of Sweden, Germany and Italy. In France, for example, newly arrived third-country nationals wishing to stay long-term, sign an Integration Contract (*Contrat d'intégration républicaine - CIR*), which constitutes the legal basis of the five-year individualised process of integration. In signing the Integration Contract, third-country nationals commit to respecting the principles and values

of French society and of the French Republic. The Contract foresees an information module on French civic policy, based on the rule of law and focusing on equality between women and men.

In 2017, Germany expanded the orientation courses from 60 to 100 lessons, with significant emphasis on fundamental rights and values. As noted in the Annual Report on Migration and Asylum for Germany, the module on 'People and Society' was given more than double its former weight (EMN, 2018). According to the responsible department of the Federal Office for Migration and Refugees, this was in response to the growing importance of dealing with social, cultural and religious diversity and to emphasise the goal of peaceful coexistence. Religious tolerance and equal rights for women and men are particularly important in this context (EMN, 2018).

## 4.2. Gender equality and diversity in intercultural education and teacher training

The development of intercultural competences and awareness of diversity and equality among both EU-born and migrant students is at the core of the Paris Declaration (EU Education Ministries, 2015) and is crucial to promoting active citizenship and the values of tolerance and democracy. By 2016, most Member States had adopted national education policies in line with the Paris Declaration, focusing on one or more of its objectives (European Commission, Education, Audiovisual and Culture Executive Agency (EACEA) and Eurydice, 2016).

For example, in Italy, in 2017, the Ministry of Education issued the National Plan for Respect Education, promoting initiatives in schools of all levels to ensure the acquisition and development of transversal, social and civic competences, and active and global citizenship (Ministero dell'Istruzione Università e Ricerca (MIUR), 2017). The Plan addresses what the Ministry calls 'Respect Education', a comprehensive con-

cept of education promoting the acknowledgment and respect of any type of diversity (explicitly including gender and migration status). It aims to avoid and combat stereotypes and school violence, including gender stereotypes and gender-based violence.

Mainstreaming gender equality and diversity in teacher education is key to achieving more gender equal and inclusive societies (UNESCO, 2015). The policy documents tackling teacher education in the selected countries, together with the consultations with national stakeholders, suggest that teachers and educational staff are slowly recognising the relevance of gender in migrants' education.

One of the points of the Italian Plan, for example, refers to continuous teacher education on issues related to overcoming inequality and prejudice, including those related to gender equality. EUR 3 million is allocated for the training of at least one teacher for each school in Italy (MIUR, 2017). Another example from Germany refers to one of the decisions of the 26<sup>th</sup> Conference of the Equality Commissioners and the Federal Ministers of Women's Affairs, which requested the federal government of Germany to assign particular importance to gender equality within integration courses. They also refer to the importance of ensuring that teachers are suitably qualified, and insist on the development of appropriate training courses for teachers (Bundesministerium für Familie, Senioren, Frauen und Jugend (BMFSFJ), 2017a).

### 4.3. Specific actions for women refugees and asylum seekers

Refugees are the group of third-country nationals most frequently the target of integration policies and specific actions (EMN, 2018). Following the increases in the numbers of persons seeking protection in the EU in 2015-2016, the Member

States implemented numerous policy initiatives to respond to the emerging integration needs of refugees and asylum seekers. In fact, national policies shifted from reception and asylum provisions towards integration measures (OECD, 2018).

Women refugees and asylum seekers are considered a vulnerable group, with specific protection needs and different concerns from men, and who require prompt and effective protection responses<sup>(11)</sup>. In spite of strong policy commitments, women are not guaranteed consistent gender-sensitive treatment when they seek protection in the EU (European Parliamentary Research Service, 2016). The European Parliament [Resolution on the situation of women refugees and asylum seekers](#) notes shortcomings in guaranteeing gender-sensitive reception procedures in most Member States. Consequently, in 2016, the European Parliament called upon Member States and the EU for a more consistent and gender-sensitive approach to their implementation of reception procedures (European Parliamentary Research Service, 2016). In practice, the treatment of women and girls seeking asylum differs significantly between the Member States, thus providing for a variety of measures applied in practice.

Following [Directive 2013/33/EU on laying down standards for the reception of applicants for international protection](#), which includes women in the vulnerable groups seeking international protection and requiring specific attention as well as targeted reception practices (such as separate accommodation), many Member States<sup>(12)</sup> have taken measures to enhance their reception systems and provide support to this group (EMN, 2017). Measures include providing healthcare services, putting in place targeted initiatives (mainly for victims of trafficking in human beings), regulating detention of vulnerable groups, and setting rules to give priority to vulnerable groups in asylum procedures (EMN, 2017).

<sup>(11)</sup> Directive 2013/33/EU on laying down standards for the reception of applicants for international protection refers to women as a vulnerable group requiring specific attention, as well as targeted reception practices, such as separate accommodation. Directive 2013/32/EU on common procedures for granting and withdrawing international protection calls for gender-sensitive procedures and identifies gender as one of the grounds in need of special procedural guarantees.

<sup>(12)</sup> Austria, Belgium, Czechia, Estonia, Greece, Germany, Finland, France, Italy, Hungary, Lithuania, Sweden, Slovenia, UK.

Gender-based violence is one of the most pervasive threats experienced by women and girls on the move, particularly women traveling alone and women using ‘irregular routes’ (EPRS, 2016). In fact, experiences of discrimination and violence may be important push factors, particularly for groups suffering from stigma and marginalisation in their countries of origin, such as single mothers or LGBTQI persons (International Organization for Migration (IOM), 2013). Women and girls are overwhelmingly the victims of sexual violence in conflict, including use of rape as a weapon of war. They are at a greater risk of intimate partner violence, which increases where gender roles and responsibilities shift as a result of displacement and violent conflict. Although refugees and migrants have been identified as a group at high risk of trafficking, women and girls are particularly vulnerable, and are at a higher risk of sexual exploitation. Sexual harassment in transit camps and reception centres is an issue that overwhelmingly affects women (EPRS, 2016). Where there are no dedicated facilities for minors and they must live in overcrowded centres alongside adults, unaccompanied girls are at an increased risk of gender-based violence (European Commission, 2017c).

Once they reach their country of destination, women refugees experience other important challenges, as their integration outcomes with reference to education, employment and health are generally poorer than those of their male counterparts or other non-refugee migrant women (OECD, 2018). The European Web Site on Integration notes that ‘[w]omen arriving as asylum seekers may have to spend long, unproductive and discouraging wait periods before having a clear opportunity to stay (and work), with valuable time for early integration being lost during the wait’ (European Commission, 2018c). Women refugees experience poorer labour market outcomes, as they have lower labour market participation than men and other non-EU-born women (European Commission, 2017d). Health-related concerns and unequal access to healthcare services - commonly be-

cause of institutional and language barriers - are particularly problematic in light of refugee and asylum-seeking women’s sexual and reproductive health needs (Birchall, 2016).

In the migrant integration policies and measures examined here, where references are made to women and gender equality, the focus is on specific actions for women in vulnerable situations, primarily refugee and asylum-seeking women. For example, the [National Plan for the integration of asylum seekers and refugees](#) (Italian Ministry of Interior, 2017), the first of its kind in Italy, aims to reorganise the integration system and adapt it to the emerging needs and characteristics of immigration flows. The Plan recognises dignity and equality for all, and lists gender equality as a core principle for integration. Vulnerable groups, such as refugee women, victims of trafficking and unaccompanied minors are highlighted as in need of specific attention and support for integration.

Similarly, in Germany, vulnerable groups, including women refugees and asylum seekers, receive special attention. Several new federal programmes target women and pre-school children refugees, aiming to ensure easy access to counselling and assistance for pregnant refugees, to facilitate refugee children’s access to early childhood education and care, and to learn German.

#### **Box 5.<sup>(13)</sup> Germany: POINT • *Potentielle Integrieren***

To support women refugees to start their new life in Berlin, the pilot project *POINT* • *Potentielle Integrieren* was a low-threshold focal point for vocational and training advice, with a personalised approach to counselling and guidance, at the individual pace of every woman beneficiary and in line with her specific needs. The project provided combined support both for labour market and social integration.

<sup>(13)</sup> The initiatives presented in Box 5 - 11 were identified by and assessed as gender-sensitive by national stakeholders consulted for this study in the five selected Member States. For more information on the methodological approach, see Annex 2.



To obtain meaningful employment, women refugees received personalised advice from qualified job coaches, tailored to their individual circumstances. Each woman had her own coach, as well as her own POINT Sister, who acted as guide and mentor in everyday life and in communicating with institutions and employers. The coaches not only helped with the qualification process, they also assisted women to access funding opportunities from various institutions. Women could also take part in POINT cafés, informal monthly meetings where women met to discuss their integration process and life in Germany. POINT Sisters were volunteers – both of German and migrant origin – who were paired with participants to support them in coping with daily life in Germany. Each pair could choose when and how to meet and communicate (face-to-face, via telephone, instant messaging, etc.).

POINT staff also supported women refugees to overcome administrative barriers, providing information and guidance on existing job and study opportunities. The staff were also sensitive to the cultural diversity of the women beneficiaries. The POINT project's direct beneficiaries were 100 women refugees, mainly from Syria, Iraq, Iran, Eritrea and Afghanistan. Almost half of the women were less than 30 years old, while one-third were 30-40 years old. More than half of the women beneficiaries held a high-school diploma and only 15 % had not completed vocational training or study. The project was implemented from 1 January 2017 – 31 December 2018, and was funded by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth.

In France, with the support of the AMIF, and with a focus on women as vulnerable persons: 'a partnership has been established with the Centres for Information on the Rights of Women and Families (*Centres d'information sur le droit des femmes et des familles*, CIDFF) throughout the country to respond to information needs, raise awareness and support this group' (EMN, 2017).

### **Box 6. France: Agir pour l'intégration des femmes immigrées et lutter contre les discriminations**

The project *Agir pour l'intégration des femmes immigrées et lutter contre les discriminations* (Action for the integration of immigrant women and to combat discrimination) is organised by the CIDFF in the region of Aude. The CIDFFs are a mainstream service with 1,422 information points across France (in both urban and rural areas), with the aim of improving gender equality and empowerment of women migrants.

Through workshops and individual follow-up sessions, this project aims to assist migrant women to become independent. It informs participants of their rights and supports them to enter the labour market. French language and civic classes are part of the workshops, to facilitate the women's integration. Individual follow-up sessions enable participants to receive help that is tailored to their needs. Participants are typically women arriving from Maghreb (Morocco and Algeria), with some from Turkey, Russia, Serbia and Armenia. During the first phase of the project (which ended in August 2017), 657 women participated in the project's courses (285 undertook language training, 152 attended at least one pre-employment workshop, 136 participated in at least one 'civic life' workshop, 418 were accompanied to employment training, and 474 benefited from legal assistance).

The current phase of the project is running from September 2017 until August 2020, funded under the AMIF 2014-2020, with an additional three years' funding as '*Agir pour l'intégration des femmes immigrées*', showing the sustainability of the action. This second phase of the project comprises additional departments and thus covers a wider territory.

In Sweden, the labour market integration of newly arrived women has received significant attention from the government, with women

with lower levels of education and limited working experience identified as a source of concern. As a result, a number of measures have been introduced, such as ‘subsidised jobs, fast-track initiatives, internships, complementary education, and programmes for validation and work placement’, with the aim of facilitating their participation in the labour market (EMN, 2017). The government has also commissioned the Public Employment Service to create activities to promote gender equality and combat gender divisions in the labour market.

#### Box 7. Sweden: **Mirjam**

In line with the Public Employment Service mission to reduce gender disparities in the labour market, the Sweden’s **Mirjam** project facilitates labour market inclusion of newly arrived women with lower educational backgrounds and whose residence permit was obtained on humanitarian (refugees and asylum seekers) or family reunification grounds. Most of the participants are from Syria, Eritrea, Somalia, Afghanistan and Iraq (age-range from 18 to 65 years).

Project activities include coaching, study visits and mentoring. Coaching sessions run for 10 weeks and inform participants about the Swedish labour market, education opportunities and financial support for study, as well as their rights and responsibilities in Sweden. Small groups of women attend the coaching sessions to optimise the counselling and support, accompanied by Swedish language learning. The project activities also include study visits to a variety of workplaces, particularly to male-dominated workplaces in a bid to counteract gender segregation and gender stereotypes in the labour market. The project actively promotes the participation of women role models, who offer mentoring support and guidance on the job market or further studies.

The project ran for three years until April 2018, with funding from the ESF. The project was available in six locations across Sweden and was implemented by the Public Employment Service, in cooperation with local authorities, coordinating bodies, education providers, public organisations, associations and employers. More than 700 women were expected to benefit from the project support.

#### 4.4. Specific actions for women migrating for family reasons

Family reunification was one of the main reasons for women to migrate to the EU in 2017 (30.6 % of all first residence permits issued to women were issued for family reasons) (Eurostat, 2017). Some of the Member States’ conditions for granting family reunification have proven to be of special concern for low-skilled migrants, particularly migrant women. The costs of integration courses and tests may constitute a significant problem. Equally, the resource levels (income and/or housing) required to qualify for family reunification can disadvantage migrant women who wish to be reunited with their families, as they tend to have lower incomes than migrant men.

Women migrants, in particular those migrating for family reunification, participate to a lesser extent in educational introduction activities, including language support (Advisory Committee on Equal Opportunities for Women and Men, 2012). This is mainly due to the difficulties to combining household and parental tasks with educational activities (Advisory Committee on Equal Opportunities for Women and Men, 2012). In fact, migrant women shoulder the burden of care and household responsibilities to a greater extent than women born in the Member States (EIGE, 2017), while frequently faced with a lack of childcare facilities or long waiting periods to access them (Advisory Committee on Equal Opportunities for Women and Men, 2012). The provision of childcare caters to very practical needs and is essential in enabling women migrants with small children to participate in language classes, education measures and integration courses.

### Box 8. Italy: **Torino, la mia città**

In Italy, since 2000, the project 'Turin, my city' (*Torino, la mia città*) supports primarily North-African, Arab-speaking women with lower levels of education to better integrate in their local communities. Many of the women migrants arrive in Turin for family reunification purposes and frequently live in isolation, as they struggle with limited social networks. The project promotes different actions and measures to strengthen these women's sense of belonging to Turin, *as their city*, facilitating access, participation and parity. Women migrants attend Italian language courses, mathematics and civic education lessons and obtain admission to the national exam for the International Standard Classification of Education (ISCED 3) qualification (or, alternatively, they obtain an A2 Italian certification). Women also attend sessions with experts on migration and legal issues, health and social advisors, school experts and cultural mediators. Free childcare services are provided at the premises. Visits to historical sites in Turin and surrounding areas are organised on regular basis to familiarise women migrants with the city and encourage their participation in Turin's social and cultural life.

Recognising that women migrants in some situations require specific support helps to better understand and address their vulnerabilities, and to remedy or prevent gross violations of women rights. Women third-country nationals are not inherently vulnerable, but may find themselves in vulnerable situations at any stage of the migration process, as a 'result of multiple and intersecting forms of discrimination, inequality and structural and societal dynamics that lead to diminished and unequal levels of power and enjoyment of rights' (OHCHR, 2016).

However, where migrant integration policies conceptualise migrant and refugee women solely as 'vulnerable', they neglect the complexities of their experiences, needs and interests, and run the risk of perpetuating existing inequalities. The discourses, policies

and practices that frame refugee women as 'victims' and 'powerless' inhibit a more nuanced understanding of the differences that depend on race, ethnicity, class, age and other dimensions. These types of generalisations, although often useful to mobilise support and funding for specific measures, mask women's voices and agency.

Similarly, when integration support is provided to women only in their 'natural role' as mothers, it runs the risk of perpetuating deeply entrenched gender roles and norms. The prioritisation of the reproductive capacity and kinship roles of women migrants strengthens the perception (and consequently the policies) of women's integration primarily through the lens of their childrearing functions. The risk of this one-dimensional portrayal of women migrants is that it contributes to entrenching stereotypical gender roles and relations, by viewing women primarily through the lens of marriage, family, motherhood and caring. It also shifts the responsibility for school performance (Block, 2014), effective integration (and more importantly, for unsuccessful integration and potential radicalisation) from the state to the women themselves (Giscard d'Estaing, 2017). Lastly, it does not take into account all groups of women migrants but only those who migrate for the purpose of family reunification or together with their families.

## 4.5. Gender-specific actions for other groups of third-country nationals

Neither the mapping of the policies and measures or stakeholder consultations identified many examples of gender-specific actions targeting groups of third-country nationals other than refugees, such as, for example, highly skilled women migrant workers, or men and boy third-country nationals.

### 4.5.1. Women migrant workers

Women migrating for work opportunities often arrive alone to take up work and sustain their

family at home (Taran, 2016). Migrant women (and men) are much more likely to be employed in precarious work than women and men born in the Member States (EIGE, 2017c). Job opportunities for migrant women are often in low-paid and unregulated sectors, such as domestic work, care and the service industry (Taran, 2016). Domestic workers and carers, many of whom are migrant women, are one of the most vulnerable groups of workers, as they are often 'invisible, underpaid and/or undeclared' (Council of Europe Parliamentary Assembly, 2017a). Women domestic workers and carers are therefore at an increased risks of human rights violations, gender-based violence and severe labour exploitation (European Union Agency for Fundamental Rights (FRA), 2018a). Although these women may be one of the most disadvantage groups, the research did not identify any measures to support their integration through education.

Women migrants in gainful and skilled employment tend to be concentrated in female-dominated occupations, namely education, health and social work (Kofman, 2012). These occupations are likely to be undervalued in the labour market and not recognised as contributing to the knowledge economy (Advisory Committee on Equal Opportunities for Women and Men, 2012). Easier access to jobs in low-paid sectors may influence migrant women to accept jobs that undervalue their skills and are below their qualifications levels. This not only leads to further de-skilling, but also hinders upward mobility (Advisory Committee on Equal Opportunities for Women and Men, 2012).

Highly skilled women migrants (defined as those with tertiary education, OECD 2018) not only have higher rates of migration than low-skilled women but are more likely to migrate than highly skilled male migrants (O'Neil, Fleury and Foresti, 2016). Although many are employed in low-skilled jobs, '[m]igration to a wealthier country can provide improved career opportunities and skills acquisition for women, as well as a better quality of life and increased security (employment or otherwise) for themselves and their families' (O'Neil, Fleury and Foresti, 2016).

However, highly skilled women migrants remain under-represented among those admitted to EU countries for work reasons (IOM and OECD Development Centre, 2014). This is in part due to admission schemes designed to attract highly skilled migrant workers yet which lead to very different outcomes for men and women, and sometimes exclude skilled women (IOM and OECD Development Centre, 2014). Admission schemes generally tend to prioritise professions linked to production sectors (such as ICT, engineering and finance) where women are less represented than men (IOM and OECD Development Centre, 2014). At the same time, migrant women are over-represented in professions related to care, health and education (Kofman, 2012), where, in practice, a frequent and striking contrast is evident in respect of remuneration and the possibility to accumulate savings equivalent to the sums needed to obtain a visa or work permits. Many of the highly skilled migrant women use marriage or family reunification routes to enter their destination countries and there is a significant knowledge gap on the employment and overall integration outcomes for this group of women migrants (Kofman, 2012). Further research is needed to assess the gender-sensitivity of admission schemes designed to attract highly skilled migrant workers to ensure that such schemes do not discriminate against women, either directly or indirectly.

Even though highly skilled migrant women tend to have more resources and advantages that facilitate their integration (such as savings or an income based on having migrated via an employment scheme, a profession, or social contacts), they also often experience important challenges, such as cultural, racial, as well as gender discrimination and stereotyping, which might affect their job opportunities and mobility (Advisory Committee on Equal Opportunities for Women and Men, 2012). Nevertheless, highly-skilled women migrating for work opportunities receive little attention in integration policies and practices. The scarce examples focusing on providing educational support (both formal and informal) for the integration of highly skilled women, in fact consider mostly asylum seeking and refugee women. Box 6 provides an exam-



ple from Sweden, which caters to the different needs of a specific group of highly-skilled refugee women.

### **Box 9. Fast-track' training for newly arrived teachers in Sweden**

In Sweden, a training scheme offering a 'fast-track' for newly arrived teachers and preschool teachers (who are mostly women) has been in place since 2016. Through a dedicated course offered in five Swedish universities, newly arrived teachers can quickly obtain a formal qualification and enter the Swedish labour market in sectors experiencing worker shortages. The training includes Swedish lessons and a six-month internship in schools. Some lessons are provided in the learners' native language, in order to facilitate their understanding of the Swedish education system.

#### **4.5.2. Men and boys third-country nationals**

Gender equality is not solely a 'women's issue' (EIGE, n.d.). Groups of men and boy third-country nationals experience a diverse set of challenges in education and training. For example, according to Eurostat data, boys represent the majority (86 %) of unaccompanied minors<sup>(14)</sup>. They face a myriad of challenges, including barriers to access to education and training (UN High Commissioner for Refugees (UNHR), UN Children's Fund (UNICEF) and IOM, 2017). They often live with uncertainty for prolonged periods as their status remains undefined until the end of the legal procedure, which can last months or even years. They are also likely to suffer from psychological distress and to have complex support needs, thus requiring strong coordination between teachers, schools and local authorities, as well as organisations that manage reception facilities and programmes (Salant and Benton, 2017).

Men and boys travelling alone are often subject to restrictive policies in which they are categorised according to simplistic and marginalising gender stereotypes (Arsenijević et al., 2018; Charsley and Wray, 2015). Men migrants, especially from the Middle East and Africa, are frequently framed within ideas of overt and oppressive masculine agency, sexual aggression, violence, and criminal activity (Arsenijević et al., 2018; Charsley and Wray, 2015). These conceptions are primarily based on instilling fear and fostering social, cultural, and economic isolation, and thus significantly hinder male migrants' reception in host communities.

When it comes to education and training outcomes for men and boy third-country nationals, the available data show that young men born outside of the EU are more likely to drop out of school. Adult men born in non-EU countries are less likely to participate in adult learning and have lower rates of tertiary education compared to women born outside the EU and native women and men (see Annex 3 for a more detailed overview).

Very few of the practices identified focus on providing gender-sensitive support to men and boys migrants in the process of integration. If men are targeted, they are most often considered in culturally stereotypical ways and as passive recipients who are informed of gender equality for assimilative purposes rather than because of furthering gender equality and highlighting the gains for both women and men. The few exceptions are described in Box 10.

### **Box 10. Initiatives promoting migrant men's engagement in gender equality**

In Germany, the project '[Flucht, Migration, Integration – MoveMen](#)' aims to empower men and boy refugees (15-27 years old), to counter stigmatisation and raise awareness of the specific challenges faced by men and boy refugees. The project places gender equality at the core of its activi-

<sup>(14)</sup> Eurostat migr\_asyunaa (Asylum applicants considered to be unaccompanied minors by citizenship, age and sex, Annual data (rounded)).



ties, which include discussions on gender equality, masculinity, displacement and integration, as well as creating networks and encouraging dialogue among young men refugees and practitioners and policy makers working on their integration.

The Swedish Ministry of Health and Social Affairs runs a multilingual website and initiative, implemented by Sweden's Youth Guidance Centres. Created as a response to the mixed migration influxes in 2015-2016, it focuses on reaching newly arrived young migrants. The website, [Youmo.se](http://Youmo.se), targets not only migrant girls, but also boys from the age of 13-20 years old and from the perspective of gender equality. The website is unique, in that it provides information and opportunities to reflect on gender equality and what it means in everyday life for women, men, boys and girls. Available in Arabic, Dari, Somali, Swedish, English and Tigrinya, Youmo offers information and guidance to young third-country nationals on gender equality, sexuality, violence and health. It also specifically mentions rights and equal opportunities, and how they can be translated into practice.

Stereotypical conceptions can also work in favour of men in migration policy and practice. Men migrants are typically seen as the default immigrants, particularly when it comes to labour migration, but also for refugees and asylum-seekers. Employment offers targeting immigrant workers often implicitly foresee men's migration in the context of 'testing the waters' before they arrange for their families and dependents to join them, at which point they are assumed to have already attained a certain amount of integration that can be shared with their families (European Commission, n.d.). In addition, family migration policies frequently prevent the spouse's access to the labour market, sometimes requiring waiting periods of up to one year before the partner can themselves seek gainful employment

(European Commission, n.d.), thus making (in most instances) women entirely dependent on their (male) partner. Lastly, the frustration linked to not being in education, employment, or training is often recognised and addressed for men migrants, yet integration initiatives for women centre more on family management and facilitating care responsibilities where they interconnect with public services within the host community (European Commission, n.d.), rather than acknowledging or remedying the issue of de-skilling and over-qualification (Kofman, 2012).

#### 4.6. Empowering women migrants: promising initiatives and key highlights

Starting from the decision to migrate, women migrants, refugees and asylum seekers play a key role in migration and integration processes. They adopt a variety of strategies to adjust to their new circumstances, by gaining new professional skills based on the local labour market demand (Vouyioukas and Liapi, 2013), engaging in civic participation to expand social networks and promote the rights of migrants (Pajnik and Bajt, 2013) or turning to informal work to make ends meet (Trimikliniotis and Fulas-Sourolla, 2013).

Whether escaping insecurity and adversity or seeking better education and work opportunities, migrant and refugee women participate in and lead integration activities. They thus exercise their agency in supporting other migrant women to integrate more effectively and successfully. Promising initiatives recognize migrant women as part of the solution rather than solely as problems that need to be addressed 'in order to tackle the vulnerabilities of women throughout the migration process while at the same time empowering them as key actors in integration'(Council of Europe, 2018).

One such example is the Melissa Network in Athens (see Box 11).

### Box 11. Greece: **Melissa Network**

The Melissa Network is a grassroots initiative established in Athens in 2014. It is founded and managed by a group of women migrants, many of whom arrived as refugees in Greece. The Melissa Network implements an integration programme based on a seven-strand model (literacy; psychosocial support; information on human rights; skills and capacity-building; arts and creativity; media and advocacy; self and communal care). For every literacy hour they take, women also take another hour of any of the other six types of activities. The programme is based on a 'life strategy approach', which means that it is not merely training but a holistic empowerment programme, supporting integration in all its aspects. The Network is largely funded by international organisations and private sources, such as foundations and private donations. It supports women from more than 40 countries, primarily Afghanistan, Syria, Iran, Iraq and Somalia. Around 150 women and 30-40 children come daily to learn Greek and English, benefit from psychosocial support, gain information on their rights and obtain access to legal counselling, and increase their skills and capacities. Premises include childcare facilities and are available for migrant women's associations to meet, develop, organise and collaborate.

Many of the gender-specific actions identified by national stakeholders emphasise empowering women migrants. For some women, migration itself is an empowering process, as it allows them to improve their living conditions, to be employed and to live a better life overall (UN WOMEN, n.d.). When migration is a choice, migrant women are already empowered before leaving their country of origin (Gaye and Jha, 2011). Empowered migrant women in Europe – in contrast with common gendered stereotypes of passive wives (Giorgi, 2012) – have strong potential to become drivers of integration for themselves, their families and communities, and to contribute to the benefits of migration in host countries (Fleury, 2016).

Many of the actions are based on peer exchange, mentoring, tutoring and coaching (see POINT project in Germany, above) and promote the involvement of role models/ peer support – who are often women with migrant backgrounds themselves. The involvement of migrant women mentors, coaches, role models or counsellors has proven successful in tailoring the integration process to the needs of individual women (see Melissa Network in Greece, above).

Actions aiming to empower migrant women often include activities promoting participation in public life and socialisation (see the 'Turin, my city' project in Italy, above). These kinds of activities foster the development of relations and networks, which in turn support women to navigate everyday life more easily, foster social inclusion and break up the perceived public/private divide that can be reinforced by migration. Some of the actions (see Mirjam project in Sweden, above) actively encourage women to take on occupations outside those traditionally seen as 'suitable' for women migrants. This serves to counteract stereotypical beliefs that women migrants can only take low-skilled jobs or jobs in the care sector.

#### 4.6.1. The role of civil society

Notwithstanding the significant context differences between the countries examined, NGOs and other civil society organisations, together with women and migrants' associations, are frequently at the forefront of providing integration support to migrant women and girls, men and boys through non-formal learning. NGOs play a crucial role in implementing initiatives that are publically funded by government authorities to target migrants, particularly those with limited access to public services. NGOs may provide services that respond to certain aspects of migration-related issues and may thus fill gaps between public offers and the needs and interests of specific target groups, such as migrants and refugees (Irrera, 2016; Geiger, 2015).

Many of the initiatives identified in this study are implemented by NGOs and deliver multi-

ple services, such as low-threshold language courses for newly arrived women together with focal points with language, civic and vocational training, as well as mentoring and counselling, all available in conjunction with childcare facilities.

Grassroots NGOs and local authorities<sup>(15)</sup> may be better positioned to recognise and address the needs and interests of migrants before national or central governments become aware of them, as their position on the ground places them closer to real interaction with their target group (Ambrosini and van der Leun, 2015). These associations are often operated by migrants themselves, or in collaboration with migrants and local citizens, thus better access, proximity and low-threshold interaction may create trust and increase migrants' comfort levels in engaging with offers and services provid-

ed by NGOs compared to those offered by public services (Rush, 2017).

In light of the backlash against both gender equality and migrants in Europe, NGOs (including women's and migrants' organisations) face significant challenges in obtaining funding and may experience increasing harassment, threats, penalties and criminal sanctions in several Member States (Transnational Institute, 2018). Not only are funds for women migrants particularly lacking, public space and the recognition of women migrants' agency, including their organisation into groups and associations, has also significantly been affected (Women in Development Europe+ (WIDE+), 2018). It is crucial for actions implemented by women's migrant organisations and grassroots initiatives to continue to receive support, including through dedicated funding to ensure that their work can continue.

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<sup>(15)</sup> Local authorities often provide necessary services as they are closer to recognising the needs of third-country nationals on the ground, but they also delegate these tasks to NGOs or indirectly facilitate or fund their activities.

## 5. Concluding remarks

**As one of the founding values of the EU, gender equality would contribute significantly to integration policies and measures, including these of education and training.** At EU level, the review of policy documents reveals some promising efforts to consider a gender equality perspective, such as the European Pillar of Social Rights (where gender equality is a separate principle), and the Action Plan for Integration of Third-Country Nationals (which suggests that efforts should be made for initiatives, such as language training, to reach both women and men). However, key policy documents on migration and education, such as the European Agenda on Migration, do not consider a gender equality perspective. Gender-blind policies run the risk of rendering women migrants' fundamental rights, needs and interests invisible. Similarly, in the five Member States examined, policies for integrating third-country nationals through education rarely consider gender equality and women and girl third-country nationals as target groups facing gender-specific challenges. The identified exceptions were highlighted in this paper.

**The application of gender mainstreaming in all stages of the policy cycle would make migrant integration and education policies more gender-responsive.** The general scarcity of comprehensive and comparable data disaggregated by sex, migration status and education levels seriously restricts informed gender-sensitive policy-making. This affects every stage of the policy cycle, from gender analysis to gender planning, to selecting relevant indicators to measure progress and enable gender-sensitive monitoring of migrant integration outcomes. Even when sex-disaggregated data are available, the absence of gender analysis can result in poorly developed policies and measures, and consequently poor integration outcomes for third-country nationals.

**A continuous and targeted support is crucial for women third-country nationals who may find themselves in vulnerable situations, aligned with women's individual circumstanc-**

**es and their specific needs.** A closer look at the groups targeted by migrant integration and education policies shows the limited references to women and girl migrants. Where they are explicitly referred to, women and girls migrant are largely treated as a disadvantaged group. Continuous support and funding must be provided to women refugees and asylum seekers, yet, while women in vulnerable situations have previously been explicitly included as beneficiaries in policies and funding mechanisms, newer developments, together with the backlash against women's rights, give rise to considerable concern. For example, women were previously framed as a vulnerable group in the current AMIF but the new post-2020 AMF contains no such reference. This poses serious concerns both in terms of availability of public funds for initiatives supporting the integration of women in vulnerable situations, and for the possibility of tracking the proportion of funds targeting women.

**Women third-country nationals may face multiple and intersecting vulnerabilities but they also embody agency, resilience and strength.**

When women migrants are reduced to series of stereotypical roles such as 'dependent wives', 'refugee women=helpless victims', and 'migrant mothers=managers of integration', integration policies and practices run the risk of reinforcing both gender and migrant stereotypes. Looking at women's reasons for migrating and their migration experiences solely through the prism of vulnerability disregards their agency and falls short of responding to their different needs and interests. It is crucial to acknowledge women's agency and resourcefulness in integration and education by harnessing their potential as leaders in integration and providing opportunities to contribute to their new communities.

**Gender-specific actions help target different groups of women and men migrants and meet their distinct experiences, needs and interests.** To truly ensure that 'no one will be left behind', it is important to develop gender-sensitive education measures targeting groups of

women in vulnerable situations, such as women victims of trafficking or women domestic workers, as well as other groups of migrants, such as highly skilled women migrants, women migrating for family reunification, and different groups

of migrant men and boys. Further research is needed to identify and assess the gender-sensitivity of education measures for the integration of groups of third-country nationals other than women refugees.



# Annexes

## Annex 1. Glossary of key terms

Gender Equality – related terminology <sup>(16)</sup>		
TERMS AND CONCEPTS	DEFINITION	SOURCES
Civil society organisations	Organisations whose members serve the general interest through a democratic process, and who take on the role of mediator between public authorities and citizens. Organisations and groups which champion the promotion of gender equality and the defence and respect of women's human rights are a vital component of governance, in that they are supposed to hold those in power accountable.	See: EIGE Gender Equality Glossary & Thesaurus <a href="https://eige.europa.eu/thesaurus/terms/1063">https://eige.europa.eu/thesaurus/terms/1063</a>
Dual approach to gender equality	Approach adopted by the European Commission since 1996 to promote gender equality through mainstreaming a gender perspective in all policy sectors and implementing specific actions to reduce gender inequality.	See: EIGE Gender Mainstreaming Platform <a href="https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming">https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming</a>
Gender equality	Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not only a women's issue but should concern and fully engage both women and men. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.	See: EIGE Gender Equality Glossary & Thesaurus <a href="http://eige.europa.eu/rdc/thesaurus/terms/1211">http://eige.europa.eu/rdc/thesaurus/terms/1211</a>
Gender mainstreaming	A global strategy for achieving gender equality that involves the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination.	See: EIGE Gender Mainstreaming Platform <a href="https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming">https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming</a>
Gender perspective	A gender perspective is an instrument for approaching reality by questioning the power relationships established between women and men, and social relationships in general. It is a conceptual framework and critical analysis instrument that guides decisions, broadens and alters views, and that enables us to reconstruct concepts, scrutinise attitudes and identify gender bias and conditioning.	See: EIGE Gender Mainstreaming Platform <a href="https://eige.europa.eu/gender-mainstreaming/concepts-and-definitions">https://eige.europa.eu/gender-mainstreaming/concepts-and-definitions</a>
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 and exclusion.	See: EIGE Gender Equality Glossary & Thesaurus <a href="https://eige.europa.eu/rdc/thesaurus/terms/1263">https://eige.europa.eu/rdc/thesaurus/terms/1263</a>
Specific actions	Actions targeted at a particular group and intended to eliminate and prevent discrimination or to offset disadvantages arising from existing attitudes, behaviours and structures.	See: EIGE Gender Mainstreaming Platform <a href="https://eige.europa.eu/gender-mainstreaming/concepts-and-definitions">https://eige.europa.eu/gender-mainstreaming/concepts-and-definitions</a>

<sup>(16)</sup> For more information on terminology related to gender equality, see EIGE Gender Mainstreaming Platform and EIGE's Glossary & Thesaurus.

Gender Equality – related terminology		
TERMS AND CONCEPTS	DEFINITION	SOURCES
Women's empowerment	Process by which women gain power and control over their own lives and acquire the ability to make strategic choices.	See: EIGE Gender Equality Glossary & Thesaurus <a href="https://eige.europa.eu/taxonomy/term/1102">https://eige.europa.eu/taxonomy/term/1102</a>

Migration-related terminology <sup>(17)</sup>		
TERMS AND CONCEPTS	DEFINITION	SOURCES
Asylum seeker	In the global context, a person who seeks protection from persecution or serious harm in a country other than their own and awaits a decision on the application for refugee status under relevant international and national instruments. In the EU context, a third-country national or stateless person who has made an application for protection under the Geneva Refugee Convention and Protocol in respect of which no final decision has yet been taken.	See: European Migration Network Glossary <a href="https://ec.europa.eu/home-affairs/content/asylum-seeker-0_en">https://ec.europa.eu/home-affairs/content/asylum-seeker-0_en</a>
Integration of third-country nationals	There is no formal definition of integration at the EU level. The Common Basic Principles for Immigrant Integration (2004) shape the understanding of integration as a two-way process between migrants and their host communities. The Action Plan for the Integration of Third-Country Nationals further states that 'integration means not only expecting third-country nationals to embrace EU fundamental values and learn the host country's language but also to offer immigrants meaningful opportunities to participate in the economy and society of the Member State where they settle.'	Action Plan for the Integration of Third-Country Nationals <a href="https://ec.europa.eu/migrant-integration/news/europe-integration-action-plan-of-third-country-nationals-launched">https://ec.europa.eu/migrant-integration/news/europe-integration-action-plan-of-third-country-nationals-launched</a>
Migrant	In the global context, a person who is outside the territory of the State of which they are a national or citizen, and who has resided in a foreign country for more than one year, irrespective of the causes, voluntary or involuntary, and the means, regular or irregular, used to migrate. In the EU context, a person who either: (i) establishes their usual residence in the territory of a Member State for a period that is, or is expected to be, of at least 12 months, having previously been usually resident in another Member State or a third country; or (ii) having previously been usually resident in the territory of a Member State, ceases to have their usual residence in that Member State for a period that is, or is expected to be, of at least 12 months.	See: European Migration Network Glossary <a href="https://ec.europa.eu/home-affairs/content/third-country_en">https://ec.europa.eu/home-affairs/content/third-country_en</a>
Newly arrived third-country national	Any third-country national recently or just arrived in the EU. There is no clear definition of 'newly arrived', but literature suggests taking into account the degree of command of the host country's language, or the duration of language training, and policies may emphasise finding gainful employment and obtaining self-sufficiency. Sweden, for example, considers a period of up to four years' language training for migrant students. Similarly, the Swedish government's approach emphasises finding work or a suitable education programme as the main purpose of their measures targeting recently arrived third-country nationals.	Organisation for Economic Co-operation and Development. Education Policy Outlook Country Profiles: <a href="http://www.oecd.org/edu/profiles.htm">http://www.oecd.org/edu/profiles.htm</a>

<sup>(17)</sup> For more information on terminology related to migration, see the glossary of the European Migration Network (EMN).

Migration-related terminology		
TERMS AND CONCEPTS	DEFINITION	SOURCES
Refugee	<p>In the global context, either a person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside their country of nationality and is unable or, owing to such fear, unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of their former habitual residence for the same reasons mentioned before, is unable or, owing to such fear, unwilling to return to it.</p> <p>In the EU context, either a third-country national who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside their country of nationality and is unable or, owing to such fear, unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of their former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it, and to whom Article 12 (Exclusion) of Directive 2011/95/EU (Recast Qualification Directive) does not apply.</p>	See: European Migration Network Glossary <a href="https://ec.europa.eu/home-affairs/content/refugee-0_en">https://ec.europa.eu/home-affairs/content/refugee-0_en</a>
Third-country national	Any person who is not a citizen of the EU within the meaning of Article 20(1) TFEU and who is not a person enjoying the EU right to free movement, as defined in Article 2(5) of the Schengen Borders Code. According to this definition, nationals of NO, IS, LI and CH are not considered to be third-country nationals. This is also consistent with Art. 2(6) of the Schengen Borders Code.	As per Article 3(1) of Directive 2008/115/EC (Return Directive) and Article 2(6) of Regulation (EC) No 562/2006 (Schengen Borders Code)
Vulnerable person	Minors, unaccompanied minors, people with disabilities, elderly people, pregnant women, single parents with minor children, victims of trafficking in human beings, persons with serious illnesses, persons with mental disorders and persons who have been subjected to torture, rape or other serious forms of psychological, physical or sexual violence, such as victims of female genital mutilation (FGM).	As per Article 21 of Directive 2013/33/EU (Recast Reception Conditions Directive)

Education-related terminology		
TERMS AND CONCEPTS	DEFINITION	SOURCES
Formal learning	Education systems exist to promote formal learning, which follows a syllabus and is intentional in the sense that learning is the goal of the activities in which learners engage. Learning outcomes are measured by tests and other forms of assessment. If the course is based on an analysis of learners' needs, it will follow a syllabus that specifies the communicative repertoire to be achieved by successful learners. The nature and scope of that repertoire should be reflected in whatever forms of assessment accompany the course.	Council of Europe, Key terms in Linguistic Integration of Adult Migrants (LIAM) <a href="https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning">https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning</a>
Highly educated person	Person having completed at least the first stage of tertiary education (falling into ISCED groups 5-8).	See <a href="https://www.oecd-ilibrary.org/docserver/9789264307216-en.pdf?expires=1548794257&amp;id=id&amp;accname=guest&amp;checksum=2C1709D2BB8B-12547929BFF20AD99745">https://www.oecd-ilibrary.org/docserver/9789264307216-en.pdf?expires=1548794257&amp;id=id&amp;accname=guest&amp;checksum=2C1709D2BB8B-12547929BFF20AD99745</a>

Education-related terminology		
TERMS AND CONCEPTS	DEFINITION	SOURCES
Informal learning	Informal learning takes place outside schools and colleges and arises from the learners' involvement in activities that are not undertaken with a learning purpose in mind. Informal learning is involuntary and an inescapable part of daily life; for that reason, it is sometimes called experiential learning. Learning that is formal or non-formal is partly intentional and partly incidental: when we consciously pursue any learning target we cannot help learning things that are not part of that target. Informal learning, however, is exclusively incidental.	Council of Europe, Key terms in Linguistic Integration of Adult Migrants (LIAM) <a href="https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning">https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning</a>
International Standard Classification of Education (ISCED)	A classification developed by UNESCO to facilitate comparisons of education statistics and indicators across countries on the basis of uniform and internationally agreed definitions.	See <a href="http://uis.unesco.org/en/topic/international-standard-classification-education-isced">http://uis.unesco.org/en/topic/international-standard-classification-education-isced</a>
Non-formal learning	Non-formal learning takes place outside formal learning environments but within some kind of organisational framework. It arises from the learner's conscious decision to master a particular activity, skill or area of knowledge and is thus the result of intentional effort. But it need not follow a formal syllabus or be governed by external accreditation and assessment. Non-formal learning typically takes place in community settings.	Council of Europe, Key terms in Linguistic Integration of Adult Migrants (LIAM) <a href="https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning">https://www.coe.int/en/web/lang-migrants/formal-non-formal-and-informal-learning</a>
Persons with lower levels of education	Person having no formal education or no more than a lower-secondary level of education (falling into ISCED groups 0-2).	See <a href="https://www.oecd-ilibrary.org/doc-server/9789264307216-en.pdf?expires=1548794257&amp;id=id&amp;accname=guest&amp;checksum=2C1709D2BB8B-12547929BFF20AD99745">https://www.oecd-ilibrary.org/doc-server/9789264307216-en.pdf?expires=1548794257&amp;id=id&amp;accname=guest&amp;checksum=2C1709D2BB8B-12547929BFF20AD99745</a>

## Annex 2. Methodological note

This paper is based on a study commissioned by EIGE on gender-sensitive education measures for the integration of newly arrived third-country nationals. The study was conducted by Studio Come between October 2017 – October 2018. The quantitative assessment based on the Zaragoza indicators for migrant integration, focusing on the area of education, was prepared by ICF S.A. in May 2019 (see Annex 3).

The paper reviewed policies and literature at EU level and across the 28 Member States, followed by fieldwork and consultations with 35 national stakeholders in five selected Member States. Initially, 10 Member States were pre-selected for an initial screening of policies and practices to identify gender-sensitive education and training measures targeting migrant women and men, girls and boys. The 10 pre-selected countries were Austria, Belgium, Germany, Greece, France, Italy, the Netherlands, Spain, Sweden and the UK. These Member States were selected based on Eurostat data on non-national population, migration flows and asylum claims.

Of these 10, five Member States - France, Germany, Greece, Italy, Sweden - were selected for an in-depth review. The countries were selected based on contextual, geographical and policy criteria, using national/regional government approaches (top-down) and local/community-based (bottom-up) approaches<sup>(18)</sup>. The top-down approach looked at policy measures and initiatives stemming from the existing legal and policy framework at national and/or regional and local level. The bottom-up approach looked at practice-oriented initiatives at local and community level, such as those financed by the Commission's funding (i.e. AMIF, Erasmus+,

REC Programme), and also relied on the activity reports of civil society organisations, such as EU-level NGOs and umbrella organisations targeting migrant women and education.

The fieldwork was conducted in two stages in the five Member States: 1) a consultation process with national-level experts and stakeholders<sup>(19)</sup> and 2) on-site visits to the five selected practices. A total of 35 stakeholders (an average of seven stakeholders per country) participated in the consultation process. The Delphi method was used, i.e. a survey consisting of two-rounds of consultation.

In the first round, stakeholders were asked to indicate: a) the main challenges for integration through education of newly arrived migrant women and girls; b) the main policy documents for gender-sensitive education of migrants; c) the measures to improve the integration of newly arrived third-country nationals in a gender-sensitive direction, and d) existing practical examples of gender-sensitive measures for migrant integration through education.

In the second round, stakeholders were asked to rate the selected practice examples against a set of gender-sensitivity criteria that were developed based on the desk research and the first round of consultations with national stakeholders. They included criteria relating to:

- 1) Informal meetings and spaces, as well as flexible organisation of education settings, as they are more likely to meet immigrant women's needs than the strict and formal settings that are common in education and training systems (Jackson, 2010).

<sup>(18)</sup> Selected countries include some of the 2015-2016 main reception countries- those in Southern Europe - as well as more 'traditional' destination countries, such as those in Northern Europe. In addition, some countries were selected because of their longer history of immigration and the introduction of innovative measures. Other countries were selected because of the emerging grass-roots initiatives, designed in response to large influx of refugees and asylum-seekers in 2015-2016.

<sup>(19)</sup> Representatives of the following institutions and organisations were contacted in each country: ministry or department responsible for reception policy and management, ministry or department responsible for integration policies; Ministry of Education; gender equality body; Managing Authority of Structural Funds, mainly the ESF and AMIF, at national level; national Erasmus+ agency; local/regional authorities responsible for integration policies (if applicable). At least one of the contacted stakeholders was an academic expert on gender and migration, or gender and education. Two or three stakeholders were selected from civil society organisations' representatives.



- 2) Educational interventions that pursue relational, cognitive and skills-oriented objectives (Forsyth, 2010), as these address the social isolation of migrant women because they contribute to creating supportive and enjoyable learning environments, thus improving achievement.
- 3) Practical arrangements such as childcare arrangements and transport options because they facilitate migrant women's participation in education activities (Nieuwboer and van't Rood, 2016).
- 4) Learner-centered teaching approaches because they encourage autonomy and student independence. These approaches are better able to respond to the specific needs of women migrants, in contrast to 'traditional teaching didactics' with their fixed and standardised curriculum and static lesson plans (Jones, 2007).
- 5) Teachers and educators' awareness of gender concerns in education and migration, as strong familiarity with the cultural specificities of the target groups, as well as in-depth understanding of the gendered roles, norms and values underpinning migrant women's experiences, are crucial in recognising and addressing the specific educational needs of migrant women (Gold and Roth, 1993).

The practical examples of gender-sensitive integration through education were rated against the five criteria. They focus on both education (formal and informal settings) and transition to the labour market (vocational training, career guidance, work-based learning). The following practice examples were selected: 1) *Agir pour l'intégration des femmes immigrées et lutter contre les discriminations*, in France; (see p. 24); 2) *POINT Potentielle Integrieren*, in Germany (see p. 23); 3) Melissa Network in Greece (see p. 30); 4) Turin, my City, in Italy (see p. 28); and 5) Mirjam, in Sweden (see p. 25). On-site visits were conducted to collect information on each of these five practical examples. Finally, the preliminary research findings were discussed and validated during an experts' consultation meeting in June 2018, held at EIGE's premises.

### Annex 3. The gendered face of migrant integration and education in the EU: quantitative overview

Mainstreaming gender equality across all policy sectors, including within integration of third-country nationals and education, is an obligation for the EU institutions and the Member States. Despite strong political commitments, women and men, girls and boys experience important disadvantages and barriers for integration in the Member States in many areas, such as employment, education, access to housing and basic services.

In the area of education, migrant students are an illustrative example. Unlike their native-born counterparts, migrant students may experience difficulties in promptly accessing education, exposure to prejudice, stereotypes and discrimination, lower academic performance<sup>(20)</sup>, access to schools that mainly serve students with less advantaged social backgrounds (European Commission, 2013a), access to fewer cultural resources, experiences of isolation and poor social networks in the host country (European Commission, 2017b), greater risk of distress and adjustment problems (Dimitrova et al., 2015), as well as greater risk of bullying and peer aggression (Pottie et al., 2015).

Examining a single characteristic (such as migrant background) masks important differences between diverse groups of migrants, including gender-based differences. Based on selected Zaragoza indicators, this section presents the gender and education gaps experienced by

women and men, girls and boys born outside the EU (EIGE, 2016b), particularly those who are 'not in education, employment, or training' (NEET) and early school leavers. The section also looks at the educational attainment, as well as the situation in the labour market of women and men born outside the EU.

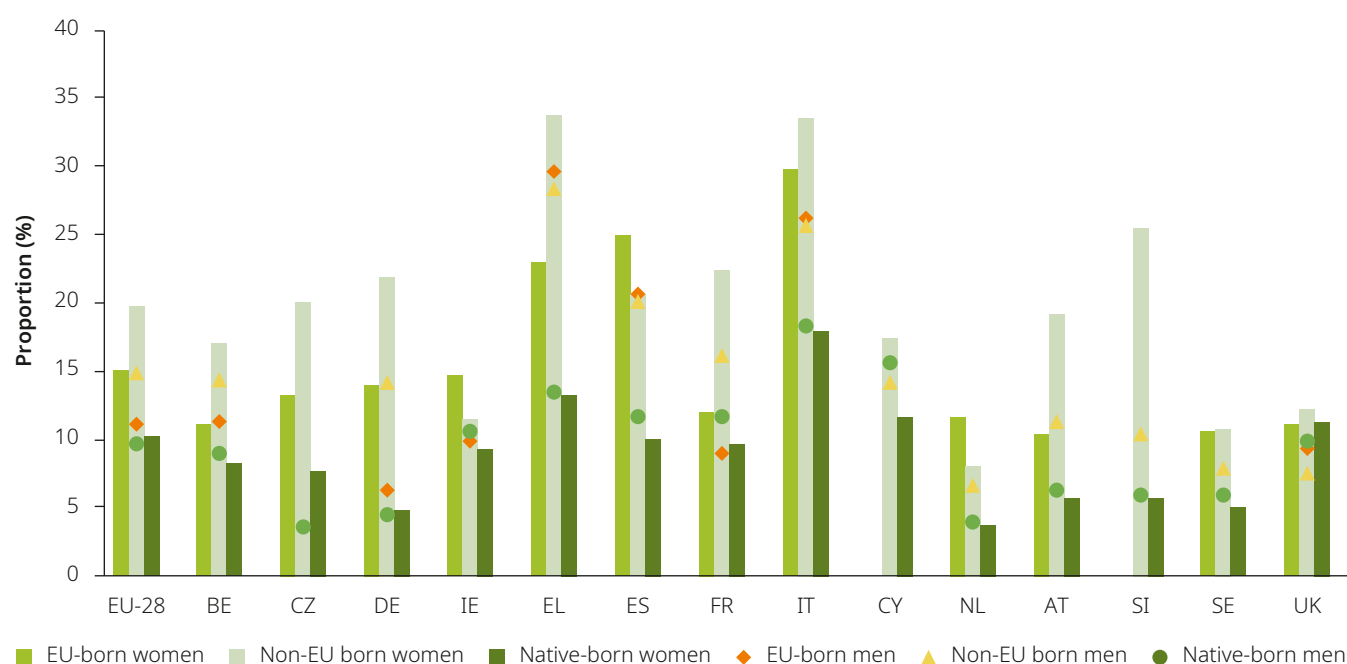
Using country of birth as a proxy for migration status, this section compares education outcomes between: a) non-EU-born women and men — those born outside the EU-28 and who live in any EU-28 country; b) EU-born women and men — those born in any EU-28 country and who live in another EU-28 country; c) native-born women and men — those born in any EU-28 country and who live in their country of birth.

#### Young women born outside the EU are at a higher risk of becoming NEET

In 2018, in most EU Member States for which data are available (see note under Figure 1), the NEET rate for non-EU-born women and men aged 15-24 was higher than the NEET rate for their native-born counterparts. Of all demographic groups (women and men, non-EU-born, native-born and EU-born), the NEET rate for non-EU-born women is the highest. In Greece and Italy, the NEET rate for non-EU-born women aged 15-24 reached a high of 33 % in 2018.

<sup>(20)</sup> Data from the OECD Programme for International Student Assessment (PISA) survey show that in most EU Member States, 15-year-old migrant students perform worse in science, reading and mathematics than their non-migrant peers.

Figure 2. Young people neither in employment nor in education and training (NEET), by sex and country of birth, 15-24 year olds, 2018



2018	EU-28	BE	CZ	DE	IE	EL	ES	FR	IT	CY	NL	AT	SI	SE	UK
EU-born men	11.0	11.2	:	6.2	9.8	29.6	20.6	9.0	26.2	:	:	:	:	:	9.2
EU-born women	15.0	11.0	13.3	14.0	14.7	22.9	25.0	12.0	29.8	:	11.7	10.4	:	10.5	11.0
Non-EU-born men	14.8	14.3	:	14.1	:	28.3	20.0	16.1	25.7	14.1	6.6	11.3	10.3	7.8	7.4
Non-EU-born women	19.8	17.1	20.0	21.9	11.4	33.7	20.7	22.4	33.6	17.4	8.1	19.1	25.4	10.7	12.1
Native-born men	9.7	8.9	3.6	4.4	10.5	13.5	11.7	11.6	18.3	15.5	3.9	6.2	5.8	5.9	9.9
Native-born women	10.2	8.2	7.6	4.8	9.2	13.2	10.0	9.7	18.0	11.7	3.7	5.7	5.6	5.0	11.2

Source: Eurostat edat\_lfse\_28 (Young people neither in employment nor in education and training by sex, age and country of birth (NEET rate))

Notes: Missing data for Bulgaria, Denmark, Estonia, Croatia, Latvia, Lithuania, Luxemburg, Hungary, Malta, Poland, Portugal, Romania, Slovakia and Finland, and Czechia (EU-born and non-EU-born men), Ireland (non-EU-born men), Cyprus (EU-born women and men), Netherlands (EU-born men), Austria (EU-born men), Slovenia (EU-born women and men), Sweden (EU-born men).

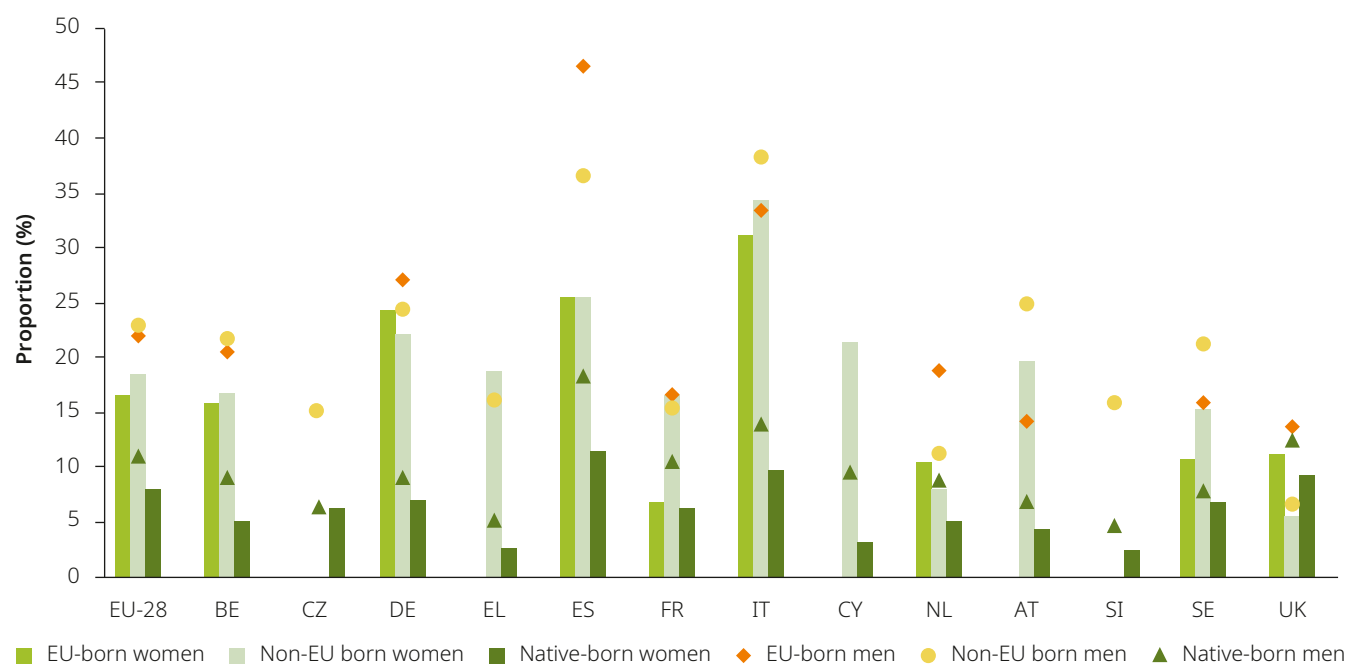
### Young men born outside the EU are more likely to leave school early

In 2018, in almost all countries for which data are available, the rates of early leaving from education and training for young people aged 18-24<sup>(21)</sup> was higher for non-EU-born than native-born young people. This is true for both

non-EU-born women and men. The data for the total population conceal important gender differences: in almost all of the countries for which data are available, the early leaving rate for non-EU-born men is higher than the rate for women - both native and non-EU-born - and for native-born men. Figure 4 below shows the differences between Member States.

<sup>(21)</sup> Age range used by the Europe 2020 headline indicator.

**Figure 3. Early leavers from education and training, by sex and country of birth, 18-24 year olds, 2018**



2018	EU-28	BE	CZ	DE	EL	ES	FR	IT	CY	NL	AT	SI	SE	UK
EU-born men	21.9	20.5	:	27.0	:	46.6	16.6	33.4	:	18.8	14.3	:	15.9	13.8
EU-born women	16.5	15.8	:	24.2	:	25.5	6.8	31.0	:	10.5	:	:	10.6	11.2
Non-EU-born men	22.8	21.7	15.0	24.3	16.0	36.4	15.2	38.2	:	11.2	24.7	15.9	21.2	6.5
Non-EU-born women	18.4	16.7	:	22.0	18.7	25.6	16.4	34.2	21.3	8.1	19.7	:	15.2	5.5
Native-born men	11.1	9.2	6.3	9.1	5.2	18.3	10.5	14.0	9.7	8.8	6.8	4.6	7.9	12.6
Native-born women	7.9	5.1	6.2	7.1	2.7	11.4	6.2	9.8	3.1	5.0	4.3	2.4	6.7	9.3

Source: Eurostat edat\_lfse\_02 (Early leavers from education and training by sex and country of birth)

Notes: Missing data for Bulgaria, Denmark, Estonia, Ireland, Croatia, Latvia, Lithuania, Luxemburg, Hungary, Malta, Poland, Portugal, Romania, Slovakia and Finland, and Czechia (EU-born women and men and non-EU-born women), Greece (EU-born women and men), Cyprus (EU-born women and men and non-EU-born men), Austria (EU-born women) and Slovenia (EU-born women and men and non-EU-born women).

### Women and men born outside the EU are less likely to participate in education and training than their native-born counterparts.

In 2018, in most Member States for which data are available, the participation rate in education and training for women and men aged 18-64 and born outside the EU is lower than the participation rate of their native-born counterparts. Substantial differences are evident in Estonia, Slovenia, Italy, Lithuania, Cyprus, Greece, Latvia and Croatia. In these countries, the proportion of women and men born outside the EU who participated in education and

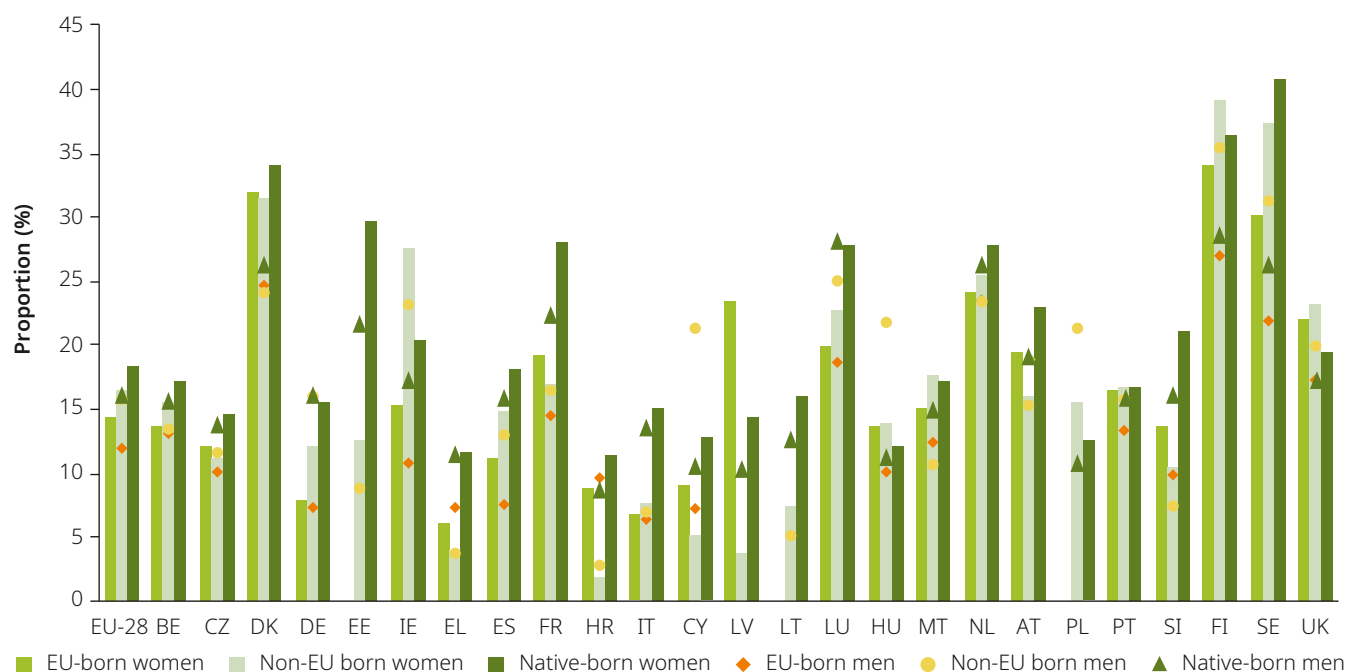
training in the last four weeks is only half that of native-born women and men. In France, Austria and Estonia, non-EU-born women notably lag in participation in education and training, compared to native-born women. In Malta, men lag significantly behind their native-born counterparts.

In Ireland, Hungary, Poland, Portugal, Finland, Sweden and the UK (see Figure 5 and table below for values), participation rates of non-EU-born women and men are higher than their native-born counterparts. The highest participation rates for foreign-born women were re-

corded in Sweden (37.3 %) and Finland (39.2 %). These countries also have the highest participa-

tion rates for native-born women (40.9 % and 36.4 %, respectively).

**Figure 4. Participation rate in education and training (last 4 weeks) by sex and country of birth, 2018**



2018	EU-28	BE	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY
EU-born men	11.9	13.0	9.9	24.6	7.3	:	10.7	7.3	7.4	14.4	9.6	6.4	7.2
EU-born women	14.5	13.7	12.2	32.1	8.0	:	15.3	6	11.2	19.3	8.8	6.8	9
Non-EU-born men	15.6	13.3	11.3	23.9	15.9	8.7	23.0	3.5	12.7	16.2	2.7	6.8	21.1
Non-EU-born women	16.4	15.5	11.2	31.5	12.1	12.5	27.5	3.9	14.9	16.9	2.0	7.6	5.1
Native-born men	16.0	15.6	13.8	26.2	16.0	21.5	17.2	11.3	15.9	22.4	8.7	13.5	10.5
Native-born women	18.3	17.3	14.7	34.1	15.6	29.8	20.4	11.7	18.1	28.1	11.5	15.2	12.8
2018	LV	LT	LU	HU	MT	NL	AT	PL	PT	SI	FI	SE	UK
EU-born men	:	:	18.5	10	12.3	23.4	18.8	:	13.3	9.7	26.9	21.8	17.3
EU-born women	23.5	:	19.9	13.7	15.2	24.1	19.6	:	16.4	13.7	34	30.2	22
Non-EU-born men	:	5.0	24.9	21.5	10.5	23.1	15.2	21.1	15.5	7.2	35.3	31.1	19.8
Non-EU-born women	3.7	7.5	22.7	14.0	17.7	25.5	16.0	15.6	16.8	10.5	39.2	37.3	23.3
Native-born men	10.2	12.6	28.1	11.1	14.9	26.3	19.0	10.7	15.7	16.1	28.6	26.3	17.2
Native-born women	14.4	16.0	27.9	12.0	17.3	27.8	22.9	12.6	16.7	21.2	36.4	40.9	19.6

Source: Eurostat trng\_ifs\_13 (Participation rate in education and training (last four weeks) by sex, age and country of birth)

Notes: Missing data for Bulgaria, Slovakia and Romania, and Estonia (EU-born women and men), Latvia (EU-born and non-EU-born men), Lithuania (EU-born women and men) and Poland (EU-born women and men).



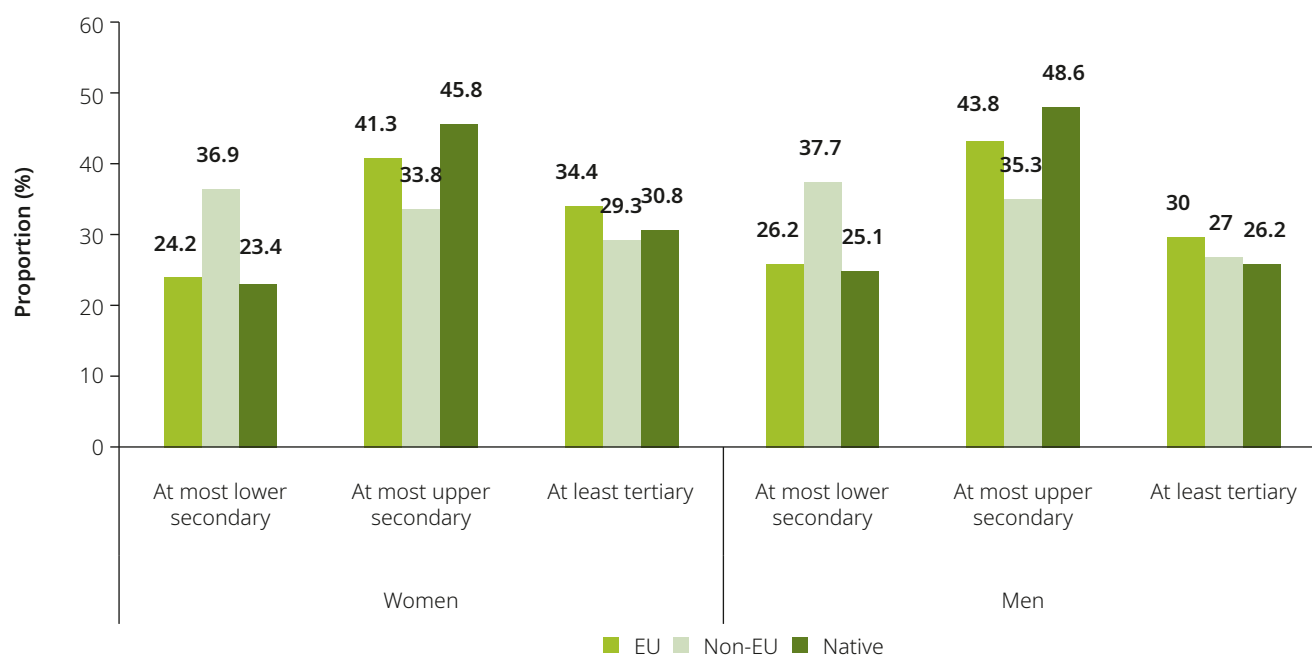
### More women born outside the EU hold tertiary degrees than either non-EU-born or native-born men

The search for better educational opportunities is an important driver for migration, yet it is usually a secondary factor (Browne, 2017). Studies suggest that, depending on the country of origin, the lack of educational opportunities for girls can be one of the push factors for migration (Cossor, 2016)<sup>(22)</sup>. However, there is little literature on education as a reason for migration from a gender perspective, with ‘considerable knowledge gaps on the relationship between gender, education and migration’ (Browne, 2017).

The available data on educational attainment shows that a larger proportion of non-EU-born women have completed at least tertiary education (29.3 %) compared to either non-EU-born men (27.0 %) and EU-born men (26.2 %). In almost all Member States, the proportion of women born outside the EU with tertiary educational attainment is greater than the proportion of men.

A slightly higher proportion of native-born women have attained tertiary education: 30.8 %, 1.5 percentage points (p.p.) than non-EU-born women. For men, the opposite is the case: a slightly greater proportion of non-EU-born men attained at least tertiary education: 0.8 p.p. more than their native-born counterparts.

**Figure 5. Educational attainment of EU-born, non-EU-born and native women and men, by level of education, EU-28, 2018**



<sup>(22)</sup> For example, girls from the Horn of Africa often cite lack of education and early marriage as push factors - they migrate in order to avoid these and seek better opportunities for themselves.

2018, EU-28	Less than primary, primary and lower secondary education (ISCED Levels 0-2)	Upper secondary and post-secondary non-tertiary education (ISCED Levels 3 and 4)	Tertiary education (ISCED Levels 5-8)
EU-born men	26.2	43.8	30
EU-born women	24.2	41.3	34.4
Non-EU-born men	37.7	35.3	27
Non-EU-born women	36.9	33.8	29.3
Native-born men	25.1	48.6	26.2
Native-born women	23.4	45.8	30.8

Source: Eurostat edat\_lgs\_9912 (Population by educational attainment level, sex, age and country of birth (%))

### Women born outside the EU fare worse on the labour market

Overall better integration of third-country nationals in the EU would support achievement of the target of 75 % employment rate required by the EU 2020 Strategy (OECD and European Commission, 2015). However, evidence suggests that integration policies are failing in respect of the labour market integration of migrants in the EU (Hansen, 2012). Important gender differenc-

es must be considered: even though women born outside the EU are better educated - they are more likely to hold tertiary degrees than men - they continue to experience high inactivity rates and worse employment outcomes (EIGE, 2016b). They are also more likely to find themselves overqualified for their job. Finally, it is worth noting that almost half of non-EU citizens - 41 % of women and 39 % of men born in a non-EU country - were living at risk of poverty or social exclusion in 2014 (EIGE, 2016b, p. 14).

## Annex 4. Key points to consider when designing, implementing and evaluating gender-sensitive education measures for migrant integration

How can we ensure that policies and measures respond to the distinct education and integration needs and interests of women and men, girls and boys, and alleviate existing gender inequalities? Below are several key points for policy makers and practitioners to consider, whether at local, regional, national or European level. These are structured around the different phases of the policy cycle (EIGE, 2016a).

### Define phase

- Improve the collection of reliable and comparable sex-disaggregated data and gender statistics on third-country nationals.
- Conduct a gender analysis to assess existing inequalities and identify the integration needs of diverse groups of migrants by looking at how gender interacts with migration status, age, race, education level and other characteristics.
- Carry out gender impact assessments of migrant integration and education policies at the EU and Member State level.
- Consult migrant women and men during policy development, implementation and evaluation. Consultations should also include civil-society organisations, particularly grassroots initiatives in the fields of gender equality and migrant integration.
- Engage local authorities in needs-based planning, implementation and evaluation measures.

### Plan phase

- Include gender-specific objectives, targets and indicators in policies, programmes and projects on migrant integration and education, in line with domestic and international commitments.

- Ensure gender-sensitive budgets are in place. These should provide dedicated and consistent funding for the implementation of gender-sensitive measures for migrant integration through education and training. This should include - but not be limited to - initiatives supporting women in vulnerable situations.
- Explicitly target women as beneficiaries of funding instruments for migrant integration and earmark funds for measures supporting their integration, including through education and training.
- Safeguard funding for independent civil society initiatives, particularly women and/or migrant-led organisations.

### Check phase

- Use available measurement frameworks, such as Zaragoza indicators and the sustainable development goals (SDGs) monitoring framework (SDGs 4, 5 and 10) to monitor the implementation of policies, track progress and ensure accountability in efforts to achieve gender equality, education and migrant integration goals.
- Evaluate integration programmes for migrants from a gender perspective to ensure that the content and responsible institutions are gender-sensitive.

### Act phase

- Build gender equality competence and awareness among policy makers by introducing mandatory gender equality and gender mainstreaming training. Strengthen capacity to collect and analyse sex-disaggregated data on third-country nationals.
- Enhance capacity among teachers and educators by providing mandatory training on gender equality, diversity and intercultural competence.

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- Strengthen intercultural competence of staff working with migrant women, including work and guidance counsellors, as well as employers. Provide training on unconscious bias towards women and girls migrants.
  - Develop and support awareness-raising campaigns on gender and migrant stereotypes in education for host communities. Include gender equality, diversity and intercultural competence in school curricula to build mutual trust between migrants and their host communities and counteract racist and sexist attitudes.
  - Promote the sharing of good practices on gender-sensitive integration through education at both EU and national levels to stimulate better outcomes for the beneficiaries of these initiatives, the Member States and the EU.

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