

THE ILLEGAL WORK OF MIGRANTS IN THE EUROPEAN UNION

Report realised by



With the financial support of the European Community Programme for Employment and Social
Solidarity PROGRESS (2007-2013)

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Introduction

The phenomenon of illegal work is known by many names. Terms such as non-declared work, the black market, the informal economy, and the parallel economy are just some ways to describe this trend or its characteristics. Illegal work can be many things. It ranges from occasional baby-sitting to construction work in the building sector organised by professional networks of non-declared workers. Some of the variants of illegal or non-declared work are largely accepted in most societies, whereas others are not. Moreover, some activities are intrinsically illegal and could never be declared. This is the case for drug trafficking, for example, or for all criminal activity that generates income. Work is not always for money - it can be for payment in kind (bartering or the exchange of services for example). In some countries, work revenue below a given threshold doesn't need to be declared. In others, all revenue must be declared. In most countries, non-monetary exchanges must be declared if the worker is hoping to be remunerated and/or if the value of the goods or services exchanged goes beyond a certain threshold. Finally, still in relation to the EU, fiscal systems and the rules that decide what should be taxed vary considerably between Member States.

It is immediately apparent that illegal work is complex, evolving and interpreted differently depending on where we are or the point of view we adopt. By its very nature, it's a phenomenon that evades all types of control and which can only be understood using estimations. Although different direct and indirect methods exist to measure non-declared activity (up to the most surprising related to electricity¹), it remains incredibly difficult to be precise about its size. Economists generally consider that the size of the underground economy is between 7 and 16% of EU GDP, or between 7 and 19% of total declared jobs. Nearly 5% of the population works on the black market in Europe.

It is in light of this and as part of the European strategy for employment that the European Commission has decided to get involved in a serious way in the debate on the causes of non-declared work and on the possible strategies for fighting against it. In concrete terms, this strategy provides a series of guidelines which aim to fix shared orientations for Member State's employment policies. They are accompanied with recommendations concerning the application of these policies including measures specific to each Member State. The guidelines comprise three objectives - full employment, improving the quality and productivity of work and strengthening social insertion and cohesion. These are themselves broken down into ten priorities for action. The ninth action priority (or guideline 9) concerns transforming non-declared work into regular work. The first analyses and

¹ This method relies on the proportional link between global economic activity and electricity use. It is possible to estimate underground economic growth by subtracting the difference between the official GDP growth from the growth in production that would be enough to correspond to the growth in electricity use.

evaluations of the approaches and measures applied across the 27 Member States concerning the fight against illegal work, in accordance with European strategy for employment, show that dispelling undeclared workers and enforcing sanctions are the principal instruments. There has nevertheless been a marked increase in approaches and measures that focus on prevention and policies of voluntary work since the publication in 2003 of the 9th guideline. The measures which aim to encourage a sense of fiscal ethics are obviously slower to take effect in most Member States.

In 2005, following a Commission proposal, the Lisbon strategy was revised and re-aligned to focus on growth and jobs. A new set of so-called *integrated* guidelines were identified that covered macro-economic policies, macro-economics and employment. Taking these into account, Member States were invited to conduct a mid-way assessment of the European employment strategy to approach from fresh problems within the economy, the challenges of globalisation and demographic change. A special emphasis was put on sustainable growth and both quantitative and qualitative improvements to employment by means of a complete revision and integration of macroeconomic, microeconomic and employment policies. The first set of approved guidelines for the period 2005-2008 was made to accommodate this. Although they do not focus directly on the fight against undeclared work, whether it concerns migrants or not, their application can obviously have a real impact on the evolution of illegal work within the EU.

Finally, integrated guidelines have been made to organise the application of the Europe 2020 Strategy². They are integrated so the policies of Member States and the EU can efficiently contribute to the Europe 2020³ targets. This strategy mainly concerns the principal domains where action needs to be taken to boost sustainable growth and competitiveness in Europe. To achieve these goals, the European Council has laid out broad EU targets – common goals which can guide Member States and the EU. It's in light of these objectives that Member States have fixed their national targets. The Commission has committed itself to applying the strategy at EU level, notably via seven flagship initiatives in the form of guidelines. The seventh of these – *increase participation on the job market and decrease structural unemployment* – invites Member States to deepen social dialogue and fight against the segmentation of the job market by adopting measures in the areas of temporary and insecure work, under-employment and non-declared work.

Up to this point, the issue of illegal or non-declared work has been approached without evoking the issue from the specific angle of migrant workers. Yet the scope of this paper is to cover the illegal work of migrants in the EU. What has been said previously is still valid and relevant as an introduction of what illegal or non-

² COM(2010) 2020, 3.3.2010

³ Guidelines for employment and broad orientations for economic policy in two separate but linked legal instruments: A Council recommendation on the broad orientations for economic policies of Member States – part I of the 'Europe 2020' guidelines and a Council decision on employment policies of Member States – Part II of 'Europe 2020' guidelines.

declared work actually means. As previously stated, it's a complex phenomenon which, by its very nature, has particularly hazy boundaries. Notwithstanding this, the European Commission has come up with a very clear definition. Non-declared work encompasses, for them, *all paid, legal activity that is not declared to the authorities, taking into account the differences that exist between the regulatory systems of Member States. This definition excludes criminal activities as well as work that does not need to be declared*⁴.

The groups of people most commonly associated with non-declared work according to the above definition are the same in nearly all Member States: the unemployed, self-employed people and illegal immigrants. The focus of this work is on the latter group even though non-declared work can equally concern migrants that have a regular status. The problems that these people face in the EU (difficulties obtaining recognition of diplomas or qualifications, discrimination getting a job or in the workplace, problems linked to laws on residence of work permits) can lead them to join the parallel economy. The non-declared work of unemployed or self-employed migrants is thus relevant to explore as part of this study to link their activity with the self-recognition, or recognition by others, of their being migrants. Unless stated otherwise, from now on the term migrant will be used in its most accepted sense – both those who are either immigrant or of immigrant origin.

Confronted with the ageing population in Europe and the reduced active population that this causes, the movement of people and migratory changes are coming under increased scrutiny. To meet EU targets on raising the rate of employment and productivity, it's important not only to invest more in human resources and improving competencies and qualifications, but also to better manage migratory changes. Associated with increased mobility in the EU, immigration can clearly contribute to mitigating the effects of an ageing population and help Europe deal with shortages of labour and skills. Issues linked to the insertion of immigrants into the job market are treated as part of the European strategy for employment. The efforts agreed on by the EU to deal with the social aspects of employment and immigration are made up of a global and coordinated approach to managing illegal immigration, the promotion of integration and the fight against clandestine immigration. The EU is putting in place political actions, studies and other activities in this area. These will be touched on later.

Causes of non-declared work

At first glance, the principal attraction of non-declared work is economic. It allows employers, employees and the self-employed to increase their revenue or to reduce their costs by avoiding taxes or social contributions. To justify their recourse to non-declared work, many people put blame on fiscal and social charges, administrative or regulatory costs and the rigidity of the job market and its legislation. Another reason cited is that the weak competitiveness of businesses within

⁴ <http://ec.europa.eu/social/main.jsp?catId=647&langId=fr> European Commission. Jobs, Social affairs and equal opportunities. Non-declared work.

struggling sectors has brought a steep decline in demand for unqualified manual labour, a culturally accepted facet of the informal sector.

Non-declared work is found above all in sectors characterized by a strong density of manual labour, such as agriculture, construction, retail, catering or domestic services. It is often found in the manufacturing sector where competitiveness depends essentially on costs, or even in innovative IT sectors.

Non-declared work is rarely the result of a real choice. The alternative is often not to work or to do a job that does not pay enough to live in dignity.

On a global scale, the black market could encompass more than two thirds of the active population before 2020, thus becoming the norm. This is according to the OECD⁵ that also predicts that – less qualified or more vulnerable – women, young people or the elderly will be particularly affected. In Europe, companies in difficulty will be increasingly tempted to employ non-declared workers, or to do business with Polish companies, for example, instead of others. This subcontracting development threatens the European social model.

The economic crisis could amplify the trend in the sense that the black market (the existence of small non-declared jobs, the tendency towards the non-declaration or payment of taxes and duties) has increased in developed countries over the previous two years, after ten years of continuous reduction. According to OECD statistics, the non-official economy's proportion in the GDPs of industrialised nations increased by 13% in 2008 and 14% in 2010. If the increase itself seems small, the real significance is that the fall stopped for the first time in 10 years! Among those most affected are the Baltic countries and the Mediterranean. The proportion has climbed to 25% in Greece and to 40 % in Latvia and Estonia. The sectors most affected by this development are - in all countries - construction, the craft sector and, at the top, catering.

Statistics have recently been made available which facilitate our understanding of the economic position of migrant women. In the last ten years, a considerable increase has been noted in the proportion of women of foreign origin in the work force: at European level, it grew from 33.6% in 1997 to 43.1% in 2003. The percentage of women within the migrant population is also slightly greater than that of men – it reached 52% in 2004. If these important figures reveal the growing place of women in economic migration, it is nevertheless important to note that they do not take into account the types of employment of women in the informal sector. At the end of the 90s in Europe, the domestic help sector was one of the greatest providers of help for migrant women. The table below shows the important progression of migrant women's employment in the domestic help sector across five European countries. A good number of countries are missing from the data, but we can suppose that their trends are the same.

⁵ Jütting, J. et Laiglesia, J. R. De (2009), *L'emploi informel dans les pays en développement : une normalité indépassable ?*, OECD development centre, April 2009

Table 7. Employment of women by nationality in some economic activities				
	percentage 1994		2004	
	Foreigners	Nationals	Foreigners	Nationals
Household services				
Spain	27.1	6.9	36.0	4.6
France	14.7	3.5	21.1	3.8
Greece	35.0	1.5	42.4	1.3
Italy	10.3	2.3	27.9	1.6
United Kingdom	3.7	1.1	3.1	0.6

Sources : Eurostat. Chiffres cités par Oso Casas L. et Garson J-P (2005)

The increasing demand for domestic help in Europe is often and increasingly filled by women of foreign origin, to such an extent that they are gradually replacing the informal work of native women. These workers are an ideal 'alternative' because they constitute a flexible and cheap work-force. Cultural prejudices that exist about non-western women (domestic devotion etc) are another incentive. The problem of non-declared work is not a negligible aspect in the employment of women in this sector. In addition to getting unemployed people back in work and volunteers, non-declared work is often used by some organizations and the users themselves to make access to domestic and care services more accessible. Political and institutional breaks that exist on employment and training encourage this exploitation. They support non-declared work by keeping these female workers in the informal sector, which contributes to the non-recognition of these women as economic actors. These breaks to employment are thus linked to female emancipation and give rise to a new division of work among women. The impact of this is inequalities in terms of revenues, social protection and working conditions.

In Europe, immigrant women have long-since been considered non-wage earning wives, not economic actors. Moreover, married women who have left their country of origin to be with their husbands have never enjoyed individual rights – only those derived through their spouse. This incurs a significant restriction in terms of getting a job: the husband's work permit does not entitle the wife access to the job market. This obstacle means women can't carry out declared work. By consequence, they are not entitled to social protection or financial independence – the route to their emancipation.

Impact on the economy and social cohesion

The first, immediate consequence of non-declared work is obviously the reduction in fiscal revenues and social contributions, which imperils the finance of social provisions and public services. The state's obligation to provide services and satisfy public interest leads it to increase taxes. This, in turn, encourages recourse to non-declared work and thus plunges the economy into an eternal vicious circle. A coherent policy of social inclusion that reduces the risk of exclusion, having as its goal social progress and citizens' desire for more solidarity, is therefore compromised by non-declared work. Far from abiding by European ideals for solidarity and social justice, non-declared work stands in stark opposition.

In countries where there is universal social coverage (in Europe, but less so in the United States) non-declared work does not impact on rights in terms of healthcare or pensions. The same is true for people with two jobs. But non-declared workers (who are officially inactive) are deprived of all the advantages that come with a formal work contract such as training, a specific professional profile, pay rises, and the sense of belonging to an organisation. In short, it hampers well-being.

Non-declared work reveals the tension that exists between the individual and the collective, personal and professional interest, egotism and solidarity. It also reveals a gap in the reasoning of those who opt for non-declared work thinking that it's in their interests. This remark must however be moderated by the fact that non-declared work is, for many people, the only possible source of income.

Individual cases are also important. Regarding social protection, the implications vary between Member States and individual situations. It is nevertheless obvious that no non-declared worker can receive unemployment benefit or insurance against work accidents. Non-declared workers who are officially inactive are deprived of all the advantages that come with a formal work contract, such as training, a specific professional profile, pay rises and the sense of belong i to an organisation. They also have difficulties in finding new work.

It is therefore important to reduce the economic advantages of non-declared work in order to reverse the risks/benefits relationship. To effectively combat non-declared work, a common, focused strategy must be established. A set of measures based on preventative and repressive actions must also be put into place. It must be ensured that the different measures complement each other and that they are not opposed by other political initiatives.

Member States have put in place a certain number of prioritised measures adapted to the different forms that this phenomenon has taken. Some countries have focused their initiatives on secondary jobs, whereas others based theirs on the 'more industrialised' form that non-declared work can take.

The development of an informal economy weakens the European social model. Since 2007, the European social affair Commissioner, Vladimar Spidla, has assessed the black market as being *'extremely harmful to our economies. The fact that neither the employer, nor the employee pays taxes strongly weakens social security systems, which has already been put to the test by the economic crisis and Europe's aging population. If we do nothing, these practices will lead to a form of social dumping, which means that salaries in some sectors will become very low for companies to stay competitive'* he underlines.

Two years ago, the same commissioner recommended the introduction of a 'well-focused' minimum wage to encourage 'clandestine workers to choose legality.' He also recommended changing to over-time rules and reducing fiscal charges. These are issues that fall within the remit of Member States. To fight against undeclared work among illegal immigrants, a European directive from last May sets out punishments (fines or loss or subsidies) for employers who fail to check their employees' work and residence permits. The text also calls on Member States to improve their systems of work inspections.

The migration phenomenon in the EU

Thirty years ago, migration caused Europe to grow. Today, Europe has a pressing need for migrants in certain sectors and regions in Europe. The ageing population partly explains this, but needs in specific sectors and a lack of highly qualified people are also important contributing factors.

Nowadays we live in a paradoxical situation. On one hand, crossing borders is becoming increasingly difficult; on the other, we continuously praise the merits of migration and foreign manual labour to address the challenges that confront Europe: the ageing population and need for manual labour.

In Europe, the temptation is to use the right to asylum as one of many instruments to manage our borders (for security reasons). Europe is increasing treating requests for asylum on site (for humanitarian reasons). Any way you look at it, since the 80s Europe has become one of the leading places for immigration in the world.

European legislation and snapshot of the migration phenomenon

The external borders of Europe such as those of Ukraine with Poland and Slovakia have been strengthened. European countries have recently become aware of the competition that exists to recruit the most qualified workers and to open up their borders to attract the best candidates. Several countries try to attract qualified migrants through selective programmes. The European Blue Card launched by Commissioner Frattini in 2007 was a step in this direction.

In the context of global competitiveness and the aging population, the EU must find innovative solutions to address the challenge of competition. One of these solutions is to appeal to migrant workers whilst defending the values of the European social model like equal opportunities, solidarity and cohesion. Focusing on *a global policy of manual labour immigration (...) and setting up a new strategy for the integration des immigrants to allow them to benefit fully from their capacity*⁶ are the terms of the new Europe 2020 strategy.

We should add that the Strategy for intelligent, sustainable and inclusive growth (Europe 2020) makes clear that the rate of employment for the population aged from 20-64 years must increase from 69% (the current rate) to at least 75%⁷. To achieve this, it's important to encourage greater participation among women and

⁶ Commission Communication Europe 2020: Strategy for smart, sustainable and inclusive growth –COM(2010) 2020

⁷ Commission Communication Europe 2020: Strategy for smart, sustainable and inclusive growth –COM(2010) 2020

older workers but also the better integration of migrants in the manual labour domain⁸.

International migration has at its origins the parts of the world with economic, political, geographic or environmental problems. In this context, Europe has become a greatly used place of transit. In total, there are 200 million migrants, or 3% of the world population.

In the EU, integrated border management began in 2006. It includes the Schengen code, and the creation of Frontex (border patrol teams in different Member States). Following the Hampton Court summit in 2005, the European Commission published a communication in 2006 on the need for a shared approach towards immigration. This was recalled in 2007's Lisbon Treaty. In 2008, the European pact on immigration and asylum made five commitments: the united control of external borders, the organization of legal immigration in terms of the standards of reception in each Member State, the organisation of repatriation procedures for foreigners in irregular situations, a common asylum policy, the promotion of co-development and support for development. In June 2008, the European Parliament voted in the 'Return Directive' which extends the length of stay before expulsion up to duration of 18 months.

Causes and types of migration in partner countries

Thoughts on migration are obscured by all sorts of false problems and abusive simplifications. There are numerous migrant profiles (tourists, economic migrants, asylum seekers.) The causes of migration are equally broad-ranging owing to new factors that have been added to the migration dynamic in the last 20 years. Firstly, information is often biased (whether communicated by the media or the diaspora itself.) Secondly, a travelling economy has developed and lives on the toughening up of border crossings. Also to consider are new collectivities (familial, economic, associative, cultural, religious...), the generalization of passports and the right to leave (even if not accompanied by the right of entry) asylum, and lower transport costs. This situation has been brought about notably by the fall of the Berlin Wall, the globalization of mobility, ties with former colonies, family unification, illegal immigration since the closure of work immigration borders from 1973-4, the rapid increase in requests for asylum, and the need for manual labour and large areas of economic and political fraction.

The causes of migration are mixed. It's simplistic and abusive to attribute the trend to one single economic factor. Economic hardship is neither the exclusive nor main cause of migration. For proof of this, one need only observe the migratory trends themselves, which do not uniquely concern poor countries. For the most part, migration is very localized. In itself, poverty is not a motive for departure. Most migrants come from blocked or locked countries where there is no realistic hope for

⁸ Commission Communication Europe 2020: Strategy for smart, sustainable and inclusive growth –COM(2010) 2020

change, where all efforts end in inertia, corruption or oppression and where there is no potential for lobby groups that could change the situation. Furthermore, when people are really poor, they need to save money before they can leave, which is a sizeable sum. Most migrants have social or cultural capital (aptitudes, training, and know-how) that they count on using in their country of reception to benefit the whole family.

The offer of a permanent, illegal job in their country of reception is met with tolerance or complaisance by the public authorities. It's easy: an illegal immigrant can find work as soon as they arrive.

Rather than Member States choosing their migrants, it is the migrants who choose their destination! Of course, it is possible to block certain routes, and all European countries are doing this with increased efficiency (sea patrols, checks before boarding aircrafts, pressure of countries of origin, preparing files, for example.). By granting entry visas sparingly, and applying strict rules and administrative procedures, it's possible to reduce the number of foreigners authorised to reside legally on the basis of family ties or right to asylum, for example. But will this reduce migration itself? By reducing the number of legal migrants, the number of illegal migrants increases – but the total number of migrants does not necessarily change. What most European countries are looking for today is an inversion of the current trend: a reduction of family immigration and an increase in work immigration, by attracting skilled labour.

Europeans are less mobile. Only 5 million have used the system of free movement, residence and work. And only 1.5% of people of working age live in a country that is not their own. But since 2005 the number of emigrants from the new Member States has increased. They are mainly Polish, Romanian and Bulgarian) and especially favour Ireland and the UK, which have opened their borders to new European workers.

Germany

Germany is the leading country for immigration in Europe. Since 1945, it has taken in three quarters of Europe's overall asylum seekers and attracted the greatest number of immigrant workers. In 2007, Germany had 6.7 million foreigners and 2.5million *new Germans* (Aussiedler⁹ and Jews from the former USSR). In 2000, it introduced a programme for the most qualified: the Green Card. But the programme did not achieve the success it had hoped for and was curtailed in 2004. In 2005, the new immigration law (Zuwanderungsgesetz) was adopted. This was an attempt to launch a new points permit inspired by the Canadian system. Germany

⁹ This term means people belonging to German population who previously lived in Eastern bloc, notably Poland and the Soviet Union, but who returned to Germany. Because of the discrimination they were subjected to, these people received particular attention. As well as their spouses and children, they were automatically granted German citizenship as well as integration support.

has also made numerous bilateral agreements with Eastern European countries that concern 800 000 workers.

Greece

Greece is one of the main entry points for Afghans, Iraklis and Africans. It also takes in migrants from its neighbouring countries, Albania and Bulgaria. Greece is the gateway to Western Europe. Out of the 553 000 foreigners resident in the country in 2005 (5.2% of the total population) the majority come from neighbouring countries (Bulgaria and Albania alone make up 67% of the foreign population.) Co-called 'Pontic' Greeks that returned after 1989 and obtained citizenship came from Georgia, Kazakhstan, Russia, Armenia and the Ukraine. 400 000 foreigners were granted citizenship in 1998. Two other waves of regularization occurred in 2005 and 2007. The ageing population of this country meant that the immigrant population increased rapidly in several stages: Albanians at the start of the 90s, migrants from the Balkans, India and Pakistan after 1995 and then, in 2001, Bulgarians, Sub-Saharan Africans, Romanians and Asians. Greece employs its migrants in agriculture, fishing, construction and tourism.

Italy

The Sicilian islands. Migrants come from neighbouring countries (Albanians, Tunisians, the former colonies) Ethiopians, religious networks from Poland and the Philippines, Egypt and China. In October 2007, the Italian finance minister Tommaso Padoa-Schioppa tried to promote immigration by declaring that foreign workers were a blessing for companies, for jobs needing low-qualified workers, and for elderly or handicapped people needing care. The return of Silvio Berlusconi changed this approach to a xenophobic policy of border closure.

Spain

Gibraltar, Ceuta, Melilla, the Canary Islands. The latter became a passing ground for Africans (9983 between January and June 2006 - five times more than in 2005). They mostly came from Somalia, Eritrea, Sudan, Niger, Ghana, Togo, and Cameroon. Neighbouring migrants came from Morocco, the former colonies and bilateral manual labour policies with the Ukraine. In Spain, the authorities praise the benefits of immigration. The immigrant population is made up of thirty tax-paying workers for each retired person. A 2006 report drawn up by the central government's finance office¹⁰ notes that the largely expanding immigrant population (4 million out of 44 million people) has 'largely positive effects on economic growth.' Its value is estimated at being from 30 to 50% of GDP. Moreover, immigrants contribute to the creation of new jobs (50% in the last ten

¹⁰ *Immigration and the Spanish economy, 1996-2006*, Oficina economica del presidente, November 2006

years) and bring in around 23 billion Euros per year for public finances, so 6.6% of the state budget. During the same period, the World Bank estimated that the 3% increase in total manual labour in industrialized countries due to immigration was the cause of 160 billion dollars in extra revenues.

With 2.7 legal foreigners in 2008, Spain is the country that has experienced the greatest growth in its foreign population in the last years.

Since 1990, 1145000 previously illegal workers have been regularized.

Over the course of the last 5 years, the arrival of three million foreigners has been the cause of half the country's GDP growth.

Impact for partner countries

Migration is a risky business in which everything is left behind except the capacity to work. This becomes the only asset for the migrant that has to take care of both himself and, usually, his family that stays in the country of origin. The society of reception takes advantage of this by reducing the cost of this capacity. Depending on the place and historical situation, this reduction is called 'protecting the national labour force' 'migration management' 'national preference' or 'selective immigration.'

The strengthening of border checks, limitations to the right to residence, restrictions on the right to work – these checks lead to an increased submission by those excluded. At the same time, as no control is capable of efficiently judging migration, irregular migrants remain available for work, at low cost. Today, there is a global trend in favour of temporary, circular and selective migration. But the limited nature of the systems in place explains the quest for residence and illegal work.

The European Parliament adopted by a large majority a directive that established sanctions on the employers of illegal immigrants. The adopted text, which had been negotiated with the Council, lays out sanctions on employers and the insurance of legal salary conditions for illegal immigrants. MEPs called for penal sanctions in the most serious cases and want to instil a sense of responsibility in companies as regards their treatment of subcontractors.

The illegal work of migrants

Of the 490 million people in Europe, more than 25 are foreign. It is estimated that there are between 5 and 7 million workers without permits in the EU. For them informal work is the only form of subsistence. Most of these people working non-declared are not sufficiently protected against the numerous risks to which they are exposed: illness and health problems, dangerous working conditions and loss of earnings. Yet all these are particularly important for migrant workers for whom work is by far the precious asset.

BEST PRACTICES IN SOME EUROPEAN COUNTRIES

BELGIUM: Service Voucher Scheme

A) BACKGROUND

Legal context

Like many other European countries, Belgian immigration policy uses a diachronic process, which ranges from an expansive open border policy to today's desire to reach a balance a balance between closed and open borders.

- Phase 1 (1946-1974): the opening up of borders to migration, bilateral agreements with Greece, Spain, Morocco and Turkey. Immigration is almost completely controlled.
- Phase 2 (1974-1983): the 1974 economic recession represents the closing of borders. It is an integrational phase, and one of support for immigrants (e.g. in 1976, there was a large political and associative coalition for the right for foreigners to vote in local elections).
- Phase 3 (1983-1999): Increase in the migratory flow to Belgium, although the need for labour remains limited. Globalisation leads to individual and collective migration strategies and family reunification becomes one of the principal reasons for settling in Belgium. By this stage, it is not a matter of welcoming immigrants, but rather stopping them from setting foot in the country.

E.g. the Gol law which restricts access for foreigners to certain so-called 'saturated' communities, and also limits the creation of detention centres.

- Phase 4 (from 1999 to today): migratory policies are responsible for creating a balance between closed and open borders.

E.g. the law of 22 December 1999, which allowed for the regularisation of some 42,000 illegal immigrants between 2000 and 2001.

Today, the Belgian government tends to fall in line with its European neighbours. The opening up to economic migration pushes European States to encourage 'useful immigrants', according to the needs of their economy or demographic situation. It also encourages European governments to reinforce control of irregular immigration and to a larger extent, of 'unwanted' immigration. Belgium enforces even stricter conditions in cases of family reunification, which has become the main reason for legal migration to the country within the last 40 years.

In terms of work permits, Belgium has three different types:

- Permit A, obtainable after 3 or 4 years of working in Belgium under Permit B. It allows the holder to work anywhere in the country.
- Permit B, lasts for a one-year work period, and is renewable for jobs which are unable to be filled from within the domestic labour market.
- Permit C, applicable for students, and asylum seekers.

In terms of federal regulation, the work permit is a public policy tool used to regulate the labour market, and the granting of which is a regional competence. In 2006 the number of work permits distinctly increased, Permit B in particular, which is often granted for highly skilled, successful workers. The duration of a type B work permit varies between 20 and 198 additional days, contrary to other sector and seasonal jobs, where the duration of type B permits is shorter (108 days on average in Flanders, for example).

Possible ways to regularise illegal workers

Foreigners staying illegally in a country have only got access to the arrangements provided for in article 9 of the 1980 law on entry into the territory, residency, the establishment and the removal of foreigners. Since the recent reform of June 2007, which integrated a series of criteria already in use by the Foreign Office into the law, the former article 9.3 on which all requests for regularisation were based, was retracted.

Article 9 is, and has always been, an enunciation of the general principal, meaning that any authorisation for temporary residency has to be requested from a foreign country. There are, however, two exceptions pertaining to this principal: exceptional circumstances (9bis) and medical reasons (9ter).

9bis (exceptional circumstances): although the reform specifies criteria on which admission can be refused, there is still the problem of admission tests. In other words, there is not always a positive definition of 'exceptional circumstances'. The reformed law only details circumstances which are not considered as 'exceptional'. Furthermore, new admissibility conditions are being introduced, such as the obligation to be able to produce identification documents, the only exception being for asylum seekers or foreign inhabitants who can present a valid reason for not being able to obtain the documents in Belgium.

9ter (medical reasons) : this article establishes a regularisation procedure for people suffering from "any medical condition as such that their life and their physical well-being is placed in danger or there is a real risk of inhumane and degrading treatment in cases where an adequate treatment does not exist in their country of origin or their country of residence." A school of doctors with access to a list of specialists treats these types of situations within the Foreign Office. A negative decision can be brought to appeal in front of the Council of Foreign Relations in the 30 days following the decision.

Source: Belgian debates for a migratory policy, Roi Baudoin Foundation, Februray 2008

Social and demographic context

Characteristics of immigrants in Belgium (type, qualifications)

In 2007, the number of foreigner entries into Belgium reached its historical peak. Almost 110,000 foreign immigrations were registered throughout the year: French, Dutch, Moroccans and Polish representing 14, 14, 9 and 8% respectively of foreign entries in 2006. Germans, Romanians and Turks represent about 4% of this figure, followed subsequently by almost every Mediterranean member in the European Union, the British and the Americans. With the exception of Morocco and Turkey, the bulk of the important migratory flows come from the European Union or wealthy countries such as the United States. In fact, the majority of immigration during recent years is mainly composed of European citizens. Out of the 83,433 foreign immigrations registered in 2006, 16,455,17 entries were linked to national communities (55%). These European immigrants came mainly from the former 15 Member States of the European Union as it existed before 2004 (37, 435 - 45% of the total number of entries). In 2006, the portion of immigrants from the 10 new Member States who entered the Union in 2004 remained weak. (8,282 - 10% of the total number of entries), and the same was true for those from Romania and Bulgaria who joined the Union in 2007 (3,856, around 5% of the total number of entries). The increase in migration numbers caused by this recent extension of the European Union can mainly be seen in recent years. This is above all true for the Polish, and to a lesser extent, the Romanians.

Social and employment policies regarding immigrants in Belgium

Belgium's new immigration policy was defined and presented in the governmental declaration of 28 July 1999, and is made up of two sections: immigration and asylum policy, and integration policy.

Authorised immigration in Belgium refers to:

- Freedom of movement for immigrants from the European Union;
- Migration within the framework of family reunification;
- The admission of foreign students for the length of their studies;
- Job migration for anyone seeking a work permit;
- The welcoming and protection of any person in danger or in need of protection.

Immigration and asylum policy

- A radical simplification of the asylum procedure;
- A removal procedure;

- Case by case regularisation procedure;
- The creation of an immigration observatory;
- The application of newly established reforms and procedures within one year;
- A 25% increase in capacity to welcome refugee applicants;
- The replacement of basic resources by material assistance;
- An improvement in the quality of the welcome procedure.

Integration policy in Belgium

Despite long-standing disparities between immigrants and locals in terms of employment, Belgium did not have a global integration policy until the end of the 1980's. In the 1990's, the question of integration into the labour market was looked at almost exclusively from the perspective of a fight against discrimination. It is only recently that attention has been redirected towards a more general immigration policy in the context of diversity policies and measures targeted indirectly at immigrants. In spite of this, however, public action remains strongly focussed on the anti-discrimination measure approach.

Responsibilities are shared between federal administration, the Regions (geographical) and the Communities (linguistical), who each have their own governmental structure. This complication, which highlights important questions concerning governance and public responsibility, makes the analysis of the policies' efficiency arduous to say the least, hence the need for more effective cooperation and exchanges of experience between these bodies, and between the different levels of administration.

There is also a certain lack of coordination between the different policies in use, with very little evidence of interaction between the various actors involved, in particular the different Regions.

Policies could be more transparent, better coordinated and take into account lessons learned from previous experiences. This step could also include a regular surveillance and comparison of the measures proposed by the different actors, and more of an emphasis should be placed on the results obtained. In this context, the regular publication of a report on integration at a national level could be foreseen.

Aims and objectives

In Belgium, the Government formed in March 2008 under the direction of Yves Leterme included for the first time a minister specifically in charge of immigration and asylum, demonstrating the importance given to policies needed in these areas. The governmental declaration devotes an ambitious chapter announcing the opening up to economic migration and the continuation of important reforms concerning foreigner's rights. These considered fundamental questions, such as family reunification, regularisation, or the acquirement of Belgian nationality. The

long political crisis which followed the June 2007 elections, and which, in a certain regard, continued after the formation of the Government upset the decision-making agenda, the announcement of which aroused much public concern.

On a social level, 2008 saw the continuation of, and increase in, the number of foreigners staying illegally in the country who wished to put pressure on the Government through concrete actions (invasion of public spaces, hunger strikes), to force it to apply some of its previously announced promises. Amongst the arguments which these movements put forward, the taking into account of the economic activity of homeless people was priority. These are more and more often defined as "workless" people. As such, the question of regularisation was combined with a new focus on economic immigration and the usual social partners (trade unions and employers organisations), were involved in a debate which grew into a real societal discussion.

On an institutional level, Belgium equipped itself with a public tool capable of producing high quality statistics about the 'flow' and 'stock' of foreigners. In 2003, following on from a European injunction, Belgium established itself as a "Point of contact" within a European migration network, responsible for collecting such statistics. In 2008, it was decided to extend the scope of this Point of contact by collaborating also with the Foreign Office, which since 2003, housed the High Commissary for refugees and stateless persons, as well as the Centre for equality and fight against racism. The two legal competencies of the Centre and its 'Migrations' department are: "to make public powers on the nature and size of the migratory flow more transparent" and "to look after the fundamental rights of foreigners".

B) DESCRIPTION OF THE BEST PRACTICE

Main components or parts of practice or strategy

The system of service vouchers was applied in Belgium in 2004 to fight against black market labour and to exploit the new pool of jobs offered by community services. This system above all helps employment policies rather than acting as a voluntary improvement of public services.

The service voucher scheme consists of payment coupons allowing users to pay for personal services, principally housework, which historically have often been paid for cash-in-hand. The consumers buy the vouchers for the unit price of €7.50 per hour, and then choose an accredited firm, which sends a worker to their house. The firm collects the vouchers from its clients, sends them to the issuing company, and is refunded €20.80 per voucher. In consequence, for every hour worked, the state contributes €13.30 to cover social insurance charges, administrative costs, training and supervision.

Services which are defined under the category of "housework" are:

- activities undertaken at the user's place of residence: cleaning of the house including windows, dishes and hallways, occasional small sewing tasks and the preparation of meals;
- Activities outside of the user's residence: food shopping, accompanying people of reduced mobility to various places, ironing, including the reparation of linen to be ironed.

Timing – start and duration

In 2004, following an employment conference in October 2003, a second generation of service vouchers was brought into use. The system by now distinguishes between two different categories of workers, A and B. The accreditation of interim agencies is also possible, through the creation of a "sui generis" section uniquely dedicated to the employment of people under a "service voucher work contract".

C) KEY ACTORS

Target groups

Different disadvantaged groups: long-term job seekers, from low skilled workers to locals and those who aren't professionally active (mainly house wives or beneficiaries of social welfare). The service voucher scheme is about placing people into employment, and not just the accompanying job seekers looking for reintegration into the labour market.

Stakeholders involved

Federal and regional levels:

The intended objectives are to refederalise the scheme for everything involving domestic assistance. In other words by taking entire responsibility for the financing of the measure the federal state is demonstrating its willingness to carry out an economic policy (to create the structure for an economic sector) and an employment policy (to fight against black market employment and create more jobs), which will no longer be based on responding to the social needs of the users (care workers looking after the elderly, handicapped, sick or children at home). Nevertheless, the Regions can always develop social policies through the service voucher scheme but they have to finance them themselves.

Other actors:

Certified companies, workers and users.

D) SUPPORTING LEGISLATION / FUNDS

Legislation that supports/facilitates the practice

See above.

Sources of funding

Federal contribution is notable in this system. One hour of work effectively costs 13,30 Euros, the user pays 7,5 Euros directly; and after the deduction of tax, one hour of work comes to 5,25 Euros. Workers benefit from a permanent work contract with the company and users are in possession of a flexible system.

E) RESULTS

Overall impact

Activities for which service vouchers are intended are mainly household activities and it is due to this fact that a lot of female immigrants find a way of integrating themselves into the Belgian labour market. Economic immigration of women developed a lot towards the end of the 1980's, coming mainly from the Eastern countries (especially Poland), then from South America and finally from West Africa and from the North (Ouali N., 2003). The increasing demand of European households for domestic services has been reflected in the number of jobs available. No matter whether they are formal or informal, job opportunities in the sector attract migrants and encourage new flows of migration.

As such, within the space of ten years, there has been a considerable global increase of women in work forces originating from different countries; rising from 33,6% in 1997 to 43,1% in 2003.

Concrete results

700 000 people use service vouchers in Belgium, and 2500 companies are part of the system with more than 100 000 jobs created. The budget set aside for services vouchers in 2009 was 1 million Euros.

F) LESSONS TO BE LEARNT

Success factors

- 1) Additional income from corporate tax: the service voucher scheme also generates additional earnings through corporate tax, following the creation of new or extended economic activity.
 - Growth in VAT earnings: another advantage consists in the growth of VAT income following an increase in consumption by workers within the service-voucher scheme.
 - Regularisation of the black market: an important objective of the service voucher scheme is the transformation of black market jobs into regular jobs. The growth in income from people's salary deductions and tax earnings following the regularisation of the black market have already been taken into account in the calculation of the return effects following the creation of direct jobs. Nevertheless, the regularisation of the black market brings with it other social advantages which are very difficult to calculate (e.g. the feeling of justice etc.)
- 2) One of the success factors is linked to other ways of training and recruitment to enter the service voucher scheme.
 - The institutional way: two possibilities remain, either to undertake training in domestic tasks, leading in the end to hiring under a permanent contract, or being introduced by a regional work organisation (l'ORBEM) with an accredited company.
 - The informal way through social networks. There are two possibilities, the "clean selection" (this is where the private household registers a domestic help (formally not registered) into the system. This method represents 50% of inscriptions to Randstad in Brussels. The domestic help could also act on their own initiative and leave their clients (if they are opposed to the scheme) and subscribe themselves, or be recruited by friends/relatives (in this case, recruitment is organised by those who have already registered to the service voucher scheme. Once they have subscribed, they encourage their friends, often of the same origin as themselves to register their professional activity under a service voucher contract).

Barriers/ bottlenecks and challenges

Further invest in training for immigrants and to put into practice a more flexible and harmonised system of recognising qualifications and skills acquired abroad.

Future issues

A higher rotation of staff.

Recommendations for policy makers

Numerous specialists have drawn up a certain number of recommendations such as the improvement of interregional collaboration and coordination, the harmonisation of public policies on a local level, the harmonisation of the work permit system between the three regions, a revision of the link between the work permit and the residency permit and also the regularisation of immigrants who do not have any identity documents, on an individual basis using clear criteria.

G) INFO DETAILS

Name of initiative/ project/ strategy

Service vouchers

Country/ region/ city

Belgium

Website

<http://www.emploi.belgique.be/>

GERMANY

A) BACKGROUND

Legal framework:

The legal framework for foreigners in Germany can be summarized as follows:

- EU nationals from EU member countries that joined the EU before 2004 enjoy full free movement. These people just need to register at a local residents' registration office (like native Germans) and then they are allowed to stay for an indefinite period in Germany and take up employment.
- Restrictive transitional arrangements are in place at least until 2011 for nationals from those countries that joined the EU after 2004 (e.g. Poland, Czech Republic, Hungary, and Romania), if a work activity is pursued in Germany.
- Foreign nationals who are not from an EU country will usually need a residence permit as a condition for legal entry to Germany and possibly a work permit.
- Special regulations apply to asylum seekers and nationals from certain countries with which there are special association agreements (e.g. Turkey) or because of other statutory instruments.

A residence permit for entry and residence in Germany may be granted as:

- ❖ Visa (Residence Act § 6),
 - ❖ Residence permit (Residence Act § 7),
 - ❖ Business permit (§ 9 Residence Act),
 - ❖ Permanent residence permit (for foreigners from countries who have lived for at least five years in an EU country (§ 9a Residence Act)
- or
- ❖ Toleration for humanitarian reasons (Residence Act § 60).

These permits might be coupled to a work permit by the "Federal Employment Agency" which has to take into consideration the kind of work the candidate is looking for and the candidate qualifications.

The political aim of these rules is to protect the German labor market and social system against radical changes by controlling the influx of foreign workers.

Definition of "Illegal Work"

If a foreigner living in Germany has no residence permit or if there was a time limit on it that has expired, her or his stay in Germany is illegal. Therefore it is usually also impossible for this person to have a legal employment.

A conceptual ambiguity in the definition of illegal work is created by the fact that an illegal employment can be exercised by Germans or foreign nationals with residence permits as well, if certain reporting requirements, tax and social security rules or working conditions are not met.

Further distinction should be dispensed with at this point.

Foreigners residing illegally in Germany are threatened by deportation if they are discovered.

Foreigners who have a residence permit, discovered in an illegal employment might also be imposed a fine. Employers, who have employed illegal workers, may under certain conditions be even punished by imprisonment (Law on Residence, Economic Activity and Integration of Foreigners in Germany, Law on the fight against undeclared work and illegal employment).

There will be further sanctions if in addition to its illegal activities the illegal worker received state benefits (e.g. unemployment benefits).

Number of people with a "migration background"* living legally in Germany

The "Report of the Commissioner of the Federal Government for Migration, Refugees and Integration on the situation of foreigners in Germany" of June 2010 describes the demographic situation as follows:

Germany 2008

Population total: 82.1 million (100%)

Of this population with

Migration background *: 15.6 million (19%)

Of these, with German

Citizenship 8.3 million

(* Immigrant people who have immigrated after 1950 or were born in Germany, but have at least one immigrant parent)

Around 4 million people with immigrant background are committed to the Islam.

The age pyramid for 2008 shows that the proportion of people with an immigrant background in the total population is particularly high in younger age groups:

Up to 5 years	34.4% of immigrant background
5 to 10 years	32.7% of immigrant background
25 to 35 years	27.3% of immigrant background
65 to 70 years	8.5% of immigrant background

According to the "Federal Office for Migration and Refugees" about 7 million foreigners living in Germany permanently came from the following countries of origin:

Turkey	1,658,083	8%
Italy	517,474	7.7%
Poland	398,513	6.0%
Serbia, Montenegro, Kosovo	456,451	6.8%
Greece	278,063	4.2%
Croatia	221,222	3.3%
EU excluding Italy, Poland and Greece	1,168,592	17.5%
Other States	1,996,358	29.8%

Figures and situation of illegal foreigners living in Germany

Reliable data on the number of illegal foreigners living in Germany do not exist. According to an estimate of the "Hamburg World Economy Institute" the number was 200,000 – 460,000 people in 2007. In 2005, it should have been up to 200,000 more.

Consequently, there is also no precise information about the countries of origin.

Nationals of EU Member States can practically not be illegally residing in Germany. However, it is assumed that for the majority of illegal immigrants there is a relationship to foreigners in Germany from the same origin, because a life is hardly possible in illegality without any support. Probably the majority of them are from countries whose citizens may not enter Germany without a visa (such as Russia, China) or will need a work permit (e.g. Poland, Czech Republic, Romania, Turkey).

It is assumed that the majority of them come to work to Germany only for a limited time (some only seasonal, such as the harvest workers in agriculture).

In theory, foreigners living illegally in Germany have extensive rights, such as health care, standard wage (even for illegal work), rights against the landlord, the right of education for their children etc. But these rights can be claimed only with the help of government agencies, which would thereby gain knowledge of the illegal stay. For this reason, these rights are almost never enforced.

The topic of illegal immigrants is currently of minor significance in the public debate in Germany. Depending on the political opinion, stricter controls and immediate deportation of illegal people living in Germany or the legalization of the residence and support for the social integration are asked by different political parties.

In recent legislative sessions, however, the federal governments (of different political composition) have taken various measures for the integration of foreigners and to curb illegal working, which probably can show some success and have helped to limit the scope of undeclared work in Germany (see below).

Extent of undeclared work in Germany

There is no reliable information about the total size of the underground economy in Germany because of the low empirical data. In addition there is a debate among experts on the correct method of calculation.

For 2009, the financial volume of illegal services is estimated by some experts to 350 Billiards €. 10 million people might be involved.

Reliable data on the proportion of immigrants in the black market do not exist as well. One estimate from 2004 assumed that illegally employed foreigners only account for 13% of the illegal economy as a whole. Presumably, the proportion of foreign to the German black workers is in some sectors significantly higher (domestic services, construction, agriculture, hotel and catering, cleaning, prostitution).

In comparison with OECD countries the black economy is estimated for 2006 for an average volume of 14.5%. Thus Germany is in the midfield. At the top are Greece (26.2%, even more recent sources indicate that 30-40%), Italy (23.2%), Spain (20.2%) and Portugal (20.1%). The United States (7.5%) and Switzerland (8.5%) have a significantly smaller proportion of the shadow economy on GDP.

Economic environment for the fight against illegal economy

Of great importance for the effectiveness of measures against the illegal economy are the conditions that make illegal immigration and undeclared work lucrative.

In the recent years Germany developed a low-wage sector, where now (2008) 20.7% of all legally employed work in (wages in East Germany less than € 6.87, in West Germany less than € 9.50). At the same time new regulations made it more difficult for employers to act in the illegal economy.

Under these conditions it is likely that attractiveness of undeclared work for both employers as for employees has significantly reduced, which, in assessing the effectiveness of certain measures should not be forgotten.

Under the special issue of foreigners or immigrants it must be taken into account that the unemployment rate is significantly higher than that of the German population, which might increase the willingness to work illegally.

B) DESCRIPTION OF THE BEST PRACTICE

Measures to combat illegal work

In recent years Germany took certain measures which practically combated undeclared work although some are causally related to certain integration problems. These measures are not only of restrictive nature.

The new regulations can be divided into the following areas:

- Increase efforts to the integration of foreigners at the federal level, supplemented by local integration programs:

These measures were not taken in the first place to fight the illegal economy but they are of great importance for the integration of foreign people and help them to find a legal job. It was thus the first time given to the fact that many foreigners live in Germany for years, without taking part in social life, without understanding the German school and education system etc. This seems to be true especially for migrants from Turkey and some other countries.

In 2004, the so-called Residence Act was passed, what key terms of the migration the new regulations to Germany and the first time the goal of integration has been underpinned by legislation.

Since 2007, a comprehensive nationwide list of measures caters for the integration of immigrants and their descendants. Language is considered the key to integration into German society, so nationally standardized language and integration courses which are centrally funded are offered free of charge or at low costs, esp. for migrants from the above mentioned countries.

Each integration course consists of a language course (600 lessons) and an orientation course (45 lessons). In the orientation course the migrants learn the values the German society is based on. After attending 645 lessons an examination is offered so that the participants can proof their language skills. The integration courses can be replenished with special courses (German as a business language etc.)

Migrants who came 2005 or later to Germany and who enjoy social benefits and third-country nationals with a long-term right to residency are obliged to attend an integration course if they speak little or no German. The obligation shall be determined by the provider of basic security or the local foreign affairs office upon granting the residency title.

Until spring 2010 more than 600.000 people joined the courses.

Successful integration requires mutual respect. This requires efforts from society and government but from the migrants themselves as well. Therefore the "National Integration Council" involves representatives of the federal government, strong

migrants' organizations, welfare organizations, sport, educational, cultural and youth bodies, women groups, voluntary workers etc. This is a forum to discuss all matters concerning integration.

As the foreign population has settled mainly in the urban areas of larger cities, most of these municipalities recognize the need to develop their own local integration plans (e.g. intercultural opening of public services, pre-school language and education courses, cooperation with migrant associations, voluntary pilot training, assistance in finding jobs, etc.). Many measures are offered in cooperation with the local employment authorities.

The situation is unclear at the moment, not least because the organization of the German employment authorities will be changed by 2011 which causes uncertainty especially for long term planning. But it can be assumed that more municipalities will develop local integration plans in the future.

Although there are no reliable investigations about the success of certain measures it is likely that they had positive effect on the willingness and necessity to work illegally.

- Strengthening of certain identification requirements and supporting documents for employers and employees

In 2004 also the "Law to combat undeclared work" (SchwarzArbG) was passed. This act and certain amendments in the "Fourth Social Law Book" (SGB IV) have made it possible that for certain economic areas, all workers have to have their passport or ID with them while on work. At the same time, employers were required to immediately report the employment record of a worker to social insurance. By this way, the authorities are now able to detect a possible illegal employment immediately. In addition, the penalties for violations were increased.

The supporting documents shall include stricter regulations for the following economic sectors:

- Construction,
- Hotel and restaurant,
- Passenger transport,
- Transport industry,
- Cleaners,
- Forestry.

- Strengthening the control of labor relations and the reorganization of Supervisors

The active combat of the illegal economy was transferred to the Federal Customs Administration. It is supported by various so-called "co-authorities" such as the local government.

The "Financial Control Undeclared Work" (TCS) is represented with a head office in Köln and about 6,500 officers at 113 locations in Germany. The employees of the co-authorities are represented throughout the country with a potential of over 15,000 experienced and knowledgeable local staff.

The original jurisdiction of such authority relates to undeclared work in connection with benefit fraud, tax evasion, violation of various notification obligations to the social benefit system as well as illegal foreign labor and trafficking for labor exploitation.

- Simplified reporting of employment, also for household employment

In addition to the aforementioned restrictive measures, the reporting system has been made easier for employers. This is of particular importance for small jobs in the home (home cleaning, childcare, etc.), because many of these "small employers" are not used to deal with public authorities and social security.

- Improving the tax deductibility of household employment and services for employers and employees

This measure is to create incentives and encourage private households as employers. Moreover, private households can now also make craft services tax deductible to the extent they are incurred for renovation, maintenance or improvement of private housing (within certain limits).

C) KEY ACTORS

Through the actions described different target groups are addressed:

- **Migrants** will be offered individual assistance for the social and professional integration.
- **Migrant organizations** were integrated in a social dialogue without compromising their ethnic identity with the **federal government ("National Integration Council")**.
- **Social, political and welfare organizations** and political and **voluntary workers** had been involved as well.
- The implementation of integration measures also contribute to the **municipalities and local stakeholders** and is not restricted to **central authorities**.
- For **Employers** it became easier and more lucrative to offer legal work. On the other hand the penalties were increased.
- The **control authorities** ("Financial Control Undeclared Work", police etc.) got more rights and better control instruments.

D) SUPPORTING LEGISLATION / FUNDS

Legislation that supports / facilitate the practice

See above

Sources of funding

The above mentioned measures are exclusively public funded.

The language and integration courses are centrally funded (Federal Government) and refinanced by the EU (European Social Fond). Under certain conditions the participants have to bear a small contribution themselves.

Local integration measures are often (partly) financed by the local employment authorities in cooperation with the municipality. Municipalities often initiate integration projects which might be partly refinanced by the EU.

But it should not be forgotten that in many local projects voluntary workers and welfare organizations are involved without any reimbursement of expenses.

E) RESULTS

Still going on

F) LESSONS TO BE LEARNT

There are different reasons that trigger undeclared work. The main reason of course is of economic nature. Therefore the combat against undeclared work can never be won just by restrictive laws and public prosecution, although the measures to enforce the law (and the consequent control system) are important and have to be extensive if necessary.

And not to forget: Undeclared work is not only a problem of minorities or migrants although the rate of undeclared work might be higher than of the native population. It is necessary to give everybody a fair chance in life. In regard to migrant people it is evident that most of them left their home countries mainly because of unemployment and low social conditions and standards. If they are not given the

opportunity to integrate into the new society they will be a breeding ground for undeclared work.

The nationwide 'integration plan' in Germany which consists of standardized 'integration courses' and a national 'Integration Council' supplemented by local activities seem to be an effective instrument to accelerate the integration of migrants in society and legal work.

On the other hand bureaucratic obstacles for legal employment have to be minimized and controls have to be optimized.

Undeclared work can only be combated successfully and limited by a set of coordinated measures which should consider the economic situation and the individual needs.

ITALY – SICILY – offering job opportunities for people arriving at the 'first welcome centre' in Messina

A) BACKGROUND

Legal context

The main legal provision concerning work in Italy has taken the name of its creator; Marco Biagi. He introduced new rules and juridical systems for modern working ways. Flexible, adaptable systems and rules are important to stop undeclared work, to protect jobs, and all the people that are looking for their first employment.

The government has specified the aims of this law in the "Libro Bianco" (White Paper), on the job market in Italy (October 2001). An agreement has also been signed by 39 trade-unions and is called the "Patto per l'Italia" (Pact for Italy) (July 2002).

A market of transparent and efficient work increases the opportunity of work, and guarantees everyone equal access to regular, high quality employment.

The 'permit of stay' is the first step for immigrants to access an opportunity for employment. Immigrants who are escaping their countries due to political, religious or civil unrest, and arrive in Italy, can ask for International protection.

In this last year the government has tried to regularise all the immigrants working in Italy, in order to stop undeclared work.

Social and demographic context

The economic situation in the Province of Messina is not very good, as there are no big industrial factories and production centres. The City of Messina covers 211.73 sq/km, on the coast's of the Ionian and Tyrrhenian seas. It has a population of 250,000 inhabitants.

Messina is the main commercial centre of Sicily, due to its key position for traffic to all the other small islands surrounding Sicily, and the Italian mainland. Local agriculture consists largely of grapes, olives and citrus fruits. The Industrial sector is represented by food products, metal fabrication, boatbuilding, printing, and third sector businesses.

As of January 2009 the population of immigrants in the Province of Messina was 7822, male & female (there are no updated statistics on immigrant numbers). The number of immigrants is broken down into the following nationalities: (in order of largest number): Sri Lankan, Filipino, Romanian, Moroccan, Polish, Chinese, Kosovan, Senegalese, Albanian, Ukrainian, Tunisian.

On the North coast of Sicily there are immigrants from India, Pakistan, Sri-Lanka, Romania, and Poland. They mostly work as house keepers, or with Sicilian families looking after older relatives.

On the South coast of Sicily there are immigrants of other nationalities, but mostly from the African continent. They are employed in the fields, as house keepers, and carers of the old.

A lot of attention is paid to young immigrants (children, teenagers) who are unaccompanied. There are many Associations of volunteers and private social workers interested in helping the immigrants, especially the under 18's.

Aims and objectives

The aim of this project is to enforce declared work, and to help with the integration of the immigrants, in the area they have decided to live. Most of them are doing the type of work that the local population wouldn't like to do, but what is important is that the work is legal. Only this can guarantee integration.

B) DESCRIPTION OF THE BEST PRACTICE

Main components or parts of practice/strategy

SISIFO is a consortium of Sicilian Social Cooperatives that work in the field of immigrants and home care.

In Italy, social cooperatives are a specific kind of cooperative enterprises, which work in the provision of social and educational services (type A social cooperatives) or the work integration of disadvantaged people (type B social cooperatives). All over Italy there are more than 7300 social cooperatives, employing more than 244 000 workers and producing an annual global turnover of 6,4 billion euros. Even if immigrants are not recognised disadvantaged workers for type B cooperatives, there are many social cooperatives operating in the field of immigration, either providing services and help for immigrants or helping them with job placement.

All non EU immigrants coming to Italy stay at Centro di prima accoglienza (CPA - First Welcome Centre), where they wait while applying for International protection. CPAs are located in the main locations where the immigrants arrive, namely on the costs of Sothern Italy, where immigrants' boats dock.

The CPA in Messina is managed by Consorzio Sisifo in agreement with the Ministry of Interior. Its main staff is composed by a director, two psychologists, two interpreters, one intercultural mediator, and one person who has contacts within the local territory.

Members of SISIFO staff elaborated this project idea, in order to help the immigrants' integration. Since they believe the best way to integrate people is through finding them employment, their project idea is focused on support to job placement.

SISIFO staff members organized the process in different steps:

The first step was an interview with the immigrants just arrived at CPA, in order to have a real idea of everyone's experiences, abilities and attitudes.

The interview was followed by a staff meeting, where the information about each immigrant was shared. The dialogue among SISIFO staff represented a crucial instrument, that allowed the staff to discuss possible mistakes, and ensure they all knew as much as possible about each immigrant. At the same time it was important to have a clear idea of what the market was offering, and what type of work the immigrants were looking for.

The final step was to cross the two: the immigrants' attitudes and capacities with the job offers.

Timing – start and duration

Since CPA opening, SISIFO staff came up with the idea to help the immigrants with their future integration. The most important thing to help them integrate was "employment".

This was the main reason why SISIFO staff started organising specific interviews with the immigrants. The interview aimed at understanding their knowledge and attitude, in order to help them to find an employment within the job market that was currently available.

This project lasted for 20 months, and it finished when the CPA closed.

C) KEY ACTORS

Target groups

During the 20 Months of opening, the CPA processed 531 immigrants. They came from the following countries: Somalia 200, Eritrea 150, Pakistan 14, India 33, Bangladesh 24, Ghana 15, Liberia 2, Nigeria 67, Benin 1, Guinea 3, Mali 2, Burkina Faso 1, Ivory Coast 1, Iraq 1, Chad 1, Togo 1, Syria 1, Senegal 1, Sudan 1, Sudan 1 (this list does not include the children born in Italy).

Stakeholders involved

The project was promoted by Sisifo, a Consortium of Social Cooperatives, operating in the health services and in social welfare since July 23rd 1999, year of its registration. Thanks to the competences acquired by the cooperatives mutually associated since 1980, it can operate in different critical sectors of the social health care, among which integrated home care (ADI), assistance to handicapped people, telecare system, management of Residential Care Units (RSA), hospices for sufferers of severe chronic or terminal pathologies, therapeutic communities and first aid centres. It also provides services and support to immigrants and other kinds of disadvantaged people (drug addicts, handicapped, etc). SISIFO managed Messina CPA for 20 months and provided CPA staff, that played a crucial role in offering a good service and giving a chance of integration.

An important role was also played by the local municipality and local public and private services. The contacts with local enterprises, third sector and associations were fundamental to identify job opportunities for immigrants.

Dynamic between actors

Formal and informal contacts, mutually understanding protocols and agreements.

D) SUPPORTING LEGISLATION / FUNDS

Legislation that supports/facilitates the practice

The CPA is a centre, funded by the Ministry of Internal Affairs, where non EU immigrants will stay and receive support. It is here that they wait for their court appearance, where a Commission will decide what kind of International protection to grant.

Sources of funding

The CPA had funding from the Ministry of Internal Affairs, to cover the basic needs of arriving immigrants (medical care, subsistence, psychological support). SISIFO did not have specific funding for this project, since support for employment is not included in the main services provided to immigrants arriving in Italy. Therefore, the project was undertaken by SISIFO staff so as to provide a better service at no extra cost.

E) RESULTS

Concrete results

During the 20 Months that the CPA was in operation, the centre processed 531 immigrants. In total there were 40 people involved in this project for legalising employment. We can say that there was a long term impact on about 3%. SISIFO staff used the waiting time for the 'permit of stay' to find the perfect job situation. Once they had the 'permit of stay' the immigrants could leave the camp, and start working in a legally justified job.

The women were given opportunities to work with elderly people or within families.

For the men the opportunities were more diverse, e.g.: baker, coffee-shop assistant, supermarket assistant, delicatessen shop assistant, soldering technician, carpenter, gardener, restaurant waiter, etc.

The nationalities involved were Eritreans, Pakistanis, Bangladesh's, Indian's and Somali's.

For many different reasons, the other immigrants left after working in the job that was found for them, and moved to the North of Italy, or even abroad.

F) LESSONS TO BE LEARNT

Success factors

- Having a good knowledge of the territory, its culture and traditions.
- The people trusted us, as we understood and answered their specific needs.
- The SISIFO staff members experimented a sheet containing all the important information, that gave a clear and transparent view of the immigrant's competence (skills audit). This sheet is designed around a system of quality (I.S.O. 9001/2008 etc.).

Barriers/ bottlenecks and challenges

Not all the immigrants were ready to accept what the working market was offering. Their expectations of what they could find in Italy were very high, and most of them had the idea of living in a big city, and not in a small area in the South of Italy.

Future issues

The local municipality was very important, but just one public stakeholder was not enough. For future projects it would be important to involve more stakeholders, at Provincial and/or Regional level also.

Recommendations for policy makers

SISIFO staff considers this project to have been successful, and would like to see it implemented into other CPAs.

Transferability

The skills audit is important for everyone and everywhere. It gives the opportunity to know as much as possible about each person and understand if he/she would fit in a specific job. This strategy is perfect for small areas where it is easy to know all the work opportunities, and cross them with the immigrant who has the specific ability.

This type of project could be used within other offices that deal with immigrants.

G) INFO DETAILS

Name of initiative/ project/ strategy: Lavoro per Integrare all'interno del CPA / undeclared work / placement

Country/ region/ city: Italy/ Sicily/ Messina

Contact person: Domenico Arena

Website: www.consorziosisifo.it

SPAIN

A) BACKGROUND

Legal context

The main Spanish regulations supporting projects for the development of aid and integration programs for immigrants are the following:

- *Orden TAS/1043/2007, de 18 de abril, del área de integración de los inmigrantes, solicitantes de asilo y otras personas con protección internacional del Ministerio de Trabajo y Asuntos Sociales.*
- *Resolución de 3 de junio de 2009, de la Dirección General de Integración de los Inmigrantes.*

The scope of these subsidies is the realization of programs to promote the social and Labor integration of the immigrants, asylum seekers, refugees, stateless persons and persons entitled to temporary or complementary forms of protection.

In addition, there is a broad legal framework regarding immigration. The latest modifications being as follows:

- *Real decreto 1161/2009, de 10 de julio, por el que se modifica el Real Decreto 240/2007, de 16 de febrero, sobre entrada, libre circulación y residencia en España de los Estados miembros de la Unión Europea y de otros Estado parte en el Acuerdo sobre el Espacio Económico Europeo.*
- *Real Decreto 1162/2009, de 10 de julio, por el que se modifica el Reglamento de la Ley Orgánica 4/2000, de 11 de enero, sobre derechos y libertades de los extranjeros en España y su integración social, aprobado por el Real Decreto 2393/2004, de 30 de diciembre.*
- *Ley Orgánica 2/2009, de 11 de diciembre, de reforma de la Ley Orgánica 4/2000, de 11 de enero, sobre derechos y libertades de los extranjeros en España y su integración social.*

<http://extranjeros.mtin.es/es/NormativaJurisprudencia/Nacional/RegimenExtranjeri a/InstruccionesDGI/>

Social and demographic context

According to the latest population register from 2009, there are currently in Spain 46.745.807 inhabitants, 12% of which are immigrants, a percentage that keeps

growing. Nearly 45% of the total amount of foreigners living in our country comes from Europe, followed by a 28% of South-American origin and a 17% from Africa.

This population groups face more difficulties regarding employment and suffer greater social exclusion.

In conclusion, immigration in Spain is developing into a main issue that needs to be addressed from multiple perspectives. Labor integration is a central element in order to tackle other social integration processes, particularly because, as we observe on a daily basis, unemployment and precarious working conditions affect most of immigrants and a great number of them are performing a professional activity that doesn't correspond to their qualifications and experience acquired in their home countries.

This idea make us consider that labor integration and professional development strategies addressed to immigrants should develop own competencies and potentialities, stressing own knowledge. We consider, therefore, this collective susceptible of searching for self-employment initiatives, responding thus to the needs of self-realization everyone has through his/her own life-project, self-confidence and hope for autonomy.

The experience this collective is developing in some professional sectors together with the *etnification* of work-force, allows them to stay in these sectors through initiatives of self-employment. These initiatives usually improve their work conditions, allow them to receive a more stable salary and potentiate their professional competences and entrepreneurship.

Nevertheless, immigrants very often face scarcity, instability, insecurity on employment and inconsistency between qualifications/competencies and the demand on Labor Market and possibilities of working employed by a third party.

CONFESAL stands for *Confederación Española de Sociedades Laborales de España* (Spanish Confederation of Worker-owned Companies). The Worker-owned companies and Social-economy entities have been detecting new demands on local environments. This has generated a capacity to respond to these demands through our organization, in a structured way. This is to say that Social Economy has

allowed the systematization of the supply in relation to the environment, meaning a main strategy in the social and labor integration of important collectives.

In this same sense, entrepreneurship through Social Economy, is an alternative for immigrant collectives for it allows:

- To regularize precarious employment or underground economy.
- To provide flexibility to employment-creation processes.
- To work collectively, from a solidarity and mutual-support based perspective.

Immigration is an entrepreneurship in itself. To leave one's home-country looking for a better future entails taking risks, is a bet on a better life. Moreover, many immigrants are highly educated, have already developed an economic/professional activity in their countries or origin, work for a third party in our country and/or perform underground economy activities. This brings us to the conclusion that any model for working with immigrants must be based in the recognition of their competencies and must be a shared process, whose aim must be to channel these competencies and capacities into the development of the integration processes, in this case about the possibility of integration through self-employment.

To do so, it is necessary to give the entrepreneur-immigrant access to integrated systems for assistance and Advise on self-employment. These actions must begin with the recognition of own competencies stressing own knowledge.

On social intervention projects, innovation comes from the combination of action lines in order to develop strategies aimed to different collectives. On that sense, GENERA program is highly innovative because it defines an itinerary that contemplates the development of lines capable of generating in one single space, the tools that, integrated, would make self-employment possible, giving value and supporting the entrepreneurship of users.

Moreover, it is in our opinion a necessary program:

- Answers to an urgent and repetitive demand of competencies recognition from the immigrant collective.
- Because it brings about an interaction with the user, through the recognition and development of own competencies for the implementation of the actions.
- The starting point is integration and leveraging of existent resources, both public and private, with the goal of developing competencies and that, systematized in a model consistent with the goals.

Aims and objectives

The general goals of the program are:

- Support of Labor integration of the immigrant collective through self-employment, stimulating the development of own competencies and entrepreneurship.
- Stress the value and stimulate the knowledge acquired by immigrants in different areas, formal as well as informal

OPERATIVE OBJETIVES

Objective 1: Consolidate collaboration strategy of key Agents on the development of actions for recruitment and selection of users of the program, transference of experiences, complementarities with other actions and resource optimization.

Objective 2: Develop an analysis system of entrepreneur competencies which is triggered by a process of recognition of knowledge acquired through life.

Objective 3: Develop an integrated itinerary for self-employment, addressing the creation of Business, promoted by immigrants, base don the recognition and value of their own competency.

B) DESCRIPTION OF THE BEST PRACTICE

Main components or parts of practice or strategy

Genera program targets the immigrant collectives, which is an intervention strategy based on:

- The development of self-employment initiatives, as a social and labor integration strategy for immigrants.
- Leveraging and fostering their own personal and professional capacities to face these processes through giving value to their entrepreneurship.
- Leveraging and optimization of orientation resources, self-employment, sponsoring entrepreneurial initiatives, job-search and labor market mediation.

Phase 1: Definition, selection and coordination with key agents on the search of users for the program.

The goal of this action is to consolidate the outcomes of the previous *Genera* programs with Key Agents. We are currently working on these programs in Madrid, Andalucía, Comunidad Valenciana, Cataluña, Castilla-León and Región de Murcia involving a great number of Local-development Agencies, integration entities, organizations working with immigrants and financial institutions, all entities in the regional sphere. Through this coordination, we work on referral processes, follow-up and joint evaluation of the outcomes of the individual actions.

Phase 2: Integrated entrepreneurial Itinerary.

The itinerary is defined at the beginning of the project implementation by every promoter. In spite of being dynamic and adaptable as variations might arise, it constitutes an action plan and a commitment from the entrepreneur.

This Integrated Itinerary designates an action of accompanying, advising, and providing orientation and financial support whose aim is to establish work criterion based on user's competencies. As we previously stated, we believe these competencies to be of capital importance on immigrant's profile.

The action of advising, as an intensive follow-up of the project implementation for this kind of initiatives, (as well as for the promoter) must be not only technically performing but also needs to have a social development- perspective.

Support and advise actions will be developed, using methodologies aiming to walk away from the traditional view of the advisor as an "external advisor", providing "technical solutions" sometimes hardly feasible and most of the time incomprehensible for the user.

On the contrary, the methodology that will be used will be very similar to the one used on formative actions: Participative methods, departing from the actual user's experience, and bringing the advisor on board. The idea is to review together in a different way, making business management tools available to the project and the promoters instead of the other way around.

The itinerary will be individualized and adapted to the concrete needs of the promoters, reviewing and adapting tasks and timelines to demands, possibilities and needs on a regular basis. This adjustment will be made possible by the implementation of an on-going evaluation of the project.

Itinerary phases:

- Pre-feasibility

This is a main phase in the process where the business concept is analyzed and worked on. The development of this phase will shape the whole process, bringing about key figures for the planning. A planning model is attached.

In this phase the advisor on the program will develop a _____ on the business concept, economic capacity, group capacities and strengths and weaknesses of the business concept.

- Creation of a Business Plan

The entrepreneur, with the advisor's support, will develop an in-depth business plan containing the business concept and this business concept in comparison with the existing market. The goal is to provide all needed elements in order to assess the viability of the venture.

But this is not the only goal, the business plan will also be used to present the project and as a resource to improve the business concept and adapt it to the market needs and concurrence.

- Support Service for Financing new projects
- Without any doubt, one of the main difficulties new projects face is getting external founding. This difficulty increases when the persons involved belong to collectives already facing difficulties. For this reason, we implement, as part of the actions in the system the mediation with financial entities. Accompanying on the Business foundation.

The goal is to provide support with paperwork, constitution of the Business and the set-up of every entrepreneurial Project, helping overcome barriers with administrative and legal requirements, especially in the following fields:

- Unemployment compounding
- Inscription on Self-employment tax
- Solicitud de la certificación negativa de denominación
- Elaboration of foundational document
- Qualification of the foundational document
- Attested foundational document
- CIF Application
- Registration
- Inscription on Trade Tax
- Assurance under the social security scheme and shareholder's inscription
- Statutory books

Timing – start and duration

From 2005 to date, CONFESAL has been developing together with the Ministerio de Trabajo en Inmigración, through the Dirección General de Integración de los Inmigrantes, body belonging to the Secretaría de Estado de Inmigración, the Genera Program.

The actions proponed have duration of one year.

C) KEY ACTORS

Target groups

The beneficiary persons of the program are:

- Immigrants presenting a high social vulnerability degree and meeting the following requirements:
 - Immigrant women with family on charge and low qualifications.
 - Immigrants working on insecure labor conditions
- Asylum seekers and other internationally protected persons.

The actions are taken regarding immigrants on possession of a work-permit and residence or residence only, i.e. regularized immigrants.

Stakeholders involved

AEMTA (Castilla-León); AMUSAL (Murcia); FESALC (Cataluña); ASALMA (Madrid); FEVES (Comunidad Valenciana); FEANSAL (Andalucía); FECMES (Castilla- la Mancha).

Dynamic between actors

We are working with Key Agents in Madrid, Andalucía, Comunidad Valenciana Cataluña, Castilla-León, Región de Murcia and Castilla-La Mancha, with a meaningful Lumber of Local Development Agencies, Labor Integration Agencies, organizations working with immigrants and financial entities, all Local organizations. We intend to work, through this coordination the derivation processes, the follow-up and joint evaluation of the results of the individual actions.

Every entity, which is associated to CONFESAL, is working on their influence radio and region and coordinates between themselves so that every entity would follow

the same indications and kind of actuation, aiming for the same goals which are the ones that appear on the program.

There is a common tool, hosted on the web of the Ministerio de Trabajo, on which every entity registers the new users, business created, new self-employed, their home-country, etc. This way we can elaborate reports and obtain statistics of the results, filtered by year, immigrants' origin, actions taken, actions taken by region, etc.

The main coordinator of the project is CONFESAL, who collects all needed information from the entities to elaborate the justification at the end of each year and presents it to the Ministerio de Trabajo, which is in charge of the supervision and sponsors the project.

D) SUPPORTING LEGISLATION / FUNDS

Legislation that supports/facilitates the practice

- *Orden TAS/1043/2007, de 18 de abril, del área de integración de los inmigrantes, solicitantes de asilo y otras personas con protección internacional del Ministerio de Trabajo y Asuntos Sociales.*
- *Resolución de 3 de junio de 2009, de la Dirección General de Integración de los Inmigrantes*

Sources of funding

European Social Fund and the Ministerio de Trabajo e Inmigración.

E) RESULTS

Overall impact

Regarding program output, we have a strategic planning in mind as we stated before. To do so, integration of new instruments, based on existent resources and

the development of these actions are needed. These are articulated proposal instruments that support the sustainability of the program, especially long term. These are the first of the program's results in terms of innovation, transferability and sustainability. These together with the direct results on beneficiary population, make the Genera Program an integrated set of actions with an important impact on referent agents and objective public. In order to guarantee an on-going evaluation process we have overseen the development of a three-monthly activity report and a yearly final report. These reports will be shared with the key agents, the users of the system and of course with the technicians of the program.

The evaluation process will :

- The user's input through evaluation forms and self-evaluation forms at the end of the service.
- The evaluation and follow-up of the technicians and some key agents which will be directly involved in the program through program reports, expected on the follow-up system.

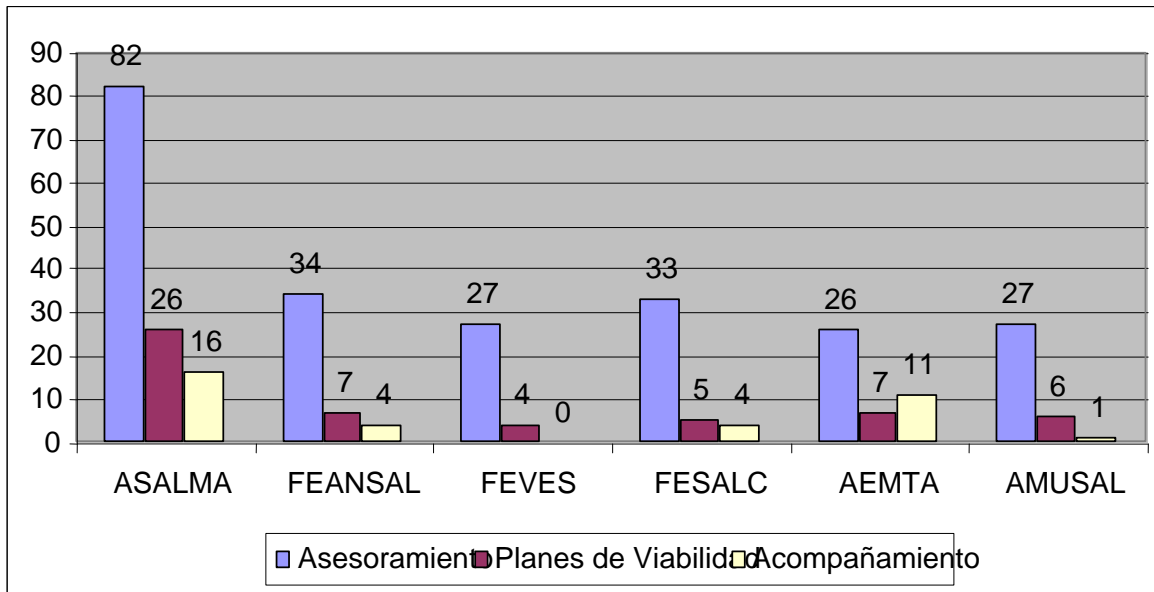
A follow-up of specific processes on the planned itinerary will be set on place too: Business plans, and accompanying to the Business set-up. The results itself are fundamental tools for evaluation.

On this field we will be analyzing:

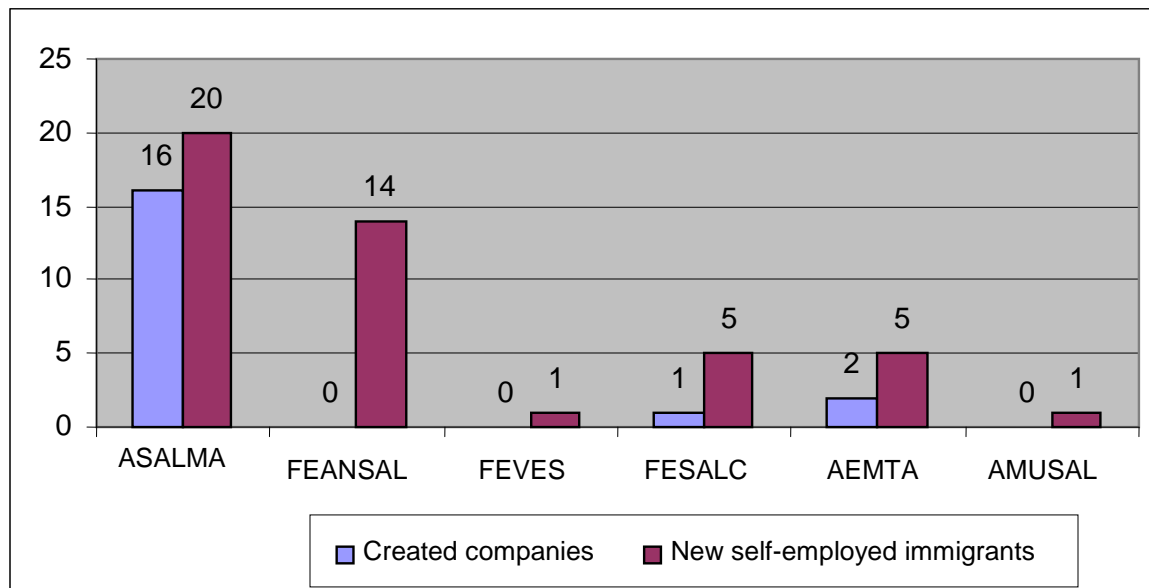
- The viability of the projects: regarding socio-cultural factors, institutional support and technological support.
- The impact of the program on the target community.
- Analysis on the situation of human resources through personal evaluation and group evaluation.
- Analysis on the suitability of the participants regarding economic and financial needs of the entrepreneurial projects.
- Evaluation on the promoter facing the environment and the product/service facing the environment.

Concrete results

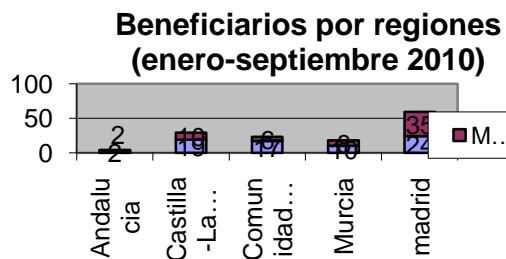
Actions taken in 2009 on the field of Support, Viability Plans and Accompanying Actions:



Regarding Business creation, a total of 19 new ones were created in 2009. 46 immigrants registered as self-employed, being Madrid, through ASALMA entity where more Business were created.



The users of the Genera program during the current year, by Comunidad Autónoma taking part, are as follows:



By country of origin, most of users come from Morocco, Bolivia, Ecuador and Venezuela. The amounts of actions implemented on the current year are as follows:

Goal Region	KIND OF ACTION	ACCIONES MEN.	ACCIONES WOMEN.	TOTAL ACCIONES.
Goal region 1	Total Accompanying	1	2	3
	Total Founding research	3	5	8
	Total set-up of a Business plan	29	27	56
	Total Training	0	1	1
	Total Coaching and Support	60	32	92
	Total Other	5	3	8
	Total región objetivo 1		98	70
Goal region 3	Total Accompanying	0	3	3
	Total Founding research	0	4	4
	Total set-up of a Business plan	8	74	82
	Total Coaching and Support	49	78	127
	Total goal region 3		57	159

F) LESSONS TO BE LEARNT

Success factors

- Immigrant population has a strong personal and professional factor for entrepreneurship.
- The information received by beneficiaries has been extremely useful when starting up a business, on legal aspects as well as work-related.
- The business concepts we have processed have the following characteristics: Usually do not need a high initial investment, it is related to the work for a third party they have been performing on our country, belong to the service sector and most of them are located in the places of residence of immigrant population.

Barriers/ bottlenecks and challenges

- The support needed by the immigrant when starting a Business is wide, particularly when regarding paperwork and documentation.
- Problems due to the lack of proficiency of the Spanish language.
- Some immigrants refuse to request work-permit on their behalf, which is needed in order to start-up a business.
- Difficulties on dealing with certain founding resources, as microcredit system.

Recommendations for policy makers

To revise founding methodologies, in order to make them easier to manage and request. On the local level, the Spanish language proficiency should be implemented within the immigrants, for this will be essential on the set-up of their business and the contact with customers and providers.

Transferability

GENERA Project consists on the development of an on-going support of the set-up of business structures with a social economy orientation. In fact, the project started in Madrid and Andalucía on its first phase, on the second it was extended to Comunidad Valenciana and Cataluña and on the third to Castilla-León and Murcia. On the last phase, it reached Castilla-La Mancha.

G) INFO DETAILS

Name of initiative/ project/ strategy

PROYECTO GENERA: Preparation and accompanying on the set-up of self-employment initiatives.

Country/ region/ city

Spain

Geographies:

- 1st Phase: Comunidad de Madrid (Asalma) y Andalucía (Feansal).
- 2nd Phase: Comunidad de Madrid (Asalma), Andalucía (Feansal), Comunidad Valenciana (FEVES) y Cataluña (Fesalc).
- 3rd Phase: Comunidad de Madrid (Asalma), Andalucía (Feansal), Comunidad Valenciana (FEVES), Cataluña (Fesalc), Castilla y León (Aemta) y Murcia (Amusal).
- 4th Phase: Comunidad de Madrid (Asalma), Andalucía (Feansal), Comunidad Valenciana (FEVES), Cataluña (Fesalc), Castilla y León (Aemta) y Murcia (Amusal). En esta última fase, Castilla-La Mancha, a través de la Federación Empresarial de Castilla-La Mancha de Economía Social (FECMES).

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