HOME & FAMILY EMPLOYMENT AND HOME CARE IN THE EU

A CIVIL SOCIETY INITIATIVE

EUROPEAN WHITE PAPER

EUROPEAN FEDERATION FOR FAMILY EMPLOYMENT & HOME CARE

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INTRODUCTION

SUPPORT AND PROMOTE THE SECTOR OF HOME EMPLOYMENT IN EUROPE: STAKES AND PROPOSALS

Home employment refers to a large range of activities which contribute to the well-being of families and persons in their home: childcare, caring for the elderly and the disabled, housekeeping, educational support, DIY, gardening, computer assistance, etc. In the sector of home employment between private individuals, a household finds an external response to its needs by employing a person at home, with the right skills matched with these needs.

It is therefore a contractual work relationship between two private individuals, without any trading or profit-making objective.

The European White Paper intends to define, specify and promote the specific characteristics of this employment model, which provides answers to various economic, social and societal stakes in Europe. Home employment is mostly a response to private households' needs.

Through these individual solutions, they provide a citizen response to major collective issues: supporting population's ageing, supporting women participation to the labour market and birth rates, creating declared jobs, developing social rights, recognising new skills for domestic workers and integrating migrants decently.

Home employment sector and the relationship between families and domestic workers share several specificities such as:

- A high number of **undeclared workers;**
- A predominantly female population, often with **immigrant background, coming either (within or outside from the European Union)**;
- **Low skilled workers**;
- A high number of workers with **several employers (working in several households)**;
- A high number of **part-time** workers;
- A high number of **multi-skilled/ multi-tasked** workers;
- Home/workplace **inviolability**;
- The **employer being a private individual** and not a firm, finding a solution to its needs, without any trading or profit-making purpose.

The European White Paper makes proposals and focuses on the stakes of the home employment sector between private individuals, as described above, and not to be confused with other organised sectors, such as the sector of social welfare services or home-care service providers already identified.

EFFE's aim is to ensure recognition of a European sector of home employment between private individuals, in which citizens define their needs and create their own solutions, choosing their employees freely, and creating jobs that generate social rights without gaining profit from them, as long as these jobs are declared. This sector offers virtuous solutions to meet social and economic challenges: depending on whether state investment in supporting these jobs exceeds or equals the social contributions paid by the household employers, declared work becomes less expensive than undeclared work, for a reduced or neutral cost for public finances.

In Europe, the home employment sector statistics are quite poor, implying difficulties in measuring its importance and compromising its visibility. Several statistics are incorrect or very incomplete, and the share of informal employment is not identified.

Precisely because a lot of domestic worker's jobs are carried out in the undeclared economy, the home employment sector has a strong growth potential. A large part of household services is still performed by undeclared workers: e.g. this share is estimated at more than 45% in Germany, more than 40% in Italy, between 28% and 40% in the Netherlands[1]. Without changing the structure of the not-intermediated relationship between the beneficiary and the employee, constituted by a direct relationship without intermediary, the simple switch of these activities into the formal economy would significantly increase the number of jobs of the sector, with a social protection for workers who had been deprived from it so far as though they contribute to national wealth productions... This transfer may only be massively deployed thanks to digital employment platforms: with online, simplified and adequate methods, families can easily meet, recruit and declare their future employees.

In France, the share of undeclared work in the home employment sector is currently estimated at less than 20% by DARES (Directorate for Research, Studies and Statistics, Labour Ministry) against 50% in 1996. The model of good practices, carried by social partners and public authorities for more than 20 years, now allows France to be at the top of the most advanced countries in terms of securing the employment relationship between private individuals at home. Thus, by reducing the cost of employment through tax-credit mechanisms and decreased social contributions and by simplifying the procedures to declare a domestic worker, public authorities have contributed both to transforming a large part of the undeclared activity into declared jobs, and to democratising access to the sector for all[2], by giving citizens their share of initiative.

The European White Paper thus aims at explaining how the home employment sector in Europe can participate in the production of wealth in the Member States and become a major contributor to public policies resulting from the European Pillar of Social Rights. This text, signed by the European institutions and Heads of State and the EU government on 17th November 2017 and driven by the President of the European Commission, Jean-Claude Juncker, is non-binding. It also discloses a range of 20 common principles for genuine European social convergence.

Social Europe remains an evolving concept. There is no common social policy within the European Union. The fields of employment and unemployment, the issues related to working conditions, vocational training, professional equality between women and men, social protection or social relationships in firms, do not fall under the EU's responsibility but rather under national policies. The EU can only set minimum rules that States are bound to respect (e.g. in terms of working time). For example, the European Commission has chosen to translate certain orientations of the Pillar into European law by proposing several texts related to working time, employment contracts and access to social protection or parental leave. The White Paper takes into account this coordination between different levels to develop its proposals. ■

[1] European Commission, Developing personal and household services in the EU. A focus on house work activities, 2013.

[2] Other examples: in Germany, the implementation of mini-jobs has simplified the declaration of household employees for private individuals and enabled them to benefit from a reduced tax rate. In Austria, a legalisation campaign has managed in two years to reduce undeclared work with the elderly by 80% (the campaign targeted the long-term care of the elderly).

HOME EMPLOYMENT IN EUROPE: ADAPTED RESPONSES TO THE NEEDS OF CITIZEN AND TO THE STAKES OF THE EUROPEAN PUBLIC POLICIES

Home employment is crossing many different social standpoints throughout Europe as it connects population ageing, better work-life balance or integration of migrants to one another.

1

1 | WORK-LIFE BALANCE AND PARTICIPATION OF WOMEN TO THE LABOUR MARKET

The access to consistent and diversified childcare solutions enables parents to pursue their professional activity when they have children. A domestic and professional childcare offer hence turns out to be an essential contribution to cover young children's care needs, be it full-time care for infants or only after-school care for older children. This enables parents, especially mothers, to keep their jobs while maintaining birth rates.

In European societies, elderly persons are often cared for by women of the family, especially by daughters. Whether they care for their elderly parents in their home (in Spain, for example, this practice is still widespread), or take care of their elderly/ill/dependent parents in their own homes, carers of the elderly are most often women. In some cases more than others, depending on the countries, they also sometimes perform a professional activity and also carry along motherly duties. All women dealing with this situation, endorsing together all these different social roles, and assuming the different tasks associated to them, could testify that this kind of experience may lead to risks of great fatigue or even burnout and ceasing their professional activity.

In this context, over the last few years, many reflections related to the support to caregivers have lead **to develop respite solutions. One example is the outsourcing of some of the care and domestic tasks** to a third person. **Home employment is a promising response to the global work-life balance needs as it permits to let** "chosen **domestic workers"**[3], declared and paid by the families, do a part of the domestic and care tasks, which are still largely allocated to women. These respite solutions allow to avoid burn out situations for women and their partial or total withdrawal from the labour market. Statistics give a perfect demonstration of these stakes.

The employment rate of women between 20 and 64 years old in Europe increased from 51.2% in 1997 to 66.5% in 2017[4] and should continue to progress over the next few years. However, several gaps still remain between the Member States. Regarding the participation of women in the labour market, France is among the European average (72.2%), but several countries have rates of over 75% e.g. Sweden (79.8%), Iceland (85.5%), Norway (76.2%), Switzerland (77.4%) or Germany (75.2%). On the contrary, Italy, Greece and to a lesser extent, Spain, appear to be further behind with female participation rates of 52.5%, 48% and 59.6% respectively.

However, the rate of participation of women in the labour market conceals several part-time jobs. Part-time work is much more prevalent among women than among men: in 2016, in the EU28, 31.4% of 20 to 64-year-old women worked part time compared to 8.2% of men.

Home employment is a factor enabling the development of the participation of women in the labour market, as it allows to increase and diversify childcare solutions and to reduce the burden of domestic tasks and care activities for children and the elderly. Indeed, Europe cannot do without the workforce of women – those who take care of domestic activities at home, and those who employ them – and their participation in creating wealth for EU countries, which must face an increasing demographic challenge. In certain countries, fertility rates are too low to ensure the renewal of generations and to enable a sufficient contributors' ratio to finance the pensions of an increasingly ageing population, whose life expectancy has been significantly extended. ■

[3] The use of the term "domestic workers" should be the subject of a semantic evolution, as it covers many more activities than simple housework.

[4] Eurostat data, European survey on workforces

2 | ACTIVE AGEING AND CARING FOR PERSONS IN SITUATIONS OF DEPENDENCY

On 1st January 2017, people aged 65 years old and over represented 19.4%[5] of the European population, with significant differences depending on the countries (22% in Italy and in Greece, 21% in Germany, and 13% in Ireland). Eurostat population projections show that the proportion of elderly persons will significantly increase: in 2035, they will represent almost one-quarter of the population in Belgium (24%), Portugal (25%), Sweden (24%), and even more in Italy (29%) and in Germany (30%). Furthermore, the relative proportion of very elderly persons in the whole population is progressing more quickly than any other segment of the European Union's population. It is thus expected that the share of elderly persons over 80 years old in the EU28 will double or more between 2015 and 2080, rising from 5.4% to 12.7%.

The European population is ageing and the elderly live more and more frequently alone, as living with relatives tends to be less frequent, due to the death of the spouse, the trend for less cohabitation between generations and the increasing geographical distance between children and their parents. For example, in France, the proportion of persons aged over 85 years living with their relatives has been divided by almost three, going from 31% to 11%, between 1982 and 2011[6]. In Europe, 14.1% of households are made up of one person aged over 65 years living alone in 2016[7]. Their proportion amounts to 18.7% in Lithuania and is higher than 15% in the other Baltic States, in Bulgaria, Denmark and Finland. On the contrary, it is very low in Cyprus (7% of all households) and in Spain, countries in which the elderly are more often cared for within their families.

Assistance and care for the elderly at home is one of the stakes that all European Union countries are bound to face for the years to come. This is due both to the individual choice of the persons in question (for example, in France, it is estimated that more than 80% of persons would rather stay in their home until the end of their life[8]), and to the fact that it is financially unsustainable to institutionalise the care of very old people, whose number continues to grow. **It is therefore necessary to develop new methods of assistance to grant decent ageing to European elder populations.**

European societies must stop relying entirely on women to take care of the elderly. **Families need to outsource at least part of this care by entrusting it to persons who are not part of the household.** It is essential to professionalise this sector so that domestic workers can provide a quality support and the appropriate care, and prevent or slow down the loss of autonomy when it is possible. This relies as much as possible on progresses in home automation to relieve workers of hard and repetitive domestic tasks, and on developing training and skills focused on understanding the specific requirements of the elderly and on interpersonal human relationships, which are sometimes cruelly lacking for the most isolated persons, and that even the most sophisticated robots are not "yet" able to provide.

[5] Eurostat, Structure and ageing of the population, May 2018.

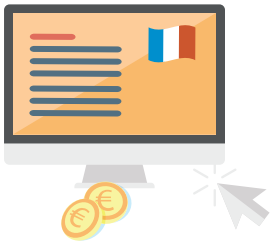
[6] L. Trabut, J. Gaymu, "Living alone or with relatives after 85 in France: huge differences depending on the departments", Population & Sociétés, no.539, Ined, December 2016.

[7] "People in the EU: who are we and how do we live?", Eurostat.

[8] Source: Report "Bien vieillir à domicile: accompagner les seniors", Institut Montaigne, Paris, June 2015, on institutmontaigne.org

The majority of this support is provided by the employees of the European sector of home employment, at least in the countries in which assistance for dependant persons is not exclusively provided by public service providers or in a situation of public service delegation, like in some of Northern Europe countries. Several domestic workers directly employed by families already deal with this assistance, with or without public support, in a legal context generating social rights for the employees, or in an incomplete and barely emerging legal context that doesn't allow to avoid situations of domestic exploitation.

To face the challenge of the ageing in Europe, it is absolutely necessary to bring in public policies to ensure the development of these new employment models and these new jobs, and to professionalise them. ■



3 | ENCOURAGE SYSTEMS TO SUPPORT DECLARED WORK

When families paying for assistance from domestic workers declare the jobs created, the workers concerned become fully-entitled employees in their country, which is supposed to guarantee that they access to decent working conditions. Moreover, declaring domestic jobs should enable the payment by families of social contributions. Therefore, the Member States can implement social welfare for the employees: such as health insurance, pension and unemployment benefits.

These social contributions may also support professionalization, which may seem less fundamental at first sight, but is absolutely essential for workers' professional development and adaptation of their skills to families' requirements.

The future of Europe is also linked to skills and knowledge of the European citizens. They constitute a professional identity, which may be used, reinforced and completed, through personalised career paths, in order to meet with the ever-changing requirements and skills needs.

Declaring domestic workers' jobs is therefore essential because it generates fundamental social rights and the possibility to invest specific funds in the development and adaptation of the essential skills required to ensure quality, especially to meet the challenges of educating very young children and caring for the elderly at home.

In order to ensure that the declaration of the activities performed in the home employment sector becomes a reality in all Member States where such activities are still too often performed in the informal economy, national public policies have to set up the regulatory context, as a priority, along with systems for simplifying and encouraging such declaration. This could free domestic workers' jobs from informal work.

In other words, these public policies have to be adapted to employment between citizens, and take into account that families are not firms, and therefore are not the usual type of employers. Such policies will generate additional wealth, safe and protective jobs, solutions to the work-life balance and women's participation in the labour market issues, and conditions for a balanced care of the elderly at home. ■

" Only incentive, job declaration supportive, home employment adapted policies (...) will truly display efficiency. "

4 | SOCIAL VALUE AND PROFESSIONALISATION OF HOME EMPLOYMENT

It is essential that these millions of jobs are declared and made safe, but also that domestic workers are professionalised. The economic and social value of these jobs currently seems obvious, but workers' professional skills have to be developed to ensure quality services for the households needing them. Families wish to entrust their home, or their children or elderly relatives, to trust worthy persons, and the starting point of this trust lies in the guaranteed skills of the workers.

Early childhood care is becoming an issue of social investment and initial education of children. In this context, **developing domestic workers' skills is a prerequisite for well-being and security**. For the care of elderly, specific, technical and relational skills are required for preventing as much as possible, slowing down, and then accompanying a loss of autonomy at home: making a home safe, respecting the habits and privacy of the person while caring for him/her, stimulating and assisting the elderly persons without doing the task for them, observing and constantly adapting the support to match the evolution in abilities, etc.

Domestic workers' jobs are demanding, and subject to high professional risks: toxicity of cleaning products, musculoskeletal disorders due to the daily carrying of children or moving dependent elderly persons, household chores, along with the emotional commitment which is necessary in many relationships of care and assistance. In order to meet with the expectations of families and individuals, and also to learn to protect oneself and prevent occupational illness or accidents, domestic workers have to develop professional specific skills.

Professionalization is the first step towards recognizing the domestic workers sector. It guarantees higher quality of service and/or more safety in the results of the service provided and it is essential for specialisation and qualification, which are factors of progress.

Developing domestic workers' skills is therefore the most definite way to ensure the development of real jobs with high human added value, and the best way to make societies and families aware that these jobs deserve wages, social welfare and professional recognition.

Declaring domestic workers generates social contributions that automatically finance their professionalization, essential to the recognition of their jobs and to get out the underground economy. It is this virtuous circle that Member States must endeavour to encourage. ■

" Professionalization is the necessary corollary to the recognition of domestic workers. It guarantees higher quality of service and/or more safety in the results of the service provided. It is essential for specialisation and qualification, which are factors of sector-based progress. "

5 | HOME EMPLOYMENT IN EUROPE, A VEHICLE FOR THE INCLUSION OF MIGRANTS

Structuring the home employment sector in Europe must lead to meet massively with the living requirements of European households, at the various stages of their life cycle, and with the employment and protection needs of the sector's workers. This necessary organisation is useful for the inclusion of migrants within hosting Member States.

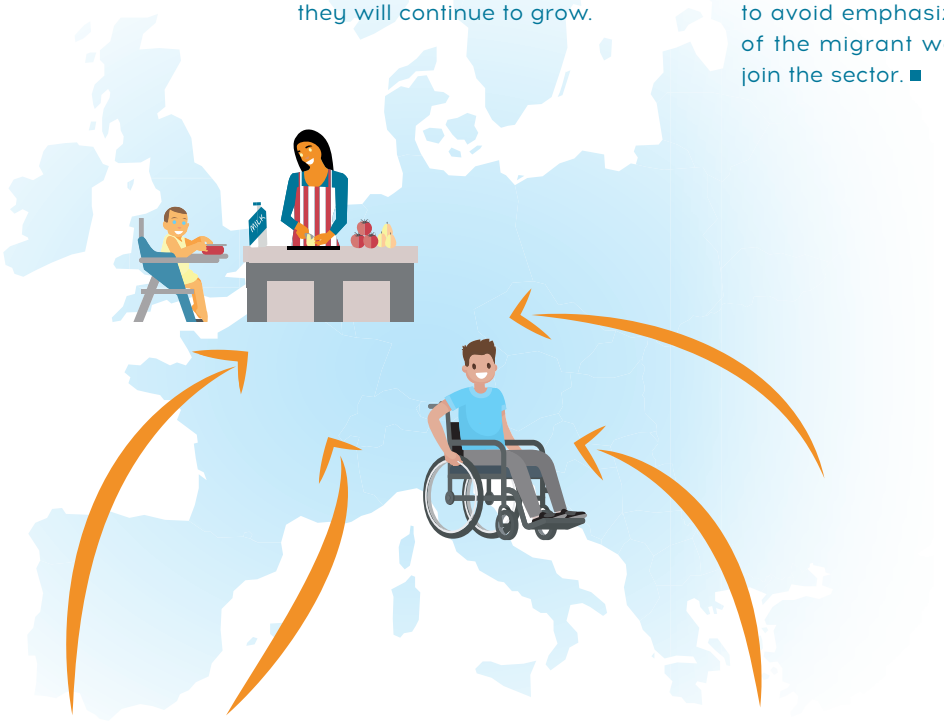
Migration has been a decisive characteristic of European history. It is the result of inequalities and geopolitical, socioeconomic, demographic and environmental changes. It is now acknowledged that the geopolitical situation in various parts of the world and the current and future climate changes should have an impact in terms of migratory movements.

The European Union should therefore continue to see the arrival of populations in situations of insecurity in their own country and forced to flee.

Although, in this context, the White Paper does not aim at dealing with the appropriateness and legitimacy of the solutions to be implemented by Member States for welcoming these migrants, it contributes to considering the ways of including and integrating these migrants, both with dignity and effectively. The workforce requirements for meeting with the challenges of accompanying an increasingly-ageing European population, along with the need for support at home for women wishing to join the labour market, are not currently sufficiently covered, whereas they will continue to grow.

Many migrants need to work in order to be able to get out of insecure situations. The jobs associated with home employment and household services rely on relationship and technical skills and are accessible to persons with few or no qualifications, or to persons whose qualifications acquired in their home countries are still not recognised in the host country. **The European sector of home employment may be a vehicle for the inclusive integration of migrants in the Member States where permitted by the legislative context.**

It may however only perform this role if the European public policies are made, first of all, to organise this sector by giving it the necessary means, through its professionalization and especially its regularisation, to avoid emphasizing the insecurity of the migrant workers who might join the sector. ■



RECOGNITION AND VISIBILITY OF THE HOME EMPLOYMENT SECTOR AT EUROPEAN LEVEL

Highlighting the sector's economic weight, social stakes and employment perspectives can only be achieved through a better statistical recognition of home employment.

2

1 | PROVIDE A STATISTICAL SCOPE TO THE HOME EMPLOYMENT SECTOR IN ORDER TO ENSURE ITS DEVELOPMENT

It is essential to include the home employment sector in the national statistics, to assess its economic proportion at European level and to specify its components, in order for the public policies of Member States to be able to rely on this sector to provide solutions to the day-to-day requirements of European citizens and to the issues structuring the debate on social aspects in Europe (ageing, migration, social rights, work-life balance, etc.). How many people work in this sector and what are their profiles? Who benefits from their work how many beneficiaries are there? What types of activities are performed? To what extent does their mobilisation lead to meet with future societal stakes? What are the positive external aspects of this sector of activity, in each Member State and at European level?

Currently, the existing nomenclatures used for producing European statistics only refer to a partial aspect of the definition of home employment. The NACE (classification of economic activities) permits to identify the activities performed in the home, depending on whether they are paid for directly by the families or by external service providers. In parallel, the International Standard Classification of Occupations (ISCO) implemented by the ILO permits to classify employees according to the type of occupation performed and therefore to distinguish *domestic helpers and cleaners* from *care workers*.

But these two classifications do not intersect. It is therefore difficult to grasp the home employment sector in its diversity and as a whole.

These classifications only allow to understand it partially: the specific NACE 97 category which permits to assess the "activity of household employers of domestic workers" is often used to consider home employment, but the activities of elderly or childcare, are not included in this category. For example, in France, where administrative statistics are available via the home employment declarations, for all of the 3.4 million households declaring the employment of a domestic worker, approximately 1.2 million employ one person to look after their young children, and around the same to care for the 60 and more, i.e. two-thirds of the total employees.

In addition, this NACE category only considers the persons employing a worker at home and who do not have any other economic activity, in other words, mainly pensioners.

Home employment is therefore calculated in a way which, for certain countries, may be considerably underestimated. The case of France is emblematic, in this respect: the figure available in the European statistics drawn up by using the NACE 97 category only lists 300,000 household employers (pensioners therefore), whereas out of the 3.4 million household employers listed via the French public statistics, it is considered that at least 2 million employ a person performing a declared professional activity.

In the European statistics, the sector of *Personal and Household Services* (PHS) represented around 8 million declared jobs in Europe in 2016, i.e. 4% of total employment. As a comparison, the hospital sector represented 4.7% of total employment and the building sector, 6.8%. This figure covers direct employment, corresponding to 2.2 million jobs, and which has been seen to be poorly assessed and rather underestimated, and employment through service providers (associations, public services, firms, etc.), identified in the NACE 88 category.

8 million declared jobs in Europe in 2016, i.e. 4% of total employment

In this last category, there are 5.3 million declared jobs, but again the activities considered only partially fall within the scope to be defined, as childcare without accommodation for example is included in it, along with a certain number of services that may be performed outside of the home. On the contrary, the activities of *domestic housekeepers* are not included in it. In its "PHS Industry Monitor"[9] report, the EFSI makes a direct link between the lack of consideration of the sector and its poor statistical identification, whether on a European level or on a national level in the various Member States.

The low capacity of available European statistics to provide quality data for considering the economic weight of the PHS sector and the proportion of the home employment sector is related to the diversity of models which are more or less developed and regulated in the European countries. For example, in Denmark, Finland, Sweden and Belgium, household services are mainly provided by external service providers or independent workers (self-employment model). The largest number of jobs supposed to fall within the direct home employment sector is found in Italy, Spain and France and to a lesser extent in Germany and Portugal.

The first step for the recognition of the home employment sector in Europe is the demonstration, in connection to the European institutions and decision-makers, of its economic weight. But also its social and societal stakes, its prospects in terms of employment in particular for less-integrated workers, and its role for reinforcing a social Europe, along with its contribution to local development and the creation of local solidarity in the territories.

For the sector, the objective is also to assess and qualify the problems it faces such as removing jobs from the informal economy, professionalization of employees and economic viability of households. All of them requires having precise and sufficiently coordinated data which is not presently the case. ■

OUR PROPOSALS

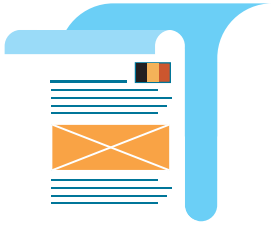
- **Include the concept of "domestic worker" in the statistical classifications and reorient these on the basis of the workers' jobs** and not only on the basis of the economic activity as is currently the case. One of the reasons for the lack of consideration of the sector is a clear statistical difference whether on a European level or a national level of different Member States.
- Create an ad hoc working group in partnership with the national statistics organisations and Eurostat to revise and correct current errors.
- Create a **European observatory of home employment sector of households to gather reliable data, specific to the sector**, that would complete data established by agencies such as Eurostat and Eurofound, share and provide detailed information on the sector of home employment and on related mechanisms. The aim would also be to assess the impact of the public policies drawn up by the Member States to ensure economic viability of the demand for household services, simplify the formalities for declaring an employee and professionalise household jobs. ■

[9] *EFSI report " PHS industry monitor: statistical overview of the personal and household services sector in the European Union", April 2018, http://www.efsi-europe.eu/fileadmin/MEDIA/publications/2018/PHS_Industry_monitor_April_2018.pdf*

2 | DECLARE DOMESTIC JOBS FOR A PUBLIC POLICY IN FAVOUR OF SOCIAL RIGHTS

The declaration of household employment is an objective in itself, between the social and economic stakes of the sector. From the domestic workers perspective, the declaration must enable **access to all social rights**: the benefit of social protection in return for their contribution to producing wealth for the country. From the Member States' perspective, the declaration, through the social contributions paid by the families creating these jobs, is a **source of income that contributes to abound a shared social protection system**. This is indeed the purpose of the declaration in this sector of activity: the high level of pooling of the contributions collected enables the financing of ambitious and universal social protection policies for the population (pension, unemployment, training, prevention, etc.).

In order to increase this income in Member States where the home employment model has a potential for development, governments must find solutions to encourage families to declare the activity of the domestic workers that they pay off the books. In countries in which informal methods of home employment are substantial, the potential for development of legal home employment sector is considerable.



Families fail to declare home employment for two main reasons: the absence of a quick and simple system to declare the worker, and the high cost of declared work, compared to the average budget of the families. For example, in France, the total amount of social contributions is barely less than the net wage paid to the employee. First, domestic workers who are often in an insecure situation seek to increase their immediate resources; Secondly, the household are limited by their family budget in terms of home employment expenditure.

When public policies with incentives are set up, they encourage the transfer of the workers and jobs to the formal economy, while barely disrupting the family methods and organisations. Many families have the possibility of regularising the employment situation of persons in whom they trust and to whom, very often, they are attached, after several years of working together and, sometimes in certain countries, of living together.

In these conditions, what systems permits to encourage the households to declare home employment? France is an example of good practices deserving to be analysed, even though it cannot be reproduced as such.

It leads to demonstrate the efficiency of a public policy with the incentive to declare employment: the cost of one hour of declared work is made up of the net wage paid to the employee, and of the social contributions. A universal social-tax mechanism enables the employer family, for each hour of declared work, to benefit from a set deduction of employer contributions, or to be able to deduct half of the total amount incurred from the latter's taxes.

In parallel, other systems may be set up for the partial or total exemption of employer contributions, depending on the employer's profile, his/her age, level of dependency or disability, status as parent of a young child, etc. This universal system makes the cost of declared work lower than that of undeclared work. The systems targeting vulnerable persons or those whose needs are recognised by society, reduce this cost further, thus increasing their employment capacities.

The cost for the State should be assessed against all of the positive external aspects implied: home care, even partially subsidised, costs less for the State than a place in a collective care structure; an elderly person who may be assisted regularly in his/her home, sees a decrease in his/her loss of autonomy and may therefore grow older for longer in his/her home; parents, in particular mothers, who delegate a part of their household tasks and may have their children minded, are able to contribute fully to the labour market, etc.

Alongside these social-tax systems for reducing the cost of declared employment, a digital tool to easily declare the working hours was set up around twenty years ago: the CESU (employment and services vouchers). The concept consists in the family employer paying a net wage to his/her employee. By declaring this monthly wage online (in just a few clicks) on the CESU website, it generates the automatic calculation of the social contributions after the universal set or targeted deduction, and the direct debit from the bank account of the social contributions owed by the family. The CESU National Agency is in charge of redistributing the social contributions to the various social welfare organisations (pension, unemployment, illness, old age, training, etc). An additional stage has now been passed, as from 2020, the online declaration will also trigger the debit of the net wage from the employer's account and its payment to the employee's account.

Simple and quick declaration formalities constitute important factors for encouraging the declaration of employment, especially if they complete a system of financial support for the creation of home employment, and this is their primary aim. This online declaration platform of employment is particularly efficient as it enables the immediate transformation of these monthly declaration deeds into comprehensive statistical databases on the activity of the sector. It also allows to provide data in real time that may be broken down per period, employee, employer and, per employer category, considering the specific exemptions from which certain families benefit depending on their profile.

The digital declaration platform is therefore a tool that encourages declared work.

But it is also an observation tool that allows to have a better idea of the working conditions of the employees, to simulate the impact of the mechanisms on the States' public finances, to analyse over time the efficiency of the policies carried out and to identify the limits of public support below which families will stop declaring their household employees. It thus provides an awaited understanding of the activity of the home employment sector, which permits to consider its positive external factors, and to provide public policies with the means to improve their own efficiency. The mechanisms of digital jobs declaration are therefore even more efficient as they lead not only to generate new virtuous declaration practices on an economic and social level, but also to provide to public policies the means for their continued improvement. ■

*" **The digital job declaration platform is an incentive tool for work declaration** but also an observational tool allowing better understanding of general work conditions of the employees and to simulate the impact of declaring mechanisms over States'public finances "*

OUR PROPOSALS

- The implementation of **adapted public mechanisms enabling to encourage households to declare home employment.**
- The simplification and rapidity of the declaration formalities through **the implementation of simplified digital platforms for encouraging the declaration, enabling an understanding of the sector and the statistical assessment of the public policies which accompany the sector within the Member States and on a European level.** ■

FOCUS:
BELGIUM AND ITS **SERVICE VOUCHERS / DIENSTENCHEQUES**

Created in July 2001 and amended in December 2003, the Service Vouchers system continues to be implemented to this day. Private individuals may purchase one hour or more of time from a household worker by using a paper or electronic voucher. This system is limited to housework, cleaning and ironing, sewing, preparing meals and transporting persons with limited mobility. The services may only be provided by household workers employed by registered firms. The users purchase the "voucher" from the issuing agency.

For the work performed, the user dates and signs the voucher(s) corresponding to the number of hours worked and provides the voucher(s) to the operator having performed the work.

The worker provides the vouchers to the registered firm which sends them to the issuing organisation in charge of refunding the value of the voucher.

As from 2015, a voucher costs 9 Euros per hour for the users for a maximum of 400 vouchers and 10 Euros per hour for the following 100 vouchers. The persons using this system benefit from a tax deduction of between 10 and 30% depending on their region of residence. When the tax deduction is applied, the hourly cost of the household services is reduced to €6.30 without any administrative invoice or costs. In 2013, the price of the voucher would be very "close" to the price of undeclared work. As indicated above, the users may only purchase 500 vouchers per year maximum, whereas special groups, such as single-parent families and disabled persons, are authorised to purchase up to 2 000 vouchers per year at the same unit price. There are some other administrative procedures but these are relatively simple and the registered firms selling the services assist the individual users through the system.

The registered firm also benefits from a state grant. For example, in 2013, for each voucher of a value of €8.50, the registered firm received €22.04, i.e. 160% more than the wage paid to the worker with service vouchers.

The household workers employed by registered firms in relation to this scheme have a written "service vouchers" employment contract with the registered firm – a fixed-term contract for the first three months of employment and an unlimited-term contract from the start of the fourth month with the same firm. They receive the basic wages according to the scales in force and full social insurance covering accidents. The Belgian social dialogue mechanism guarantees that the agreements on working conditions and wages are negotiated every two years.

Workers falling under this scheme also have access to vocational training. In order to promote the quality of the services provided to private individuals, Belgium has set up social funds enabling registered firms to refund the costs of vocational training provided to their employees. In 2011, 38% of the workers with service vouchers benefited from vocational training (EFSI, 2013).

An analysis on the cost / profit of this mechanism for the public authorities was carried out in July 2018[10]. ■

[10] Report, "Une vision à 360° sur les titres-services", IDEA Consult for Federgon, Belgium, July 2018, on federgon.be

FOCUS: GERMANY AND ITS **"MINI-JOBS"** SYSTEM

The German "Mini-Jobs", voted in 2003 under Gerhard Schröder's Socialist government as part of the so-called Hartz laws, were thought up in order to encourage a return to work for populations who were far removed from the job market, such as the long-term unemployed, students or housewives. The aim was to increase flexibility of the labour market, reduce the non-working population and fight against unlawful or undeclared work.

A Mini-Job may not be paid more than 450 Euros (net) per month to the worker. Initially, it could not exceed a period of three months, but this criterion has since been withdrawn. The added value of the contract is its "win-win" nature: the worker, exempt from employee contributions, benefits from a guaranteed minimum wage and a minimum base of social benefits through the declaration of his/her activity. The employer, responsible for all contributions, receives benefits such as the exemption of certain costs, such as VAT, or the decrease of certain other contributions.

In March 2009, 4.9 million Germans held a Mini-Job as their only professional activity or as a complementary activity. In March 2012, 2.3 million more Germans (7.29 million in whole) held a Mini-Job, including more than 65% who performed no other activity in parallel with this Mini-Job. Mini-Jobs are extremely present in the home employment sector.

Although this new method of employment with "moderate wage" has enabled a decrease in undeclared work and a decrease in unemployment, the main criticism made of it is that it creates jobs that lead to an increase in poverty and increased insecurity of the workers. The social benefits remain much lower than for standard jobs and lead to maintaining a sort of base of unqualified and marginalised workers, somewhat promoting work of low quality and legitimising insecure and under-acknowledged jobs. ■

FOCUS:
THE FRENCH CESU, HOW TO DEVELOP NEW SERVICES TO MEET WITH EVOLUTIONS IN SOCIETY?

The CESU is an offer to simplify the formalities proposed by the Urssaf[11]. It enables a private employer to declare the wage of a home worker, easily, for services to individuals. The CESU covers all private individuals at various stages of their life, to improve day-to-day life, to take on a few hours of cleaning or to accompany an elderly or disabled person. For the employee, it guarantees rights to health insurance, unemployment benefits, pension, etc.

The CESU is much more than a tool for collecting social contributions: it meets with the day-to-day needs of millions of French people and supports the development of employment in the sector of services to individuals. By accompanying the needs of elderly or disabled persons for care at home, by contributing to a better work-life balance and by guaranteeing social coverage for household workers, it conveys the values of solidarity and emancipation of the Social Security scheme.

Since its first online service in 2003, the use of the CESU website has developed and now has more than 20 million visits per year. The CESU must now meet with new ambitions.

The CESU, committed to the development of innovative services, works with start-up firms in the sector of home employment, offering services to put private employers in contact with home workers. The aim is to enable the users booking and paying their employees online to declare the services automatically at the same time and thus to experience a simple and efficient procedure. ■

[11] ***About Urssaf***:

Accompanying employers and business owners as part of a simple and personalised service relationship for ensuring the collection of the contributions with efficiency and equity, as efficient social contributions collector: these are the major stakes of the Urssaf offices. Its assignment within the Social Security system: finance the French social model, with almost 500 billion Euros collected from 9.4 million contributors. Its social assignment: guarantee social welfare for the workers (health insurance, pension, family benefits) related to performing a job in a legal context. Its economic assignment: facilitate the formalities for employers and guarantee the respect of social rules that are essential for fair competition

FOCUS:
THE FRENCH CESU,
IN FIGURES (2017 TOTALS)

More than **19 million declarations**
(of which 73.4% declared online)

1 921 935 employer users

An average of
600 615 employees declared monthly

2,078 billion
Euros **of contributions**
collected

3 | WHICH STATUS WITHIN THE EUROPEAN PUBLIC POLICIES?

The development of this new activity sector requires a good identification of its economic members: the employers are families and not firms, the workers often have few qualifications and may be in more or less unstable situations. Moreover, the employment relationship does not pursue any profit-making purpose, and the work is performed in a private home which is, by definition, inviolable. Rights adapted to these specific characteristics must therefore be stipulated.

The economic sector represents millions of jobs with social value at European level. The societal stakes involved in it are decisive for the future and its development potential is very high. How can it be organised and recognised? One of the responses lies in the development of a social dialogue adapted to the uniqueness and components of the sector, at national or European level.

In France, the social dialogue exists and has enabled the development of the sector and its members and the signature of many agreements creating new rights. In Spain, on the contrary, the members struggle to come out from the underground economy and the former methods of domesticity, in particular due to the fact that the trade unions defending the rights of domestic workers do not have any representative from the families employing them with whom they may discuss, negotiate and build up a framework for this special economic sector.

There is no unique path. In France, the social dialogue came about before the recognition of the status of private employer in the law. This social dialogue has existed for almost 20 years, whereas the status of households employing workers in their home has only been recognised in the French Employment Code since 2016, at the same time as their economic role. The absence of recognition of the status of the household employers and the employees that they employ, and the uniqueness of the employment relationship between them, has led to complicating the translation of the progress negotiated, in the texts and in the facts. An exceptional employment law for the sector of home employment has been drawn up alongside common law, stage by stage, so that the workers social rights are not reduced compared to the other. This also ensures that the families benefit from less restrictive rules than firms, while respecting the private nature of their home. ■

OUR PROPOSAL

- If a European public policy endeavours to organise the home employment sector, the **recognition of the status of the household employers and of the domestic worker at European level** will be a prerequisite. It may also contribute to driving this trend in Member States, by encouraging them to recognise the specific nature of the economic members in question in their respective legislations, and to ensuring the recognition and emergence of the activity sector in itself, prior to its assistance and its development. ■

A NECESSARY IMPROVEMENT OF WORKING CONDITIONS FOR DOMESTIC WORKERS AT EUROPEAN LEVEL

Ensure the development of an organised social dialogue, secure working conditions and professionalization is a key to enhance social rights for domestic workers in Europe.

3

One of the major concerns of the European Pillar of Social Rights is the access for all workers, regardless of their activity sector, to decent conditions of work and employment. The home employment sector is particularly affected by these stakes.

In some Member States, domestic workers, including those performing their work in a legal framework, still benefit from less protective social rights than workers in other activity sectors. For example, in Spain, domestic workers employed and declared by the families may be dismissed, quite legally, without notice and without receiving unemployment benefits. The social organisation representing them (CCOO Construccion y servicios) is currently campaigning to bring their social rights in line with common law.

In addition, the transfer of many undeclared jobs to the formal economy and the integration of current and future migrant populations are a way to develop the sector. **Employment opportunity and enhancing social rights for workers is crucial.** ■

1 | ENSURE THE DEVELOPMENT OF A SOCIAL DIALOGUE AT EUROPEAN LEVEL AND IN THE MEMBER STATES FOR AN EFFICIENT SOCIAL PROTECTION OF DOMESTIC WORKERS

Structure trade unions of workers and employers

In order to reinforce the quality of the working and employment conditions of workers of the sector, **the first identified lever is the implementation of conditions that encourage the development of a social dialogue between representatives of workers and of household employers**. Exchanges and negotiations between the parties involved must enable the creation of the legal context for performing these jobs and adapted organisation methods of the sector in each Member State. The main components are respecting the specific characteristics of the employers (families employing a person without pursuing a profit-making objective), respecting the workplace (a home which falls within a private sphere and is therefore placed out of the scope of legislation of the States[12]), and respecting the specific stakes of this sector in terms of security and risk prevention at work. A social dialogue will help raise awareness for employers and workers on the specific rights and obligations linked to the contractual working relationship.

The development of a negotiated framework in relation to collective agreements or arrangements is a priority for ensuring the security of the employment relationship between the two parties.

The development of strong representative organisations, both for the workers and for the employers, is also an essential condition of the social dialogue. However, the private household employers and the workers of the home employment sector often find it difficult to organise themselves as social partners at national level and to undertake collective actions.

Few European countries have trade unions and employer organisations for negotiating, discussing and implementing a legal framework adapted to the home employment sector. In Spain, there are no representatives of household employers. The representation of workers hired directly by the households is encompassed in the general representation of household workers, whether they are employed by a family or by a service provider organisation, with some shared stakes but with very different solutions to be implemented. The dialogue cannot therefore be implemented, due to lack of negotiators. .

[12] For example, in France, the private home is inviolable in accordance with the French Penal Code. Consequently, a labour inspector may not enter it.

In Italy, the *Federazione italiana dei datori di lavoro domestico* (FIDALDO[13]) contribute to the social dialogue at national level for the household employers. In France, the sector-based social dialogue is very organised and has enabled considerable progress for the working conditions of the sector's employees.

The organisation of a sector-based social dialogue would enable the European social partners to observe good practices at national level and to contribute to spreading these good practices at European level. This would be an encouraging factor for countries in which there is not yet any conventional base[14]. **The conditions of a committed sector-based social dialogue must be prepared to enable access to social rights, the professionalization of the employees and a sector-based European observatory.**

In the few countries in which the social dialogue is organised, most of the employees and the household employers are however unaware that they are represented and are unaware of a part of their rights and obligations. The social partners must endeavour to develop their visibility and put their communication to the service of real development of the sector's social protection, by informing workers of their rights and helping them to assert them.

Their role with the public authorities is essential, and must enable the implementation of policies supporting declared jobs in the sector, leading to the funding of social protection. Finally, household employers are assisted in understanding and gaining awareness of the responsibilities involved in the status of household employer, in particular in terms of risk prevention at work. By making their homes safe and by encouraging the professionalization of their employees, the household employers become real economic actors of a sector which builds up its quality at the same time as it implements the conditions of its attractiveness. This means that, in the future, the workers that they employ will be able to meet with their expectations in a secure context.

It is the role of the European institutions to encourage Member States to organise an adapted sector-based social dialogue.

The social dialogue must also take shape at European level, in order to ensure the recognition of the sector and to define its specific characteristics and its stakes. The recognition at European level of the status of *household employer and of workers directly employed by a household* may constitute a relevant and efficient base for the development of the future European social dialogue. It may also facilitate its emergence within the Member States. Europe must give the necessary drive to enable the civil society to get organised and to create a virtuous ecosystem offering social rights to domestic workers paid by the families. This will also ensure the decline of undeclared work that is predominant in Europe in this sector.

EFFE must become the **European organisation of the sector on which the European institutions may rely on** for the creation of a first dialogue process and the proposal of shared orientations. Indeed, EFFE currently constitutes a centre of representatives of household employers from many Member States, committed, in varying stages, to the organisation of the home employment sector in their respective countries, and also associates workers representations.

" Recognizing at EU level both legal statuses of household employer and domestic worker shall efficiently and adequately push the emergence of a social dialogue forward "

[13] *FIDALDO brings together the following structures: Assindatcolf, Nuova Collaborazione, ADLC, ADLD, and DONIMA*

[14] *Cf. White Paper of November 2013 ordered by FGTAFO entitled "Employees of private employers: implementation of social dialogue tools on a European level"*

OUR PROPOSALS

- **Create adequate conditions to build up a social dialogue in the sector on both national and European levels.** The local organisation and structuring of home employment must lead to a massive reduction in unlawful employment.
- **To develop and structure employer and worker organisations** of the sector to encourage social dialogue and collective negotiations and to ensure individual rights in a collective context.
- The aim is indeed **to regulate working relationships between employees and employers and to enable all people to be self-aware of their status.** There are still major differences in the representation both of employees and of employers and this situation is harmful to a quality development of the sector.
- It is essential that public authorities identify the actors for **building up future public policies jointly and efficiently.** ■

3

FOCUS: ITALY AND ITS COLLECTIVE AGREEMENT IN 6 LANGUAGES: **AN EXAMPLE OF EFFICIENT SOCIAL DIALOGUE**

In certain European countries, the collective negotiations have led to the signature of national collective agreements. The implementation of conventional provisions related in particular to the professionalization of the jobs contributes to improving the quality of employment and the working conditions of the household workers.

Italy has been particularly innovative in this respect as the social partners have identified a poor knowledge of Italian or even often illiteracy by the migrant workers. In this context, and to enable a larger number of workers to have knowledge of their rights, the collective agreement has been translated into six languages, thus introducing versions in Russian and in Romanian, alongside traditional versions in Italian, English, French or Spanish. This experience has been unanimously recognised by the social partners as a success as it has led to a larger understanding of the home employment sector in Italy. ■

Ensuring efficient social welfare for the employees of the sector

The stakes of the development of efficient social protection for the employees of the home employment sector are two-fold. Firstly, and primarily, the principle by which any declared activity must give access to the same social rights and the same social protection, regardless of the activity sector within which the employees perform their professional activity, is a founding principle of dignity and equity of the European Pillar of Social Rights.

In this context, on 13th December 2016, the European Commission presented a revision of the EU regulation on the coordination of the social security, which aims at reinforcing social protection for all workers[15]. The legal mechanisms existing in Europe are essentially thought up for firms. It will be essential that the social partners of the home employment sector prepare the adaptation of these mechanisms to the specific characteristics and environment of their sector.

The development of social protection is also a major stake for the attractiveness of home employment sector, where risk prevention at work is a priority.

It is important to encourage households to declare the activities, and inform them in particular of the risks incurred in terms of accidents of their employee, by simplifying the administrative formalities and providing financial support for these jobs. This will enable the activities, often performed in an informal and unregulated context, to be transferred to the formal economy. Admittedly, although the Mini-Jobs mechanism implemented in Germany for fighting against undeclared work has had positive results, it has not allowed to guarantee the full social protection of the employees.

It is also necessary to inform and convince the workers, preoccupied by immediate access to a minimum amount of financial resources, that they are better protected when declared, and to guarantee that this social protection is not earned to the expense of their net income. Social welfare protects the employee from risks of accidents, illness or unemployment, which may occur; it must also provide the employee with guaranteed income upon retirement age. It must also provide the employee the necessary skills, to learn the methods, postures and knowledge that will lead to avoid accidents and professional burnout.

Without an organised social dialogue, the social protection within the home employment sector still remains low in Europe.

" Without an organised social dialogue, the social protection within the home employment sector still remains low in Europe. The working conditions are not very regulated and are unequal from one country to another. Moreover, the prevalence of informal work prevents the regulations from being applied, as unrecognised workers do not benefit from the rights owed to them and may be exploited as they are not subject to any inspection "

The working conditions are not very regulated and are unequal from one country to another. Moreover, the prevalence of informal work prevents the regulations from being applied, as unrecognised workers do not benefit from the rights owed to them and may be exploited as they are not subject to any inspection.

The legal framework applicable is generally weak in the absence of a legal definition. For **Belgium**[16], **Italy**[17] and **Sweden**[18] , the legal frameworks are established. But this is not the case for the United Kingdom which has no legal definition for household tasks but only for childminding[19] and for assistance and care for persons[20]. **Germany** does not have a legal definition either for family home employment, or for assistance and care for persons; however, childminding does have a legal framework[21]. ■

[15] Proposal for regulation of Parliament and Council modifying EC regulation no. 883/2004 regarding coordination of social security systems and EC regulation no. 987/2009 regarding legal conditions of EC regulation no 883/2004, http://ec.europa.eu/social/main.jsp?langId=fr&catId=849&newsId=2699&furtherNews=yes

[16] Framework law of 20th July 2001

[17] The Italian Employment Code establishes three categories on household work (law of 2nd April 1958), on childminding in the home (law of 2nd April 1958) and on assistance and aid with everyday life of the elderly (framework law on the social assistance reform no. 328/2000).

[18] Article 4 of the SFS law 2007 - [19] Childcare Act of 11th July 2006 - [20] Care standard Act of 20th July 2000

[21] Article 23 of Book VIII of Social Laws

OUR PROPOSAL

- The European Commission must encourage the Member States to take on the issue. Indeed, legal mechanisms are essentially thought up for firms and are not adapted to home employment and the relationship between private employer and domestic worker. **The specific characteristics of home employment must be taken into account in the recommendations from the Commission and in the national regulations in terms of social protection which are currently deemed as too unequal.** ■

FOCUS:
HOME EMPLOYMENT IN FRANCE: A SECTOR WHICH IS BUILT UP THROUGH AN EFFICIENT AND **INNOVATIVE SOCIAL DIALOGUE**

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In France, the social dialogue in the home employment sector has definitely led to major progress in terms of social rights for the employees of the sector. The trade unions and employer organisations meet very regularly, as part of thematic commissions.

The social dialogue has enabled the preparation of two specific collective agreements, the creation of specific employer contributions, in addition to those implemented in the law, for financing ambitious social protection and professionalization policies adapted to the sector, with the creation of two dedicated bodies: IRCEM, Institute for social protection of employees in the home employment sector, and Iperia, national platform for professionalization which assists them in their professionalization projects and formalities.

Joint agreements are regularly negotiated and signed to complete the provisions of the collective agreements. The employees of the sector may thus have access to vocational training, provident schemes, complementary pension schemes, complementary health insurance and recently to occupational health doctors, in conditions adapted to the uniqueness of the sector. ■

2 | ENSURE SAFE WORKING CONDITIONS FOR DOMESTIC WORKERS

For around twenty years, the EU has held a position as leader in order to establish high standards of requirements for protecting the health of workers and preventing professional risks. According to the most recent data, the rate of fatal accidents has reduced by ¼ compared to 2008[22].

The EU legislation in terms of health and safety at work does not require that Member States include domestic workers in the national dedicated rules. The Framework Directive 89/391/EEC, regarding the implementation of measures aiming at promoting the improvement of the health and safety of workers at work introduces measures aiming at promoting the improvement of health and safety in the workplace. It affects "*any person employed by an employer*" in all activity sectors, with the exception however of "*domestic work*". In its communication of 10th January 2017, "Modernisation of the EU legislation and policy in terms of health and safety at work[23]", the Commission encourages Member States to ensure a large coverage of the public policies in terms of health and safety at work, within which domestic workers of private homes would be included.

According to the Commission, approximately half of the EU Member States have national provisions in terms of health and safety at work for this sector of activity. This is either due to them extending the scope of application and including household workers in the definition of the word "workers" upon codifying the framework directive, or due to them ratifying the ILO's Convention n°. 189 which stipulates a broad coverage of the fundamental rights of household workers, including health and safety at work.

This stipulates that any household worker is entitled to a safe and healthy work environment and that this principle must be applied by taking duly into consideration the specific characteristics of home employment. Currently, six Member States have ratified the Convention: Belgium, Germany, Finland, Ireland, Italy and Portugal.

The Commission has already invited the Member States to ratify the Convention n°.189. Two reports have done the same:

- **In the European Parliament**, the Resolution of 28th April 2016 on women domestic workers and carers in the EU[24];
- **In the European Economic and Social Committee**, the Opinion of 21st January 2016[25] on the rights of live-in care workers.

In practical terms, the measures to be implemented are difficult to apply, mainly due to the characteristics of the workplace: a private home.

Moreover, the need to respect the privacy of the household employers requires a reinforcement of the prevention and communication mechanisms for these targeted populations. Similarly, the private nature of the workplace, with its strong cultural factors, also has an impact on how domestic work is considered: the contracting families do not necessarily consider themselves as traditional "employers" and are not assisted in facing their obligations, particularly regarding to all administrative aspects.

[22] *Eurostat, European Statistics for Accidents at Work (ESAW)*

[23] *Communication of Commission to the Parliament, the Council, the European Economic and Social Committee and the Committee of Regions on a healthier and safer work for all – modernizing the EU legislation and policy on occupational safety and health at work, January 10th 2017, to be seen under this link: http://ec.europa.eu/social/BlobServlet?docId=16874&langId=en*

[24] *http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P8-TA-2016-0203+0+DOC+XML+V0//FR*

[25] *https://www.eesc.europa.eu/fr/our-work/opinions-information-reports/opinions/les-droits-des-prestataires-de-services-la-personne-loges-domicile*

In terms of health and safety at work, the specific nature of home employment means that the difference between domestic accidents and work accidents in the home is not always precise:

- In a **domestic accident**, the victim is in his/her home. He/she may be an employee working in his/her own home or a person in his/her home;
- In the case of a **work accident in the home**, the victim is at his/her employer's home, which constitutes his/her workplace.

" It is necessary to set up a qualitative social dialogue to identify risks and establish efficient and mutually gainful solutions "

Domestic workers may also be exposed, in their workplace, to harmful chemical cleaning products, be injured or be the victim of physical disorders caused by arduous tasks and actions such as frequent repeated lifting (e.g. moving persons with reduced mobility) or uncomfortable positions, or be exposed to verbal and physical violence.

Occupational illnesses may also be found for workers of the sector: allergies and eczema, acute or chronic MSD or stress, professional burn-out or depression.

Workers and employers are therefore directly affected, **meaning that a quality social dialogue must be established in order to identify the risks and recommend efficient and mutually profitable solutions.** ■

OUR PROPOSALS

- To have **a better understanding of risk prevention in the home**, when the employer's home is also the workers' workplace and when the professional risk factors for the workers may also be factors of domestic risks for the employer. Thus, the Commission must encourage Member States to ensure broad coverage of the public policies for health and safety at work and, through sharing good practices, to give more consideration to the sector.
- On this issue, EUROFOUND, the European Foundation for the improvement of living and working conditions could complete **a complementary study and draw up a list of the national studies available on the subject.** This approach could be completed by combined work with the ILO, considering the lines related to the Convention n°. 189 on domestic workers.
- Finally, actions, especially for prevention, should be undertaken with the support of the European Agency for Health and Safety at work (EU-OSHA). ■

FOCUS:
AGREEMENTS ON HEALTH AND SAFETY AT WORK, FRENCH EXAMPLE

An inter-industry framework agreement[26] related to health at work and the prevention of harming health of employees was signed in 2016 by all of the social partners of the sector. This agreement is the result of an efficient social dialogue and has enabled a clear evolution on the issue of administrative simplification for employers:

- **A joint National Management Body (OGN)** has thus been created. Its main assignment is to ensure the interface between the citizen employers, the employees and all of the health at work services on the individual monitoring of the employees' state of health, the monitoring of the training programmes or the prevention of professional risks, and to manage the cost of the medical follow-up of the employees of the sectors of childminders and employees of private employers. The aim is, primarily, to facilitate the formalities to enable the employer to respect his/her obligations and duties. The latter therefore gives authority to the OGN to complete all of the administrative formalities in terms of health at work.

- Furthermore, a health at work **account of the employee will be created**. It will compile all of the opinions given, the dates of performing the monitoring and the jobs for which it is performed. The employer will have access to the account of the employee that he/she employs, but may only have access to the data related to the employee's individual follow-up (with the exception of any medical data). In order to finance the health at work mechanism, the framework agreement has stipulated the implementation of a specific contribution borne by the employers.

- **The agreement innovates and records the principle by which the social rights are attached to the employees**, and not to their employer(s), in order to consider the uniqueness of the professional scope of home employment, characterised in particular by the high number of employees with several employers and the diversity of the jobs performed by the employees. Each employee will therefore have **one visit only, regardless of the number of employers and within the limit of 3 jobs, whether or not they are performed at the time of the follow-up**. An employee with a valid follow-up certificate for the job in question upon a new appointment will not be required to attend a new information and prevention visit.

- Tools have been implemented that aim at assisting the private employers in understanding the risks in their home and at providing them with appropriate solutions[27]. These tools aim at raising awareness of all of the persons involved (the employers and their family circle but also the employees) of the prevention of these risks in the home. They have been experimented and adapted to the professional scope of the private employer. They consist essentially in offering advice, good practices and presenting practical solutions to any difficulties that may be encountered (e.g.: using an extendable handle to perform a task on the ground rather than on a stepladder, airing the room when using cleaning products). A prevention site[28] on which these tools are available has been created for this purpose. ■

[26] National French collective bargaining agreement on maternal assistants of private employers' sector, November 24th 2016, to be seen under this link: http://www.journal-officiel.gouv.fr/publication/bocc/pdf/2017/0009/boc_20170009_0000_0010.pdf

[27] List of partners of the project to be seen here: prevention-domicile.fr

[28] http://www.prevention-domicile.fr/

3 | ENSURE PROFESSIONALISATION TO GUARANTEE QUALITY JOBS

Produce and recognise the specific skills of the sector

The professionalization of domestic workers in Europe is both the only one way to match the service provided with ever-evolving families' needs, and the means of ensuring recognition by families that the qualities needed actually fall within the scope of professional skills. Skills imply a form of specialisation of the worker, which generates production efficiency and security, and as a result the willingness to pay of the families.

When it will be possible to associate the home employment sector with the specific professional skills required, the usefulness of the sector and of its jobs will be recognised. Public authorities will then, in very concrete terms, be able to take support from the added value of these jobs in order to face the forthcoming demographic and societal challenges.

As regards the employees, **professionalization is a means to acquiring or ensuring recognition of their professional skills, and including them in a professional career path**: learning a trade, acquiring new skills to ensure continued development of their employability, changing jobs, developing professionally. Professionalization will be based on vocational training more than initial training. , as the idea is to match skills with evolving families' needs and societal trends. It will be therefore appropriate to develop proactively the cross-sector skills adapted to these various stakes:

- **Green skills** for cleaning without harming the environment or one's own health;
- **Relationship and autonomy skills** for understanding the requests, anticipating evolving needs and making appropriate proposals, as the child grows up, as the elderly person loses his/her autonomy, etc.
- **Digital skills for developing** employability, for helping an elderly person to complete administrative formalities, for adapting to home automation tools used in the household (smart appliances, e-health).

Professionalization is the first tool of an ambitious policy for risk prevention at work: learning the right movements and using products appropriately to avoid falls, musculoskeletal disorders and illnesses; learning to look after oneself in order to be able to take better care of others and avoid professional burnout, and limit families' demands, in a sector where the boundary between professional life and personal life can be hard to be identified.

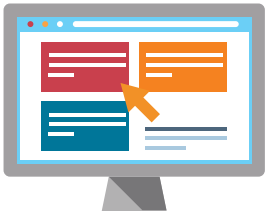
In France, social dialogue has enabled the creation of a conventional employer contribution, in addition to the legal contribution, paid by every household employers, and dedicated to the vocational training of employees of the sector. With this fund, the sector has been able to implement an ambitious professionalization policy, with sector's diploma and a large choice of continuing training modules, accessible with the first hour worked in a family.

The three diplomas certify all of the professional skills acquired to allow the performance of three distinct and structuring jobs in the sector of home employment: one related to childminding at home, the second focusing on assisting dependant persons and the third structured around skills for housekeeping and assisting families in their daily tasks. All of the skills required for obtaining these diplomas (in around 600 hours) are also accessible per module, as all training pathways do not necessarily aim at obtaining a qualification. Acquiring specific skills can also give value to a job profile, or simply meet with the particular requirement of a household employer.

Indeed, as leader in the scope of professionalization of employees of the home employment sector, France is currently coordinating, via Iperia, the French platform for professionalization of the employees of the sector, the European PRODOME project, as part of the Erasmus scheme. Within this project, Italy, France and Spain, represented by a pairing made up of a social partner representing the household employers (France and Italy) or their employees (Spain) and a member of the professionalization area, endeavour to build up a certification reference for the domestic worker profile. The intervention area includes housekeeping in its broad meaning, and the daily assistance of the family members, without specific assistance for dependant persons and without full-time care of young children.

The aim is to create a shared reference and to provide the ready-made training kit, online, to all of the European Member States that may be inspired by it in order to ensure the progress of the professionalization of the sector in their respective territories.

The professionalization of the employees of the home employment sector must be part of the new strategy in terms of skills for Europe, adopted by the Commission on 10th June 2016[29]. Ten actions have been launched so that the citizens of the European Union may acquire skills and benefit from appropriate training and support. The workers of the sector must, as the other employees, be able to take advantage of them.



OUR PROPOSALS

- **Promote joint and/or conventional agreements for a better professionalization** and increased consideration of the jobs of the sector and to enable professional evolution. Where collective negotiations exist, the employment conditions are better defined and structured, of benefit both to the employers through the quality of the services offered, and to the employees through their working conditions and vocational training.
- **Carry out a study on the qualifications of the sector and the recognition of equivalences between European countries**. The sector must be able to refer to the European agency on training and qualifications, the CEDEFOP, to promote studies on the sector's jobs and their evolutions over the next ten years, both in the care jobs and in the non-care jobs.
- **In the end, the social dialogue must enable the creation of a universal skills account**. Although the integration in society through work is a central preoccupation in European social policies, there are still too few concrete actions and tools for achieving this. It is necessary to ensure recognition of the professional skills acquired through home employment by the creation of a universal skills account which will favour social integration of the low-skilled populations. This must also support employers in their recruitment and encourage intra-community exchanges. ■

Accompany digital methods in the home

Practices and social representations have been changing over the past decade, with in particular digital transition which has had an impact on all activity sectors. The ecosystem of the home is no exception here. Home automation and robotics revolutionise practices in European households, and the home employment sector must adapt to ensure that the related jobs evolve in a positive way. These changes may be seen as a threat, especially for employees who experience long-term impacts on their jobs.

It is essential that the skills of the domestic workers include new knowledge related to digital deployment, to increase the quality of the services of the related jobs. The household jobs may not be reduced to a series of tasks. They provide real support and assistance. The negative idea that domestic workers perform "complementary" assignments or require few skills is outdated. Technical skills are required and these jobs constitute sources of innovation which must not be under-estimated by the public authorities and European institutions. No job, including in the home employment sector, may go without training and an increase in efficiency.

This digital transformation imposes a new way of understanding the social link, the relations with others and the interactions between generations.

" It is essential that the skills of the employees of the home employment sector include new knowledge related to digital deployment, to increase the quality of the services of the related jobs "

The home employment sector, based on relations with others, is evolving and its jobs will be transformed by the use of new technologies. The social link and the creation of solidarity on a local level are essential for the cohesion of society and the health of persons.

Home employment provides assistance; it also facilitates the link between generations. The elderly may thus pass on their "know-how" to the persons helping them in their home. Home employment therefore becomes a vehicle for transferring knowledge and skills. In return, the elderly benefit from their employee's knowledge, such as the use of digital tools.

Recent research has shown that the elderly persons in Europe may be encouraged to use online services, modern information and communication technologies (ICTs) and assistance with autonomous living (AAL), thus significantly improving their quality of life at home.

Carers and care assistants are the "missing link" between the digital tools and the assisted persons. This observation was the starting point for the European project, Carer+[30]. Firstly, social workers and care assistants in Europe, generally with few qualifications in ICT, must benefit from training in digital tools and knowledge of related tools in order to improve the home-care services that they provide, and to improve their employability. Secondly, once they have acquired the necessary ICT skills for home-care services, they will be able to deal efficiently with the introduction of digital tools and appropriate options at assisted persons' home. The elderly may thus acquire digital skills via their carers, and become familiar with the tools and mechanisms that improve active ageing and their quality of life.

In order to test this hypothesis, **the "Carer+" project** has identified and developed digital inclusion skills, essential for informal carers and domestic workers (establishing a "digital skills context"), providing a series of educational courses and resources that have met with the major challenges of their professionalization: social isolation, lack of access to technologies, lack of flexibility in study methods, lack of support and motivation, no official accreditation, no recognition of previous experience and lack of opportunities for evolution.

Although it is quite clear that home employment jobs will not be replaced by technologies. Nevertheless robots, digital applications, e-health and "uberisation" raise new questions regarding the connection between persons and, in the end, must enable workers to expand their scope of skills and prove their human irreducibility. ■

[29] New strategies for EU skills and competences, to be seen under this link: http://ec.europa.eu/social/main.jsp?langId=fr&catId=1223
[30] http://www.carerplus.eu/fr

INCLUSION OF THE HOME EMPLOYMENT SECTOR IN EUROPEAN PUBLIC POLICIES

Cohesion policy, EU strategy for carers, integration of migrants... Home employment is intersectional and needs to be taken into account in dedicated EU and national public policies

4

1 | FAMILY EMPLOYMENT AND HOME CARE: A SOCIAL INNOVATION MODEL FOR EUROPEAN REGIONS TO BE TAKEN INTO ACCOUNT IN THE FUTURE COHESION POLICY

Family and home employment have a particularly strong growth capacity due to the extensive and ever-changing needs of European families and households, represent a potential for several million non-relocatable jobs in Europe. They constitute an unprecedented source of development for European regions.

The action and support of regional and local actors, especially through regional representations to the European institutions, are essential to support the creation of quality jobs in Europe, especially for young people, women and migrant population. Their involvement alongside EFFE and civil society stakeholders committed around the White Paper testifies to their desire to encourage the recognition of family and home employment in Europe.

This is a necessary condition to access funding that can push along its development, and their inclusion in policies such as the Economic, Social and Territorial Cohesion Policy.

The ambition of the Cohesion Policy is to reduce gaps in wealth and development between the regions of the European Union. As such, it has two main objectives:

- Investment for growth and employment, to strengthen labour market and local economies;
- European territorial cooperation, aiming to support cohesion within the European Union, through cross-border, transnational and inter-regional cooperation.

At the time of the negotiation of the EU's post 2020 budget, the future of this instrument for European solidarity is currently under debate, and the maintenance of the budget allocated to it is uncertain.

If the funds linked to the Cohesion Policy already allow, in the current programming period to finance projects in line with certain recommendations of the White Paper, in connection with topics such as employment, vocational training or social inclusion, will go further, particularly with regard to post-2020 proposals.

The European Commission published on May 29th 2018[31] four legislative proposals for the 2021-2027 Cohesion Policy: a common set of rules for seven EU funds under shared management, a joint set of rules for the European Regional Development Fund (ERDF) and the Cohesion Fund, a regulation covering territorial cooperation and, finally, a regulation on the new European cross-border mechanism.

The coverage of the Cohesion Policy remains unchanged and all European regions remain eligible and can benefit from it, but in different measures according to their category: least-developed regions (GDP per inhabitant less than 75% of the average GDP per inhabitant in the EU); developing regions (between 75 and 100% of the European average) or most-developed regions (more than 100% of the European average).

[31] *Regional development and cohesion policy: legal texts and factsheets, May 29 2018, to be seen under this link: http://ec.europa.eu/commission/publications/regional-development-and-cohesion_en*

The method of allocating the funds still relies mainly on the GDP per inhabitant. But the Commission has proposed to add the inclusion of new criteria for all categories of regions: youth unemployment, lower level of education, climate change, reception and integration of migrants. The stated objective is to have a better representation of the socio-economic situation on the ground.

The Commission also proposes to focus the expenditure on five strategic objectives (and no longer on the eleven "thematic objectives" of the 2014-2020 period):

1. A more intelligent Europe, through innovation, digitalisation, industrial transformations and support for small and medium enterprises (SMEs);
2. A greener Europe with zero carbon emissions, implementing the 2015 Paris climate agreement and investing in energy transition, renewable energies and the fight against climate change;
3. A moreconnected Europe, with strategic transport and digital communication networks;
4. A more social Europe, ensuring practical application of the European Pillar of Social Rights and advocating quality jobs, education, skills, social inclusion and equal access to healthcare;
5. A Europe closer to the citizens, which will support locally-driven development strategies and sustainable urban development throughout the European Union.

Objective n° 4 is especially connected to home employment:

- Improve labour market's efficiency and access to good-quality employment, through the development of innovation and social infrastructures;
- Improve access to quality and inclusive services in education, training and lifelong learning, through the development of the infrastructures;
- Strengthen the socioeconomic integration of marginalised communities, migrants and disadvantaged groups, through integrated measures, mostly regarding private housing and social services;
- Guarantee equal access to healthcare through the development of infrastructures, including primary healthcare.

The future Cohesion Policy could also have its link reinforced with the European Semester. Indeed, this cycle, around which the Commission performs an analysis of the economic and budgetary results of the Member States, now adds an increasingly social aspect to its scope.

These proposals may evolve as they are under debate with the European Parliament and the Council.

It is necessary to raise European decision maker' awareness of the solutions that may be found in the home employment sector regarding the five strategic objectives of the Cohesion Policy as it stands, or the new European criteria, with a stated desire to move towards a more social Europe where the Structural Funds would contribute to the implementation of the European Pillar of Social Rights.

The sector of home employment is a source of jobs that cannot be relocated, and which are performed in line with the needs of citizens, as they are performed in their homes. This sector leads to declared and quality jobs, in favour of social cohesion and the maintenance of the social bond for elderly and isolated persons. These jobs assist the families in their day-to-day needs, and therefore favour growth, as they enable the parents, in particular women, to be a part of the labour market, including when they have children or elderly parents to care for. Finally, these jobs are accessible to persons with few qualifications, and may therefore constitute a vehicle for the integration of migrants and more marginalised persons.

Home employment therefore falls by nature within the logic behind the Cohesion Policy, in favour of a more social Europe, guaranteeing social inclusion of low-qualified persons, women and migrants, on the labour market, through the acquisition of key skills. However, this may be duplicated if its deployment is backed by European public policies and those of the Member States. The sector may then ensure social rights for workers and become professionalised, in order to develop green skills and digital skills that will enable them to provide services of higher quality, to work in better conditions and to be part of a professional risk prevention procedure. It will then be able to play its full role in the policy for reducing fractures in society and inequalities at local level.

Indeed, the home employment model may contribute to limiting disparities and the emergence of new territorial fractures and between the various regions of the European countries that insufficient European integration can no longer resolve.

The aim is to enable integration of family carers in a context of scarcity of public resources for the care services for vulnerable persons, the integration of the least professionalised persons to provide them with job prospects in all European territories, and the integration of migrants and social inclusion, through available European funding (Cohesion Policy or social innovation part of the research and innovation programme, Europe 2020). ■

" Home employment therefore falls by nature within the logic behind the Cohesion Policy, in favour of a more social Europe, guaranteeing the social inclusion of low-qualified persons, women and migrants on the labour market, through the acquisition of key skills. "

4

OUR PROPOSALS

- **This is why the stakes of the sector must count as priorities and be better pinpointed in the funding of the Cohesion Policy.** The "thematic / specific objectives" are defined by the European Commission and then broken down (or not) by the management authorities (State or Region) in their Operational Programmes. The stakes are therefore two-fold: ensure that the home employment sector (and the related issues) is well-covered by the TO/SO proposed by the Commission, and ensure that the management authorities then take them up locally and choose to devote a part of their budget to this type of action rather than to others.

- **A part of the vocational training could be financed by European Funds such as the European Social Fund (ESF).** Although the ESF is currently used to fund a part of vocational training, it would hence represent a matter of targeting the most excluded from employment who could benefit from training and qualification actions of employees of the sector, in particular migrants.

- **Experiments on a regional / local level** could be carried out in order to fund cross-sector projects related to home employment between citizens.

- Moreover, in defining their regional innovation schemes, **the European regions could develop a more inclusive and pluralistic vision, in particular through social innovation.** In this respect, it would be relevant to allow the funding of research in social sciences in order to provide a better response to the sector's stakes in the forthcoming period. Finally, in light of objective n°. 4, the Structural Funds could be used to fund the integration of migrants in the territories. This indication is included in the Commission's proposals for the post-2020 ESF+ fund. ■

2 | FORMAL AND INFORMAL CARERS: ESSENTIAL INCLUSION IN EUROPEAN PUBLIC POLICIES

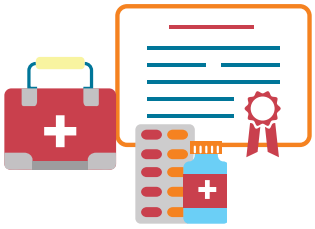
Life expectancy has continued to grow in general in Europe over the last few years. However, although we live longer, we do not necessarily maintain good health. European citizens may thus live longer with chronic illnesses, which may lead to a progressive loss of their physical and cognitive capacities, and thus affect their autonomy. Living at home in a situation of dependency or illness requires daily care and assistance.

Informal care, also known as unpaid care or family care, is a major part of the total long-term care offered in European countries, as 80% of it is provided by spouses, members of the family and friends. This care is often considered as a reliable means for preventing and/or avoiding the institutionalisation of the persons cared for. According to the estimates available for the various European countries, 10% to 25% of European citizens take on a role as informal carer, with proportions that may vary considerably from one country to another, due to the definitions used and the measures established.

Informal (or family) carers are distinguished from domestic workers. Eurocarers offers a clear definition to identify them: "*Informal carers are persons who provide care (usually unpaid) to someone with a chronic illness, disability or other long-lasting health or care need, outside of a professional or formal framework*[32]". Informal carers or voluntary carers are generally women, often older than the average. In the EU-28, 18% of women do not work due to their activity as a carer. In France, this rate is among the lowest (9%), but it is 25% in Spain, 22% in Italy and 15% in Germany.

The current formal offer of health and care services at home does not meet the demand. The solution to the vital needs for care of a part of the population now largely relies on the help of informal carers. These informal care requirements are set to increase due to demographic changes, progress in healthcare, policies in terms of long-term care and pressure to limit costs. However, even now, this assistance is not enough to cover current requirements, and it has become clear that the free commitment of the informal carers has a cost, for the latter and for the State.

Becoming a carer often means activity, with an impact on the global level of participation in the labour market. When the person being cared for dies or is institutionalized, the carer often finds it difficult to return to the labour market. The skills acquired, often during several years of care assistance, are not generally recognised on the labour market. Moreover, this care, sometimes daily and constant, leads several carers to situations of physical and mental exhaustion, along with the possibility of complete social isolation. "The quality of life of the carers is generally not as good as that of the population as a whole and is often synonymous with poverty, isolation, frustration, poor health and depression, along with major difficulties in remaining on the labour market for carers of working age"[33].



[32] *Informal carers are persons who provide care (usually unpaid) to someone with a chronic illness, disability or other long-lasting health or care need, outside of a professional or formal framework*

[33] *Eurocarers, carers and access to training: general survey of the EU countries, Report drawn up in relation to the TRACK Project: http://www.eurocarers.org/track/index*

It therefore appears urgent to obtain better recognition of the role of these informal carers in assisting with dependent or disabled persons, and to implement appropriate public policies, in order to provide better support for them in this role. This is not yet the case in every country. A global strategy at European level is essential, as the policies implemented until now are fragmented and not very efficient.

The stakes are double. On the one hand, **recognizing the skills that caregivers acquire during their experience as a voluntary carer, and gives them access to training enabling them to perform their role in better conditions. And on the other hand, putting in place the mechanisms which, while recognizing the importance of their help, do not lock them in their role of caregiver.** In other words, mechanisms giving access to respite solutions, including financial support for the occasional or regular delegation of a part of their care assistance to paid domestic workers, in order to reduce their workload as carer. Or the possibility to benefit from additional days of leave, in case of professional activity, dedicated to the exercise of their activity of caregiver. The ongoing discussions under the European Work-Life Balance Directive are crucial here, as they provide a practical impulse for a new European strategy for carers. Even though the 5 days per year proposed by the Commission are few, they permit to open up the debate and draw attention over these stakes.

The issue of carers' skills is central, in all situations. Although informal carers may lack skills when they begin their care activity, they acquire and develop many new skills during their experience as carer, most often without even realising. The aim is to validate their acquired experience, both to enable them to benefit from a form of recognition of their assistance, and to prepare them for a return to the labour market, perhaps by exploiting the new skills acquired in order to become a professional carer. Furthermore, the EU has encouraged Validation of Prior Learning (VAE)[34] but the process has not been sufficiently followed by the Member States.

Besides recognizing all acquired skills it is necessary to grant workers an access to the same courses as paid domestic workers. The objective is double: first to accompany them both in a professionalization dynamic and reinforcement of the quality of the care provided. Then in a logic of prevention: to learn the right movements, to avoid injuring the person cared for or injuring themselves.

Access to education also encourages carers to share their experiences with peers, whether they are paid or not for the care provided, and offers places for discussion, socialisation, thus enabling to avoid social isolation.

Regarding to these elements, the work carried out within the framework of the European TRACK project[35] (TRAining and recognition of informal Carers' sKills) has aimed at ensuring the recognition and development of the skills of informal carers and providing them with specific training, along with exploring the possibility of recognition of this training by the formal training system. The 24-month project brought together 6 partners: French, German, Spanish, Austrian and European (Eurocarers, European association of carers) to develop training adapted to the requirements of carers faced with Alzheimer's disease, translated into four languages (FR, EN, ES, DE) and experienced in 3 countries by 60 carers. ■

4

[34] *COUNCIL RECOMMENDATION of 20 December 2012 on the validation of non-formal and informal learning to be seen under this link: http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2012:398:0001:0005:en.pdf*

[35] *TRACK project details under this link http://www.eurocarers.org/track/index*

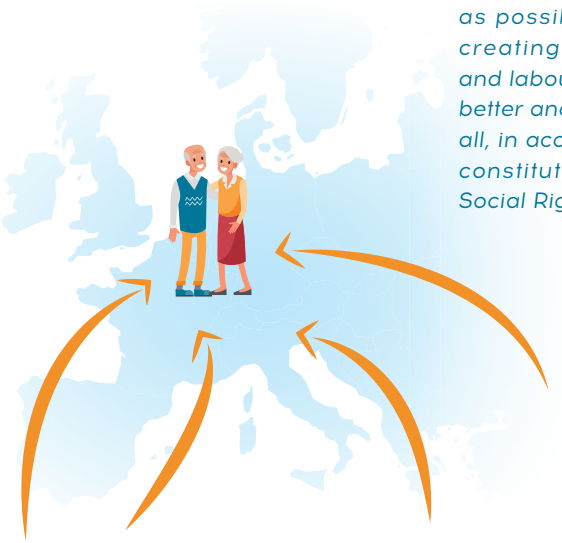
3 | MEET THE CHALLENGES OF DEMOGRAPHIC AGEING AND WORK-LIFE BALANCE, INTEGRATE MIGRANT POPULATIONS

Faced with the challenges of demographic aging and better work-life balance, European citizens will need an increasing number of domestic workers to assist them on a daily basis. The need for manpower will continue to grow as, throughout Europe, an increasing number of families and private individuals need support to carry out domestic and essential care tasks, to look after children or elderly relatives. In this context, migration can be considered as an opportunity to meet these needs. A large number of domestic workers are already migrants, the large majority of whom are women[36]

However, domestic workers are often faced with very low wages and excessively long hours, with only one rest day per week guaranteed. They are sometimes exposed to physical, psychological or sexual abuse, or restrictions to their freedom of movement. Migrant workers from within Europe (in particular from Eastern European countries to Germany, Austria or Italy) and from outside Europe are more exposed to these risks and abuse, especially when they are in an irregular situation.

Undocumented workers are often not declared. They therefore have difficulty in claiming their fundamental rights, in particular decent working conditions, and are excluded from social protection schemes, which may lead to situations of exploitation or servitude.

In this perspective, the sector of declared home employment is facing a double challenge: that of being a powerful vehicle for positive integration for these workers as well as for their families, and the challenge of their inclusion in a society that respects and ensures their fundamental rights, and gives them access to social protection.



Home employment sector is first and foremost a real opportunity for migrant workers, as it is able to give work to persons with few or no qualifications, and also to persons whose qualifications acquired in their home country are not recognised in their host country. As work constitutes the first defence against poverty, it therefore plays an absolutely essential role in enabling persons who could not work in another sector, to perform a professional activity generating income and protection.

This echoes the words of Marianne Thyssen, EU Commissioner for Employment, social affairs, skills and labour mobility: "*the best way towards social integration is the labour market. This is why this integration must be as safe and as quick as possible. This will contribute to creating more inclusive societies and labour markets and to obtaining better and more long-term results for all, in accordance with the principles constituting the European Pillar of Social Rights*".

[36] *For example, in France, more than 20% of the population working in the family employment sector was born outside of France, according to the data collated by the IRCEM Group. Furthermore, qualitative studies show that the family employment sector enables migrants to integrate the French civil society and build up a life or professional path.*

The Commission thus adopted an action plan in June 2016 for the integration of third-country nationals. In November 2017, it also proposed a tool for profiling their skills. The European Social Fund is the main fund supporting the integration of migrants on the labour market.

Moreover, home employment sector may welcome persons who do not have good command of the language of their host country, while becoming the place of acquisition of it, when the language barrier is a major hindrance for the integration of these workers in their host country, if only for accessing regularisation formalities.

In Italy, where the sector is still largely made up of migrant workers, in particular from Eastern Europe, with very little support and regulation by the State, the possibility for the workers to be housed in Italian homes (stipulated by the Collective Agreement) has enabled families, including those with limited income, to increase their payment capacities of the workers, and to take care of their elderly and dependent relatives. The model of the domestic worker living in the employer's home has thus contributed to re-establishing the model of care for persons in situations of dependency, while enabling these migrant workers to learn the Italian language more quickly, which has helped with their integration.

However, living with the employer only constitutes a first stage of integration for these workers who aspire then to having their own accommodation, to being able to live with their own family, particularly as this cohabitation situation confuses the boundaries between professional and private life and may generate situations of abuse or even ill treatment. For workers, living with their employer is therefore a springboard in their integration procedure.

In France, where it is possible for a family to employ an unregistered worker and therefore to pay social contributions to him/her and give him/her access to social welfare, a pension and vocational training, situations of employer and employee living together have become rare. However, once again, it is clear that local language acquirement is a primary issue for workers. The home employment sector has created a vocational training offer to which each worker is entitled as from his/her first hour worked, and which enables each person to reinforce or acquire skills in their professional field. One of these training modules "French: Professional skill" has been prepared in connection with public authorities, based on the principle that social integration requires **learning the language of the host country**, a language which is not only a system of signs put together, but also **a means of socialisation**, a set of both individual and social practices. This module is the second most followed module by the employees of the sector: 10,000 employees took this training between 2016 and 2018[37].

Former employee candidates to it state that learning the language, supported by their employer, obviously helped them to perform their professional activity more serenely and more efficiently, but that it also helped them with their regularisation formalities, enabled them to assist their children with their homework or to ask for an appointment with a teacher, in a nutshell helped them move away from social invisibility.

[37] In 2016, more than 2000 employees took the vocational training module "French, professional skills". In 2017, more than 3000 employees and in 2018, more than 5000 employees. Source: Iperia, platform of professionalisation of the home employment sector.

It is therefore essential that the vulnerability of migrant and refugee workers is better identified by all actors and ought to be included within European public policies. The European home employment sector must be organised by taking this aspect into consideration. Member States will have to develop and defend the rights of migrant workers in the implementation of public policies, in order to avoid Europe encouraging situations of exploitation of migrants while meeting with its requirements in terms of domestic workers and carers. On the contrary, it must offer decent working conditions for migrants, so as to encourage their integration and their inclusion in a society of rights.

Furthermore, the ILO confirms that "it is in the interests of everybody to guarantee good conditions when services of care are provided to others [...]. The transformation and decent work policies in care activities are essential for ensuring a work future based on social justice and for promoting equality between men and women".

In this context, it is essential that the Commission encourages development of home employment sector and that the European States invest in this sector, which is crucial for the European social welfare systems. This will lead to promote decent work for all employees, regardless of their status.

For PICUM, admission systems should be implemented, enabling nationals from third countries to hold these jobs in decent conditions, and to regularise their status. It is important that migrant workers have access to the same working conditions and the same social rights as European workers and that they benefit from the same treatment in terms of recognition of acquired skills, career and training, and social welfare. Complaint mechanisms offering efficient access to legal remedy without negative repercussions should lead to ensure that employment standards are respected for all members of the sector.

In this perspective, the European Commission and the European social and economic partners signed a "European Partnership for integration" on 20th December 2017, which sets forth the basic principles and commitments with a view to supporting and reinforcing the opportunities offered for refugees and migrants, residing regularly in the EU, to join the European labour market. The signatory partners are thus committed to sharing good practices in terms of integration of refugees in the labour market, to promoting the partnership of their members and to reinforcing cooperation with the public authorities. The home employment sector seems fit to respect these principles. ■

FOCUS:
IMMIGRATION AND HOME EMPLOYMENT IN ITALY IN FIGURES [38]

1 **A significantly female sector**:88.3% of employees are women in 2017 (compared to 81.1% in 2012),

2 **Figures**: 2.16 million workers, i.e. 8.2% of total employment;

3 **High rate of foreign workers** (from outside the EU): 73.1% in 2017 come from a non-EU country Mainly domestic jobs but an increase in care jobs: in 2017, 54.4% are cleaners (compared to 64% in 2012) and 45.4% are carers or care assistants (compared to 38.8% in 2012),

4 **A sector with a very high rate of undeclared work,** the so-called "black" economy or underground economy: although 865,000 workers were declared in 2017, 1.3 million worked without being declared[39] and 910 000 were employed without a valid permit[40].

5 **A sector-based collective agreement** (Collective Bargaining Agreement, CBA) for more than 40 years, whereas the support provided to families by the State is close to nothing (maximum of 450 to 500 Euros of tax relief on an annual basis). ■

HOME EMPLOYMENT AND CONSIDERATION OF MINORITY GROUPS

Certain populations are more vulnerable, in particular the Roma populations which represent 12 million people throughout Europe[41]. They also represent the youngest population in the EU[42] with the highest growth .

Their rates of employment is the lowest in the EU and considerably lower than the EU average[43]. The situation of young people (16-24 years old) is well below the EU average; there is also a considerable difference between genders for this age group. The factors preventing the Roma from having access to the labour market are due to discrimination, social exclusion and a lack of appropriate education.

Bulgarians and Romanians see undeclared work as deeply rooted within their society, due in particular to the lack of job opportunities and poverty. Roma are therefore often involved at all stages of undeclared home employment and undeclared seasonal work.

The main reason leading to the young Roma dropping out of school is the poverty of their families[44] leading to the need to deal with specific tasks within the family, such as cooking, looking after younger brothers and sisters and older members of the family.

Moreover, this population constitutes the largest minority in terms of internal mobility in the EU. The lack of appropriate education, discrimination and poverty also mean that they constitute the most disadvantaged vulnerable groups, without access to social benefits and holding the least-paid jobs in the EU. ■

[38] sources: INPS, National Institute for Social Welfare & Assindatcolf estimates, Association for Household Workers and Employers

[39] Assindatcolf estimates based on data on illegal work from the National Observatory and a report from CENSIS-CONFCOOPERATIVE

[40] According to the Italian Statistics Institute ISTAT (Assindatcolf estimates based on a report entitled "Economy not counted in national accounts", 2013-2016)

[41] A study published in July 2016 by the Pew Research Centre (Global Attitudes & Trends) concluded that negative opinions on minorities and refugees were common in the EU. More specifically, the groups considered most negatively are Roma and Muslims, who will not be offered opportunities on the labour market.

[42] According to reports on fundamental rights of the World Bank and European Commission "Mid-way analysis of the EU context for national integration strategies of Roma people"

[43] According to the last report drawn up by the FRA in 2016

[44] According to a study performed by the ERGO network in 2017, "What works for young Roma" in five countries (BG, RO, CZ, HU, SK)

CONCLUSION

Through this initiative of the civil society, the White Paper "Home & Family Employment and Home Care in the European Union", EFFE as well as all its European partners, pledge to make its contribution to the European Union EFFE and its partners would like the European citizens to be recognised as contributors to the solutions to the demographic and social challenges of the 21st century, and not simple beneficiaries of public policies.

Citizens build up the European Union together, taking on their share of commitment. Employing a domestic worker and being employed as a domestic worker in decent and correct conditions constitutes one of the challenges for social Europe and its commitments.

EFFE is committed to a drive for progress for the next term of the European Parliament (2019-2024).

EFFE would like to encourage a social, more concrete Europe, closer to the citizens and providing more solidarity.

PROPOSALS

1 Highlight the economic weight and social stakes of home employment between citizens

2 Encourage a constructive european social dialogue on the family employment sector

3 Identify the specific characteristics of home employment in the definition of the regulations on social protection

4 Fight efficiently against undeclared work in the sector of home employment

5 Consider health and safety at work for domestic workers

6 Include the stakes of the home employment sector in the funding of the cohesion policy

7 Create favourable conditions for increasing professional skills of the employees of the sector

8 Accompany digital inclusion and the development of collaborative platforms

9 Reinforce exchanges of good practices in Europe

10 Recognise the status of household employers and domestic workers

OUR PROPOSALS

1 | HIGHLIGHT THE ECONOMIC WEIGHT AND SOCIAL STAKES OF HOME EMPLOYMENT BETWEEN CITIZENS

One of the essential stages in the process of recognition of the home employment sector between citizens in Europe is the demonstration, in relation to the European institutions and decision-makers, of its economic weight, its social and societal stakes, its prospects in terms of employment in particular for less-integrated workers, its role for reinforcing a social Europe, along with its contribution to local development and the creation of local solidarity on the territories. It is also a question of being able to assess and qualify the problems with which the sector is faced (simplification, professionalization and financial viability). This demonstration requires having precise and sufficiently coordinated data, which is not currently the case.

- ➔ Include **the concept of "domestic worker" in the statistical classifications** and reorient these on the basis of the workers' jobs and not only on the basis of the economic activity as is currently the case. One of the reasons for the lack of consideration of the sector is a clear statistical difference whether on a European level or a national level of different Member States.
- ➔ Create an ***ad hoc* working group** in partnership with the national statistics organisations and Eurostat to revise and correct current errors.
- ➔ Create **a European observatory of home employment sector** to gather reliable data, specific to the sector, that would complete data established by agencies such as Eurostat and Eurofound, share and provide detailed information on the sector of home employment and on related mechanisms. The aim would also be to assess the impact of the public policies drawn up by the Member States to ensure economic viability of the demand for household services, simplify the formalities for declaring an employee and professionalise household jobs.

2 | ENCOURAGE A CONSTRUCTIVE EUROPEAN SOCIAL DIALOGUE ON THE FAMILY EMPLOYMENT SECTOR

It is essential to create adequate conditions to build up a social dialogue in the sector on both national and European levels. The local organisation and structuring of home employment must lead to a massive reduction in undeclared work.

- ➔ **To develop and structure employer and worker organisations of the sector to encourage social dialogue and collective negotiations and to ensure individual rights in a collective context.** The aim is indeed to regulate working relationships between workers and employers and to enable all people to be self-aware of their status. There are still major differences in the representation both of employees and of employers and this situation is harmful to a quality development of the sector. It is essential that public authorities identify the actors for building up future public policies collectively and efficiently.

3 | IDENTIFY THE SPECIFIC CHARACTERISTICS OF HOME EMPLOYMENT IN THE DEFINITION OF THE REGULATIONS ON SOCIAL PROTECTION

The European Commission must encourage Member States to take on the issue. Indeed, legal mechanisms are essentially thought up for firms and are not adapted to home employment and the relationship between private employer and domestic worker. **The specific characteristics of home employment must be taken into account in the recommendations from the Commission and in the national regulations in terms of social protection** which are currently deemed as too unequal.

4 | FIGHT EFFICIENTLY AGAINST UNDECLARED WORK IN THE SECTOR OF HOME EMPLOYMENT

➔ **Creation of a social-tax incentive for Member States.** Among the reasons for not declaring employment, the financial cost remains a decisive factor for the households. On the one hand, workers seek to increase their income; while on the other hand, employers want to find the right balance for their family budget. This should enable workers and employers to transfer their activities to a lawful context, beyond repressive ill-adapted mechanisms, which do not motivate families to declare the employer, and are almost impossible to implement for the authorities.

➔ **Implement a simplified digital platform for encouraging the declaration, have a better understanding of the factors of the sector and of the public policies in favour of the sector through adapted statistics for facilitating assessment.**

5 | CONSIDER HEALTH AND SAFETY AT WORK FOR DOMESTIC WORKERS

The sector of home employment is, by nature, a sector in which the workers perform their activity in an isolated way. In this respect, aspects of health and safety at work are seldom taken into account, in particular in terms of accident prevention policies at work and risk situations, as the activity of the employee is performed within a private home.

➔ To have **a better understanding of risk prevention in the home**, when the employer's home is also the workers' workplace and when the professional risk factors for the workers may also be factors of domestic risks for the employer. Thus, the Commission must encourage Member States to ensure broad coverage of the public policies for health and safety at work and, through sharing good practices, to give more consideration to the sector.

➔ On this issue, EUROFOUND, the European Foundation for the improvement of living and working conditions could complete **a complementary study and draw up a list of the national studies available on the subject.** This approach could be completed by combined work with the ILO, considering the lines related to the Convention no. 189 on domestic workers.

➔ Finally, actions, especially for prevention, should be undertaken with the support of the European Agency for Health and Safety at work (EU-OSHA).

OUR PROPOSALS

6 | INCLUDE THE STAKES OF THE HOME EMPLOYMENT SECTOR IN THE FUNDING OF THE COHESION POLICY

➔ **The stakes of the sector must count as priorities and be better pinpointed in the funding of the Cohesion Policy.** The "thematic / specific objectives" are defined by the European Commission and then broken down (or not) by the management authorities (State or Region) in their Operational Programmes. The stakes are therefore two-fold: ensure that the home employment sector (and the related issues) is well-covered by the TO/SO proposed by the Commission, and ensure that the management authorities then take them up locally and choose to devolve a part of their budget to this type of action rather than to others.

➔ **A part of the vocational training could be financed by European Funds such as the European Social Fund (ESF)**. Although the ESF currently allows to fund a part of vocational training, here it would be a question of targeting the persons who are the furthest away from employment and who could benefit from training and qualification actions of employees of the sector, in particular migrants.

➔ **Experiments on a regional / local level** could be carried out in order to fund cross-sector projects related to home employment.

➔ Moreover, when defining their regional innovation schemes, **European regions could develop a more inclusive and pluralistic vision, in particular through social innovation**. In this respect, it would be relevant to allow the funding of research in social sciences in order to provide a better response to the sector's stakes in the forthcoming period. Finally, in light of objective no. 4, Structural Funds could be used to fund the integration of migrants at a local scale. This indication is included in the Commission's proposals for post-2020 ESF+ fund program.

7 | CREATE FAVOURABLE CONDITIONS FOR INCREASING PROFESSIONAL SKILLS OF THE EMPLOYEES OF THE SECTOR

The professionalization of domestic workers sector must be part of the new strategy in terms of skills for Europe, adopted by the Commission on 10th June 2016. Ten actions have been launched so that the citizens of the European Union may acquire skills and benefit from appropriate training and support. The workers of the sector must, as others, be able to take advantage of them.

➔ **Joint and/or conventional agreements for a better professionalization and increased consideration of the jobs of the sector and to enable professional evolution**. It appears clear that where collective negotiations exist, the employment conditions are better defined and structured, of benefit both to the employers through the quality of the services offered, and to the workers through their working conditions and vocational training.

➔ **A study on the qualifications of the sector and the recognition of equivalences between European countries should be carried out.** The sector must be able to refer to the European agency on training and qualifications, the CEDEFOP, to promote studies on the sector's jobs and their evolutions over the next ten years, both in the care jobs and in the non-care jobs. A European project, such as PRODOME, which unites France, Italy and Spain around a shared certification potentially for all European countries and for domestic workers, is an initiative to be encouraged.

➔ **In the end, the social dialogue must enable the creation of a universal skills account.** Although the integration in society through work is a central preoccupation in European social policies, there are still too few concrete actions and tools to reach achievement. Ensuring the recognition of the professional skills acquired through home employment by the creation of a universal skills account would favour social integration of the less-qualified populations. This would also contribute to accompanying employers in their recruitment and would encourage intra-community exchanges.

8 | ACCOMPANY DIGITAL INCLUSION AND THE DEVELOPMENT OF COLLABORATIVE PLATFORMS

➔ **Digital inclusion constitutes a challenge with many potential opportunities, for the sector.** It should permit to simplify, for all actors (State, local authorities, organisations, workers and users), the implementation of the declaration system and the social-tax incentive, the distribution of information regarding the quality of the jobs and services, the deployment of the universal skills account and so on.

➔ **Digital deployments also enable the development of collaborative platforms** which facilitate the intermediation between workers and users, as long as the mechanisms are supervised.

9 | REINFORCE EXCHANGES OF GOOD PRACTICES IN EUROPE

➔ **Another idea would be to schedule contacts and seminars for exchanging practices with countries committed to organising the home employment sector.** Although good practices cannot always be applicable in full in the Member States, exchanges would be particularly useful with Germany, Italy, Sweden, Spain, Cyprus, Portugal, etc.

➔ **The organisation of the social dialogue** will enable the social partners to study the good practices in the Member States and to take them on in order to share them and help the countries to build up or reinforce their conventional or legal context.

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10 | RECOGNISE THE STATUS OF HOUSEHOLD EMPLOYERS AND DOMESTIC WORKERS

➔ **This recognition will contribute both to encouraging a dynamic impulse in the Member States and on a European level and to ensuring the recognition and development of this activity sector.** It will lead to define it in order to ensure better supervision of it and to accompany its development in the best possible conditions.

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