



# European Platform Tackling Undeclared Work: Work Plan 2023 and proposals for 2024- 2025

**March 2022 (updated in Dec 2022)**



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# 1.0 Work plan 2023

## 1.1 Background

Transforming undeclared work into declared work requires the contribution of a wide range of institutions, enforcement authorities and stakeholders, including social partners. The European Platform tackling undeclared work (hereafter the Platform) aims to enhance cooperation in tackling undeclared work in its different forms.

The Platform consists of over 50 representatives including ministries and enforcement authorities, cross-sectoral and sectoral social partners. Since the Platform was created in 2016, through activities and practical support, it has helped to develop capacity and knowledge alongside a culture of mutual trust and cooperation among its membership, providing a solid foundation for future work.

The Platform is well on its way to the successful implementation of three two-year work programmes. It has brought together 2 897 participants<sup>1</sup> to cooperate on a wide range of critical issues, expanding the knowledge base and understanding of undeclared work. Through these ambitious work programmes, it has sought to balance deep analysis of undeclared work and effective policy solutions in key sectors (e.g. collaborative economy, agriculture and transport), with mutual learning on how to innovate methods (e.g. through risk assessment, data mining and information exchange) or enhanced cooperation between its members and observers (e.g. between labour inspectorates and social partners). Awareness-raising has become a growing part of the response to undeclared work, including through two successful information campaigns (#EU4FairWork and #Rights4AllSeasons).

The leitmotif has been applying a holistic approach to tackle undeclared work, where national governments join up strategy and operations and cooperate with social partners and other stakeholders to employ the full range of direct and indirect policy measures. While steps have been taken to develop this approach, more can be done to operationalise these synergies into more effective outcomes.

The transition of the Platform to the European Labour Authority (ELA) as a permanent working group has provided new opportunities to address these challenges in coordination with other ELA responsibilities such as supporting concerted and joint inspections, promoting analysis and risk assessment or awareness raising for a fair European labour market.

## 1.2 Strategic priorities

The Platform will continue to work based on the four strategic priorities, as in the 2021-22 work programme:

- ▶ **Strategic Priority 1: Cooperation and joint action**
- ▶ **Strategic Priority 2: Mutual learning**
- ▶ **Strategic Priority 3: Increasing Knowledge**
- ▶ **Strategic Priority 4: Communication and reporting**

The strategic priorities are underpinned by strong thematic priorities and ways of working adapted to context and challenges. These include the continuing effects of the COVID-19 pandemic, increase of e-commerce,

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<sup>1</sup> From 2016 to 12 October 2022.



and the changing world of work, platform work, teleworking and complex contractual arrangements<sup>2</sup>, enhanced monitoring of progress in tackling undeclared work, exchange between national authorities (holistic approach), and information activities.

The strategic priorities and related activities are interlinked and reinforce each other. Synergies not only across activities, but also with the broader ELA work programme, have been sought and are being strengthened. The draft Single Programming Document for 2023-2025 highlights that the Platform will continue contributing to fair labour mobility, while preserving activities concerning the national dimension of undeclared work and the holistic approach, helping to create further network effects. The Platform's activities on the cross-border aspects of undeclared work should support the operational tasks of the Authority. This work plan aims to help increase public awareness of issues related to undeclared work, the improvement of knowledge on undeclared work, including its causes and regional differences.

The work plan uses a wide range of tools, working and mutual learning approaches. Platform seminars and thematic review workshops are foreseen each year, with follow-up and study visits, staff exchanges, mutual assistance projects and peer learning dialogues to help build capacity and share experience across Member States. Importantly, this will allow for multiauthority cooperation, regional actions and initiatives involving sectoral (national) social partners. Strengthening the participation of other relevant stakeholders and non-governmental organisations will also be considered.

The Platform's important role as a provider of new knowledge continues. Studies will provide in-depth analysis on relevant issues while practical toolkits focus on operationalising that knowledge and sharing it more widely with relevant stakeholders. In addition, webinars have been strengthened as a learning format for the new work plan, in particular to reach out to wider groups (including national social partners), disseminate expertise and also partly to allow for shorter discussions on specific topics. An external service provider will facilitate the practical implementation of the tools.

This 2023 work plan addresses a broad range of issues with a range of approaches to help transform undeclared work into declared work. In particular, it:

- ▶ Allows the Platform to build on its strengths, including on information exchange and sharing among practitioners, and knowledge creation;
- ▶ Will continue to include a mixture of demand-driven and more operational activities;
- ▶ Aims to build understanding of undeclared work, innovative approaches, sectoral approaches, preventative and deterrence measures, capacity building, cooperation at national level and cross-border cooperation;
- ▶ Keeps a strong focus on holistic approaches, involving different authorities (e.g. tax, social security authorities and social partners);
- ▶ Retains the attention on information/communication regarding undeclared work using social media and other more traditional channels, while creating strong synergies with overall ELA communication approaches.

Activities proposed for the 2023 Work Plan are presented in Table 1.

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<sup>2</sup> E.g., subcontracting, supply chains and labour market intermediaries.



**Table 1. Activities proposed for the 2023 Work Plan**

Platform tool	Description	Activities in 2023
<p><b>Strategic Priority 1: Cooperation and joint activities</b>  <i>Enhance cooperation between Member States' relevant authorities and other actors; improve the capacity of Member States' different relevant authorities and actors to tackle undeclared work.</i></p>		
<p>Staff exchanges and joint activities</p>	<p>Demand-driven staff exchange programme, helping to build deeper knowledge on a topic, practice or process or to prepare joint activities. Among other, staff exchanges can promote regional initiatives, multiauthority cooperation or involve national social partners.</p>	<p>These are on demand activities.<sup>3</sup>  Call for applications in Q1 2023. Four-day visits for up to 30 participants each year.</p>
<p>Mutual assistance projects</p>	<p>Demand-driven projects giving Platform representatives the opportunity to be counselled by peers in strategic areas.  Mutual assistance projects should be tailored to the needs of the hosting country.</p>	<p>Up to two MAPs, on request by Member States.</p>
<p>Peer learning dialogues</p>	<p>Demand-driven approach supporting cooperation in a smaller setting around specific topics or in regional areas, or to test new approaches and methods.</p>	<p>These are on demand activities. Call for expression of interest in Q1 2023.</p>
<p>Subgroup meetings</p>	<p>Giving Platform representatives an active role in shaping the network's activities. Subgroup meetings provide a flexible way to accommodate Plenary requests or emerging needs.</p>	<ul style="list-style-type: none"> <li>▶ Evaluating social ID cards as a tool for tackling undeclared work, including in subcontracting chains (Q1)</li> <li>▶ Subgroup on Information and Communication (see also Strategic Priority 4)</li> <li>▶ Other topics possible, TBC</li> </ul>

<sup>3</sup> Note that there is a possibility that staff exchanges could be redesigned and a single programme created for the whole Enforcement and Analysis Unit covering undeclared work and concerted and joint inspections (tbc).



Plenary meetings	The Plenary meetings will combine thematic discussions on a dedicated topic, followed by regular up-dates on key developments at national and European levels impacting on the Platform and its work.	<p>Two Plenary meetings:</p> <ul style="list-style-type: none"> <li>▶ March 2023: Teleworking (possibly to be combined with other aspects of the changing world of work);</li> <li>▶ November 2023: Cooperation between enforcement authorities and NGOs as well as other private partners</li> </ul>
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**Strategic Priority 2: Mutual learning**  
*Improve the capacity of Member States' different relevant authorities and actors to tackle undeclared work; establish tools for efficient sharing of information and experiences*

Seminars and thematic review workshops	<p>Platform seminars contribute to exploring specific thematic issues and emerging practices, as well as key sectors affected by undeclared work.</p> <p>Thematic Review Workshops aim to support Platform representatives in improving their efficiency through more in-depth mutual learning and problem-solving.</p>	<ul style="list-style-type: none"> <li>▶ Undeclared work in the construction sector (Q2)</li> <li>▶ E-services: digital solutions to tackle undeclared work” to identify further good practices (Q4) – <i>linked to study in Q2</i></li> <li>▶ Means and instruments used as a proof of undeclared work (Q4) – <i>linked to study in Q3</i></li> </ul>
Webinars and Training webinar	Webinars can be used as stand-alone or as a complementary activity to other activities	<ul style="list-style-type: none"> <li>▶ Topics to be decided at a later stage according to needs. Webinars could be used to disseminate results from other activities to a wider audience.</li> </ul>
Follow-up and study visits	Enable a smaller group of representatives to explore a topic in more detail. They can be organised following a thematic review workshop or upon request.	<ul style="list-style-type: none"> <li>▶ Up to three follow-up and study visits (demand-based)</li> </ul>

**Strategic Priority 3: Increasing knowledge**  
*Improve the knowledge of undeclared work, including causes, regional differences and cross-border aspects.*

Studies	Studies help research new areas and build the knowledge base of the Platform.	<ul style="list-style-type: none"> <li>▶ Means and instruments used as a proof of undeclared work (Q2)</li> <li>▶ Range of e-services to tackle undeclared work (Q2)</li> <li>▶ Evaluating the demand-side of undeclared work and policy responses targeting public procurement and purchasers (Q4)</li> </ul>
Toolkits/ handbooks	Toolkits provide practical, hands-on guidance based on accumulated evidence from previous events such as	<ul style="list-style-type: none"> <li>▶ 1-2 practical toolkits, topics TBC</li> </ul>



thematic review workshops, papers and good practice results.

#### **Strategic Priority 4: Communication and information**

*Increase public awareness of issues relating to undeclared work and of the urgent need for appropriate action; encourage Member States national authorities to step up their efforts to tackle undeclared work.*

Communication and information activities	Information and communication activities to encourage national authority action, or employer and employee awareness	<ul style="list-style-type: none"> <li>▶ Promote multiauthority cooperation and networks [see staff exchanges and joint activities under Strategic Priority 1]</li> <li>▶ Coordinated national and ELA activities [see joint activities under Strategic Priority 1]</li> <li>▶ A collaborative workspace of the Platform</li> </ul>
Subgroups		<ul style="list-style-type: none"> <li>▶ Support to ELA campaign activities, topic TBC</li> </ul>
Awareness raising / campaign activities	Campaigns aim to increase awareness of benefits of declared work.	<ul style="list-style-type: none"> <li>▶ Activities supporting central ELA campaigns, TBC</li> </ul>
Good practice fiches - lessons from different countries	Fiches will showcase effective practices in different countries and covering various topics, building on examples from events, studies and other activities.	<ul style="list-style-type: none"> <li>▶ 20 fiches covering various topics</li> </ul>
Electronic newsletters	Newsletters contain recent information relating to undeclared work, its wider policy context and the activities and results of the European Platform and its member organisations.	<ul style="list-style-type: none"> <li>▶ Two to four newsletters each year (possibility of merging several ELA newsletters)</li> </ul>

The specific timing (quarters) is indicative and may be modified.



## 2.0 Proposals for the work plan 2024-2025

The table below highlights specific proposals for activities for the remainder of the single programming document period, namely 2024 and 2025.

Reflecting the difficulty in planning three years ahead and the possible changes in the world of work as well as to ensure the synergies and complementarities between the activities of the Platform and other ELA tasks as well as the European Commission, a certain level of flexibility has to be ensured to implement the activities effectively and efficiently, therefore the Platform Secretariat may adapt the proposed activities.





**Table 2. Activities proposed for the Single Programming Document 2024-2025 period**

Platform tool	Description	Activities in 2024 or 2025
<p><b>Strategic Priority 1: Cooperation and joint activities</b>  <i>Enhance cooperation between Member States' relevant authorities and other actors; improve the capacity of Member States' different relevant authorities and actors to tackle undeclared work.</i></p>		
Staff exchanges and joint activities	Demand-driven staff exchange programme, helping to build deeper knowledge on a topic, practice or process or to prepare joint activities. Among other, staff exchanges can promote regional initiatives, multiauthority cooperation or involve national social partners.	These are on demand activities. <sup>4</sup> Call for applications to be launched in Q1 of each year. Four-day visits for up to 30 participants each year.
Mutual assistance projects	Demand-driven projects giving Platform representatives the opportunity to be counselled by peers in strategic areas. Mutual assistance projects should be tailored to the needs of the hosting country.	Up to two MAPs each year, on request by Member States
Peer learning dialogues	Demand-driven approach supporting cooperation in a smaller setting around specific topics or in regional areas, or test new approaches and methods.	These are on demand activities. Call for expression of interest in Q1 of 2024 and 2025.
Subgroup meetings	Giving Platform representatives an active role in shaping the network's activities. Subgroup meetings provide a flexible way to accommodate Plenary requests or emerging needs.	<ul style="list-style-type: none"> <li>▶ Safe reporting and complaint mechanisms for workers to denounce abuse and seek support</li> <li>▶ Development of checklists/self-evaluation tool for workers and/or employers</li> <li>▶ Subgroups on information and communication (see Strategic Priority 4) New forms of work / regularising work in the transformative world</li> <li>▶ Other topics possible, TBC</li> </ul>
Plenary meetings	The Plenary meetings will combine thematic discussions on a dedicated topic, followed by regular up-dates on key	Two Plenary meetings per year:

<sup>4</sup> Note that there is a possibility that staff exchanges could be redesigned, and a single programme created for the whole Enforcement and Analysis Unit covering undeclared work and concerted and joint inspections (tbc).



developments at national and European levels impacting on the Platform and its work.

- ▶ March 2024: Approaches to encourage and support compliance by employers;
- ▶ October/November 2024: Improving KPIs and data collection to tackle undeclared work.
- ▶ March 2025: TOPIC to be proposed by the Platform
- ▶ October/November 2025: TOPIC to be proposed by the Platform

**Strategic Priority 2: Mutual learning**

*Improve the capacity of Member States' different relevant authorities and actors to tackle undeclared work; establish tools for efficient sharing of information and experiences*

Seminars and thematic review workshops

Platform seminars contribute to exploring specific thematic issues and emerging practices, as well as key sectors affected by undeclared work. Thematic Review Workshops aim to support Platform representatives in improving their efficiency through more in-depth mutual learning and problem-solving.

- ▶ Impact of the pandemic on undeclared work
- ▶ Challenges of under-declared work among high-skilled workers
- ▶ Use of digital platforms to source undeclared work and bogus self-employment
- ▶ Tackling undeclared work in agriculture (including food-processing)
- ▶ Complementary inspection types to onsite inspections / Evaluating the effectiveness of onsite inspections in preventing undeclared work: impact of the pandemic for organisation of onsite inspections
- ▶ Undeclared work in cultural industries
- ▶ Tackling undeclared work in selected transport subsector(s) (air, water, road or rail transport)
- ▶ Data matters: improving data sharing and data analysis to tackle undeclared work

Webinars and Training webinar

Webinars can be used as stand-alone or as a complementary activity to other activities

- ▶ Topics to be decided at a later stage according to needs. Webinars could be used to disseminate results from other activities to a wider audience.

Follow-up and study visits

Enable a smaller group of representatives to explore a topic in more detail. They can be organised following a thematic review workshop or upon request.

- ▶ Up to three follow-up and study visits each year (demand-based)



### Strategic Priority 3: Increasing knowledge

*Improve the knowledge of undeclared work, including causes, regional differences and cross-border aspects.*

Studies	Studies help research new areas and build the knowledge base of the Platform.	<ul style="list-style-type: none"> <li>▶ Evaluating the range and effectiveness of incentives to regularise undeclared work</li> <li>▶ Analysing the extent of under-declared work among high-skilled workers</li> <li>▶ Study on undeclared work in selected transport subsector(s) (air, water, road or rail transport)</li> <li>▶ Assessing the link between the incidence of undeclared work and the degree of regulation of diverse forms of work, including agency work</li> <li>▶ Undeclared work in cultural industries</li> <li>▶ What is known and not known about undeclared work and how to tackle it in the EU?: a review of the state of knowledge and the gaps in knowledge</li> </ul>
Toolkits/ Handbooks	Toolkits provide practical, hands-on guidance based on accumulated evidence from previous events such as thematic review workshops, papers and good practice results.	<ul style="list-style-type: none"> <li>▶ Checklists and self-evaluation surveys for employers and workers</li> <li>▶ 1-2 practical toolkits per year, topics TBC</li> </ul>

### Strategic Priority 4: Communication and information

*Increase public awareness of issues relating to undeclared work and of the urgent need for appropriate action; encourage Member States national authorities to step up their efforts to tackle undeclared work.*

Communication and information activities	Information and communication activities to encourage national authority action, or employer and employee awareness	<ul style="list-style-type: none"> <li>▶ Promote multiauthority cooperation and networks [see staff exchanges and joint activities under Strategic Priority 1]</li> <li>▶ Coordinated national and ELA activities [see joint activities under Strategic Priority 1]</li> </ul>
Subgroups		<ul style="list-style-type: none"> <li>▶ Development of checklists/self-evaluation tool for workers and/or employers</li> <li>▶ Support to ELA campaign activities (see sub-groups under Strategic Priority 1)</li> </ul>
Awareness raising / campaign activities	Campaigns aim to increase awareness of benefits of declared work.	<ul style="list-style-type: none"> <li>▶ Activities supporting central ELA campaigns TBC</li> </ul>



<p>Good practice fiches - lessons from different countries</p>	<p>Fiches will showcase effective practices in different countries and covering various topics, building on examples from events, studies and other activities.</p>	<p>20 fiches each year covering various topics</p>
<p>Electronic newsletters</p>	<p>Newsletters contain recent information relating to undeclared work, its wider policy context and the activities and results of the European Platform and its member organisations.</p>	<p>Two to four newsletters each year (possibility of merging several ELA newsletters)</p>