European Platform Undeclared Work

**European Platform Undeclared Work
Work Programme 2017-2018
Adopted on 10 October 2016, updated on 19-20 October 2017**

1. Context

Fighting against undeclared work is a policy priority of the European Union requiring the contribution of a wide range of institutions and stakeholders including trade unions and employers' organisations. The European Platform to enhance cooperation in tackling undeclared work, established through Decision (EU) 2016/344[1], aims through delivery of its Work Programme 2017-2018 to encourage closer co-operation between Member States, improve the capacity of Member States' different relevant authorities and actors to tackle undeclared work and increase awareness of issues relating to undeclared work as per Article 4 of the decision. Article 5 stipulates that cooperation between Member States shall be encouraged through exchanging best practices and information, developing expertise and analysis, encouraging and facilitating innovative approaches to effective and efficient cross-border cooperation and evaluating experiences and contributing to a horizontal understanding of matters relating to undeclared work.

There are high expectations towards the work of the European Platform including in relation to the issue of a fair and social labour market on which existing laws and rules are enforced. The need for structural reforms in the areas of undeclared work, shadow economy, tax evasion has been addressed in several country-specific recommendations by the Council[2]. Where in the context of the European Semester, country-specific recommendations related to undeclared work are put forward, the activities of the Platform might provide a useful input to structural reforms. The Platform is a tool to support Member States in their reform agendas and to better enforce laws and rules.

Ownership

The Platform's ownership is crucial in order to define the right priorities, to implement the two-year work programme, and to make the work of the Platform a success. The Platform has commonly agreed that in line with the provisions of the legal decision the following three strategic priority axes are guiding the 2017-2018 activities.

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[1] All language versions downloadable at:
http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32016D0344
[2] http://ec.europa.eu/europe2020/making-it-happen/country-specific-recommendations/index_en.htm

Cooperation and joint action - tools for labour inspectorates -facilitating cross-border cooperation - support capacity building	Mutual learning - learning activities - information exchange	Increasing Knowledge - facts, figures, concepts - policy approaches

Especially in the challenging start-up phase of the Platform all activities proposed in this work programme need the active support and contribution of members/observers as well as the strategic guidance of the Platform Plenary in order to support policy making and activities related to fight against undeclared work. Platform members/observers will cooperate within the framework of the Platform and can/shall cooperate on bilateral or multilateral level.

The work programme is a living document to which the Platform can introduce adjustments and modifications, if need arises. The activities for 2018 have been adjusted in terms of tools, dates and focus. Several activities started in 2017 will continue in 2018.

The work programme 2017-2018 builds on the start-up work programme 2016 which includes a study on bogus self-employment, a seminar on developing a holistic approach tackling undeclared work, a mutual assistance project to Romania and a national seminar.

2. The priority axes
The two-year work programme sets out the priorities of the Platform and a description of the activities. The three inter-linked priority axes and the proposed activities are corresponding to the needs of the Member States and are addressing the requirements as specified in the legal decision.

In addition to the three priority axes, two sectors heavily affected by undeclared work – construction and transport – have been identified for which specific activities are foreseen and can be further developed. That does not prevent to focus activities in the work programme on other specific sectors as well.

Activities in one of the three priority axes will automatically impact the other axes. For example an activity under the axis 'increasing knowledge' such as stocktaking on what kind of information and evidence base is available will influence the choice of topics and content under 'mutual learning'. A thematic review event under 'mutual learning' such as developing bilateral agreements will facilitate concluding this kind of agreements, thus increasing 'cooperation and joint action'. Specific thematic topics or sector-specific approaches can be addressed with activities under all three axes, constituting a red thread within the work programme by using different tools to examine a topic, learn from each other and develop common action. Activities from all axes can produce good practice examples which will be used for information and learning purposes.

The Platform will use a wide range of tools, working and learning methods. In addition to the two Platform plenary meetings per year, on **8-9 March 2018 and 18-19 October 2018**, working groups and a variety of learning formats based on the principle of peer learning

are at the disposal of the Platform. The range of tools[3] to implement the work programme includes studies, surveys, seminars, working groups, thematic reviews, mutual assistance, support to internal and external communication such as newsletters and a collaborative work space. An external service provider will facilitate the practical implementation of the tools,[4] funding for the activities of the European Platform and the support services by the contractor is provided by the European Union Programme for Employment and Social Innovation ("EaSI") 2014-2020.

2.1. Cooperation and joint action

The axis **cooperation and joint action** is of primary importance. It shall assist the Platform members/observers to better cooperate across borders, to benefit from being part of EU-wide network, to develop tools that facilitate the work and support capacity building. As Platform members/observers have different starting points, activities have to be well-targeted and actions and outputs should correspond to the different capacities and needs. Staff exchange and mutual assistance are the tools at the disposal of the Platform; in particular the mutual assistance should help supporting countries that have received a country-specific recommendation.

Activity[5]	Platform tool[6]	Input by Platform[7]	De-livery date
Tools for labour inspectorates and competent authorities			
1. Joint awareness raising campaign or sector specific campaigns			
European/cross-border campaigns to increase the awareness of undeclared work, to be implemented by all or some Platform members & observers with a general prevention or a sectoral focus.	Projects will depend on the results of the 2017 UDW call for proposals.	Implementation by Platform and organisations not involved in Platform	2018
Facilitating cross-border cooperation			
2. Exchange of staff and joint trainings			
Job shadowing in another country, preparation and implementation of joint inspections or joint activities, cross-border meeting of inspectors from neighbouring countries, or common cross-border training of inspectors/specialists. The Plenary on 20 October 2017 decided: Opening up the scheme to up to three persons per Platform member per year, allowing the possibility to include social partners representatives to participate as well, introduce the principle 'first in, first serve' for applications, granting priority to visits/exchanges that are undertaken as follow up of activities from	Staff exchange (max 30 persons/ 5 days per year/travel and accommodation expenses covered –, see option paper for the adjustment of the scheme, see document 12A.	Planning and requests by Platform members, reporting by staff	2017-18

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[3] A more detailed description of the tools is included in the tables on the following pages describing the activities.
[4] The service contract was awarded following the open call for tender VT/2016/005, http://ec.europa.eu/social/main.jsp?catId=624&langId=en&callId=480&furtherCalls=yes
[5] The work programme 2017-2018 builds on the start-up work programme 2016 which includes a study on bogus self-employment, a seminar on developing a holistic approach tackling undeclared work, a mutual assistance project to Romania and a national seminar. Several activities started in 2017 will be continued in 2018, for example a study may lead to a seminar or presentation in the Plenary, the Plenary will decide on the appropriate follow-up.
[6] The tools used by the Platform are only defined for 2017; the Platform will decide during the course of 2017 how and with which tools on-going activities are continued and which tools suits best for the 2018 activities.
[7] Input provided/requested by external stakeholders is equally indicated in this column.

Platform's work programme, invite participating countries to present their experiences to the Plenary in order to stimulate interest of other members/observers.			
3. Feasibility study on extension of IMI system to UDW			
The IMI system links up authorities across borders to request/exchange information. The working group will define the main requirements from UDW Platform perspective, agreeing on scope, rules for use, etc. and propose alternative solutions if the IMI system is not suitable.	Working group producing a feasibility study	Support and input by WG, internal COM coordination	2017 Q3 – done
3. A. Working group to monitor the development of the UDW IMI system and assess the relevance of the EESSI system.	Working group should fine-tune, up-date, monitor, etc.	Support and input by WG, internal COM coordination	2018
Support capacity building			
4. Mutual Assistance			
Project between one or several Platform members with objective of implementation support, capacity building, change management to introduce a new practice, methodological development, organisational analysis and assessment, strategic planning and target setting, development of an action plan to improve performance etc.	Mutual Assistance on request by MS (2 projects in 2017; 1. RO 2. LV, 2 projects in 2018 1. BG 2. ?	3 Platform members to send experts to country requesting assistance	2017 – 2018
5. National seminars.			
The seminars intend to support MS to bring together national authorities/bodies, social partners and other stakeholders involved in tackling UDW and discuss common activities, inform the national actors about Platform, develop a vision for Platform and discuss the MS's contribution, (eventually) invite different authorities/bodies from neighbour countries.	4 National Seminars organised in MS, up to 50 participants, costs covered (budget only available in 2017 Q1 and Q2)	Volunteering countries responsible for content	Activity closed: all Seminars organised

2.2 Mutual learning activities

Mutual learning activities and systematic exchange of information are at the core of the process of developing the Platform members/observers to learning organisations that constantly improve their organisational models, tools and interventions. Peer learning and peer reviews are organised in different formats such as thematic reviews, seminars or mutual assistance. A particular focus is on developing evidence-based learning. Thematic reviews and seminars focusing on specific measures such as data mining or sector-wide approaches will produce tangible outputs such as toolkits, implementation guides, manuals, etc. Systematic information exchange will be done through e.g. seminars and studies.

Activity	Platform tool	Input by Platform	Delivery date
Learning activities			
6. Seminar exploring different tools/ approaches to deal with UDW in construction sector			
The seminar will look into existing methods how to detect UDW, assess risks and fraud mechanisms, explore inspection methods and tools, analyse	One day seminar in Brussels, for up to 50 participants,	Input, good practices by platform members/ observers; external	Activity completed

prevention methods, look into a sector-specific factors, coordination of different control bodies inside and between MS, etc. The envisaged output is a hands-on product such as a practitioner's toolkit/ implementation guidelines/handbook/etc. Results from this activity could be used to define the focus of activity 1 and be presented in activity 26.	interpretation, travel and accommodation covered	experts/stakeholders may participate	
6. A. Follow up measure: "Thematic review on "information tools and approaches reaching out to workers and companies"	Thematic peer learning with event for up to 25 participants, a follow -up visit to a country with interesting practice for up to 10 participants	Input, good practice by platform members/ observers, one MS to host review event, one MS to host follow up visit.	2018 Q2
7. Seminar exploring different tools/ approaches to deal with UDW in the road transport sector			
Continuation of the sector-specific approach (see description above)	One day seminar in Brussels, for up to 50 participants, interpretation, travel and accommodation covered – see introduction to this document	Input, good practices by platform members/ observers; external experts/stakeholders may participate	2018 Q2
8. Thematic review on data mining for more efficient enforcement –			
Extraction of useful patterns from data sources (for example for risk assessment, detection, efficient targeting of inspections etc.), definition of minimum requirements of an efficient data mining system, exchange of good practices in data mining systems. The envisaged output is a hands-on product such as a practitioner's toolkit/implementation guidelines/ handbook/etc. that could be presented at Plenary meetings or in activity 26.	Thematic peer learning with event for up to 25 participants, a follow -up visit to a country with interesting practice for up to 10 participants	Input, good practice by platform members/ observers, one MS to host review event, one MS to host follow up visit.	Activity completed
8. A. Follow up measure: "Thematic review on 'risk assessments for more efficient inspections"	Thematic peer learning with event for up to 25 participants, a follow -up visit to a country with interesting practice for up to 10 participants	Input, good practice by platform members/ observers, one MS to host review event, one MS to host follow up visit.	2018 Q2
8. B. Another follow up to this review could be a mapping, analysis and discussion of obstacles faced by enforcement authorities when it comes to controls and frauds. Potential issues: (1) Mapping of situation in MS concerning practical use and application of 'Regulation (EU) N° 904/2010 on administrative cooperation and combatting fraud on the field of VAT, (2) data protection; (3) authorities working in silos 4) resources of enforcement authorities (5) Mapping and collection of existing and newly established national agreements/bilateral agreements.	Survey among Platform members/ observers with maximum 30 questions including data collection, survey dissemination by email or online	Responses by all	2017 Q4/2018 Q1
9. Thematic review on developing bilateral agreements/memorandum of understanding/etc.			
The review will look into existing agreements, their scope and levels, the partners involved (social partners, enforcement bodies…). The envisaged output is a hands-on product such as a practitioner's toolkit/ implementation guidelines/handbook/etc. that could be presented at Plenary meetings or in activity 26.	Thematic Review, see description above under activity 8	Input, good practice by platform members/ observers, one MS to host review event, one MS to host follow up visit.	Activity completed

Activity included already one thematic review, follow up visit, toolkit Under the survey 2018 a part will be dedicated to a mapping and collection of existing and newly established national agreements/bilateral agreements.			

Information exchange			
10. Study on practices of Enforcement Bodies to detect and prevent bogus self-employment/disguised employment – no follow up for the time being			
Identify groups and sectors concerned, control tools, policies in place, prevention, solutions… This study should be considered as first activity dealing with bogus self-employment, the Platform plenary may decide on follow up measures.	Medium-scale study Based on desk and web research, case studies study report of 80 pages will be produced	Support, review	Activity completed
11. Study on evasion of taxes and social security contributions			
Research questions: Practices of circumvention, groups and sectors concerned, etc. The results of this study should raise awareness on new circumvention methods, how to counter them and how train staff from enforcement bodies.	Medium-scale study Based on desk and web research, case studies study report of 80 pages will be produced	Support, review	2018
12. Seminar: How to identify 'Letterbox companies'? -			
Mapping of Member States approaches and identification of key challenges. Integration of the cross-border perspective into the reflection. Possible output: analytical paper summarising findings and proposing solutions and next steps, good practice fiches. The results could be presented at Plenary meetings or activity 26.	One day seminar in Brussels, for up to 50 participants, only in EN, travel/accommodation covered	Input, good practices by participating platform members/observers. Open to external experts/stakeholders	2017 Q4
13. Under-declaring work, falsely declaring work			
Studies to assess the phenomena of under-declaring work, when fewer hours worked are reported. Identify patterns in different MS, share good practice around levers used to combat this problem, including in the framework of posting of workers. The results could be presented at Plenary meetings or activity 26.	Small-scale study, See description above under activity 10	Support with case studies, review	Activity completed
14. Inventory of the various digital tools used			
This activity would systematically collect information, for example in form of factsheets, about the digital tools used in MS and internally within enforcement bodies. This includes databases, data mining tools, registration tools etc. This would complement the 'Member State Factsheets'.	Survey[8] among Platform members/ observers with maximum 30 questions including data collection, survey dissemination by email or online	Responses by all	Activity completed
14. A. Inventory of digital tools Inventory of relevant UDW websites of Platform members including inventory of tools/websites to report abuses/malpractices, whistleblowers UDW Platform website to be developed to provide inventory of national contacts for pointing to abuses/malpractices, see chapter 5.4	Survey among Platform members/ observers with maximum 30 questions including data collection, survey dissemination by email or online	Responses by all	2018 Q1

2.3. Increasing knowledge

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[8] Two surveys planned, the first covering several topics, the second one on satisfaction/take up/success stories

The axes 'cooperation and joint action' and 'mutual learning' will contribute to **increase the knowledge about undeclared work.** The compilation of existing sources/information material and the overview of organisational models/business models of enforcement bodies through surveys and studies are two of the main activities in the area. Several activities under this axis will contribute to deepen the knowledge about the Platform's member organisations and the country-specific context. They will complement and further extend the study "Member State Factsheets" already completed in 2016. Increased knowledge will facilitate structural reforms tackling undeclared work through new policy approaches. In the longer run it is the ambition to further enrich the knowledge base – both on national and European level – and develop an assessment framework to examine the business models of enforcement bodies, to better understand the causal relationship between policy measures and the extent of undeclared work and to develop an evaluation culture thereby improving the evidence for Platform activities.

Activity	Platform tool	Input by Platform	De-livery date
Facts – Figures – Concepts			
15. Small-scale study compiling existing sources/information material			
This study will collect in form of factsheets information about existing instruments, tools, handbooks, guide sources on national and international level – for example Eurodetachment, ILO guides, etc. This collection will further enrich the study Member State Factsheets.	Small-scale study Based on desk and web research, case studies. Report of 40 pages will be produced	Support, review	Activity completed
16. New UDW developments and trends			
This study will analyse new developments in the area of UDW that are of direct relevance for the work of the Platform, for example within the sharing economy and e-commerce.	Medium-scale study, (See description under activity 15)	Questionnaire by selected countries/ social partners	Activity completed
16. A. New UDW developments and trends in 2018 followed by "New UDW developments and trends in specific sectors'	Small-scale study Based on desk and web research, case studies. Report of 40 pages will be produced	Support, review	2018 Q2
17. Overview of organisational characteristics of national enforcement bodies –			
Focus on organisational features of enforcement bodies such as tri-partite organisational model, organisational model, work distribution national/regional level, target setting, performance measurement system, resource planning, etc. Depending on the number of questions for activities 8.B, 9 and 14 this activity might be dropped.	Survey (See topics under 8. B. 9, 14. A.)	Responses by all MS, update/ extension of fact sheet study	2017 Q4/2018 Q1
18. Developing an assessment framework for assessing organisational models of enforcement bodies			
This activity will define potential performance enablers of enforcement bodies such target setting, performance measurement, process definition and standardisation, quality management, ex-ante and ex-post evaluation, management of change and innovation, partnership building, human resource management and budget allocation. These performance enablers will support capacity building,	This will be an output of activities 4 and 17, and will take form of a reflection paper.	Support, review	2018

can be used for self-assessment, improve its own performance by comparisons or for mutual assistance projects. Activities 14 and 17 are connected and are a pre-requisite for carrying out activity.			
19. UDW shared definitions and common concepts			
Based on the information collected in the other domains, this activity will identify common features in terms of definitions and concepts and will define a deliverable and a roadmap. A working group will be set up to develop a common glossary for shared understanding; the objective is not to come up with definitions but with explanations that facilitate shared understanding. A light version of a glossary – developed by contractor – will become available on website; working group should extend and fine-tune it.			
Policy approaches			
20. Elements of preventive approaches			
Identification of preventive measures to stop non-compliance from the start (direct and indirect tax incentives, smooth transition into regular forms of employment, including customer perspective and protection against victimisation).	Medium-scale study Based on desk and web research, case studies study report of 80 pages will be produced	Support, review	2018
21. National approaches to fight UDW, legal and institutional framework to fight UDW			
This activity is an update/extension of the 'Member State Factsheets'. It will display more in details national policy approaches and characteristic of the legal and institutional framework.	Survey (See description above under activity 14)	Responses by all, update/extension of fact sheet study	2018 Q1
22. Success stories – Lessons from companies experiences			
A working group will collect good examples from companies/workers' representatives on policies and contexts which change behaviour on the ground. The working group will also look at how 'labelling' of good practices could be introduced. Another call for success stories among members/observers with deadline end of June 2018 will be published; the working group will then meet again to select the success stories.	Working group	Case studies by WG members, social partners participation important	2018
23. Regular updates on new policy developments, modernisation of laws and rules, legal framework.			
This activity could become a standard feature of the plenary meetings where members/observers report in a structured way about new developments in the MS. 1-2 country presentations – that could be delivered together with observers – are foreseen per plenary meeting. Some would be presented in an article in the newsletter. Plenary decided to slightly adapt this activity by introducing one-day thematic discussions in Plenary on basis of topics covered in the work programme The Platform plenary decided on 19-20 October 2017 to have a one-day thematic discussion on preventing undeclared work at the meeting on 8-9 March 2018 and to have a one-day thematic discussion on under-declaring work at the meeting on 18-19 October 2018.	Plenary meeting, newsletter	Country presentations Preventing undeclared work Under-declaring work	2017-18
23 A: The Plenary on 20 October 2017 decided to set up a working group to provide advice on the creation of the European labour authority.	Working group	Support and input	Q4 2017

5. Network governance

5.1. Participation in activities

All members/observers can participate in all activities within the limits set by the rules of procedures and learning formats, in particular the thematic reviews, follow-up visits and mutual assistance for which a maximum number of participants have been defined. Within a period of four years all Platform members/observers should have the possibility to participate in all learning formats on equal basis. For specific learning events a mix of basic learners and advanced learners should be envisaged.

5.2. Wider cooperation

The Platform will cooperate with the Senior Labour Inspectors Committee, the Expert Committee on Posting of Workers, the Administrative Commission for Social Security Coordination, the Public Employment Services Network, EMCO, SPC and the Working Group on Administrative Cooperation in the field of Direct Taxation and regularly exchange information about its work and strategic priorities and will involve them on case-by-case in relevant activities. Concerning the posting of workers, in particular the implementation of Directive 2014/67/EU, cooperation is aimed for with the Expert Committee on Posting of Workers.

Social partners' organisations, for example from sectors currently not represented in the Platform, and other stakeholders may be invited to specific activities, provided that their contributions provide an added value.

5.3. Monitoring activities and impact

Monitoring, evaluation and regular feedback are necessary to allow the Platform Plenary to steer the choice of activities and report back to European Parliament and Council.

A monitoring system consisting of quantitative and qualitative elements will be used. A survey in Q4 of 2017 and 2018 will ask Platform members about their general satisfaction with the results of the Platform, their take-up of learning results in their organisations and the success stories illustrating the take-up or any other change prompted by the work in the Platform. The survey will also include questions about the joint activities carried out by Platform members, the results achieved, for example in terms of inspections and detected cases and awareness issues.

Activity	Platform tool	Input by Platform	Delivery Date
24. Satisfaction and take-up survey (including general reporting)			
The purpose of the 'satisfaction and take up survey' is to identify and quantify the way the activities of the Platform contributed to changes, new initiatives or reforms within the Platform organisations, how many joint activities such as joint inspections have been organised, with which results, etc.	Survey followed by summary report, input into annual and bi-annual report	Responses by all	2017 Q4 2018 Q4
25. Success stories			
Part of the satisfaction and take-up survey focusing on success stories (who, what, when, which results, etc.) illustrating the survey results.	Survey followed by summary report, input into annual and bi-annual report	Responses by all	2017 Q4 2018 Q4

5.4. Communication and reporting

Internal and external communication will ensure dissemination of results and regular information. An electronic newsletter to be sent twice a year to Platform/members, cooperation partners listed above and interested stakeholders will inform about UDW developments in general, activities and results of the Platform work and inform about relevant developments within Member States, members' and observers' organisations. All members and observers are invited to contribute.

A Website hosted on the Commission's Europa Server will be the main channel for external communication. Relevant reports and results of the Platform will be uploaded.

A collaborative workspace will be the main internal communication tool where the Platform can share documents, announce events, store preparatory documents for learning events, exchange in a forums, share contact lists and a calendar, etc.

Activity	Platform tool	Input by Platform	Delivery date
26. Dissemination seminar			
Dissemination of platform results facilitating counselling and information services. Improve training capacity for Platform members, by a train the trainers approach or training of Platform members' staff.	Train the trainers seminar for improving training capacity and knowledge transfer, up to 50 participants, organised in MS, interpretation provided	Selection of appropriate participants, active participation, one MS to host seminar	2018 Q4
27. Electronic newsletter			
Electronic newsletter will contain recent information relating to undeclared work, its wider policy context and the activities and results of the European Platform and its member organisations.	Electronic newsletter not exceeding 4-6 pages, disseminated internally and externally	Contributions/ideas for articles/stories by all	2018 Q1, Q2 and Q4
28. Collaborative workspace			
Collaborative workspace hosted by DG JRC to share information and documents related to the meetings, discuss on forums, contacts, a calendar, etc.	Collaborative workspace, Research Collaboration Portal (RCP) by the Joint Research Centre, http://rcp.jrc.es/	Used by all - access will be granted the nominated members/alternate members and observers	

The Platform will be required to account for its delivery of activities to meet the requirements of the legal text including through publication of a bi-annual report, which will be sent to the European Parliament and Council. An internal annual report will be produced for the attention of the Plenary.

The work of the Platform and the activities start immediately.