



International  
Labour  
Office

**PROMOTING THE  
INTEGRATION OF**

**MIGRANT  
DOMESTIC**

**WORKERS**

**IN EUROPE**

**MODULE V**  
**European Union**  
**Integration Agenda**  
**and its Relevance for**  
**Migrant Domestic**  
**Workers**



International Training Centre



# TABLE OF CONTENTS

Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers



OBJECTIVES ..... 3

Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers



KEY MESSAGES ..... 5

Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers



OVERVIEW OF THE ISSUE ..... 7

Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers



LEARNING BY DOING ..... 15

Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers



FACT SHEET ..... 17

Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers



GOOD PRACTICES ..... 19

Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers



TEST YOUR KNOWLEDGE ..... 21

## Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers – OBJECTIVES



To get acquainted with the EU approach and framework for integration regarding third country nationals and its impact on migrant domestic workers

To be introduced, at national and European levels, to the barriers undermining and the opportunities enhancing integration of migrant domestic workers into the EU labour markets

To evaluate the possible implications of national policies in terms of integration of migrant domestic workers, based on the information provided by the four country reports on the subject (Belgium, France, Italy and Spain)

To understand how migration trajectories, modalities of entry, mobility patterns within domestic work, personal characteristics and level of access to inclusion tools (knowledge of local language and/or access to language training, regularity of migration status, access to networks and services) shape the integration paths of migrant domestic workers in Europe





## Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers – KEY MESSAGES

### KEY MESSAGES



Labour, migration and social welfare legislation and policies at the European and national levels significantly affect the opportunities and modalities of integration of migrant domestic workers in European countries.

Despite the European Union's steps to promote the integration of third country nationals, existing national legal and policy framework often inadequately respond to the needs of migrant workers. Migrant domestic workers tend to often be subjected to unequal treatment vis-à-vis their national counterparts and often face poor working conditions and low remuneration. Research shows they often have difficulties to find their place in their communities of destination and to meet the expectations they had at the start of their migration experience.

Many different elements considerably affect individual trajectories of migrant domestic workers in Europe and many individual characteristics emphasize opportunities for and obstacles to integration. Among them are: their country of origin, their original economic migration project, historic linkages between the host country and the country of origin, the qualification of the migrant workers, their sex, etc.

Understanding how these factors interact (policies, legislation, individual profiles, etc.) helps to consider means for a more effective integration of migrant domestic workers in Europe.



## Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers – OVERVIEW OF THE ISSUE



*[I]ntegration, [is] a process of mutual accommodation between immigrants and the majority population. The concept implies that immigrant groups will cease to be distinctive in culture and behaviour over time, but sees the adaptation as a two-way process in which minority and majority groups learn from each other and take aspects of each other's culture.*

Measurement and indicators of integration – Council of Europe – Directorate of Social and Economic Affairs

### The EU approach and policy framework for the integration of third country nationals

The Common Basic Principles for Immigrant Integration Policy in the European Union (CBP) adopted by the Council in 2004 underline, in accordance with the above quoted definition, that integration is “a dynamic, two-way process of mutual accommodation” by migrants and by the societies that receive them. In this regard, the principles stress the importance of access to employment, acquisition of basic knowledge of the host society's language, history, and institutions, efforts in education, equal access to institutions, goods and services and non-discrimination.

#### The ‘Common Basic Principles,’ adopted by the Justice and Home Affairs Council of 19 November 2004<sup>1</sup>:

1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States
2. Integration implies respect for the basic values of the European Union
3. Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible
4. Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration
5. Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society
6. Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration
7. Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective

1. Source: Council of the European Union, 2618th Council Meeting Justice and Home Affairs, Brussels, November 19 2004.

## EU Policy evolution regarding integration of TCNs

The European Union has started to dedicate its attention to the area of integration with the **European Council of Tampere** in 1999. Since then, a policy and legal framework has been developed in tight connexion with migration policies and directives as illustrated in the table below.

Tampere	The Hague	Stockholm
(1) Partnership with countries of origin	(1) A common European asylum system	(1) Consolidating, developing and implementing the EU Global Approach to Migration
(2) A common European asylum system	(2) Legal migration and the fights against illegal employment	(2) Migration and development
(3) Fair treatment of third country nationals	(3) Integration of third-country nationals	(3) A concerted policy in keeping with labour market requirements
(4) Management of migration flows	(4) The external dimensions of asylum and migration policy	(4) A proactive policy based on a European status for migrants
	(5) The management of migration flows	(5) Effective policies to combat illegal immigration

The Common Basic Principles for Immigrant Integration Policy in the European Union (CBP) provide a first basic framework for policy development in the area of integration. Political debates on integration have been successively held regularly as part of Ministerial conferences on integration.



The Commission's Common Agenda on Integration of 2005 was completed by 2010. Since December 2009, the Lisbon Treaty provides an explicit legal basis for EU incentives and support to Member States' actions to promote the integration of third-country nationals residing legally in the Member States. In addition to that, the Stockholm Programme, adopted by the European Council in 2009, and the Europe 2020 Strategy, further provide guidance and identify as the first headline target the aim to raise to 75% the employment level in the EU of women and men aged 20-64, including through better integration of legal migrants.

Council conclusions were adopted on "Integration as a Driver for Development and Social Cohesion" in June 2010 assigning to the Commission the task to develop a new European agenda on integration, "to reinforce tools for knowledge exchange and to facilitate the mainstreaming of integration priorities in all relevant policy areas"<sup>2</sup>.

This resulted in the adoption in June 2011 of a **European agenda for the integration of non-EU migrants** (or third country nationals), "focusing on action to increase economic, social, cultural and political participation by migrants and putting the emphasis on local action. This new agenda highlights challenges that need to be solved if the EU is to benefit fully from the potential offered by migration and the value of diversity."<sup>3</sup>

After years of debate excluding sending countries and several comments in this regard from civil society organizations, it also explores the role of countries of origin in the integration process. The Commission's

2 COMMISSION STAFF WORKING PAPER, EU initiatives supporting the integration of third-country nationals, accompanying the document "COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS, European Agenda for the Integration of Third-Country Nationals", 20.07.2011.

3. EC Home Affairs Internet page on Integration:  
[http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/immigration/integration/index\\_en.htm](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/immigration/integration/index_en.htm)



## EU actions and financial instruments for the integration of TCNs

The European Union has translated its policy programme on integration into various actions such as:

The creation in 2003 of the network of **National Contact Points on Integration (NCPI)** which is a network of governmental experts in charge of integration policy. The network is coordinated by the Commission, and it aims at fostering exchange of knowledge and good practices between Member States and strengthening co-ordination of national and EU integration policies.

The publication of the **'Handbook on Integration for policy-makers and practitioners'** (three editions published in 2004, 2007 and 2010, respectively).

The creation of a **European Web Site on Integration (EWSI)**, which is available on <http://ec.europa.eu/ewsi> since April 2009 providing policy-makers and practitioners from all Member States with a tool for exchanging information on migrant integration.

The establishment of a **European Integration Forum**, gathering around 100 civil society representatives from all Member States, which has provided input on concrete topics to all public administrations with competences on integration with respect to the European Agenda for integration of TCNs

The integration of third-country nationals is backed by the European Fund for the Integration of third-country nationals (EIF), with an available budget of 825 Million Euro for the period 2007-2013. Prior to that, the INTI programme was the European Union funding programme for preparatory actions promoting the integration in the EU member states of people who are not citizens of the EU. The EIF orientations were established based on the INTI outcomes' evaluation.

## EU Policy evolution regarding integration of TCNs

As detailed in the module dealing with the EU framework for migration and its impact on domestic workers, the Commission has adopted a sectorial approach towards migration for employment and no directive considers the legal entry of low skilled workers. Moreover, as all harmonisation of legislation is excluded in the field of migration and integration (Article 79.4 Treaty on the Functioning of the European Union), practices at the national level to legally allow the entrance of migrants for domestic work and to integrate them are sometimes contrasting.

There are, at the EU level, directives that could facilitate the integration of migrant domestic workers. In addition to the one on family reunification, the long term residence Directive (Council Directive 2003/109/EC of 25 November 2003) and the racial equality (2000/43/EC) and employment equality directives (2000/78/EC). Some EU Member States restrict the current implementation of the EU Directive on the status of long-term residents (LTR) by requiring additional documentation to accompany the applications of third-country nationals. The share of immigrants who acquired permanent or long-term residence was agreed by EU Member States as a Core Indicator of Integration Outcomes as it enables third-country nationals to participate more in many areas of life on an equal legal footing with nationals and EU citizens.

On 28 September 2011, five years after the deadline for transposing the directive in national legislations (except Denmark, Ireland, and UK), the European Commission published its application report on the Directive and it appears that the impact of the EU LTR Directive in most EU Member States is rather weak. The Migrant Integration Policy Index' findings show that the poor outcomes are attributable to a deficient transposition and too restrictive eligibility requirements in several EU countries, especially those established immigration countries (Netherlands, France).

The Racial Equality Directive 2000/43/EC combats discrimination 'on grounds of race or ethnic origin through the prevention of unfavourable treatment based on race or ethnic origin in the areas of employment, education and social protection (including social security and healthcare). In the fundamental rights' agency report on the impact of the racial equality directive (2012), it comes out that activities to promote gender equality in the workplace are more accepted than activities to prevent racial discrimination. The report also emphasizes the positive role that social partners (trade unions and employers) play to implement this directive.

## The integration of migrant domestic workers: Insights on indicators, opportunities and obstacles at national level

### Integration of migrant workers: a selection of European organizations' indicators

The Council of Europe has developed indicators to measure the degree of integration of immigrants in the host society. These indicators are not specific to migrant domestic workers but give a useful overview of what could be considered positive means to better include migrant domestic workers.

**The Council of Europe Indicators for Integration**

	Non-discrimination	Dignity	Development	Participation
Citizenship	access to local voting rights viable pathways to naturalisation	contact between immigrants and nationals questioning freedom of religious expression training of religious personnel vulnerability to radicalisation	inter-cultural and inter-religious competencies access to European media	voting rights outreach membership in political parties membership in trade unions function of local consultative bodies migrant volunteering
Social Cohesion	Housing access to social housing and housing support access to social housing homelessness among immigrant groups discrimination in the housing hunt	respect for special needs in social housing excessive and infeasible renting requirements social segregation	concentration in disadvantaged neighbourhoods awareness of available housing support	participation in housing consultation structures
	Health access to healthcare services for all access to mental health services costs of healthcare services physical accessibility	intercultural mediation between patients and clients special needs of elderly, female and young	information on health services translation and interpretation services promotion of healthy lifestyles and exercise	involvement in health-related decision-making monitoring of migrant health and health services
Economic participation	access to employment for all access to public sector employment opportunities access to welfare and unemployment benefits non-discrimination in the job hunt	transparent, timely and affordable procedures security of residence and work status recognition of skills and qualifications fair work conditions respect for diversity in the workplace access to benefits for elderly immigrants	career guidance and job lifelong and language training mobility within the labour market specific needs of immigrant entrepreneurs	unemployment gaps labour market situation of immigrant women
Education	access to all categories of education assessment of newcomers educational attainment early-leaver/dropout rates acquisition of key competencies	respect for diversity in daily school life access to training in and of mother tongue teacher trainings for a diverse classroom	support measures beyond initial settlement phase support measures beyond language involvement of immigrant parents in school life	greater focus on intercultural education evaluation of support measures

EUROSTAT, the European Union statistics institute, has been defining the indicators for integration of immigrants which have been compiled in a pilot study in 2011.

The areas where indicators have been defined are mostly similar to those established by the Council of Europe: employment, education, social inclusion and active citizenship.

The study shows that migrants in the EU, even non EU nationals, at first seem to accept to work in a given sector (such as food, accommodation, construction), they then have the opportunity to change. Migrant domestic workers, on the other hand, seem to have very little opportunities for mobility, especially when they are in an irregular situation.

As already discussed, migrant domestic workers are often in precarious situation and constitute a specific group of migrants who migrate for economic purpose that deserve more specific study. They cumulate the factors of vulnerability: the sector in which they work, working behind closed doors, the lack of social recognition for their work, and their status as migrants, sometimes without a regular permit to stay.

## The integration of migrant domestic workers: conclusions from an ILO research-based project

The ILO project “Promoting Integration of Migrant Domestic Workers in Europe” has permitted to identify the policy areas leading to integration<sup>4</sup>. Among the outcomes, four country case studies on the subject have been produced: they cover Italy, Spain, France and Belgium. In the country reports, the factors hampering or facilitating the integration, or at least the inclusion and protection, of migrant domestic workers are identified. The selected countries reflect different situations and policies regarding migration and integration in the European Union: some countries have a long standing tradition of immigration, like France and Belgium, while others have been only recently experiencing the phenomenon of immigration, like Spain and Italy.

From these reports, it is possible to draw integration indicators tailored to the migrant domestic workers’ peculiar situation and to their trajectory in the EU:

<b>Profile:</b>
Are women most represented? what is the predominant age group? what is the level of education?
<b>Access to labour market:</b>
Has the migrant domestic worker had the opportunity to enter the EU legally and to obtain a work permit for domestic work?
<b>Migration project:</b>
Does working in domestic work correspond to the original project of the migrant? Or is it only a professional fallback (impossibility to get the desired employment)?
<b>Opportunity to negotiate working conditions:</b>
Once in employment, has the domestic worker had the opportunity to bargain the terms of employment? To what extent?
<b>Mobility:</b>
Has the migrant domestic worker had the opportunity to evolve in his/her career? To improve his/her working conditions? To change sector?
<b>Opportunity to obtain a regular status:</b>
For migrant domestic workers in an irregular situation, is it possible to get regularized?
<b>Opportunity to be in contact with associations, trade unions:</b>
Do the migrant domestic workers have the opportunity to be in contact with a network of organizations being in a position to empower them in the host country?
<b>Opportunity to access professional training, certification and recognition:</b>
Has the domestic worker had the opportunity to attend professional training, so as to obtain certification? Does it improve his/her remuneration and working conditions?

4. The following contents are mainly extracted from the report “Promoting integration for migrant domestic workers in Europe: A synthesis of Belgium, France, Italy and Spain”, M.Gallotti & J.Mertens, International Migration Papers No. 118, Labour Migration Branch, ILO, Geneva, 2013.

## Profile and Integration

### Migrants, gender and nationality/ethnic segmentation

It relates to both the migrant workers' likeliness to participate in domestic work, the type of employment arrangement and the tasks performed in it. Data on occupational concentration in Europe show a large degree of gender and nationality segregation on the EU labour market. In all countries studied, migrant women are over-represented in elementary occupations. This over-representation is much stronger for third-country nationals than it is for EU-born migrants. Furthermore, third-country nationals, and particularly migrant women, are under-represented among professional and other skilled occupations.

Country reports have confirmed this high predominance of women in the sector but, at the same time, provide some interesting information on the role of men and the impact and implications that specific migration policies play on male participation in it.

There is a largely informal sector, with significant presence of irregular migrant workers.

### Age

Evidence shows that most migrant domestic workers in Europe are over 40 years old: for example: 60.4 per cent of migrant domestic workers in Italy are over 40, and around 40 per cent in France are over 49. Studies suggest that this age structure has important implications not only for the vulnerability to health-related problems linked, among other things, to the physical efforts and emotional burden of caring tasks, but also in terms of longer-term integration perspectives, aspiration and trajectories.

### Education

At the same time, the case studies provide interesting insights into the educational profile of these categories of migrant workers. While relevant differences in educational attainment can be highlighted with regards to different countries of origin (Asian and Eastern European workers often showing higher educational attainment levels), in general, migrants present higher levels of education than nationals employed in domestic work.

### Working conditions

They tend to occupy the most precarious, labour-intensive segments of the sector, such as live-in, care-giving tasks. The situation seems slightly different in France, where migrant workers comprise 28 per cent and 11 per cent of home maintenance and home care employees respectively. A certain degree of segregation within the sector according to nationality of origin has also been highlighted: about 80 per cent of third-country nations in home-care work are reported to come from the African continent.

With regards to working time, data are particularly difficult to gather and vary significantly across countries. In the case of Italy, available statistics suggest that about 25 per cent of workers in the sector work more than 36 hours per week and 22 per cent more than 40 hours a week. Fifty-five per cent work for one single household, while about 45 per cent for multiple employers. In Spain, this is particularly true for workers who come from Asian and Latin American countries, 80 per cent and 55 per cent of whom work more than 40 hours a week respectively. The Spanish report also highlights the large shares of live-in situations among the migrant community, in particular among Latin American and Asian-origin working women.

In both cases, the share of live-in arrangements drops substantially after a few years of presence in the country. There is widespread exposure to job instability, underemployment and substandard working conditions. A growing dual vulnerability of workers and employers has been observed during this period of financial crisis.

## Access to the labour market – heterogeneity of the situation

An initial “arrival” phase is characterized by a high degree of vulnerability determined by the pressing economic needs of migrants, often linked to covering travel expenses and debts, and the insufficient level of awareness about rights and access to support networks in the country of destination.

All reports describe biographic histories and dynamic processes characterized by a wide range of individual characteristics and collective strategies to seize opportunities for upward socio-economic mobility. However, they all concur on describing these processes in terms of subsequent, though often non-linear, “phases” characterized by different conditions of work and life and accompanied by different levels of rights awareness, mobilization and empowerment.

Most migrant domestic workers come as live-in care workers. They are “family assistants” and take care of the elderly and persons with a disability requiring assistance. They come through informal networks: the extended family or the diaspora in the host country put in contact the future employer and migrant workers. Here again, the entry into domestic work rely mostly on trust and co-optation. The migratory project may more or less short-sighted: some workers plan to maximise remuneration on a short-term basis while others expect to stay for a longer period.

## The migration project

Case studies seem to suggest migrants enter domestic work mainly in two ways that might be related to their specific country of origin. Different motivations to migrate and different modalities of entry tend to lead to different trajectories in domestic work.

A first group of migrants enter European countries with the specific purpose of working as domestic workers. In this case, they often rely on informal networks of co-nationals who have identified a working opportunity and hence tend to enter the country with a specific job offer. Migration tends to take place within formal or semi-formal channels, often supported by specific policies in countries of origin, usually within the framework of organized modalities “targeting” the sector along international “care routes”, as specifically described by the French report. In some cases, migrants enter with the purpose of substituting co-nationals who return temporarily or permanently to their countries of origin. In these cases, migration and domestic work are fundamentally overlapping experiences and cannot be dissociated. However, even in those cases where the explicit purpose of migration is domestic work and the job opportunity is known before departure, employment does not necessarily lead to regular migration status. As the Belgian report points out, aside from the few cases of au pairs and work in diplomatic households, chances for third-country nationals to be granted a residence permit for the purpose of domestic work are virtually non-existent.

Another group is represented by those whose migration decision is not directly linked to domestic work, but then “end up” in the sector “by default”, because they do not find employment in other areas of work. This does not mean that migrants belonging to this group would not know or expect domestic work to be the most probable available option to them. As the Spanish report highlights, testimonies of migrants suggest that the migration process often starts with the consciousness and acceptance that domestic work is often “an obligatory first step”. This group can be rather heterogeneous and range from accompanying family members of migrant workers to foreign students who accept work in the sector to support their studies or to bridge the time until an occupation is found in other areas. In some cases, such as in France, Belgium and Spain, traditional migration patterns, linked to the language affinities and ties with ex-colonies, influence the flows of migrant domestic workers who tend to have consolidated networks at destination who can support this second group in the first period after arrival. In general, few are those who have worked as domestic workers prior to migrating.

## Opportunity to negotiate working conditions

Migrants’ biographic histories suggest that after this settlement period, which can take longer than is often imagined, they put in place a number of individual and collective strategies to improve their conditions of work and life.



But, most of the time, they first renounce to bargaining as a mean to improve their conditions: indeed, the migration project has an impact not only on the access to the labour market but also on the capacity to negotiate for one's rights. The migrant domestic worker, as other migrant workers, consent to difficult working conditions in order to take care of those they left behind in their countries of origin. That is why the migrant domestic worker generally prefers to opt for a "reported claim": at the end of the employment relationship, they may claim for their rights as they feel it is a more appropriate moment.

Other reasons are linked to the specific characteristics of the employment relationship in the sector, characterized by intimate relationships between employer and worker and the important element of trust. In this context, migrants are usually well aware of the importance of maintaining a "good reputation", and to this purpose they often accept work under poor conditions with the perspective of future improvement. Accepting these "unwritten rules of informality" would eventually be the key to finding other occupations and improving one's situation. It is interesting to see that one of the main strategies domestic workers employ to improve their working condition is to change employer.

## Opportunity to be in contact with associations and trade unions

One of the first elements of a transition is the progressive access to networks and support services and, where relevant, one of the first concrete steps that are taken for this purpose is moving out of live-in positions, and hence breaking isolation, as soon as this is feasible. Linguistic, cultural, social and physical isolation are major obstacles to integration and some of the strongest barriers in access to and effective implementation of existing integration measures, such as language courses and professionalization initiatives.

Some migrants go through a process of empowerment through which they learn how to gain knowledge of the sector, awareness of their rights, and how to "re-programme" their human capital to use within the sector or eventually outside it.

The role of networks of co-nationals in this process has been described in ambivalent terms. On the one hand, access to personal and professional networks is central to accessing the labour market but, at the same time, co-national networks, by facilitating co-national labour market participation in the sector, often also contribute to perpetuating the ethnic segregation of the sector, which is more and more seen as a "migrant occupation".

## Opportunity to access professional training, certification and recognition

Case studies confirm that most migrant domestic workers perform a variety of tasks which are not clearly defined contractually and are difficult to distinguish, both in practical and in normative terms. International and national organizations that are active in the sector promote the idea of an increased "professionalization" of domestic work. However, case studies seem to suggest that in practice professionalization policies and programmes do not always reach their intended goals for a number of reasons: (a) they are not always readily accessible to migrant workers (for their residence status but also because immigrants are often linguistically and physically isolated or too pushed by pressing financial needs that they have no time to attend); (b) they do not necessarily translate into improved working conditions and salaries (often employers prefer not to employ professionals because they would be entitled to higher salaries).

Finally professionalization seems to conflict with what employers indicate as a need to perform a wide variety of tasks. In the context of the economic crisis, particularly the more fragile employers would look for a worker who is able to perform a variety of tasks, suggesting overspecialization is therefore seen as undesirable.

**As a conclusion, the acquisition of a combination of the above mentioned elements, which is strongly influenced by the economic and political context and the legal framework regulating migrants' rights to live and work in a given country, are instrumental to successful integration in European labour markets and societies. Country reports put emphasis on the key issue of rights awareness and subsequent mobilization for those rights as essential for empowerment and enhanced socio-economic integration.**

## Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers – LEARNING BY DOING

### Group work exercise



For this exercise, you have 30mn dedicated to the group work and 20mn to the reporting/discussion

For this group exercise, the participants are divided into three groups. Participants receive the profile of a migrant domestic worker and are asked to review this profile and to identify:

- The factors that hamper successful labour market integration of this person in the country under study by looking at:
  - Individual characteristics and strategies
  - National legal/policy framework
- The factors that facilitate successful labour market integration for this person in the country under study by looking at:
  - Individual characteristics and strategies
  - National legal/policy framework
- The Support services, policies and institutions that could provide remedies to the difficulties of integration

PROFILE 1	
SEX	FEMALE
NATIONALITY	NON-EU CITIZEN
FAMILY	SINGLE
MODALITIES OF ENTRANCE IN THE COUNTRY OF DESTINATION	IRREGULARLY ENTERED THE EU
LANGUAGE SKILLS	BASIC OR NO KNOWLEDGE OF LANGUAGE OF COUNTRY OF DESTINATION
SKILLS	BASIC/PRIMARY EDUCATION
TYPE OF CONTRACT	MDW HAS NO WRITTEN CONTRACT
TYPE OF TASKS MAINLY PERFORMED	HOUSEHOLD RELATED TASKS (CLEANING, IRONING, COOKING, GARDENING, ETC.)
EMPLOYMENT STATUS	UNDECLARED WORK BY THE EMPLOYERS - INFORMAL SECTOR
WORKING ARRANGEMENTS (1)	WORK ON PART-TIME BASIS FOR MULTIPLE EMPLOYERS
WORKING ARRANGEMENTS (2)	LIVING OUTSIDE THE HOUSEHOLD OF THE EMPLOYERS
SUPPORT NETWORKS	MDW IS NOT PART NOR IN CONTACT WITH EXISTING MDW OR DW ORGANISATIONS OR ASSOCIATIONS

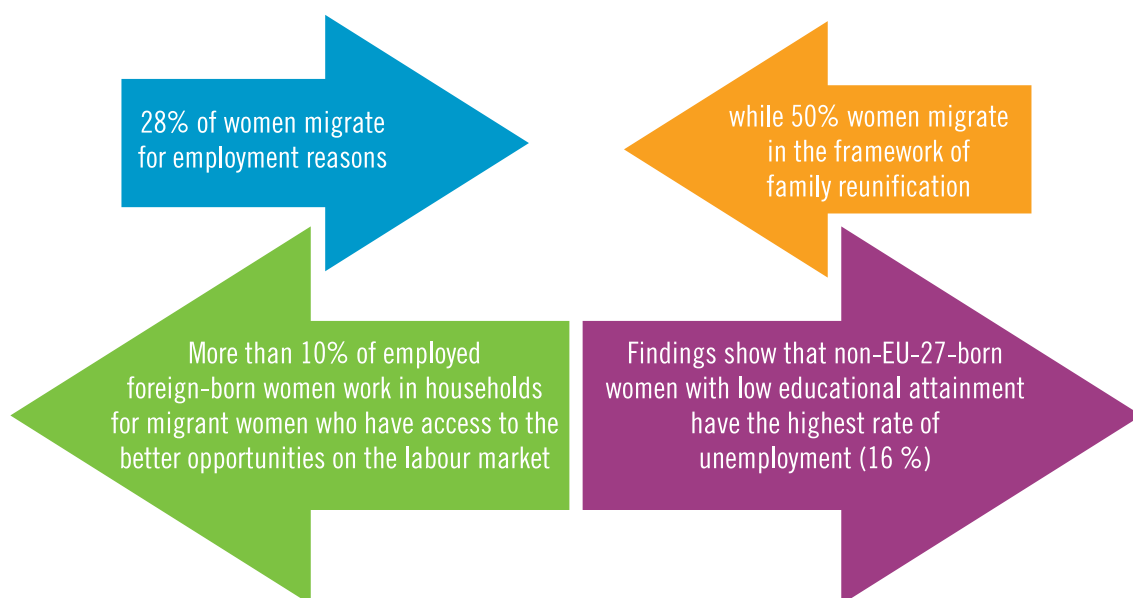
PROFILE 2	
SEX	FEMALE
NATIONALITY	EU CITIZEN
FAMILY	DEPENDENT FAMILY/CLOSE RELATIVES ARE ALSO IN COUNTRY OF DESTINATION
MODALITIES OF ENTRANCE IN THE COUNTRY OF DESTINATION	ENTERED AS DEPENDENT FAMILY MEMBER (PART OF FAMILY REUNIFICATION SCHEME)
LANGUAGE SKILLS	FULLY PROFICIENT IN LANGUAGE OF COUNTRY OF DESTINATION
SKILLS	COMPLETED HIGHER EDUCATION IN COUNTRY OF ORIGIN
TYPE OF CONTRACT	MDW HAS A WRITTEN CONTRACT
TYPE OF TASKS MAINLY PERFORMED	TASKS ARE NOT DEFINED AND PERFORMED INDISTINCTIVELY BY THE SAME WORKER
EMPLOYMENT STATUS	PARTIALLY UNDECLARED WORK BY THE EMPLOYERS (LESS HOURS ETC...TO AVOID TAXES OR TO PAY LESS TAXES)
WORKING ARRANGEMENTS (1)	WORKS ON A PART-TIME BASIS FOR MULTIPLE EMPLOYERS
WORKING ARRANGEMENTS (2)	LIVING OUTSIDE THE HOUSEHOLD OF THE EMPLOYERS
SUPPORT NETWORKS	MDW IS IN CONTACT WITH EXISTING MDW OR DW ORGANISATIONS OR ASSOCIATIONS"

PROFILE 3	
SEX	MALE
NATIONALITY	EU CITIZEN
FAMILY	DEPENDENT FAMILY ARE LEFT BEHIND
MODALITIES OF ENTRANCE IN THE COUNTRY OF DESTINATION	REGULARLY ENTERED THE EU WITHIN LABOUR MIGRATION SCHEME
LANGUAGE SKILLS	BASIC OR NO KNOWLEDGE OF LANGUAGE OF COUNTRY OF DESTINATION
SKILLS	BASIC/PRIMARY EDUCATION
TYPE OF CONTRACT	MDW HAS NO WRITTEN CONTRACT
TYPE OF TASKS MAINLY PERFORMED	HOUSEHOLD RELATED TASKS (CLEANING, IRONING, COOKING, GARDENING, ETC.)
EMPLOYMENT STATUS	UNDECLARED WORK BY THE EMPLOYERS - INFORMAL SECTOR
WORKING ARRANGEMENTS (1)	WORKS ON A FULL TIME BASIS FOR MULTIPLE EMPLOYERS
WORKING ARRANGEMENTS (2)	LIVING OUTSIDE THE HOUSEHOLD OF THE EMPLOYERS
SUPPORT NETWORKS	MDW IS NOT PART NOR IN CONTACT WITH EXISTING MDW OR DW ORGANISATIONS OR ASSOCIATIONS

## Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers – FACT SHEET



According to the study conducted by EUROSTAT on the integration of third country nationals coming to the European Union, the reasons to migrate are more linked to employment compared to twenty years ago.



The EU states that “employment is a key part of the integration process.”

To put in practice an integration process through employment, the EU framework aims to:



## Regarding the integration of migrant domestic workers in the EU:

The ILO project on **“Promoting the integration of migrant domestic workers in Europe”** had the objective to review labour market integration of MDW in particular in terms of enjoyment of fair and decent working conditions and in terms of access to labour and human rights as defined in international labour standards and human rights instruments.

This action-oriented research was inspired and anchored into the recently-adopted C189 and on other ILO standards applicable to migrant workers.

Based on the research outcomes by country, it appears that the entry into the domestic work sector is very often done through personal networks and, at least in a first phase, the majority of migrant domestic workers had no regular permit to stay. In addition, their migration projects and trajectories varied hugely. The entry into domestic work happens often through the intermediary of a person who is part of the migrant domestic worker's personal network.

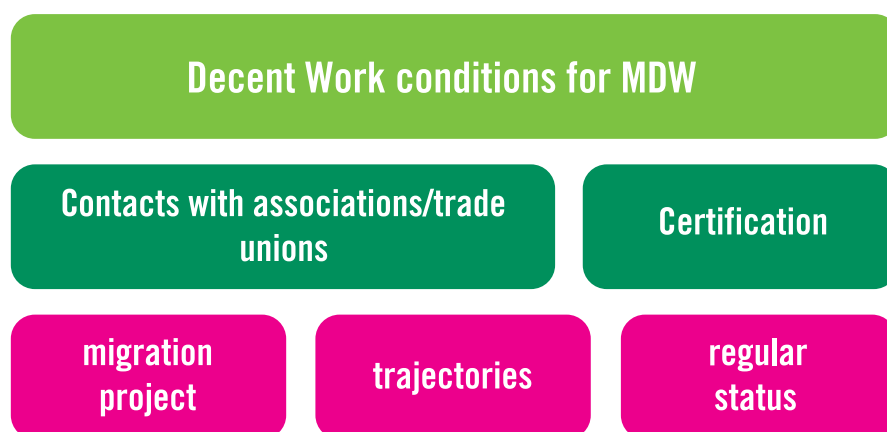
A domestic worker's position to bargain and claim for better working conditions is very often weak and access to certification and professional training do not resolve the situation. But they help to provide workers with an improved self-esteem and awareness.

Access to a regular migratory status is helpful but does not have a significant positive impact on the workers' capacity to negotiate better living and working conditions.

Overall, contact with associations and trade unions seems to have a more efficient role in improving their lives and supporting their access to decent work.

The migration project and the capacity to evolve in the domestic work sector seems to be inter-linked: most migrant domestic workers wish to stay on a long-term basis in Europe and try to progressively improve their conditions. On the other hand, some workers have short term migratory projects which pursue a maximized level of profit and accept more demanding working conditions such as living in the employer's household.

Some migrants consent to enter domestic work sector once in the country of destination as their qualifications are not recognized in the EU host country, while others are coming with the knowledge that they will be working in the domestic work sector.



### Recommended readings

- Council Directive 2003/109/EC on long-term residence, 25 November 2003
- The racial equality directive (2000/43/EC)
- The employment equality directive (2000/78/EC)
- Common basic principles for immigrant integration policy in the EU, 2005
- The European agenda for the integration of non-EU migrants, 2011
- Indicators of Immigrant Integration, A Pilot Study, EUROSTAT, Luxembourg, 2011.
- Please consult [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/immigration/integration/index\\_en.htm](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/immigration/integration/index_en.htm)
- and the migration integration policy index: <http://www.mipex.eu/>



## Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers – GOOD PRACTICES



As a result of the country studies in the framework of the ILO project “**Promoting the integration of migrant domestic workers in Europe**”, the following elements have been identified as conducive to integration<sup>5</sup>:



### Acquisition of regular migration status

Regularization is a good way to integrate migrant domestic workers in Europe. However, to be a good practice of regularization, as explained in the report of the Fundamental Rights Agency on Irregular Migrant Domestic Workers in Europe, “consideration should be given to addressing protracted situations of irregularity through regularisation schemes based on lessons learned from past experiences. Criteria and procedures for such schemes should be fair and transparent, and should be developed in collaboration with organisations representing the interests of the migrant workers concerned.”

- In **Italy** and **Spain**, large-scale regularization programmes expressly including migrant domestic care workers were implemented.
- In **Ireland**, the specific situation of migrants who arrived with a regular permit but lost their employment (but did not commit any fault) and then became irregular was addressed in 2009 with a specific scheme.
- In **France**, since 2007 there has been a permanent regularization mechanism for migrants employed in certain sectors where labour shortages exist. The mechanism was complemented in 2010 by a temporary scheme including domestic workers running from 1 July 2010 to 31 March 2011.

5. For more details, please refer to the report “Promoting integration for migrant domestic workers in Europe: A synthesis of Belgium, France, Italy and Spain”, M. Gallotti & J. Mertens, International Migration Papers No. 118, Labour Migration Branch, ILO, Geneva, 2013.

## Access to support networks

Case studies have documented several important steps made at different levels and in different forms by workers' and migrant organizations about domestic work. This is directly linked to the strong mobilization processes following the adoption of C189. This momentum must be capitalized on and workers' organizations need further national and international recognition and support. Organization and voice is an essential element of empowerment and enhances socio-economic integration.

## Information about rights

Campaigns highlighting the value of domestic work and the role of migrant workers can play a very positive role in the integration of migrant domestic workers creating an environment recognizing the rights of these workers. Institutional processes and supporting organizations ensuring that migrant domestic workers are systematically informed about their rights do not only prove compliance with the provisions embedded in ILO C189 but also furthers the integration of these workers in Europe.

## Acquisition of language skills

Linguistic, cultural, social and physical isolation are major obstacles to integration. Access to free language courses with an enrollment not requiring a legal permit to stay is key to ensure the integration and also the protection of migrant domestic workers. It is essential to strengthen their ability to exchange with nationals outside the household and to understand better the culture of the host country.

## Recognition of diplomas and qualifications

Many migrant workers employed as domestic workers have high degrees of professional and education attainments, but face legal and practical difficulties in getting skills and diplomas recognized. Wherever the recognition of diplomas and qualifications obtained outside the EU zone is facilitated through agreements and identified processes, there is a good practice for the integration of these migrant workers.

## Access on an equal basis to other workers, to training, skills and qualifications

The adoption of innovative learning and training methodologies designed to meet specific migrant needs is encouraged. Studies suggest that existing policies of professionalization do not always prove successful in reaching out to migrants, who are often unaware of professionalization and training opportunities or are excluded due to their migration status and language skills. Wherever access to professionalization is ensured on an equal footing to all workers, there is high chance to favor the integration of migrant (domestic) workers.

- **Italy:** The OSS (Operatore Socio-Sanitario - Social-Care Operator) is a publicly provided training course which has the objective to offer some technical competencies and to enhance the skills of the operators working in the care sector.
- **France:** Thanks to the system of « Validation des acquis de l'expérience », migrant domestic workers can have access to the certification of the acquired professional experience, allowing them to pursue a professionalization path.

## Module V – European Union Integration Agenda and its Relevance for Migrant Domestic Workers – TEST YOUR KNOWLEDGE



1. Among the following criteria of integration, one of them is not included in the EU approach. Which one?
  - a. Active citizenship
  - b. Employment
  - c. Language skills
  - d. Social inclusion
2. The European Union has adopted a policy programme on integration of third country nationals. Are these instruments mainly translated into:
  - a. Directives?
  - b. Regulation?
  - c. Policy actions/tools?
3. According to the latest data gathered by EUROSTAT, employment is a reason for third country nationals to migrate to Europe:
  - a. More so than 20 years ago
  - b. Less so than 20 years ago
4. In which of the following countries, and as described in the module, do migrant domestic workers who have a regular permit to stay have access to a public professional training in the care sector?
  - a. Italy
  - b. France
  - c. Spain
  - d. Belgium

## Responses to the quiz

1. Question 1: Answer c)
2. Question 2: Answer a)
3. Question 3: Answer a)
4. Question 4: Answer a)

## Notes



**INTERNATIONAL MIGRATION BRANCH  
CONDITIONS OF WORK AND EQUALITY DEPARTMENT**

International Labour Organization  
4 Route des Morillons  
Geneva  
CH - 1211  
Switzerland  
Tel: +41 22 799 6667

Website: [www.ilo.org/migrant](http://www.ilo.org/migrant)  
Email: [migrant@ilo.org](mailto:migrant@ilo.org)

**INTERNATIONAL LABOUR MIGRATION  
SOCIAL PROTECTION PROGRAMME**

International Training Centre of the ILO  
Viale Maestri del Lavoro, 10  
10127 Turin  
Italy  
Tel: + 39 011 693 6359

Website: <http://itcilo.org/>  
Website: <http://migration.itcilo.org/>  
E-mail: [migration@itcilo.org](mailto:migration@itcilo.org)



Produced with the financial  
support of the EC

Copyright © International Training Centre of the International Labour Organization, 2014. All rights reserved.  
Design and Printed by the International Training Centre of the ILO, Turin, Italy

Made of paper awarded the European Union Eco-label,  reg.nr FR/011/002, supplied by International Paper.