EUROPEAN LABOUR AUTHORITY



# Identification and mapping of support instruments in the field of (intra-EU mobile) seasonal work

## Final summary report

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# 1.0 Executive summary

This report presents a comprehensive analysis of support instruments available to intra-EU mobile seasonal workers and their employers, with the aim of enhancing awareness, accessibility and utilisation of assistance across the European Union (EU) and European Free Trade Association (EFTA) countries. The study was commissioned under the mandate of the European Labour Authority (ELA) to improve the quality and availability of information and support for seasonal workers and their employers within the EU.

**Overview of intra-EU mobility of seasonal workers**

Seasonal work within the EU is characterised by significant mobility, with workers moving across borders to meet fluctuating labour demands, particularly in agriculture and accommodation and food services. However, there is no harmonised definition of an intra-EU mobile seasonal worker at the EU level. The working definition adopted for this study describes a seasonal worker as 'A person legally residing in an EU or EFTA country working on a short fixed-term (seasonal) basis in an EU or EFTA country other than their country of residence, active in a sector marked by strong seasonal variation in labour demand (understood to mainly refer to agriculture and accommodation and food services).'

Reliable statistical data on the number and movement patterns of intra-EU mobile seasonal workers remain limited, largely due to the absence of registration requirements for EU/EFTA citizens and the short-term nature of their seasonal employment. Estimates suggest that between 650 000 and 850 000 such workers are active in the EU, with Germany, Italy, France, Spain and Austria as the main destination countries, and Romania, Poland and Bulgaria as principal countries of origin. Recent trends indicate evolving migration patterns, with a growing role for third-country nationals (TCNs) in seasonal work and increasing linguistic diversity among support instruments to reflect new migration flows.

Seasonal workers are a particularly vulnerable group, facing challenges such as low wages, non-standard and short-term employment, limited access to social security, information deficits, low levels of unionisation, undeclared work, and precarious working and living conditions. Employers also face challenges related to labour demand, costs and complex regulatory requirements.

**Objectives, scope and methodology**

The primary objective of this assignment was to identify, map and assess relevant support instruments in intra-EU mobile seasonal work with a view to creating a comprehensive and structured repository of instruments that institutional actors, workers and employers could easily access, thereby enhancing awareness and utilisation of available assistance. The study covered the 31 EURES countries, focusing on instruments active in 2025[1] and delivered by public authorities, social partners and NGOs.

The methodology comprised several phases: i) an induction phase ii) mapping and selection of support instruments through country-level desk research, iii) in-depth information gathering via further research and stakeholder interviews and iv) comparative analysis and reporting. The final outputs of this study are 115 3-page information sheets covering each selected instrument, this analytical summary report and a PowerPoint presentation summarising the report.

**Instruments identified and support provided**

The analysis revealed that the majority of instruments (85%) provide information on rights and obligations of seasonal workers and employers, often combined with awareness-raising activities. Other common types include

[1] Only six of the 115 instruments analysed (5%) were not active as of mid-2025.

support with job finding, matching and recruitment (34%), legal advice and consultancy (30%), support on housing and accommodation (19%) and financial support (9%). Instruments frequently combine multiple types of support, particularly information provision with legal advice or job matching.

Support is delivered at various governance levels (transnational, national, regional and local), with regional and local instruments often providing more tailored, implementation-oriented support. The format of support is predominantly online, with many instruments offering websites, factsheets and downloadable materials, often complemented by in-person or telephone consultations. Job matching services are typically provided by public employment services (PES), while workshops and training activities are usually ancillary to other forms of support.

Language accessibility is a key feature, with 70% of instruments available in multiple languages. Instruments from destination countries tend to offer the broadest multilingual coverage. English and German are the two languages used most frequently across all instruments. Certain regional patterns in language coverage of instruments can be identified, with clear links between destination countries of seasonal, mobile or migrant workers and the languages most commonly spoken by these individuals.

**Key actors**

A wide range of organisations are involved in the design and delivery of support instruments, including national and regional public authorities, PES, labour inspectorates, trade unions, employer associations and NGOs. Collaborative models are prevalent, with over a third of instruments implemented through partnerships involving multiple actors. Cross-border collaboration is also common, particularly in the context of EURES and other transnational networks.

**Target groups, eligibility criteria and promotion of instruments**

The majority of instruments (67%) target all types of mobile workers and/or employers, including intra-EU mobile workers and TCNs. In terms of the distribution of target groups between workers and employers, the vast majority of instruments identified and analysed predominantly target workers. 30% of instruments target both employers and workers, whilst only 5% of instruments exclusively target employers.

Some instruments are sector-specific or target particular nationalities. Eligibility criteria are generally absent, except for financial support and job-matching services, which may require proof of employment or registration with PES.

Promotion and outreach combine online and in-person activities, including social media campaigns, information stands, field visits and drop-in sessions at workplaces. Effective outreach is crucial for reaching workers who may be unaware of available support or mistrustful of authorities.

**Lessons learnt concerning effectiveness and accessibility of support instruments**

The assessment of the 115 instruments shows that effectiveness and accessibility are strongly intertwined. Instruments embedded within statutory institutions or wider networks, such as EURES or regional authority structures, tend to be more sustainable and impactful due to secure funding, institutional backing and established partnerships. Those that combine clear, multilingual information with personalised support, delivered through blended formats (online, phone and in-person), are particularly effective in responding to the diverse needs of seasonal and other intra-EU mobile workers. High visibility, proactive outreach and cooperation among public authorities, social partners, NGOs and community stakeholders also emerge as critical drivers of success.

Accessibility remains a key strength across the majority of instruments. Free, practical and user-friendly information, available in multiple languages and through a variety of digital and traditional channels, has improved reach and usability for workers. Innovative formats, including mobile apps, QR codes, videos and social media, have widened access, especially when complemented by face-to-face advice that fosters trust. Tailored and

holistic approaches that address both labour rights and broader living conditions further enhance the relevance and effectiveness of support services for seasonal workers.

However, persistent barriers limit the impact of many instruments. Project-based funding, staffing constraints and limited language coverage of certain instruments reduce accessibility. In some instances, weak outreach strategies (often due to resource limitations) result in low visibility, while static or overly technical legal information hinders comprehension and practical use among target groups. Critically, the absence of systematic monitoring and user-feedback mechanisms in certain instruments restricts the ability of providers to assess outcomes and refine services.

**Transferability, scalability and sustainability**

The principles and objectives of most instruments are transferable to other contexts, provided there is adaptability to local legal, institutional and language environments, strong partnerships, and stable funding. Scalability depends on funding, partnerships, political commitment, and adaptability. Most instruments are assessed as sustainable, particularly those embedded within statutory institutions or networks like EURES.

**Recommendations**

The report concludes with several recommendations for the design, development and process of refining future interventions to support intra-EU mobile seasonal workers and their employers:

- Strong institutional embeddedness and ownership are essential to the long-term sustainability of support instruments. Initiatives should be anchored within established public institutions or partnership networks, such as national or regional authorities, PES, labour inspectorates, trade-union-related advisory centres or other networks, to benefit from continuity, legitimacy and stronger coordination capacity.
- Maintenance of public funding is critical for sustaining support instruments over time. Many successful models have relied on EU or national project funding to maintain their current offering or to launch new services.
- Ensure that instruments, particularly those providing information on rights and obligations, are regularly updated so that seasonal workers and employers rely on accurate, up-to-date and legally sound information. Responsibility for updating content should be clearly assigned within lead actors delivering the support, with mechanisms in place to review information periodically, especially following legislative or policy changes.
- Support instruments are most effective when they combine holistic approaches with tailored services. Particularly at regional and local levels, there is real value in instruments that focus on adapting national frameworks to local labour market needs, accommodation realities, etc. Support instruments should also adopt blended service delivery models where possible, combining online and offline channels with direct outreach and interaction with intended target groups of support.
- Foster multistakeholder cooperation (including with authorities, trade unions, employer organisations, NGOs, migrant associations, legal counselling services and EURES partners) to enhance synergies, support coherent messaging and enhance outreach and promotion efforts.
- Build trust with target groups, including through blended service delivery (combining freely accessible online information with personalised consultations), outreach visits to workplaces and grassroots cooperation.
- Ensure low-threshold access to support, minimising administrative barriers and providing multilingual assistance.

- Institutionalise monitoring, evaluation and feedback mechanisms to enable continuous improvement and potential scalability and transferability of support instruments. Collecting structured feedback from mobile seasonal workers and employers is a related factor which enables services to adapt to emerging needs and challenges.

# 2.0 Introduction

## 2.1 Overview of intra-EU mobility of seasonal workers

This section presents an overview of seasonal work within the EU, covering key definitions, the prevalence of (intra-EU) seasonal employment, and the principal countries of origin and destination countries of intra-EU mobile seasonal workers, along with emerging trends. It also outlines the characteristics of seasonal workers and the challenges they face, drawing on findings from the literature review conducted for this study, supplemented by evidence gathered through country-level research.

The section is based on a literature review of around 20 sources, of which 14 provided relevant insights into themes and trends associated with seasonal work. The remaining sources offered information on practices and support instruments. Additional studies and evidence collected during the national research on support instruments were also incorporated where appropriate to enrich the analysis.

### 2.1.1 Definitions

There is no harmonised definition of an intra-EU mobile seasonal worker at the EU level. The only EU-level legislation in force offering definitions on seasonal work is the Seasonal Workers Directive, which defines seasonal work for TCNs[2] who – as outlined above – are explicitly out of scope for the purposes of this study. Seasonal work is also not always clearly defined in national laws across EU-27 Member States, often governed by secondary legislation, guidelines from public authorities, collective agreements or court decisions. As a result, Member States take different approaches to defining seasonal work, particularly regarding how long workers can stay and the maximum number of working days allowed per calendar year.[3]

The literature review confirmed this lack of consistency in how intra-EU mobile seasonal workers are defined across sources. While some studies offer precise definitions, others focus on the characteristics of seasonal work[4], and some cover seasonal work without offering any definitions[5]. Precise definitions are predominantly found in research conducted by **EU institutions and agencies** which define intra-EU mobile seasonal workers in different ways, including:

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[2] See Article 3(b): ''seasonal worker' means a third country national who retains his or her principal place of residence in a third country and stays legally and temporarily in the territory of a Member State to carry out an activity dependent on the passing of the seasons, under one or more fixed-term work contracts concluded directly between that third country national and the employer established in that Member State' of Directive2014/36/EU on the conditions of entry and stay of third country nationals for the purpose of employment as seasonal workers, *OJ L 94*, Directive - 2014/36 - EN - EUR-Lex

[3] European Platform undeclared work (2022), Tackling undeclared work among seasonal (including mobile) workers: developments, trends and good practices, Learning_resource_paper_-_seasonal_work_seminar.pdf

[4] 'The characteristic of seasonal work is that this activity is only carried out during certain periods of the year, in particular in the agri-food and tourism sectors. Very often, seasonal workers must move temporarily to another State to carry out such an activity. Seasonal work is thus characterised by fixed-term short-term employment contracts and precarious working and living conditions' in ETUC (2022), Guide for Mobile Workers in Europe, Chapter 11: Seasonal Workers, ETUC_MOBILEGUIDE_EN.pdf

[5] E.g. Council Conclusion (2020), Improving the working and living conditions of seasonal and other mobile workers, 11726/2/20, https://data.consilium.europa.eu/doc/document/ST-11726-2020-REV-2/en/pdf ; European Coordination via Campesina (2019), Sowing injustice, harvesting despair: abuse and exploitation of foreign agricultural workers. The role of intermediation schemes, EN2.1_lowres.pdf; Migration Policy Institute (2020), Seasonal Worker Programmes in Europe. Promising practices and ongoing challenges, Seasonal Worker Programmes in Europe: Promising practices and ongoing challenges

- EU citizens who carry out seasonal work in another Member State for a limited period of time without changing their habitual place of residence[6];
- EU citizens who go to work on fixed-term assignments (limited to less than one year) in a Member State other than that of their citizenship in […] agriculture, forestry and fishing or accommodation and food services.[7]
- Residents of an EU Member State who undertake work of a seasonal nature for a specific period of time (typically a season, less than a year) in that Member State or in one or more other Members States.[8]

The latter definition uses the term residents to account for situations in which EU citizens may be residents in countries of which they are not a citizen. It also includes seasonal workers who perform work in their country of residence, who are not strictly 'mobile' workers.

Considering these definitions and the purpose of this study (see section 2.2 below) the following working definition of intra-EU mobile seasonal workers was agreed upon with ELA and used throughout the study:

**Definition of intra-EU mobile seasonal worker used for the study[9]**

*"A person legally residing in an EU or EFTA country working on a short fixed-term (seasonal) basis in an EU or EFTA country other than their country of residence, active in a sector marked by strong seasonal variation in labour demand (understood to mainly refer to agriculture and accommodation and food services)."*

### 2.1.2 Prevalence of intra-EU mobile seasonal work

#### Data availability and limitations

Reliable statistical data on the number and movement patterns of intra-EU mobile seasonal workers[10] remains limited, largely due to the nature of free movement within the EU-27 Member States and EFTA countries. Since EU/EFTA citizens do not need work permits or visas to work in other Member States, registration requirements for these workers essentially disappeared following the eastward expansion of the EU, making accurate statistics unavailable[11]. For instance, the EU Labour Force Survey (EU-LFS) is not well-suited to capturing short-term mobility, as it only includes individuals who have resided, or intend to reside, in a country for at least one year.[12]

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[6] European Commission (2021), Intra-EU Mobility of Seasonal Workers Trends and Challenges. Final Report March 2021, https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en

[7] European Commission (2021), Intra-EU Mobility of Seasonal Workers Trends and Challenges. Final Report March 2021; also used by the European Labour Authority (2022), Effective information provision in seasonal work. Key takeaways ELA mutual learning workshop 2022, Effective_information_provision_for_publishing.pdf

[8] European Platform undeclared work (2022), Tackling undeclared work among seasonal (including mobile) workers: developments, trends and good practices, Learning_resource_paper_-_seasonal_work_seminar.pdf

[9] As agreed with ELA in the approved Induction report for the study.

[10] The term intra-EU mobile workers is used to refer to EU and EFTA mobile workers in this section. Please note that most of the literature reviewed used the term intra-EU seasonal work.

[11] European Commission (2023), Report on mobile seasonal workers and intra-EU labour mobility, Report on mobile seasonal workers and intra-EU labour mobility - Publications Office of the EU

[12] Moving_under_the_radar-ongoing_challenges_for_short-term_intra-EU_mobility_2025 (1).pdf

### Estimates of seasonal workers

Despite these limitations, a 2021 report on intra-EU mobile seasonal workers combined data from employment statistics, social security registries, and sectoral associations to estimate that between 650 000 and 850 000 intra-EU mobile seasonal workers are active in the EU, primarily in agriculture and accommodation and food services. This estimate is based on data from eight key destination countries of seasonal workers: Austria, Belgium, Czechia, France, Germany, Italy, the Netherlands and Spain. However, the figures are skewed towards agriculture due to incomplete data for the accommodation and food services sector. The lower bound of 600 000 assumes seasonal work is concentrated in these eight countries, while the upper bound of 850 000 accounts for lower but still significant numbers in the remaining EU-27 Member States.[13]

### Main countries of origin and destination countries

**Germany** is estimated to host the highest number of intra-EU mobile seasonal workers, followed by **Italy, France, Spain and Austria**. The main countries of origin of intra-EU mobile seasonal workers are **Romania, Poland, and Bulgaria**. However, many of these estimates rely on data from 2016 to 2021, highlighting the difficulty of collecting up-to-date, comprehensive EU-wide statistics.[14] More recent reports from 2025 continue to reference these earlier figures[15] noting that seasonal workers remain one of the least identifiable groups among short-term mobile EU workers.[16]

### Changing migration patterns

Although the country-level research conducted for this study did not seek to quantify the prevalence of intra-EU mobile seasonal workers, evidence gathered throughout the research points to **evolving patterns in labour mobility in the EU**. In Germany, for example, interviewees reported that TCNs are increasingly being recruited to address labour shortages across various sectors.[17] Literature confirms many EU-27 Member States continue to face difficulties filling medium- and low-skilled positions, particularly in sectors such as agriculture, tourism, hospitality, car, and construction. These are also the sectors in which TCNs are disproportionately represented compared to EU/EFTA citizens, highlighting their growing role in meeting labour needs across the EU.[18]

In several countries, namely Cyprus, Latvia, Liechtenstein and Lithuania, no relevant support instruments for intra-EU mobile seasonal workers and/or employers could be identified during the research for this study. Where measures for mobile workers did exist in these countries, they were often primarily targeted at TCNs. In addition, in some cases, support instruments initially selected for analysis in this study for their apparent relevance to both EU/EEA citizens and TCNs were later excluded, as they were found in practice to exclusively serve TCNs. One such example is Czechia's integration centres, a network of regional hubs operated by the Ministry of Labour in partnership with NGOs. These centres offer Czech language courses, cultural orientation, public events and support with legal and administrative matters, offering these services overwhelmingly to TCNs.[19]

This suggests that in many countries, **TCNs play a significant role in seasonal work**, even if this varies between Member States, and up-to-date national data comparing the ratio of TCNs to intra-EU mobile seasonal workers is scarce . This is also evidenced in the research conducted on the support instruments for this study, which shows

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[13] European Commission (2021), Intra-EU Mobility of Seasonal Workers Trends and Challenges. Final Report March 2021https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en
[14] European Commission (2021), Intra-EU Mobility of Seasonal Workers Trends and Challenges. Final Report March 2021https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en
[15] European Commission (2023), Report on mobile seasonal workers and intra-EU labour mobility, Report on mobile seasonal workers and intra-EU labour mobility - Publications Office of the EU
[16] ETUI (2025), Moving under the radar. Ongoing challenges for short-term intra-EU mobility, Moving under the radar-ongoing challenges for short-term intra-EU mobility_2025 (1).pdf
[17] Information obtained via an interview conducted with a German public authority in August 2025.
[18] Migration Partnership Facility (2024), Re-thinking approaches to labour migration? Potentials and gaps in EU member states' migration infrastructures, 20241115_Overall_Report.pdf
[19] See also: https://www.cizinci.cz/web/cz/integracni-centra-1

that languages including Arabic, Farsi/Dari, Hindi, Kurdish, Nepali, Pashto, Thai and Turkish have become increasingly prevalent in multilingual support instruments. Many support instruments are also available in Ukrainian, reflecting the increasing number of Ukrainian citizens living and working in EU Member States following the Russian war of aggression against Ukraine (see section 3.2.2).

**Mobility patterns within the EU** also appear to be changing. Germany is a notable example of a country where data is available showing that intra-EU/EEA citizens undertake the bulk of seasonal agricultural work. Statistical information for Germany shows that although EU citizens still account for approximately 95% of all non-national seasonal workers in agriculture in Germany, the country of origin of these workers is changing. The number of Polish seasonal workers has declined significantly between 2015 and 2023, while Romanian workers represent roughly three-quarters of all short-term EU workers in the sector in 2023.[20] This trend, with fewer Polish mobile workers and increased recruitment from Romania and Bulgaria was confirmed through interviews conducted on the support instruments identified and assessed as part of this study.[21]

Poland is significant as a country of origin of seasonal workers, even though a substantial number of TCN seasonal workers, mainly from Ukraine (74%), Belarus (20%), and Moldova (2%), are required to fill domestic labour gaps, particularly in agriculture.[22] Based on 2021 data submitted by Member States on authorisations issued for TCNs under the Seasonal Workers Directive (2014/36/EU)[23], Ukraine was the main country of origin for TCN seasonal workers, with Poland as the primary destination country. However, following Russia's war of aggression against Ukraine, a significant decline in the number of Ukrainian seasonal workers was anticipated.[24] While the number of Ukrainian citizens in EU Member States has risen significantly following the 2022 armed conflict[25] there are no comprehensive statistics that specifically capture the number of Ukrainians engaged in seasonal work across the EU.

### 2.1.3 Characteristics of seasonal work, trends and challenges

Intra-EU mobile seasonal workers and seasonal workers more broadly – regardless of their country of origin – are a highly vulnerable group. The literature review identified several interconnected factors for the vulnerability of seasonal workers, which was confirmed by desk research and interview data gathered as part of the analysis of the identified support instruments:

- **Low wages and low skills**: The drivers for seasonal flows are similar to other types of labour flows, primarily the search for more and better working opportunities and higher salary levels compared to those available in the country of origin.[26] Seasonal work typically involves jobs requiring low skill levels and tends to be characterised by comparatively low pay rates within the country of destination. However, even in countries with established minimum wages, seasonal workers are often paid below the required levels via practices such as unpaid over-hours, bogus self-employment or performance-based pay schemes, or simply because the agreed wage does not conform to the minimum wage. Other practices may include deducting costs for

[20] Federal Employment Agency (2024), Kurzinfo März 2024. Saisonale Beschäftigung in der Landwirtschaft, Kurzinfo
[21] Information obtained via an interview conducted with a German trade union in August 2015
[22] European Commission (2021), Intra-EU mobility of seasonal workers: Trends and challenges, 15/06/2021, available at: https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en.
[23] See Article 26 of Directive 2014/36/EU on the conditions of entry and stay of third country nationals for the purpose of employment as seasonal workers, Directive - 2014/36 - EN - EUR-Lex, 'Member States shall communicate to the Commission statistics on the number of authorisations for the purpose of seasonal work […]'
[24] European Commission (2023), Report on mobile seasonal workers and intra-EU labour mobility, Report on mobile seasonal workers and intra-EU labour mobility - Publications Office of the EU
[25] Eurostat (2025), 4.26 million under temporary protection in March - News articles - Eurostat
[26] ETUI (2025), Moving under the radar. Ongoing challenges for short-term intra-EU mobility, Moving under the radar-ongoing challenges for short-term intra-EU mobility_2025 (1).pdf

accommodation or travel, food and transportation.[27] According to available data, **seasonal workers earn around a quarter less** (-0.25 log earnings) than their counterparts in the country where they work. However, mobile seasonal workers who move abroad for temporary seasonal employment have a comparable income percentile within their country of origin to that of co-nationals with similar sex, age and education. This indicates that seasonal workers are not economically disadvantaged compared to other people in their home country of the same sex, age and education level, but that they chose to perform seasonal work to benefit from the opportunity to work in a country where wages are much higher[28]. The data also shows that seasonal workers are 18 percentage points more likely to be employed in elementary occupations (ISCO code 9) than members of the majority population with similar socio-demographic characteristics in the destination country.[29]

- **Non-standard and short-term employment:** Intra-EU mobile seasonal workers represent a particular type of mobile worker within the EU, whose work is of temporary nature, with individuals returning to their country of origin after their employment term. The work of seasonal workers is also often mediated by temporary work agencies or informal labour market intermediaries, which may prevent seasonal workers from signing permanent seasonal work contracts directly with employers, in turn likely increasing the risk of labour rights violations.[30] The non-standard and short-term nature of seasonal employment can also interact in an unfavourable way with social security systems (see below).

- **Access to social security and protection:** Given that seasonal work is a non-standard form of employment, the ties to social security systems and protection may be weaker, due to a lack of entitlement because of the nature of the contract used, or due to practical barriers in accessing the benefits or both. For example, fixed term contracts frequently include lower social security contributions (e.g. Germany). While EU legislation on fixed-term work aims to protect workers from discrimination on the basis of such contracts[31], this is more difficult for seasonal workers, as they don't have 'successive' fixed term contracts due to the seasonality of the work. The fact that seasonal work is limited in time can also interact in an unfavourable way with social security systems, as they often operate with eligibility criteria such as minimum thresholds or qualifying periods to gain the right to access certain benefits.[32] Workers on seasonal employment contracts may also be taxed more than needed in countries where income tax is calculated on the assumption that the worker has worked the entire year (e.g. Austria). In addition, although seasonal work is meant to be limited in time, workers may engage in circular mobility and return to seasonal work year after year to work, exposing them to financial hardship if that opportunity is not available anymore (as was for example the case during the COVID-19 pandemic).[33]

- **Information deficit and dependency**: Seasonal workers often face significant challenges in 1) accessing information about their employment conditions and rights 2) accessing information on how they can assert those rights, or flag cases of abuses to relevant authorities. This information may be unavailable, or not presented in a clear, comprehensive and accessible format, or in the languages spoken by seasonal

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[27] European Commission (2021), Intra-EU mobility of seasonal workers: Trends and challenges, 15/06/2021, available at: https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en.
[28] ETUI (2025), Moving under the radar. Ongoing challenges for short-term intra-EU mobility, Moving under the radar-ongoing challenges for short-term intra-EU mobility_2025 (1).pdf
[29] ETUI (2025), Moving under the radar. Ongoing challenges for short-term intra-EU mobility, Moving under the radar-ongoing challenges for short-term intra-EU mobility_2025 (1).pdf
[30] European Platform undeclared work (2022), Tackling undeclared work among seasonal (including mobile) workers: developments, trends and good practices, Learning resource paper - seasonal work seminar.pdf
[31] See Principle of non-discrimination (clause 4) of Council Directive 1999/70/EC of 28 June 1999 concerning the framework agreement on fixed-term work concluded by ETUC, UNICE and CEEP, EUR-Lex - 01999L0070-19990710 - EN - EUR-Lex.
[32] European Commission (2021), Intra-EU mobility of seasonal workers: Trends and challenges, available at: https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en.
[33] European Commission (2021), Intra-EU mobility of seasonal workers: Trends and challenges, 15/06/2021, available at: https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en.

workers. A lack of awareness and understanding contributes to power imbalances between workers and employers or agencies. These imbalances are further exacerbated by the geographical and social isolation of seasonal workers, their lack of a network in their destination country, and their dependency on employers for accommodation, transport and continued employment.[34]

- **Competition and vulnerability among worker groups**: The literature also highlights competition between different groups of workers, notably between intra-EU mobile seasonal workers and TCNs. TCNs are generally more willing to accept poorer working and living conditions due to their greater dependency on employment for their residency status. This heightened vulnerability can be exploited by employers to discourage EU/EFTA workers from asserting their rights or participating in collective action, threatening to replace them.[35]

- **Low levels of unionisation**: The level of unionisation is low amongst seasonal workers.[36] Interview findings confirm this, and highlight that it is sometimes linked to a lack of awareness of the social bargaining system in the destination country, a low level of trust in unions, and difficulties paying for a trade union membership.[37] To increase the levels of unionisation amongst seasonal workers some trade unions have launched campaigns inviting seasonal workers to join a union or created targeted membership plans for seasonal workers.[38]

- **Undeclared work**: Undeclared seasonal work is a common and widespread issue, although its frequency varies between Member States. According to studies from the European Platform tackling undeclared work, unregistered employment is at 14% in the accommodation and food services sector and at 32% in agriculture across the EU.[39] Undeclared work increases the risk of precarious employment and exacerbates existing occupational safety and health vulnerabilities for seasonal workers.

- **Precarious working conditions and occupational safety and health risks**: Mobile seasonal workers disproportionally often face difficult working and living conditions, excessive or unpaid overtime and breaches of EU and national occupational safety and health legislation. This is especially prevalent in the agricultural sector, which has been found to include all significant risk factors of labour exploitation, but difficult working conditions were also found in the accommodation and food services sector. In agriculture, work is often characterised by a high workload and long working hours. Pressure on health occurs from high physical strain, but also from exposure to harmful pesticides, chemicals and fertilisers, long-term exposure under greenhouse plastic emitting harmful fumes or long hours of physical work in the heat during summer.[40]

The literature review also identified several challenges faced by employers of seasonal workers, although the focus of most sources was on the challenges for the seasonal workers themselves. The challenges for employers can generally be categorised into labour demand and costs, and regulatory and compliance requirements:

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[34] European Commission (2021), Intra-EU mobility of seasonal workers: Trends and challenges, 15/06/2021,available at: https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en.
[35] European Commission (2021), Intra-EU mobility of seasonal workers: Trends and challenges, 15/06/2021, available at: https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en.
[36] European Platform undeclared work (2022), Tackling undeclared work among seasonal (including mobile) workers: developments, trends and good practices, Learning resource paper - seasonal work seminar.pdf
[37] Information obtained via interview with German trade union in August 2025;
[38] See the campaign by the Croatian Tourism and Services Union inviting foreign seasonal workers in hospitality and tourism in Croatia to join the union in instrument 4, Croatia: Invitation to foreigners – seasonal workers in hospitality and occupational tourism in the Republic of Croatia – Trade Union of Tourism and Services of Croatia; see also the terms and conditions of trade union membership for mobile workers and seasonal workers offered by IG BAU in Germany: Jahresmitgliedschaft für Wanderarbeitende
[39] Williams, C., and Horodnic, I. (2020), 'Tackling undeclared work in the tourism sector', European Platform Tackling Undeclared Work, https://ec.europa.eu/social/BlobServlet?docId=22868&langId=en>
[40] [40] European Commission (2021), Intra-EU mobility of seasonal workers: Trends and challenges, available at: https://op.europa.eu/en/publication-detail/-/publication/100a148a-9e33-11ed-b508-01aa75ed71a1/language-en.

- **Challenges regarding labour demand and costs**: Many employers rely on mobile seasonal workers because they find it difficult to recruit local seasonal workers, particularly if salaries or working conditions are perceived as unattractive.[41] Employers also face pressure to maintain cost efficiency and operate within tight profit margins, which may lead them to view improvements in working conditions and strict safety and health measures as too costly.[42] Sectors heavily reliant on seasonal or short-term labour were particularly severely affected during the COVID-19 pandemic when mobility was restricted, resulting in bottlenecks and shortages.[43]

- **Challenges related to regulatory and compliance requirements:** The complexity of managing transnational recruitment and addressing precarious working conditions carries substantial compliance risks[44], which can be particularly challenging for smaller employers or those with limited resources to devote to understanding and complying with regulations. Employers who comply with the rules may also be placed at a disadvantage compared to those who violate them.[45]

## 2.2 Objectives and scope of the assignment

The objective of this assignment was to **identify, map and assess relevant support instruments in intra-EU mobile seasonal work** with a view to creating a **comprehensive and structured repository** of instruments that institutional actors, workers and employers could easily access, thereby enhancing awareness and utilisation of available assistance.

The objectives of the assignment align with ELA's mandate to 'improve the availability, quality, and accessibility of information […] to facilitate labour mobility across the Union',[46] as well as its activities on facilitating knowledge/practice sharing and awareness raising related to information and assistance provision to mobile seasonal workers and employers. These activities include ELA's Rights for All Seasons campaign on seasonal workers,[47] its 2022 Mutual Learning and Exchange event series,[48] its 2023 Mutual Learning and Exchange Workshop on Effective Information Provision in Seasonal Work,[49] and the recent 'Fair HORECA in EU' campaign[50], as well as relevant information provided in the Living and Working Conditions section of the EURES portal.[51]

The research focused on support instruments available to mobile seasonal workers and their employers within the EU and EFTA states. In terms of scope of the study the following was agreed upon with ELA:

- The geographic scope extends to the **31 European employment services (EURES) countries**: EU-Member States, as well as Iceland, Lichtenstein, Norway and Switzerland. However, in certain countries (Cyprus, Latvia, Lithuania and Liechtenstein), no support instruments were identified for further analysis.

- Although there is no official, harmonised definition of an '**intra-EU mobile seasonal worker**', the study used the working definition developed by ELA's Information and EURES unit, as indicated above. Specific (but

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[41] European Commission (2023), Report on mobile seasonal workers and intra-EU labour mobility, Report on mobile seasonal workers and intra-EU labour mobility - Publications Office of the EU
[42] European Commission (2023), Report on mobile seasonal workers and intra-EU labour mobility, Report on mobile seasonal workers and intra-EU labour mobility - Publications Office of the EU
[43] ETUI (2025), Moving under the radar. Ongoing challenges for short-term intra-EU mobility, Moving under the radar-ongoing challenges for short-term intra-EU mobility_2025 (1).pdf
[44] ETUI (2025), Moving under the radar. Ongoing challenges for short-term intra-EU mobility, Moving under the radar-ongoing challenges for short-term intra-EU mobility_2025 (1).pdf
[45] European Platform undeclared work (2022), Tackling undeclared work among seasonal (including mobile) workers: developments, trends and good practices, Learning_resource_paper_-_seasonal_work_seminar.pdf
[46] Regulation (EU) 2019/1149 establishing a European Labour Authority, Art. 5, available at: https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32019R1149.
[47] See: https://www.ela.europa.eu/en/campaigns/rights-all-seasons.
[48] See: https://www.ela.europa.eu/en/seasonal-work.
[49] Ibid.
[50] See: https://www.ela.europa.eu/static/horeca-campaign/index.html.
[51] See Living and working conditions in Europe - European Union

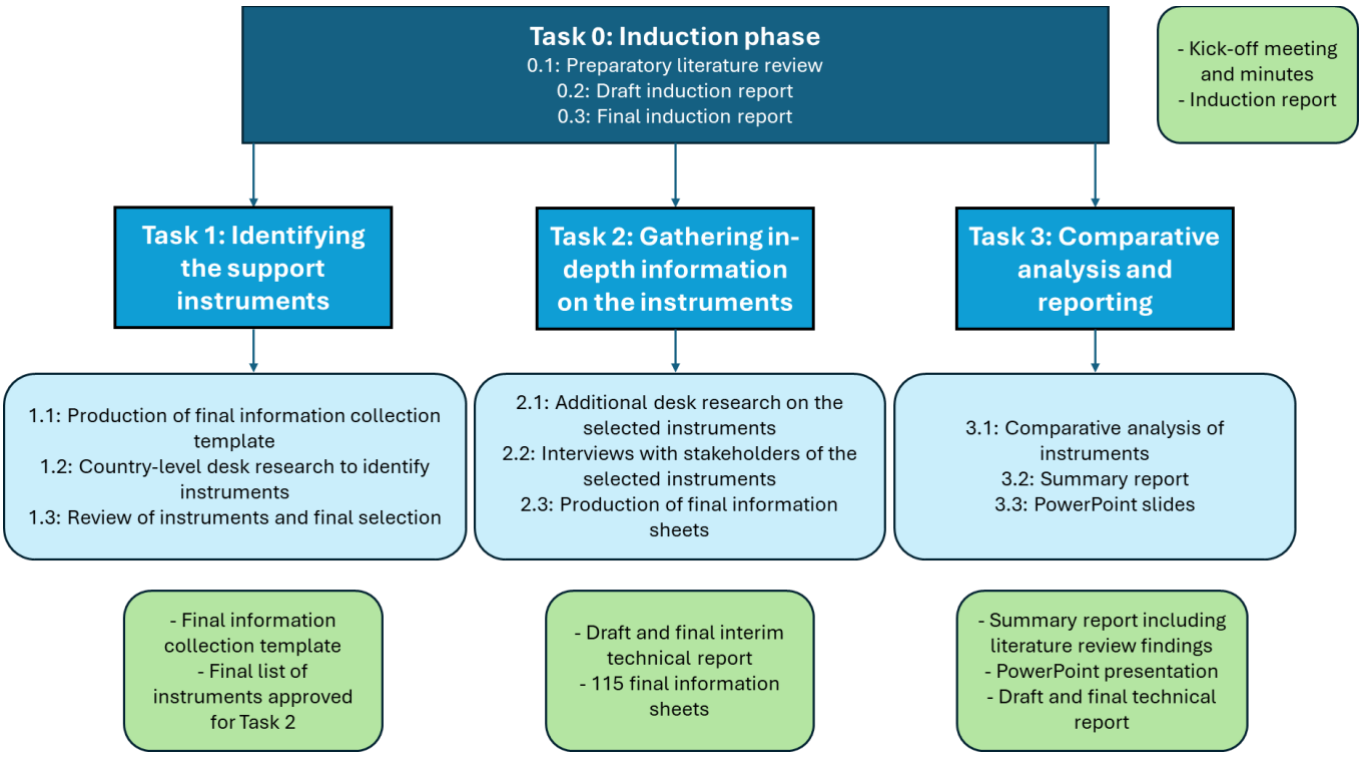
not necessarily exclusive) focus was placed on intra-EU mobile seasonal workers (including seasonal workers who are TCNs, if they have the right to free movement of labour). TCNs who fall under particular bilateral agreements that certain Member States have were out of scope of the study.

- In line with the above definition of an intra-EU mobile seasonal worker, the study considered the **sectors marked by strong seasonal variation in labour demand**, understood to mainly refer to i) agriculture and ii) accommodation and food services (HORECA). However, other sectors were not excluded if labour demand was found to be inherently tied to seasonal fluctuations.
- The term '**instruments**' has been understood quite broadly in the context of this study, with priority given to capturing all types of measures that aim to support mobile seasonal workers and/or their employers. Priority was given to active instruments, i.e. those that are accessible in 2025. The instruments all fall into one or more of the following categories:
  - Instruments which provide **information about rights and obligations** of seasonal workers and employers, as well as awareness-raising on these rights and obligations
  - Instruments which **support with job finding, matching and recruitment**
  - Instruments which provide **support on housing/accommodation issues**, including temporary or transitional housing solutions
  - Instruments which provide **legal advice and consultancy** to seasonal workers and employers, including workplace mediation and conflict resolution, and on cross-border and transnational issues
  - Instruments which provide **financial support**, including income support measures and relocation support measures
- The study focused on measures delivered by public authorities, social partner organisations and non-governmental organisations (NGOs) to seasonal workers and/or employers of seasonal workers.

## 2.3 Methodology

This section briefly outlines the approach and steps taken to carry out the study. It explains how the research was organised, describes the main tasks and sub-tasks and outlines the methods used to collect and analyse information. Figure 1 below provides a visual overview of the tasks, sub-tasks and corresponding deliverables, while the following sub-sections go into more detail about each task.

Figure 1Overview of methodology




### 2.3.1 Task 0: Induction phase

**Sub-tasks**

- 0.1 Preparatory literature review
- 0.2 Draft induction report
- 0.3 Final induction report

The main aim of the induction phase was to lay the groundwork for the study by identifying sources of information about support instruments for seasonal workers and employers, as well as to understand the general landscape of seasonal work. The team carried out a preparatory literature review, which concentrated on EU-level sources available in English. This review helped to map out the main trends and challenges related to seasonal work across the countries covered. The findings from the literature review are presented in section 2.1 of this report.

Following the desk research, a draft induction report was prepared, including *inter alia* the sources mapped during the literature review, a revised and tailored interview guide, and a revised draft information collection template, and submitted to ELA on 22 April. Feedback from ELA was used to refine these tools. The final induction report was approved by ELA on 14 May along with the research tools contained therein and formed the foundation for all subsequent tasks.

### 2.3.2 Task 1: Identifying the support instruments

**Sub-tasks**

- 1.1 Production of the final information collection template
- 1.2 Country-level desk research to identify instruments
- 1.3 Compilation of database of instruments and final selection

The purpose of Task 1 was to map and understand the support instruments available for seasonal workers and employers across the 31 EURES countries. The research team collected this information in a standardised mapping tool, structured according to the information collection template agreed with ELA.

The core team pre-filled the mapping tool with information from EU-level desk research and suggestions from national stakeholders. National experts in each country were then comprehensively briefed to carry out desk research to identify relevant instruments and complete the mapping tool for each one for their country. They identified both existing and new support instruments and assessed their relevance for further analysis. In total, 259 instruments were identified and 163 proposed to ELA as in scope and relevant for further analysis.

After several rounds of feedback and revision, including additional country-level desk research and consultation of ELA's National Liaison Officers (NLOs) to confirm that no instruments were missing from the final selection, a final list of 138 relevant instruments was approved by ELA on 8 July.

### 2.3.3 Task 2: Gathering in-depth information on the support instruments

**Sub-tasks**

- 2.1 Additional desk research on the selected instruments
- 2.2 Interviews with stakeholders of the selected instruments
- 2.3 Production of the final information sheets for each selected support instrument

Task 2 involved collecting detailed information on the selected support instruments through further desk research and interviews with key stakeholders by the national experts. The national experts were briefed on 10 July and began additional desk research which involved checking and expanding on the information already gathered, and searching for extra evidence such as evaluations, lessons learnt and performance data on the instruments.

Alongside the desk research, national experts conducted interviews with key stakeholders of the selected instruments. These included organisations responsible for designing or delivering the instruments, other involved bodies and representatives of the intended users, such as representatives of seasonal workers or employers. The interview guide was carefully aligned with the research template and adapted as needed for each instrument. A central database was used to track the progress of interviews and to identify any issues.

During the process of further research on the instruments, in consultation with ELA, certain instruments were merged to be presented in one information sheet in order to avoid duplication or dropped if the measure was found to be out of scope of the study, resulting in 115 information sheets, based on 140 support instruments, as agreed with ELA.

The findings from both the desk research and the interviews were recorded in standardised templates. The core team then reviewed these templates, checked the quality of the information and asked for clarifications where necessary before proceeding to draft the information sheets. The first information sheet was sent to ELA for

approval on 20 August. The remaining 115[52] information sheets were submitted in six batches to ELA between the 5 September and 24 October. Each information sheet was reviewed by the Quality Assurer and Project Manager, with experts further contacted in case of any unclear information, before submission.

### 2.3.4 Task 3: Comparative analysis and reporting

**Sub-tasks**

- 3.1 Comparative analysis of instruments
- 3.2 Summary report
- 3.3 PowerPoint slides

The final phase of the methodology involved a comparative analysis of instruments and reporting. The data collected across all instruments was used to compare instruments across countries, looking for patterns, similarities and differences. Both qualitative and quantitative (where appropriate) analysis was used. The results of this comparative analysis are presented in this summary report in sections 3 to 6.

Once reviewed by ELA, this summary report will then form the basis for the development of a PowerPoint presentation summarising the findings of the report.

[52] Whilst 116 information sheets were produced, only 115 were included in the final analysis as one instrument was found not to be in scope after production of the information sheet.

# 3.0 Instruments identified and support provided

## 3.1 Types of instruments

Analysis of the types of instruments identified shows that **the overwhelming majority** (85%**,** or 98 of the total 115 instruments) fell into the category of **'**provision of information on rights and obligations of seasonal workers and employers of seasonal workers, including awareness raising**'.** The second most common instrument type was 'support with job finding, matching and recruitment' (34%, or 39 of 115), followed by 'legal advice and consultancy to seasonal workers and employers (specifically for cross-border and transnational issues) including workplace mediation and conflict resolution' (30%, or 34 of 115). The least common types identified were 'support on housing and accommodation issues, including temporary or transitional housing solutions' (19%, or 22 of 115) and 'financial support, including income and relocation support measures' (9%, or 10 of 115). These figures are presented in the table below. It is important to note that instruments can fall into more than one category.

Table 1 Number and percentage of instruments by type

| Type of support | Number of instruments according to this type | Percentage of instruments falling into this type |
|---|---|---|
| Provision of information on rights and obligations of seasonal workers and employers of seasonal workers, including awareness raising | 98 | 85% |
| Support with job finding, matching and recruitment | 39 | 34% |
| Support on housing and accommodation issues, including temporary or transitional housing solutions | 22 | 19% |
| Legal advice and consultancy to seasonal workers and employers (specifically for cross-border and transnational issues) including workplace mediation and conflict resolution | 34 | 30% |
| Financial support, including income and relocation support measures | 10 | 9% |

*Source: Ecorys, 2025, based on findings across all research Tasks.*

There are multiple reasons for the majority of instruments falling into the 'provision of information on rights and obligations of seasonal workers and employers of seasonal workers, including awareness raising' category. Firstly, measures providing information are often the easiest and most cost-effective form of support to provide. Aside from costs involved in relation to the information being kept updated to ensure that it remains relevant and accurate, there is much less need for costly resources such as continuous staffing, which are needed for other types of instruments (legal advice and consultancy services, for example). Secondly, this type of instrument lends itself to an online format – i.e. information being provided on a website or webpage. It also allows public bodies and authorities to meet obligations in terms of transparency or other statutory duties to ensure that workers and employers are informed of their rights and obligations. In addition, instruments providing information on rights and obligations are often a foundation or 'gateway' to other forms of support including more specific targeted services

such as support on housing and accommodation issues or financial support. This is explored in more detail in Section 3.1.1 in terms of patterns in the combinations of support types that instruments provide.

The table below shows the number of instruments per country which fall into the provision of information on rights and obligations category. In Austria, Belgium, Bulgaria, Estonia, Finland, Germany, Hungary, Iceland, Malta, Norway, Portugal, Romania, Slovakia, Slovenia, Sweden and Switzerland, all of the instruments fell into this type (not necessarily exclusively, sometimes being combined with other types). Only in Czechia did fewer than 50% of instruments fall into the provision of information category; the one Czech instrument (assistance services for foreigners at Labour Office branches throughout Czechia)[53] focuses exclusively on support with job finding, matching and recruitment. Indeed, across all countries, if an instrument did not fall into the provision of information category, it was most commonly an instrument providing support with job finding, matching and recruitment.

Table 22 Number of instruments which fall into the 'provision of information on rights and obligations' category, by country

| Country | No. of instruments which fall into the 'provision of information on rights and obligations' category | Total no. of instruments per country |
|---|---|---|
| AT | 10 | 10 |
| BE | 6 | 6 |
| BG | 2 | 2 |
| CH | 5 | 5 |
| CZ | 0 | 1 |
| DE | 14 | 14 |
| DK | 3 | 5 |
| EE | 1 | 1 |
| EL | 1 | 2 |
| ES | 1 | 2 |
| FI | 9 | 9 |
| FR | 6 | 10 |
| HR | 3 | 6 |
| HU | 2 | 2 |
| IE | 1 | 1 |
| IS | 2 | 2 |
| IT | 3 | 5 |
| LU | 1 | 2 |
| MT | 2 | 2 |
| NL | 5 | 6 |
| NO | 4 | 4 |
| PL | 3 | 4 |
| PT | 2 | 2 |
| RO | 5 | 5 |

[53] Instrument 1, Czechia: https://www.cizinci.cz/web/cz.

| | | |
|---|---|---|
| SE | 2 | 2 |
| SI | 5 | 5 |
| SK | 1 | 1 |
| **Total** | **98** | **115** |

*Source: Ecorys, 2025, based on findings across all research Tasks.*

The second most frequently occurring type of support that instruments provide relates to job finding, matching and recruitment. These measures were the most evenly distributed among countries, reflecting the need for both countries of origin and destination countries to provide this kind of support. Indeed, **21 of the 27 EURES countries where instruments were identified had measures in place to provide support with job finding, matching and recruitment**. The countries where this type of support was most common were France (with five instruments in this category), Croatia and Switzerland (each with four instruments), Denmark, Finland and Slovenia (each with three instruments) and Austria, Greece and Romania (each with two instruments). An example of an instrument designed solely to provide support with job finding, matching and recruitment is the 'Agriculture is recruiting' website, set up by the French National Association for Employment and Training in Agriculture (ANEFA).[54] Jobseekers can register for free on the website and share their CV, with a regional expert from ANEFA then reviewing profiles, contacting candidates and helping them to highlight their key skills. The candidate profile is then 'activated' and jobseekers can browse job offers. Employers can also use the website to post job offers, as well as to receive guidance and support from regional experts based on their recruitment needs and help in writing effective job listings.

Instruments which provide **legal advice and consultancy** to seasonal workers and employers (specifically for cross-border and transnational issues) including workplace mediation and conflict resolution were the third most common type of support. **More than half of the 34 instruments identified in this category were from Germany (12 instruments) and Austria (eight instruments)**. In Germany, legal advice and consultancy across these instruments is most commonly provided through the strong network of counselling services set up by *Arbeit und Leben*, the educational institution of the German Trade Union Confederation, which operate in various regions across the country. For example, Fair Mobility in Thuringia aims to improve working conditions and ensure fair wages for EU mobile workers in Thuringia including seasonal workers, from Central and Eastern Member States.[55] A focus is placed on legal advice on employment-related issues such as wage claims, contracts and employment rights violations. In Austria, this type of support is most commonly provided by Chambers of Agricultural Workers, which are regional statutory labour representation bodies representing almost all workers in the sector in each state.

The least common types of support identified were 'support on housing and accommodation issues, including temporary or transitional housing solutions' and 'financial support, including income and relocation support measures'. **Support on housing and accommodation issues was particularly prevalent in Austria** (eight instruments), **France** (four instruments) and **Switzerland** (three instruments), all key destination countries for seasonal workers. Belgium, Croatia, Denmark, Finland, Germany, Iceland and the Netherlands all had one instrument which provided this type of support. **Financial support measures were most commonly identified in Austria** (six instruments), most typically also offered by Chambers of Agricultural Workers mentioned above, as well as Belgium, Finland, Italy and Spain. Regional Austrian financial support instruments are explored in more detail in Section 3.1.2 below.

[54] Instrument 7, France: https://www.lagriculture-recrute.org/.
[55] Instrument 7, Germany: https://www.dgb-bwt.de/projekte/faire-mobilitaet-in-thueringen/.

### 3.1.1 Combinations of support types provided by the instruments

Given that instruments can fall into more than one of the five categories, it is interesting to explore patterns in the combinations of support types that instruments provide. The most frequently occurring pairing was the **provision of information on rights and obligations and legal advice and consultancy** to seasonal workers and employers (including specifically for cross-border and transnational issues) including workplace mediation and conflict resolution'. This was a **particularly common pairing in Austria** (with eight of the ten instruments) **and Germany** (12 of the 14 instruments). This reflects a model of support where information provision and legal counselling are combined to provide a comprehensive support service to seasonal workers and their employers (as well as more broadly to migrant workers and their employers) on their rights and obligations in the Austrian and German labour markets. This form of labour law advice is particularly valuable to ensuring that work can be carried out under fair conditions and that exploitative situations are avoided to the extent possible.

Another common combination of support types is the **provision of information on rights and obligations and support with job finding, matching and recruitment** – the two most individually commonly occurring support types. This combination was found in instruments from 17 countries, namely Austria, Belgium, Croatia, Denmark, Finland, France, Greece, Iceland, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia and Switzerland. These instruments aim to ensure both awareness of rights and obligations and accessible labour market access, often through integration with public employment services (PES). For example, Jobsplus (Malta's PES) has a dedicated summer jobs bank, a vacancy database and job matching service.[56] It also provides information on the rights and obligations of employees and employers, including how to register for employment and what employers must do when hiring EU/EEA citizens.[57]

Finally, the combination of instruments providing **information on rights and obligations and** '**support on housing and accommodation issues**, including temporary or transitional housing solutions' was **especially prominent in Austria, France and Switzerland**, and to a lesser extent in Belgium, Denmark, Germany and Iceland. This indicates that this combination of support types is exclusively found in countries which are primarily destination countries for seasonal workers, as opposed to countries of origin. An example of such a measure is the support provided by France Travail for seasonal employment, particularly the 'My Support Tools' page which provides information on housing, mobility and childcare.[58] It centralises searches for seasonal accommodation[59] including temporary accommodation in student residences and boarding schools or housing made available through partnerships with local authorities and '*Action Logement*' (an association owned by the French government and tasked with providing affordable and intermediate housing to workers in France).[60]

### 3.1.2 Patterns across governance levels

When looking at the distribution of types of instruments across various governance levels (i.e. instruments implemented transnationally, nationally, regionally or locally), **instruments providing information on rights and obligations were the most universal across all levels** (despite being most frequent at transnational and national level). As previously mentioned, this is due to their functioning as a foundational layer providing key information on rights and obligations for both workers and employers, often connecting these groups to other forms of support.

Instruments providing support with **job finding, matching and recruitment** were again **most common at transnational and national level**. This reflects the transnational nature of intra-EU seasonal work and the fact that, in collaboration with national PES and EURES, support services exist to connect jobseekers with seasonal

[56] Instrument 1, Malta: https://jobsplus.gov.mt/vacancy.
[57] Instrument 1, Malta: https://jobsplus.gov.mt/find-candidates/find-candidates-eu-nationals.
[58] Instrument 5, France: https://mes-aides.francetravail.fr/.
[59] Instrument 5, France: https://mes-aides.francetravail.fr/logement/trouver-un-logement-saisonnier-ou-temporaire.
[60] Instrument 5, France: https://www.actionlogement.fr/.

jobs in other EU/EEA countries. One example of a transnational support instrument in this category is Nordjobb,[61] a Nordic labour market exchange programme that arranges seasonal work for young people in the Nordic countries (Åland Islands, Denmark, the Faroe Islands, Finland, Greenland, Iceland, Norway and Sweden) and supports employers in finding workers. The jobs available are typically in sectors such as tourism, agriculture and hospitality. Nordjobb also assists jobseekers in finding accommodation and offers recreational activities during the summer months, as well as providing information on key practical issues relating to taxation, population registration and healthcare, aimed at future Nordic workers, and specific to each of the Nordic countries.[62]

**Regional and local instruments providing support with job finding, matching and recruitment do exist** though. One example is the 'I work in agriculture' online platform[63] and in-person and virtual job fairs provided in the Piedmont Region of Italy.[64] Given the decentralised nature of governance in Italy, this form of support is logical. Indeed, the same is true in France, where instruments like the 'Job in the Meadow' mobile application from Nouvelle-Aquitaine[65] and the 'How to successfully integrate seasonal workers' webpage from Ouest France Emploi[66] provide regional support for facilitating job searches, supporting employers in their recruitment of workers, and improving seasonal worker onboarding and integration. Considering local-level support, the 'Seasonal worker in Hemsedal' instrument from Norway[67] provides a matching service between potential seasonal workers for the winter tourism sector with local employers.

At the **regional and local levels, instruments tend to be more implementation-oriented**, focusing on adapting national frameworks to local labour market needs and accommodation realities, as well as providing targeted legal counselling. Many regional instruments (24 of the total 32) combine more than one type of support, and in the case of six of the Austrian measures, they combine four types of support. This shows the important role that regions have to play as key operational support hubs, particularly in regions with a high degree of labour demand. Equally, of the ten instruments providing financial support (identified from the total 115 instruments) five are regional Austrian measures. For example, the Lower Austrian Chamber of Agricultural Workers provides multilingual outreach on access to income tax refunds for seasonal workers (relevant in Austria given that wages are taxed as if the employee earned the same amount consistently over a full year, which is rarely the case for seasonal workers).[68] Another example of a regional instrument providing financial support is the Workers Assistance Fund from Puglia, Italy, which provides income support to workers in the tourism sector in the Apulia region.[69] Of the seven local-level instruments identified (one from Denmark, two from France, two from Germany, one from Norway and one from Switzerland), six instruments provided local-level information on rights and obligations, four legal advice and consultancy, three support on housing and accommodation issues, and two support with job finding, matching and recruitment. None of these local-level instruments provided financial support.

## 3.2 Key characteristics of support offered

### 3.2.1 Format of the support

As a reflection of the fact that the majority of instruments fall into the category of 'provision of information on rights and obligations', analysis of the support available shows that **the vast majority (over 100) of the instruments are websites providing online support** (whether in conjunction with other forms of support or not). Many of these

[61] Instrument 3, Denmark: https://www.nordjobb.org/da/.
[62] Instrument 3, Denmark: https://www.nordjobb.org/sv/nordenguiden/.
[63] Instrument 1, Italy: https://agenziapiemontelavoro.it/servizio/iolavoro-in-agricoltura/.
[64] Instrument 1, Italy: https://agenziapiemontelavoro.it/progetto/iolavoro-job-fair/.
[65] Instrument 10, France: https://www.anefa.org/landes/jobopre-lapplication-pour-lemploi-agricole/.
[66] Instrument 9, France: https://emploi.ouest-france.fr/conseils-rh/comment-reussir-integration-des-saisonniers/.
[67] Instrument 4, Norway: https://hemsedal.com/en/sesongarbeider.
[68] Instrument 10, Austria: https://noe.landarbeiterkammer.at/aktuelles/berichte/news/neu-steuerausgleich-fuer-saisonarbeiter.
[69] Instrument 6, Italy: https://www.ebt-puglia.it/assistenza-lavoratori/.

websites/webpages provide factsheets, downloadable leaflets or guides, informative videos and/or links to other sources of relevant information including forms and portals.

These forms of web-based support are, however, **often linked to some kind of in-person support**. This is true of many of the instruments from Germany, as explored in the box below. Other examples include the Croatian Tourism and Services Union (STUH), which complements the information it provides online to seasonal workers in the hotel and tourism industry[70] with field visits to hotels on the Croatian coast, where many seasonal workers (both intra-EU and TCNs) are employed. There are also examples from Austria including the support provided by the Employee Section of the Chamber of Agriculture of Vorarlberg,[71] which provides information and legal advice and counselling on employment and housing issues to seasonal and permanent agricultural and forestry workers. Information is provided online through a series of multilingual information sheets in 12 languages,[72] providing information on rights and obligations such as minimum wages, standard working hours, working time records and sickness. In parallel, it offers consultations and legal advice on labour and social rights, available to workers in-person as well as via phone, email or mail.

**Blended online and in-person support provided in Germany**

Many of the instruments identified and analysed in Germany provide a combination of online and in-person support, primarily via advice and counselling centres. For example, Fair Mobility provides information, advice and support to employees (primarily from Central and Eastern Europe) about their labour rights in Germany, in their native language. It operates advice centres at 12 locations across Germany,[73] where employees can receive support on the phone, via email or during an in-person counselling session. The Fair Mobility website[74] includes comprehensive information on frequent problems faced by EU-mobile workers in Germany, covering issues such as employment termination and bogus self-employment. This includes sector-specific webpages on the rights of workers in sectors including agriculture, gastronomy and hospitality, the meat industry and parcel delivery.

Other examples of measures from Germany providing blended online and in-person support include the web app of the Social Insurance Fund for Agriculture, Forestry and Horticulture[75] (which provides guidance on injury prevention, health protection, etc. – particularly for seasonal workers employed in agriculture – together with on-site OSH training days), as well as the regional services of the Saarland Advisory Centre for Migrant and Mobile Workers,[76] the Service Centre for the Free Movement of Workers of 'Work and Life' Hamburg,[77] the Advisory Office for Migration and Decent Work Brandenburg,[78] and the Counselling Centre for Mobile Workers in Lower Saxony.[79]

[70] Instrument 4, Croatia: https://stuh.hr/poziv-strancima-sezonskim-radnicima-u-ugostiteljstvu-i-turizmu-na-radu-u-republici-hrvatskoj/.
[71] Instrument 3, Austria: https://www.lak-vorarlberg.at/.
[72] Instrument 3, Austria: https://www.lak-vorarlberg.at/index.php/infoblaetter/.
[73] Instrument 2, Germany: https://www.faire-mobilitaet.de/en/beratung/advice-in-germany/.
[74] Instrument 2, Germany: https://www.faire-mobilitaet.de/en/.
[75] Instrument 3, Germany: https://www.agriwork-germany.de/saisonarbeit-englisch.
[76] Instrument 6, Germany: https://www.arbeitskammer.de/beratung/fuer-wanderarbeit-und-mobile-beschaeftigte/.
[77] Instrument 8, Germany: https://hamburg.arbeitundleben.de/fairer-arbeitsmarkt/servicestelle-arbeitnehmerfreizuegigkeit/?lang=en.
[78] Instrument 9, Germany: https://www.rightsatwork.de/.
[79] Instrument 11, Germany: https://www.beratungsstelle.mobi/.

Another key type of support provided is **job matching services or job listing portals**. Job matching can take the form of either online or in-person support, and sometimes a combination of the two. One of the trends identified was that support of this nature is **often provided by national or regional PES**. Examples include an instrument in Belgium delivered by VDAB, the Flemish employment service,[80] in Croatia with the 'Seasonal Jobs – Croatian Employment Service Labour Exchange' website,[81] and in the Italian region of Piedmont with the 'I work in agriculture' online platform[82] and in-person and virtual job fairs.[83] In the Belgian example, the website of the Flemish Employment Service (VDAB) provides information for jobseekers interested in a seasonal work opportunity abroad. It provides an overview of the processes to follow, application tips and a direct link to the EURES job search engine[84] (as well as the contact information of EURES Advisers). In addition, on the employers' section of VDAB's website,[85] guidance is provided on how to recruit seasonal workers, including how to publish a vacancy on the VDAB job search webpage and what a vacancy notice should include. Job-matching support can also be provided in-person, typically in the format of job days. Examples include the Luxembourgish job day to recruit seasonal grape-pickers for wine companies, a collaboration between the National Employment Agency and the Wine Institute,[86] as well as the Slovenian cross-border employment and career fair in Koper,[87] organised by the Regional Koper Office of the Employment Service of Slovenia in partnership with EURES. This annual cross-border fair is particularly relevant for seasonal jobseekers and employers in the HORECA sector.

Although less common within the selected 115 instruments, **workshops and training activities** provide another key type of support. Rather than the workshops or training sessions forming the primary component of the instrument in question, these forms of support are **typically ancillary to another form of support** (i.e. to a job listing tool or a service providing information on rights and obligations). In France, the 'Job in the Meadow' mobile application acts primarily as a job search tool,[88] allowing jobseekers in the Nouvelle-Aquitaine region to create a profile outlining their relevant skills and search through job offers. However, the application also provides information on available training opportunities, making use of the wider support offered by the developer of the application, namely the National Association for Employment and Training in Agriculture. Another example is the campaign targeting foreign workers by the Croatian Tourism and Services Union,[89] which primarily exists to increase trade union membership among foreign seasonal workers, thus ensuring better protection for and enhanced rights awareness among the target group. As a secondary service, and as part of the ESF+ project 'People are the key to success in tourism'[90] (launched in February 2025), training sessions will be delivered on topics including employment conditions, membership recruitment and collective bargaining on wages in the tourism sector.

Certain patterns in terms of the type of support offered can be identified across regions. In Northern and Central Europe, as well as in the Nordic and Baltic countries, online support is most prominent (in accordance with the general trend previously mentioned in terms of the distribution of instruments as a whole), often in the form of informative guides. In **Western and Central Europe** (including Austria, Belgium, Czechia, Germany, the Netherlands and Poland), many of the support instruments provide **information on rights and obligations as**

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[80] Instrument 2, Belgium: https://www.vdab.be/orienteren/beroepen-en-sectoren/land-en-tuinbouw.
[81] Instrument 3, Croatia: https://sezonski.hzz.hr/.
[82] Instrument 1, Italy: https://agenziapiemontelavoro.it/servizio/iolavoro-in-agricoltura/.
[83] Instrument 1, Italy: https://agenziapiemontelavoro.it/progetto/iolavoro-job-fair/.
[84] See: https://europa.eu/eures/portal/jv-se/home?lang=nl.
[85] Instrument 2, Belgium: https://werkgevers.vdab.be/aanwerven/overheidssteun-voor-wie-aanwerft/seizoenarbeiders.
[86] Instrument 1, Luxembourg: https://gouvernement.lu/en/actualites/toutes_actualites/communiques/2024/07-juillet/10-adem-jobday-viti-vinicole.html.
[87] Instrument 4, Slovenia: https://www.ess.gov.si/novica/uspesno-organiziran-cezmejni-sejem-zaposlitveno-kariernih-priloznosti-1/.
[88] Instrument 10, France: https://www.anefa.org/landes/jobopre-lapplication-pour-lemploi-agricole/.
[89] Instrument 4, Croatia: https://stuh.hr/poziv-strancima-sezonskim-radnicima-u-ugostiteljstvu-i-turizmu-na-radu-u-republici-hrvatskoj/.
[90] Instrument 4, Croatia: https://www.sssh.hr/novost/covjek-je-kljuc-uspjeha-u-turizmu-informiranje-stranih-radnika-u-1-sindikalnoj-r.

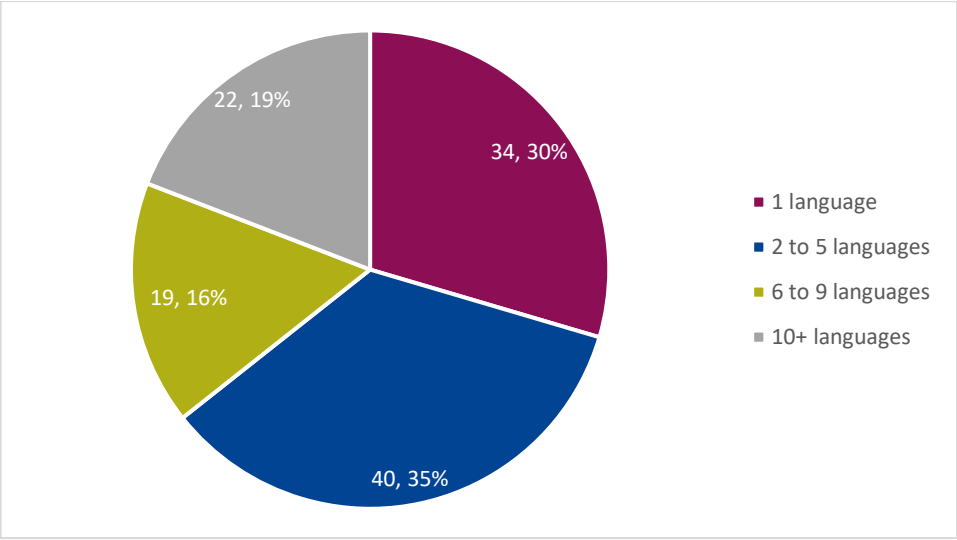
**well as administrative guidance, often delivered via official government or institutional websites**. Especially in Austria, Belgium and the Netherlands, many instruments provide guidance to employers on contractual arrangements, wage obligations and modalities for fair recruitment. This reflects an institutionalised and compliance-oriented approach, with a greater focus on employer-targeted websites and online guides.

In Central and **Eastern Europe, online leaflets, guidance and checklists are much more targeted at jobseekers and employees** as opposed to employers, reflecting the fact that most of these countries are countries of origin of seasonal workers, and thus focus their efforts on informing and protecting workers before and during mobility. This can clearly be seen in the instruments such as the 'Cooperation for Decent Work' project implemented by the Bulgarian General Labour Inspectorate Executive Agency together with the Norwegian Labour Inspection Authority,[91] the 'Be safe when working abroad' webpage and accompanying checklist, leaflet and video providing information for Polish jobseekers seeking seasonal work from the Pomeranian region,[92] and the Romanian information campaign entitled 'Are you a seasonal worker abroad? Get informed, work legally and know your rights to be protected!'.[93]

### 3.2.2 Language accessibility

The **vast majority of the support instruments (70%) are available in multiple languages**. Indeed, of the 115 instruments analysed, 22 can be classified as highly multilingual in that they are available in ten or more languages. 19 of the instruments were available in six to nine languages, and 40 in two to five languages. 34 instruments (30%) were available in only one language. This is shown in the figure below.

Figure 2 Language coverage of the 115 instruments




*Source: Ecorys, 2025, based on findings across all research Tasks.*

[91] Instrument 2, Bulgaria: https://gli.government.bg/bg/taxonomy/term/508.
[92] Instrument 1, Poland: https://wupgdansk.praca.gov.pl/praca-sezonowa-z-eures/-/asset_publisher/XGY8BMHsuYIq/content/szukasz-pracy-sezonowej-zrob-to-z-eures-?p_r_p_assetEntryId=34812669#Przyjechales.
[93] Instrument 1, Romania: https://www.anofm.ro/campania-esti-lucrator-sezonier-in-strainantate-informeaza-te-lucreaza-legal-si-cunoaste-ti-drepturile-pentru-a-fi-protejat/.

The selection of languages that a support instrument is available in is primarily contingent on i) the official language(s) of each country, ii) English as a common lingua franca being included in almost every multi-lingual set, iii) the languages most commonly spoken by seasonal, mobile or migrant workers in the country in question and iv) languages added to reflect newer migration flows and growing TCN communities. These four factors are explored in more detail below.

As a reflection of the first two points, **English and German are the two languages used most frequently** across all instruments. One of the reasons for which German is so common is that 37 of the 115 instruments were from a country where German is (one of) the national language(s) (Austria, Belgium, Germany, Luxembourg and Switzerland). However, measures from both France and the Netherlands are also accessible in German, among a series of other languages. This is likely a reflection of geographical proximity and the fact that these measures may target cross-border workers.

Certain regional patterns in language coverage of instruments can be identified, with **clear links between destination countries of seasonal, mobile or migrant workers and the languages most commonly spoken by these individuals**. Instruments from German-speaking countries offer the broadest multilingual coverage, reflecting the fact that these countries are all destination countries of seasonal workers, and so need to be accessible in a wide range of languages to account for the workers they host from Europe and beyond. The Nordic countries' instruments also offer broad linguistic inclusion, with strong representation of Eastern European (e.g. Estonian, Latvian, Lithuanian, Polish and Romanian – as well as Russian and Ukrainian) languages, and Asian languages (e.g. Arabic, Chinese, Thai and Vietnamese).

In contrast, **monolingual accessibility** was most common in Belgium, Croatia, France, Greece, Italy, Romania and Switzerland. However, it is important to note that in the case of Belgium, France, Italy and Switzerland, the majority of the monolingual instruments were those implemented either regionally or locally. This indicates that these instruments likely have a more localised target group than the wider target group of intra-EU seasonal workers and therefore do not need to be accessible in a wide range of languages. In the case of Romania, four of the five instruments are available in Romanian alone, while for the fifth (information published on the national EURES portal for Romanian workers interested in seasonal work in EU/EEA countries),[94] certain outreach materials are reposted in English or languages of main destination countries, in order to widen accessibility. This is likely to reflect the focus in Romania on outbound workers rather than incoming seasonal workers to Romania.

Finally, languages including **Arabic, Farsi/Dari, Hindi, Kurdish, Nepali, Pashto, Thai and Turkish** have become increasingly prevalent in multi-lingual sets. For example, the consultation support offered by Migrare[95] in Austria is available in 20 languages, including Arabic, Farsi/Dari, Kurdish, Pashto and Turkish. Similar is true of several of the Finnish support instruments (including the online services of InfoFinland.fi,[96] the guidance offered by the International House Tampere,[97] and the Finnish Tax Administration's webpage aimed at berry pickers and other seasonal workers[98]). The other language in which many support instruments are now available in is **Ukrainian**. This reflects the sharp increase in the number of individuals from Ukraine working in EU/EEA countries (including as seasonal workers) since 2022.

[94] Instrument 4, Romania: https://eures.anofm.ro/eures/index.html.
[95] Instrument 4, Austria: https://migrare.at/.
[96] Instrument 2, Finland: https://www.infofinland.fi/.
[97] Instrument 5, Finland: https://www.tampere.fi/en/organisation/international-house-tampere-multilingual-guidance.
[98] Instrument 7, Finland: https://www.vero.fi/en/individuals/tax-cards-and-tax-returns/arriving_in_finland/work_in_finland/specific-instructions-for-different-occupations/berry-picking-or-other-seasonal-work--how-to-take-care-of-your-taxes/.

## 3.3 Key actors involved in the design and delivery

Analysis of instruments identified shows that a wide range of organisations are involved in both their design and delivery. While the mix of actors differs between countries, several types of organisations appear repeatedly as lead actors designing and delivering the instruments.

### National/regional public authorities

- **National ministries,** mainly those responsible for labour or employment**,** are one of the most frequent lead actors designing and delivering the instruments. They are strongly involved particularly in countries like Bulgaria, France, Denmark, Germany, Italy, Malta, Luxembourg, Poland, Romania and the Netherlands. National ministries usually set the policy direction, fund the instruments and coordinate with other national or regional agencies such as public employment services including EURES NCOs, to promote the support and/or offer additional support services.

- **Regional and local authorities** are also important lead actors, particularly in federal or decentralised countries such as Austria, Germany and Italy, but also in Czechia, Finland, Poland, and Slovenia. Regional and local authorities often implement instruments that operationalise national frameworks to local needs, tailoring content and/or specifying target groups relevant to regional or local realities, as indicated in section 3.2 above.

- **Public employment services (PES)** are a common lead actor in many instruments, for example, in Belgium, Croatia, Czechia, France, Greece, Luxembourg, Malta, Romania, Slovenia and Spain. PES are typically leading instruments that are designed to support job matching, finding and recruitment, in line with their remit, as well as provision of information on rights and obligations. PES are also often involved in their remit as **EURES National Coordination Offices** with EURES teams in PES leading instruments on transnational recruitment of EU/EEA workers in particular.

- **National labour inspectors** are also key actors. Countries in which labour inspectorates are delivering support instruments include Bulgaria, Estonia, Norway, Poland and Norway. In these instances, the support provided is primarily linked to information provision.

### Social partners

- **Trade unions** are active particularly in countries with strong social dialogue such as Germany, Austria and Italy. They are also involved in delivering the instruments for seasonal workers/employers in Croatia, Hungary, Romania and the Netherlands. They often help to design or deliver initiatives that provide information to workers on their rights and give them access to legal and workplace advice. In some cases, trade unions work closely with **employer associations**, which are key partners in initiatives in Italy and the Netherlands, for example.

### NGOs and other actors

- Although fewer in numbers, **NGOs** can play an important role in reaching workers who may not be in contact with formal institutions, for example Caritas Norway[99], Migrare in Austria[100] and Victim Support in Finland[101]. Typically, NGOs are involved in measures that target all foreign workers (not exclusively EU/EEA workers), as part of their remit to support vulnerable groups.

[99] Instrument 2, Norway: https://www.youtube.com/@workinnorway-caritasnorge9268/videos
[100] Instrument 4, Austria: https://migrare.at/
[101] Instrument 4.1 and 4.3, Finland: https://www.riku.fi/en/victim-support-finland/

- In some countries, **education and training institutions** supported by unions or adult learning associations also take part in delivering measures, as seen in Germany with Arbeit und Leben[102]. Their involvement links worker support to training and skills development.

Overall, the evidence shows that instruments to support intra-EU mobile seasonal workers are rarely implemented by a single actor acting alone. There is widespread use of **collaborative models** in the design and delivery of instruments. Out of the total measures reviewed**, over a third of measures are *implemented* through partnerships involving multiple key actors,** with a large share promoting instruments in collaboration (as shown in section 4.3 below). These collaborations include national, regional, local and cross-border levels, and typically include ministries, public employment services, trade unions, employer associations, NGOs and EURES networks. The most popular trends of collaboration between these different actors are discussed below.

### Cross-border collaboration

Several instruments are delivered through **cross-border collaboration** of key actors in the context of intra-EU labour mobility. For example, in Norway the Labour Inspection Authority[103] organised a campaign targeting EU workers in Norway in cooperation with the labour inspectorates of Bulgaria, Estonia, Lithuania and Romania, while instruments in Croatia and Austria[104] jointly organise recruitment events through their employment services and **EURES Networks**. Furthermore, in Poland[105], the Regional Employment Office in Białystok collaborates with EURES Poland and EURES Netherlands, alongside Dutch universities and employer organisations, to deliver information sessions and recruitment events.

### National and regional authorities' collaboration

At the national level, a number of instruments are co-developed and delivered through partnership between different national and regional institutional actors. Ministries often act as lead institutions but rely on partnership networks to extend reach and adapt to local needs. For example, Romania's Ministry of Labour[106] coordinates the development of guidance materials in partnership with labour attachés, EURES Romania, the Labour Inspectorate, the Department for Romanians Abroad, and other national agencies, while the French Ministry of Labour delivers several informational support tools for seasonal workers through a decentralised model: implementation is delegated to Regional Directorates for the Economy, Employment, Labour and Solidarity (DREETS), who are tasked with adapting standardised materials to local contexts.

Regional and local authorities are particularly active in federal and decentralised countries. The Chamber of Agriculture of Lower Saxony in Germany[107] and the Chamber of Agricultural Workers in Tyrol (LAK Tyrol)[108] in Austria demonstrate how statutory regional bodies can mediate between public institutions and social partners, creating sector-specific support. In Finland, local authorities such as the City of Tampere[109] deliver multilingual services through partnerships with universities and vocational colleges creating a comprehensive local support system that integrates education, employment and municipal services.

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[102] https://arbeitundleben.de/
[103] Instrument 1, Norway: https://www.arbeidstilsynet.no/en/
[104] Instrument 1, Croatia: https://www.ela.europa.eu/sites/default/files/2023-03/HR_Good-practice_Connecting-seasons-by-EURES-Croatia.pdf
[105] Instrument 2, Poland: https://wupbialystok.praca.gov.pl/ and https://eures.praca.gov.pl/
[106] Instrument 3, Romania: https://www.mmuncii.ro/j33/index.php/ro/2014-domenii/munca/52-mobilitatea-fortei-de-munca/3132-2014-01-01-ghiduri-lucrator-ro-ue?highlight=WyJnaGlkdWwiLCJsdWNyXHUwMTAzdG9ydWx1aSIsInJvbVx1MDBlMm4iLCJnaGlkdWwgbHVjclx1MDEwM3RvcnVsdWkiLCJnaGlkdWwgbHVjclx1MDEwM3RvcnVsdWkgcm9tXHUwMGUybiIsImx1Y3JcdTAxMDN0b3J1bHVpIHJvbVx1MDBlMm4iXQ==
[107] Instrument 14, Germany: https://www.lwk-niedersachsen.de/lwk/news/7073_Spezialberaterinnen_f%C3%BCr_Arbeitnehmerfragen_im_Agrarbereich
[108] Instrument 8, Austria: https://www.lak-tirol.at/leistungen/recht/
[109] Instrument 5, Finland: https://www.tampere.fi/en/organisation/international-house-tampere-multilingual-guidance

### Social partner-led collaboration

In other contexts, social partners in the country collaborate on both the design and delivery of instruments. For example, in Italy the guide 'Apples and Grapes Harvest in Trentino'[110] was developed by EBTA, a bilateral body that brings together employer and worker representatives. The initiative involved several regional trade unions such as Italian Agri-food Federation, the Agricultural Workers Federation, and the Italian Union of Agri-food Workers and was supported by major agricultural employer organisations including the Italian Confederation of Farmers and Coldiretti and Confagricoltura, two sectoral organisations representing employers in the agricultural sector.

Similarly in the Netherlands, the employer-led platform Seasonalwork.NL[111] operated by LTO Labour Force, which is the Dutch Farmers Association, functions as a hybrid model: while initiated by agricultural employers, it is integrated into public employment services through EURES Netherlands and the Employee Insurance Agency. Sectoral outreach is further enhanced through cooperation with Greenhouse Horticulture Netherlands, illustrating how employer-led platforms can be embedded within broader public employment frameworks.

### NGO-led collaboration

Finally, **NGOs** fill gaps in outreach and support, especially for vulnerable or hard-to-reach groups, such as Caritas Norway[112] and Fos Phénix in Switzerland[113]. In Austria, the NGO Migrare[114] leads the initiative and works closely with long-standing partners such as the Tenants' Association of Upper Austria, Debt Counselling Upper Austria and the Public Employment Service. These partnerships enable referral networks to ensure that seasonal workers are integrated into the broader social and employment support system in a city or region.

**Nordjobb – collaboration across Nordic countries ((Åland, Denmark, the Faroe Islands, Finland, Greenland, Iceland, Norway and Sweden)**[115].

Denmark offers a unique example through Nordjobb, a programme run by the Confederation of Nordic Associations (FNF) and primarily financed by the Nordic Council of Ministers and FNF. The Nordjobb labour market exchange programme arranges seasonal work for young people across all the Nordic countries (Åland Islands, Denmark, the Faroe Islands, Finland, Greenland, Iceland, Norway and Sweden), and supports employers in finding workers. Nordjobb also assists jobseekers in finding accommodation and offers recreational activities during the summer months. The jobs available are typically in sectors such as tourism, agriculture and hospitality, with the most common forms of seasonal work that Nordjobb mediates being summer and winter jobs. Nordjobb **facilitates seasonal work placements across all** Nordic countries, highlighting how regional cooperation frameworks can be leveraged to support mobility between Nordic countries. Nordjobb is also closely linked to youth mobility and cultural exchange initiatives supported by the Nordic Association and the Nordic Youth Association. These organisations promote Nordic cooperation and cultural understanding through youth exchanges, educational partnerships, and joint cultural events. Nordjobb is also supported by the Nordjobb ambassador project, funded by the Nordic

[110] Instrument 3, Italy: https://www.faicisltrentino.it/wp-content/uploads/2020/09/Web-La-raccolta-delle-Mele-e-delluva-2020.pdf
[111] Instrument 1, Netherlands: https://seasonalwork.nl/
[112] Instrument 2, Norway: https://www.youtube.com/@workinnorway-caritasnorge9268/videos
[113] Instrument 2, Switzerland: https://fos-phenix.com/faq/dein-start-als-saisonarbeiter-in-der-schweiz-was-du-vor-wahrend-und-nach-deinem-job-beachten-musst/
[114] Instrument 4, Austria: https://migrare.at/
[115] Instrument 3, Denmark: https://www.nordjobb.org/da/

Cultural Point under the ‘Norden 0–30’ programme, which empowers former Nordjobbers to promote job and cultural experiences across Nordic countries through creative outreach.

# 4.0 Target groups

## 4.1 Types of target groups

Analysis of the target groups of the instruments shows that while all instruments are relevant for intra-EU mobile seasonal workers/employers, the majority do not *exclusively* target this group alone. The target groups tend to fall into the following broader categories:

- Instruments that target **all mobile workers/employers of mobile workers** (including intra-EU mobile workers and TCNs) regardless of type of employment
- Instruments that target **all seasonal workers/employers of seasonal workers**, regardless of county of origin

**The majority of instruments (77 out of 115, 67%) target all types of mobile workers/employers including intra-EU mobile workers and TCNs.** This is likely linked to the fact that, as indicated in section 3.3, the majority of instruments fall into the category of 'provision of information on rights and obligations': whilst intra-EU mobile seasonal workers/employers face specific challenges in relation to exercising and/or fulfilling their rights and obligations, the basic information that needs to be provided to them on their rights and obligations is likely the same as that which needs to be provided to any foreign worker in an EU/EEA country. The rationale and aims for the instruments which target all types of mobile workers reflect this, citing common challenges faced by all mobile workers, such as a lack of awareness of rights in the destination country, lack of knowledge of the language of the destination country and low level of awareness of the organisations and networks that can provide support in case of violations of rights. For example, the information and advice on labour and social rights provided by a German instrument CORRECT![116] responds to the need for targeted assistance for foreign workers who, regardless of their type of employment or their country of origin, do not speak German, have limited knowledge of their rights and obligations under German labour law and are unfamiliar with the broader German labour system.

**48 out of 115 instruments (42%) target seasonal workers/employers specifically**, be they from EU/EEA countries or third countries. Most of these measures have a sectoral approach, be it through the delivery by actors in the agricultural, HORECA, or tourism sectors (e.g. sectoral trade unions, employer associations or chambers of commerce) or by targeting workers or employers in these sectors, which are characterised by seasonal labour demand. Examples include Sezonieri[117], an information portal for seasonal workers in Austria developed by the trade union representing production workers in manufacturing, agriculture and mining; Inagro[118] in Belgium, an independent non-profit agency working on the West-Flemish agriculture and horticulture sectors provides information on their website for seasonal workers in the sectors and a range of instruments delivered by regional Chambers of Agricultural Workers in Austria, which aim to provide all mobile workers in the sector with information on their rights and obligations[119]. Whilst these instruments provide information and support that is relevant to all types of workers in the sectors, the content and support is of particular relevance to seasonal workers. For example, the instrument developed by the Lower Austrian Chamber of Agricultural Workers on income tax refunds[120] responds to the fact that many foreign workers, regardless of country of origin, do not know that Austria taxes wages as if the worker has earned the same amount consistently over a full year. This information is

[116] Instrument 15, Germany: http://www.correct-mv.de/Startseite/
[117] Instrument 1, Austria: https://www.sezonieri.at/
[118] Instrument 4, Belgium: https://inagro.be/teelt-en-dier/dieren/melkvee/management-bij-melkvee/landbouwbedrijf/seizoensarbeid
[119] Instruments 2, 3, 6, 7 and 8, Austria
[120] Instrument 10, Austria: https://noe.landarbeiterkammer.at/aktuelles/berichte/news/neu-steuerausgleich-fuer-saisonarbeiter

particularly crucial for seasonal workers who only work for part of the year, meaning that too much of their income is withheld and often not obtained back.

Other instruments targeting all seasonal workers/employers are delivered by public authorities as part of different public bodies' mandates to provide information to workers or facilitate the matching of labour demand and supply. For example, in Finland, the Finnish Tax Administration targets foreign seasonal workers employed in berry-picking with step-by-step online guidance on taxes[121]; whilst the Regional Council of Lapland provides information to all seasonal workers, regardless of country of origin, in the tourism industry in Lapland[122]. In Belgium, the webpage 'Casual workers in the agricultural and horticultural sectors' was developed by the Belgian National Social Security Office, to explain how social security contributions are calculated for casual workers including seasonal workers, in the agricultural and horticultural sectors; whilst in Croatia, the Seasonal Jobs Labour Exchange website[123] is an online platform established by the Croatian Employment Service to address challenges associated with seasonal employment in Croatia, particularly in tourism, hospitality, and agriculture.

**35 out of 115 instruments (30%) exclusively target intra-EU mobile workers/employers**. These are present in the following countries: Belgium, Bulgaria, Croatia, Denmark, Estonia, France, Germany, Greece, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Switzerland and the Netherlands, thus representing both countries that are typically countries of origin of mobile workers as well as destination countries. Out of the 14 instruments identified and analysed in Germany, eight[124] are designed specifically to support intra-EU mobile workers working in the country, particularly from Central and Eastern EU Member States. This responds to the need for such support in light of the large numbers of EU workers in Germany (as evidenced in section 2.1). Similarly, instruments in Romania and Hungary also respond to labour flows, with several instruments from each of these countries exclusively focusing on providing support specifically to Romanian or Hungarian nationals seeking to work or working in other EU/EEA countries. In fact, of the five instruments identified and analysed in Romania, four target Romanian workers in other EU/EEA countries[125], and similarly, of the two identified and analysed in Hungary, both target Hungarian workers in other EU/EEA countries[126]. Examples of these instruments include: the information campaign 'Are you a seasonal worker abroad?'[127] in Romania, designed by the Romanian Ministry of Labour and Social Protection, in collaboration with the National Trade Union Confederation, which was launched in 2021 as part of a broader action plan aiming to inform and protect labour migrants; and the Legal counselling for Hungarian workers in Austria instrument, designed by the Hungarian Trade Union Confederation to provide free legal advice to Hungarian mobile workers planning to work or already working in Austria[128].

Around half of the instruments focusing only on EU/EEA workers have a link to EURES in that they are either delivered directly by EURES National Coordination Offices (NCO), such as Seize the Summer[129] in Portugal or the Online (European) Job Days in Greece[130] or cooperate closely with EURES NCOs, such as the online matching platform for agriculture, Seasonalwork.NL, which is supported by EURES Netherlands. This shows the importance of EU-wide cooperation networks in delivering support targeted specifically to intra-EU mobile workers.

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[121] Instrument 7, Finland: https://www.vero.fi/en/individuals/tax-cards-and-tax-returns/arriving_in_finland/work_in_finland/specific-instructions-for-different-occupations/berry-picking-or-other-seasonal-work--how-to-take-care-of-your-taxes/
[122] Instrument 2, Finland: https://www.lapland.fi/live-work/work/seasonal-work-in-lapland-faq/
[123] Instrument 3, Croatia: https://sezonski.hzz.hr/
[124] Instruments 2, 3, 4, 6, 7, 8 and 13, Germany
[125] Instruments 1, 3, 4 and 5, Romania
[126] Instruments 1 and 2, Hungary
[127] Instrument 1, Romania: https://www.anofm.ro/campania-esti-lucrator-sezonier-in-strainantate-informeaza-te-lucreaza-legal-si-cunoaste-ti-drepturile-pentru-a-fi-protejat/
[128] Instrument 1, Hungary: https://maszsz.hu/
[129] Instrument 2, Portugal: https://europeanjobdays.eu/en/seizethesummer2025
[130] Instrument 2, Greece: https://europeanjobdays.eu/en/event/work-greece-fi%CE%BBo%CE%BEeni%CE%B1

In terms of the distribution of target groups between workers and employers, **the vast majority of instruments identified and analysed predominantly target workers**. 34 instruments out of 115 (30%) target both employers and workers whilst only 6 instruments (5%) exclusively target employers. The majority of the latter are developed by sectoral organisations, be it agricultural employer organisations (such as the Swiss Farmers Association delivering the instrument 'Agrimpuls'[131]) or non-profit organisations working on the agricultural sector (such as Inagro in West-Flanders, Belgium, providing information on their webpage for employers of seasonal workers[132]).

It must be noted, however, that even if instruments do not target employers *exclusively*, many are of use and relevance to employers as well. This is particularly the case for instruments that fall into the category 'Support with job finding, matching and recruitment' which are designed to address shortages in labour demand by facilitating the matching of employers with jobseekers. For example, IoLavoro (I Work)[133] in Italy, aims to facilitate direct contact between employers and jobseekers in the region through an online job matching platform and job fairs, thus also supporting employers to find appropriate staff for vacancies, whilst the 'cross-border employment and career fair Koper' in Slovenia, targets jobseekers as well as employers from Slovenia, Italy and Croatia looking to fill seasonal, temporary or permanent positions in their companies.

In addition, instruments that provide information on the rights of (seasonal) workers, can also be consulted by employers seeking to better understand their obligation. Instruments targeting workers can and are in practice thus also used to provide support to employers. This is seen in the example from Finland, presented in the box below as well as in some instruments whereby organisations delivering support to workers receive requests from employers for support and also refer them to appropriate services – as seen in the counselling service for workers provided by the Lower Saxony Chamber of Agriculture in Germany[134]: Whilst the counselling service targets workers, employers have at times requested support to identify skilled labour and secure qualified staff and the Chamber has responded by providing them with the relevant information.

**Hermes mobile app: Finland**

The Hermes mobile application enables employers and employees to check working conditions in a specific sector. Whilst intended primarily to inform foreign workers about their rights, the app was developed by a steering group composed of employer organisations, the Migration Institute of Finland (*Siirtolaisuusinstituutti)*, the Central Organisation of Finnish Trade Unions (SAK) and the Regional State Administrative Agency for Eastern Finland (*Aluehallintovirasto, AVI*). Between 2022 and 2024, around 80% of the visits to the app were from workers whilst around 20% were from employers seeking information on their obligations.[135]

## 4.2 Eligibility criteria

The analysis of identified instruments also looked at the extent to which **eligibility criteria** are in place for target groups to access the support provided. The **majority of instruments (91 out of 115, 79%) do not have eligibility criteria** – this is again likely linked to the fact that most are providing information on the rights and obligations of

[131] Instrument 1, Switzerland: https://www.agrimpuls.ch/de/
[132] Instrument 4, Belgium: https://inagro.be/teelt-en-dier/dieren/melkvee/management-bij-melkvee/landbouwbedrijf/seizoensarbeid
[133] Instrument 1, Italy: https://www.iolavoro.org/
[134] Instrument 11, Germany: https://www.lwk-niedersachsen.de/lwk/news/7073_Spezialberaterinnen_f%C3%BCr_Arbeitnehmerfragen_im_Agrarbereich
[135] Instrument 6, Finland: https://www.teollisuusliitto.fi/en/industrial-union/organised-sectors/hermes/

workers and employers and mainly consist of websites, guides and tools which can be freely consulted online. Exceptions to this tend to be for instruments that fall into the following categories: instruments which offer financial support, and instruments which involve job-matching services.

**Instruments offering financial support** tend to have eligibility criteria linked to length of employment. For example, the Workers Assistance Fund *(Fondo assistenza lavoratori)* provided by Apulia's Bilateral Tourism Agency (EBT-Puglia) provides income support to workers in the tourism sector in the Apulia region[136]. To be eligible, applicants must hold a temporary or permanent contract with one of the employers that have joined the EBT-Puglia network at least 24 months before applying. Applicants must also demonstrate that they have paid their contributions to EBT-Puglia for at least 12 months. Similarly, the eligibility for the French VISALE guarantee– a rental guarantee scheme for vulnerable workers – varies by age and employment status, as described in the box below.

**VISALE guarantee in France**

The VISALE guarantee[137] is a rental guarantee scheme by public-interest group Action Logement (https://groupe.actionlogement.fr/). It helps workers secure housing more easily by acting as their rental guarantor, thereby reassuring landlords that rent payments will be made. Through this mechanism, Action Logement covers unpaid rent, charges, or property damage, and thus supports tenants' housing stability. While originally conceived to support young people and precariously employed workers, VISALE was expanded in 2024 to include seasonal workers. Seasonal workers are eligible if they have a seasonal job contract or a job offer starting within three months, live outside the area where the job takes place, and rent accommodation (either private, social, collective or mobile homes) with rent not exceeding EUR 800 per month. Following lessons learnt from a first evaluation of the extension of the guarantee scheme to seasonal workers, eligibility criteria for seasonal workers will be changed as of January 2026. The original requirement that seasonal workers must change their employment region will be removed, as it excludes many who work seasonally within the same area. Rent ceilings, previously aligned with student housing thresholds (EUR 600-800) will be raised to reflect the higher costs in tourist regions where seasonal workers typically seek accommodation. Additionally, the guarantee will be able to cover shorter rental durations (1–9 months) and furnished housing, including non-traditional options like campgrounds.

Eligibility criteria, when in place, also tend to target **employers seeking to benefit from support in job-matching/recruitment**. For example, the Seize the Summer with EURES[138] event as implemented in Portugal targets workers and employers in the tourism sector and requires jobseekers only to register to attend, whilst employers are subject to a screening based on a series of criteria including their relevance to the sector, whether they have open vacancies, whether they are legally registered in the country. More stringent criteria are in place for employers using the online matching platform seasonalwork.nl[139]. Whilst open to all EU/EEA jobseekers looking for seasonal work, the platform is restricted to employers in the Dutch agricultural and horticultural sector who can demonstrate that they meet the quality safeguards set by LTO Labour Force. These safeguards include ensuring that contracts and pay comply with the Collective Labour Agreement, that registrations and certifications are valid, that standard housing is provided with photos, location and cost disclosed, that standards set by the Flexible

[136] Instrument 6, Italy: https://www.ebt-puglia.it/assistenza-lavoratori/
[137] Instrument 3, France: https://www.visale.fr/
[138] Instrument 2, Portugal: https://europeanjobdays.eu/en/seizethesummer2025
[139] Instrument 1, Netherlands: https://seasonalwork.nl/

Housing Standards Foundation or the Agricultural Quality Mark for Flexible Housing are met, and that health insurance arrangements are in place for workers. Only compliant employers may advertise vacancies on the platform.

Other eligibility criteria identified across the 25 instruments in which these are in place include:

- **Trade union membership** for specific types of support offered by trade union-delivered measures – such as accessing legal representation from the instrument Sezonieri in Austria, which requires six months of trade union membership – though in practice this requirement is often waived[140].
- **Registration with public employment services** (PES) for specific types of support offered by PES – such as to access the job vacancy platform of the Flemish PES (VDAB)[141] or the training programme offered by the French PES, France Travail[142].
- **Registration with official digital credentials** – for example, to apply for jobs on the vacancy board of the Maltese PES, individuals must create an account on the website, either as Maltese citizen/resident using digital credentials linked to the Maltese identity card, or as an EU citizen using an EU passport[143]. In Greece as well, the job matching app JOBmatch[144] requires a Greek tax identification number to register and create a profile. This can be obtained by anyone residing in Greece including newly arrived foreign citizens that have a temporary address.

## 4.3 Promotion and outreach

A variety of promotion mechanisms are in place across the instruments identified and analysed.

**Online promotion** is present in all instruments to some degree, via websites, social media campaigns, email newsletters etc. This varies significantly by instrument with some instruments promoted online simply through the website and others promoted through online tools tailored specifically to the groups targeted. For example, the German instrument Ensuring Fair Free Movement of Workers in North Rhine-Westphalia is promoted by trade union partners in the countries of origin of workers through targeted outreach via social media platforms, particularly Romanian Facebook groups where native advisors provide written guidance through Messenger directly to Romanian workers in the country[145]. Another example is included in the box below:

**Know Your Rights campaign[146]**

The Know Your Rights webpage, which was initially conceived as part of a bilateral cooperation project between Norway and Bulgaria, is promoted through a combination of digital and printed channels, with a strong emphasis on targeted outreach. This includes regular social media campaigns, primarily on Facebook, using short videos, images and targeted messages in workers' own languages and banner ads on popular websites in countries of origin of workers; and word of mouth, supported by the campaign's visibility on social media. The webpage has also been promoted through films, webinars and images with

[140] Instrument 1, Austria: https://www.sezonieri.at/
[141] Instrument 2, Belgium: https://www.vdab.be/orienteren/beroepen-en-sectoren/land-en-tuinbouw
[142] Instrument 5, France: https://mesevenementsemploi.francetravail.fr/mes-evenements-emploi/ and https://mes-aides.francetravail.fr/
[143] Instrument 1, Malta: https://jobsplus.gov.mt
[144] Instrument 2, Greece: https://www.dypa.gov.gr/jobmatch?tab=jobmatch
[145] Instrument 13, Germany: https://www.arbeitundleben.nrw/kooperieren/projekte/arbeitnehmerfreizuegigkeit-fair-gestalten
[146] Instrument 2, Bulgaria: https://gli.government.bg/bg/taxonomy/term/508 and Instrument 1, Norway: https://www.arbeidstilsynet.no/en/

engaging messages, such as "You might be entitled to twice as much as you receive today". A key priority in promoting the webpage is ensuring cultural relevance in order to effectively reach the target group, achieved in part through bilateral collaboration with national labour inspectorates.

**In-person promotion** is also a common feature of the instruments, with most combining online promotion with in-person outreach activities. This includes general promotion activities whereby the organisation delivering the instrument shares information about it as part of its general services (e.g. at job fairs), as well as more targeted in-person promotion activities. In terms of the former, this is typically seen in instruments that are delivered by national or regional authorities such as PES, who are able to promote the support they provide to the target group through other established in-person activities. For example, the Assistance services for foreigners at the Labour Offices in Czechia are promoted by the assistance team at job fairs and presentations at Labour Offices across the country: in 2024, the assistance team participated in 37 local Job Fairs, delivered 28 presentations at the Labour Office, and 6 seminars[147].

Instruments with targeted in-person outreach activities are seen in multiple countries, including Austria, Germany, Croatia, Finland, France, Germany, Malta, Poland, the Netherlands and Romania. Types of activities include:

- **Setting up information stands in areas with high concentrations of (seasonal) workers**, as done during the information campaign on the rights of seasonal workers developed by the French trade union CFDT. Regional branches of the trade union set up stands at tourist destinations and large employers like theme parks, where seasonal workers are easily reached.[148] The campaign typically begins with a national press conference at the start of the summer season, followed by promotion of the support available through social media platforms such as Facebook and LinkedIn to share updates, event information and link to resources including the "Ma Saison" mobile application. Posts often include QR codes that link directly to information online or the app download page. Another example is the 'Do you know your rights? Guide to seasonal work in tourism' instrument in Italy[149] which is part of the broader Let's Turn Tourism Upside Down communication campaign. The campaign takes place during the summer and consists of a campervan travelling across Italy to reach tourist areas, distributing informational materials to seasonal workers on their rights and obligations.
- **Conducing field visits to places where workers are employed** to provide them with information/support, as done by the German Social Insurance Fund for Agriculture, Forestry and Horticulture (SVFLG) to promote the web app on occupational health and safety[150]. The SVFLG organises so-called 'health days' for seasonal workers, held at the agricultural sites where they are employed. Approximately 30 health days are organised annually, reaching around 30 000 seasonal workers. During these events, inspectors provide information about the web app with each participant receiving an information pack containing a printed QR code linking to the web app, business cards referencing the app and its social media channels and posters that can be displayed in the workplace.
- **Organising drop-in sessions on site** where workers can receive information and discuss their personal case with advisors – as done for example to promote the support provided to agricultural workers in Lower Austria by the Lower Austrian Chamber of Agricultural Workers.[151]

[147] Instrument 1, Czechia: https://www.cizinci.cz/web/cz/asistencni-sluzby-pro-cizince-na-uradech-prace
[148] Instrument 4, France: https://www.cfdt.fr/sinformer/toutes-les-actualites-par-dossiers-thematiques/campagne-des-saisonniers-2023-la-cfdt-revient-sur-le-terrain
[149] Instrument 2, Italy: https://www.filcams.cgil.it/media/scarica_la_guida_al_lavoro_stagionale
[150] Instrument 3, Germany: https://www.agriwork-germany.de/saisonarbeit-englisch
[151] Instrument 7, Austria: https://noe.landarbeiterkammer.at/information

Analysis shows that in-person outreach/promotion activities are important in reaching workers that are otherwise unaware of the support available or the organisations they can reach out to for support, and who may also be mistrustful of authorities (as evidenced in section 5, lessons learnt). Instruments that also promote their services through multiple channels also appear more likely to reach a broader range of the intended target group (as evidenced in section 5, lessons learnt).

# 5.0 Lessons learnt

## 5.1 Effectiveness and accessibility

### 5.1.1 Strengths and weaknesses of the instruments

Several transversal strengths have been highlighted across the 115 instruments mapped and analysed. The first strength is **institutional embeddedness** and the related secure funding. Instruments designed and implemented by statutory institutions were evaluated as more sustainable and successful due to the institutional backing. For other instruments, their effectiveness was guaranteed by embedding them into larger networks with a broader scope. For example, at the national level, making guidance centres for EU mobile and migrant workers part of the *Arbeit und Leben* regional offices across several regions in Germany provided the institutional and stakeholder support for more effective service provision. At the transnational level, several of the mapped instruments are part of the EURES network, which has increased their chances of success. Another strength of many instruments is the establishment of partnerships or cooperation among public institutions and other stakeholders, especially social partners and non-governmental organisations, as well as community volunteers.

A strength identified for all instruments is their **accessibility**. Free, clear, comprehensive, practical and multilingual information is key to the success of all instruments targeting mobile seasonal workers. Ease of access either digitally, i.e. without membership or login barriers and other user-friendly formats, or on the phone or through in-person office hours were also listed as strengths, especially when various modes of contacting advisors or responsible support staff were made available. In a few cases, the reduction of administrative burdens through one-stop shops (like the International Citizen Service in Denmark[152]) and the use of visual media (such as animated videos as seen in the support provided by RIKU in Finland[153]) were considered the added value of some instruments.

Content-wise, strengths included **combining online information provision with in-person and/or phone consultations** and the provision of tailored support, which allows addressing individual needs and/or grievances of seasonal workers, such as with terms of contract, wages or working conditions. Relatedly, instruments that have adopted broadly inclusive or holistic approaches were considered as useful in providing support for seasonal workers; yet tailored support to specific target groups was also considered a strength when providing support to seasonal and other intra-EU mobile workers. Additionally, the strength of certain instruments lies in their **adaptability and continuous updating**, which maintain them constantly relevant to their target groups.

Finally, the strength of many instruments lies in their visibility and ability to reach their target group effectively and consistently through **large-scale promotion and proactive outreach** (e.g. via emails, letters, online websites, apps, site visits, office hours and social media) as outlined in section 4.3. The outreach was particularly successful in cases when partner institutions and stakeholders jointly promoted the instrument and thus expanded their visibility.

Several instruments presented weaknesses as well. The first identified weakness was **insecure funding and limited human resources,** mostly for instruments that are not embedded in statutory institutions. A concern of stakeholders was the continued provision of services, especially for project-based initiatives and other services that require periodic justification to receive funding. Another weakness was considered to be the limited visibility and passive outreach of certain instruments, which due to resource constraints or lack of a strategy, relied on the target group finding out by themselves (locating the publicly available website through search engines, for

[152] Instrument 6, Denmark: https://lifeindenmark.borger.dk/settle-in-denmark/ics-international-citizen-service
[153] Instrument 4.1 and 4.3, Finland: https://www.riku.fi/seasonalwork/

example) or word of mouth. Sometimes, the limited outreach was also dictated by financial constraints to provide support for a larger number of EU workers.

For some instruments, **limited language availability** was considered a weakness since seasonal workers as temporary mobile workers from diverse EU countries often do not have the language skills to access information in host country languages or other dominant languages. As shown in section 3.2.2, however, the vast majority of instruments are available in multiple languages. Another weakness reported for some instruments was the **static and technical language** of the information provided. These types of instruments have been set up originally with specific content which – while accessible for free – does not necessarily contain the most recent information. Other times, while the information is accurate, it was found to be presented with a legal terminology that replicates what is in the national legislation, which might be hard to understand for laypeople.

A final important and frequent weakness of the mapped instruments is the **lack or limited systematic monitoring and evaluation**. While the value of the instruments is asserted, the concrete data on effectiveness and reach is often missing or insufficient. Digitally available instruments, for example, might monitor visitor numbers, but more substantial data on the specific types of users of the support services were found to be missing for many instruments. Likewise, feedback mechanisms from the users were also often found to be lacking. Expressions of gratitude and word of mouth referrals among users are seen as indicators of effectiveness; however, formalised feedback tools are for the most part not used. In the case of information provision instruments, even when monitoring mechanisms are in place, they are limited to visitor numbers and types of issues that users seek consultation on, but the outcomes of such consultations are often not tracked. Very few instruments reported having data on recuperated back payments from employers by seasonal or other EU migrant workers that have sought their support. One of the few examples includes the Berlin Advisory Centre for Migration and Good Work Germany[154] as outlined in the box below.

**Berlin Advisory Centre for Migration and Good Work**

The Berlin Advisory Centre for Migration and Good Work (BEMA), established in 2010 by Arbeit und Leben Berlin-Brandenburg, provides free information and confidential legal advice and training on labour and social rights issues, including advice on employment and labour rights, social law for EU and TCN migrants. Services cover employment contracts, minimum wage laws, documentation of work and other employment rights. BEMA provides monthly and yearly statistics to Arbeit und Leben and The Ministry for Economic Affairs, Labour, Energy and Climate Action. These reports are necessary for their funding, given their project status under Arbeit und Leben. Among the yearly data collected, there are the number of consultations, the number of persons supported, the number of languages support was provided on, the type of workers that received support, the country of origin. For example, the 2024 report shows that there were 5 574 consultations and 3 343 people supported in 13 different languages in 2024. Mobile workers made up 1 416 of those who were supported in 2024, among whom only 11 were seasonal workers. Most of the workers supported in 2024 came from Poland (677), followed by Türkiye (656) and Ukraine (452). Since 2021, they also collect information about workers' missed wage payments and their efforts to recuperate them. In 2024, BEMA reported 195 91.55 EUR of unpaid salaries were claimed back for workers.

[154] Instrument 10, Germany: https://www.bema.berlin/

### 5.1.2 Success factors and barriers to effectiveness and accessibility

Effectiveness and accessibility are directly linked in the assessment of the mapped instruments. Recurring success factors among the most effective initiatives are:

- A strong commitment to accessibility through multiple channels and blended formats
- Clear and multilingual communication
- Adaptability to regional and sectoral needs
- Collaboration among stakeholders.

The effectiveness of instruments increases when information and advisory services are provided **in blended formats**, combining freely accessible online information with personalised consultations via online communication tools, telephone hotlines and in-person meetings. This dual approach allows workers to access information online while also having the option for personalised, in-person assistance, fostering trust and responsiveness. Additionally, multilingual multimedia and digital formats such as videos and animated videos, QR codes and mobile apps increase the accessibility and effectiveness of reaching a wider audience. Finally, the **use of social media** as a contemporary phenomenon increases the possibility of increasing the accessibility of the instruments. Many institutions have their own social media pages or handles, and some have also established designated pages for the specific instruments, while others join ethnic-based community groups (e.g. in Facebook) to reach out to potential beneficiaries.

Notwithstanding the proliferation of digital distribution methods, the assessment of the mapped instruments showed that other more traditional ways for outreach remain relevant and contribute to increased accessibility and effectiveness. Sending letters by post[155] or the mailing/emailing of periodic newsletters (multiple instruments) increase the accessibility of information. Likewise, in-person proactive outreach initiatives such as workplace and community visits or participation in fairs also increase the visibility and accessibility of the instruments. Importantly, maintaining face-to-face communication for personalised consultation is key to building trust and increasing the effectiveness of the services provided by instruments with a consultation and direct support profile.

Effectiveness and accessibility are also significantly enhanced when information is presented in **clear, easily understood language** and offered **in multiple languages**. This includes practical, ready-to-use tools, such as Greenhouse Horticulture the Netherlands' (*Glastuinbouw Nederland*) e-book 'Working safely and healthily with international (flexible) employees in 8 steps'[156] which stands out for translating abstract occupational safety obligations into concrete, step-by-step practices backed by real-world examples from agriculture, which, in turn, helps employers implement safer working conditions for seasonal and transnational workers. Additionally, having information and support **adapted to regional and sectoral levels** increases the effectiveness of instruments making them tailored to the needs of specific target groups[157] Incorporating both national rules and regional or local specificities further enhances the effectiveness of certain instruments.[158]

Another factor attributed to the effectiveness of some instruments is their being developed in **collaboration with other stakeholders**, and their incorporation into the work practices of their collaborators. For example, several instruments have been developed in partnership with social partners and are being promoted and used by them as well. In one case, the instrument 'Labour exploitation and discrimination' was developed by Victim Support

[155] As done in Instrument 2, Austria and Instrument 6, Belgium.
[156] Instrument 5, the Netherlands: https://www.stigas.nl/publicaties/e-book-8-stappen-veilig-en-gezond-werken-met-internationale-medewerkers/
[157] As seen for example in Austria Instruments 2, 3, 4, 6, 7 and 10; Belgium Instrument 2; Finland Instrument 3, 4.4 and 5; France Instrument 9. Italy Instruments 3 and 6; Norway Instrument 4.
[158] As seen for example in Instrument 4, the Netherlands (MyinfoNL).

Finland (RIKU), an organisation founded as a cooperation among several Finnish non-profit organisations; however, the Regional State Administrative Agency (AVI) and the Occupational Safety and Health Authorities, both play an active role in promoting it, while AVI has also incorporated the instrument into its toolbox used during workplace inspections.[159] A further example from Germany is included in the box below.

**Fair Mobility**[160]

Through centres located across Germany, Fair Mobility provides EU mobile workers including seasonal workers, with accessible and tailored information and advice on their labour and social rights as well as on accommodation and housing in their native language. Fair Mobility started as a project of the German Trade Union Confederation (Deutscher Gewerkschaftsbund - DGB) in 2011, and since August 2020, the DGB has been legally entitled to funding from the federal budget to continue and expand the initiative, meaning it no longer has project status. Since 2015, Fair Mobility has been involved in various EU-funded projects on labour mobility rights, such as the Fair European Labour Mobility (FELM) project funded by ESF. Annual statistics are published on the Fair Mobility website showing the number of people who have received support through the service. An annual report is also published providing more detail on the demographic and sectoral characteristics of users. For example, in 2024: 29 805 people received information and advice 18 450 people participated at 222 events 9 861 people sought advice as part of 8 236 advisory cases. Data from the 2023 report show that around 45% of all cases concern pay and remuneration issues, while almost 28% concern dismissals. In terms of the country of origin of users, 35% come from Poland, 27% from Romania, 16% from Bulgaria, 7% from Hungary and 9% from Croatia, Bosnia-Herzegovina and Serbia.

Barriers to effectiveness and accessibility include structural, operational and engagement challenges. The weaknesses listed in the previous subchapter all influence the level of effectiveness and/or accessibility of the mapped instruments. **Limited resources** in terms of funding and personnel, including turnover and lack of advisors with the relevant language skills, can limit the effectiveness of certain instruments. Furthermore, the establishment of certain instruments without **consistent political and institutional support**, especially when policy priorities are constantly shifting, can limit their level of effectiveness. Likewise, the **lack of proper promotion strategies** has made the effectiveness of certain instruments moderate and their accessibility limited. Finally, the **lack of monitoring and evaluation mechanisms**, means that several of the mapped instruments cannot review and revise their services based on hard data, which could limit their effectiveness.

### 5.1.3 Innovative practices

Assessing the innovativeness of certain practices can be based on different criteria. The first is that of using **contemporary technologies** to overcome barriers of access and expand the outreach of the instruments by making them available to the largest number of potential beneficiaries. In this sense, most instruments have either a website or a webpage within the institutional websites, where information and contact data are made available free of charge. Other instruments have developed QR codes and dedicated mobile apps for the same purpose. Many of them have a social media presence, which is a way of bringing their services to the attention of the potential beneficiaries in more interactive and sometimes entertaining formats such as animated videos.

[159] Instrument 4.1, Finland: https://www.riku.fi/en/various-crimes/labor-exploitation/
[160] Instrument 2, Germany: https://www.faire-mobilitaet.de/en/about-us/what-is-fair-mobility/

Technologies used in certain instruments also enable the automatic translation of the information provided in multiple languages and therefore overcoming language barriers.

**MyinfoNL**[161]

MYinfoNL is an app designed to provide intra-EU mobile workers including seasonal workers, with information on their rights and obligations related to living, working and housing in the Netherlands. Dutch municipalities adopt and localise the app, which includes standard national content. The app aims to improve workers' access to reliable information and foster self-reliance, while also supporting employers and municipalities by providing a single, low-threshold entry point available in multiple languages. MYinfoNL is available in 17 languages, including Bulgarian, Czech, English, German, Hungarian, Italian, Latvian, Lithuanian, Polish, Portuguese, Romanian, Russian, Slovak, Slovenian, Spanish, Turkish and Ukrainian. A standard translation feature is integrated within the application. The app was developed by the Expertise Centre for Flexible Housing in collaboration with the technology partner BookThat Group. The app is easily accessible to all users via a QR code or URL, with no registration required. Factors supporting effectiveness and accessibility of this innovative instrument include the dual content structure (a national baseline and local customisation) and extensive language coverage.

A second innovative practice is that of **incorporating issues related to employment with broader life aspects**. Many instruments across the Member States offer information not only about seasonal workers' working conditions and employment rights and entitlements but also about life in the host country, accommodation, taxation, health and care, and in some cases also the environmental conditions. Such practices address workers' experiences holistically and provide for a more wholesome approach to labour mobility. Such 'way of life' approaches aim to both make regions reliant on seasonal work sectors more attractive to potential EU workers as well as adopt a rights-based approach towards migrant populations. One explicit example is the fifty recommendations from the Accelerator Team for the Protection of Labour Migrants *(Aanjaagteam bescherming arbeidsmigranten*), which was set up by the Dutch government to investigate abuses affecting labour migrants in the Netherlands including seasonal workers, published as part of its flagship report, 'No second-class citizens'.[162] Such an approach has allowed for the active involvement of other stakeholders such as Ombudspersons, civil society organisations and volunteers.

A third innovative practice can be considered the **cross-border collaboration** between different Member States' employment services where seasonal work happens in different seasons or to assist seasonal workers in finding other jobs when unemployed. Your EURES Job 4 project, for example, facilitated the recruitment of seasonal workers based in countries with summer tourism in the South of Europe with employers based in countries with winter tourism elsewhere in the EU. Such initiatives support both workers in having continuous employment and employers in fulfilling their labour needs with positive implications for the social protection of workers and business development.

[161] Instrument 4, the Netherlands: https://www.myinfonl.nl/
[162] Instrument 2, the Netherlands: https://www.rijksoverheid.nl/documenten/rapporten/2020/10/30/tweede-advies-aanjaagteam-bescherming-arbeidsmigranten

## 5.2 Transferability, scalability and sustainability

### 5.2.1 Degree of transferability of support instruments

The transferability of the examined instruments addressing seasonal and transnational work across the European Union is generally promising, though each model's success in new contexts depends on several key factors including resource availability, legal frameworks and the adaptability of content and delivery methods. The principles or objectives of the instruments could be transferred in contexts where seasonal work is substantial and where the demand for cross-border labour has been evidenced. Most instruments provide information relevant to seasonal workers and employers, which is based on national and EU regulatory frameworks. Information provision is made accessible through digital and multimedia tools, which could be transferred to other institutions and countries. Particularly, videos where information is provided in simple easy to digest language have been seen as innovative means of reaching the target audience and their publication in various languages has been assessed as overcoming language and accessibility barriers for seasonal workers based in remote areas. Significantly, face-to-face interaction continues to be considered as important in outreach and trust-building efforts. Providing information and support in various languages, preferably the native languages of seasonal workers through the employment of advisors that speak these languages and/or the hiring of interpretation services has proven invaluable, therefore this practice could be transferred to other countries.

### 5.2.2 Success factors contributing to transferability

Several key factors contribute to the successful transferability of these instruments, as is the case for the sustainability and scalability. Firstly, the **ability to adapt content and services to local legal, institutional, and language contexts** is essential, ensuring relevance and compliance in the new setting. Adapting instruments to environmental contexts and 'ways of life' could also increase their likelihood of transferability, especially in specific contexts like winter tourism destinations, especially in the Nordic countries, such as the Finnish instrument *Lapland-Above ordinary*. **Strong partnerships with local stakeholders**, including municipalities, employer organisations, and community groups, facilitate effective implementation and increase the likelihood of sustained engagement that could be transferred to other countries. **Sufficient and stable funding** is also critical to support the necessary promotional, outreach, and customization activities. In addition, digital and modular design features, including multilingual support and user-friendly access, enhance the ease of replication and adaptation. Finally, **committed local leadership and grassroots involvement**, as well as alignment with local or national priorities, play a pivotal role in building trust and ensuring the long-term sustainability of any transferred models.

**Jobsplus' summer jobs bank**[163]

Malta's public employment service, Jobsplus, has a dedicated summer jobs bank, a vacancy database and job matching service which targets all individuals looking for seasonal work, as well as employers looking for seasonal staff, aiming to support job finding, matching and recruitment. Vacancies for seasonal summer jobs in various sectors, but predominantly HORECA, are posted on the platform, with comprehensive information on the profile sought for, the competencies and previous experience required, including language competences and level, and the location, duration, working hours and salary of the vacancy. Jobseekers can apply directly via the platform by creating an account. To register, Maltese citizens and residents can use their digital credentials linked to their identity card, whereas other EU

[163] Instrument 1, Malta: https://jobsplus.gov.mt/vacancy

citizens can use their passport. Additionally, the Jobsplus website provides information on the rights and obligations of employers and employees, including how to register for employment, what employers must do when hiring EU/EEA citizens, and report infringements or undeclared work. All Jobsplus support and activities are provided in English and Maltese. The bank becomes active online every year ahead of the summer season in Malta (around April-June). The instrument is promoted through Jobsplus' official channels: the Employers Unit reaches out to employers and employment agencies to raise awareness of their matching service and to collect vacancies, while the Jobseekers Unit reaches out to groups that may be looking for work (including seasonal work) by contacting universities and promoting the service through EURES. Jobsplus also conducts a wider media campaign and promote the initiative on their website and social media. The measure is highly transferable to other contexts. Given how specific many seasonal jobs can be, having a centralised location on a reliable and well-trusted government website that lists all available vacancies can be highly valuable to jobseekers and employers interested in seasonal opportunities.

### 5.2.3 Degree of scalability of support instruments

Some of the instruments have not been scaled up with the passing of time. This has been due to their very focussed target and objectives. Others have been scaled up to provide the same information and/or support in more languages than initially. Others have increased the number of advisors and expanded their portfolio of support services provided, responding to increased demand of services or expanded/extended funding opportunities. Other instruments have been scaled up to include more target groups, such EU or non-EU migrant workers, through collaboration with other institutions or offices which has also had the positive side effect of joining forces and therefore increasing the capacities of the implementing authorities to reach a higher number of individuals and provide more sustainable services. In a few cases, initial project-based pilots started in fewer regions have been scaled up to more regions or the whole country, as indicated in the box below.

**WorkinNL**[164]

WorkinNL aims to improve access to reliable information and guidance for newly arrived intra-EU mobile workers including seasonal workers, in the Netherlands. It serves as a central entry point providing multilingual and accessible information on rights and obligations. It combines a website and local information points (WIN points) that primarily provide information, but it also includes referrals to specialist services. The website offers multilingual information on employment rights and obligations, as well as practical matters of daily life, such as illness and healthcare, and transport. Since its launch in 2020, WorkinNL has been continuously scaled up. After an initial piloting in a small number of municipalities, it already operates in 11 regional WIN points, with a rollout to all 35 Dutch labour market regions planned by the end of 2025.

[164] Instrument 2, the Netherlands: https://workinnl.nl/home/default.aspx

### 5.2.4 Success factors for scalability

Several factors influence the successful scaling of instruments. Firstly, **stable and growing funding** is crucial for scalability. Instruments like Sezonieri[165] and Fair Mobility[166] have shown that increased operational budgets and stable funding sources are key to expanding services. **Strong partnerships** among employment services, social partner organisations and other public and civil society organisations help maintain robust referral networks and support the scalability of instruments. Political commitment combined with the statutory profile of instrument providers and their institutional framework play a significant role in the scalability of instruments. Adaptability and accessibility are other equally important factors for successful scalability. The ability to adapt content and services to different contexts and target groups is essential for scalability, especially if they are easily accessible through different digital and in-person means as well as if they offer multilingual support and flexible appointment systems.

### 5.2.5 Degree of sustainability of support instruments

Most of the 115 instruments assessed were sustainable. Specifically, 86 instruments are assessed as sustainable in the long run and 6 have ended, whereas the rest depend on their continued funding and ongoing monitoring of effectiveness. Many instruments have started as project-based initiatives dependent on project-funding at the national and EU levels. Consequently, few of them have ended with their funding or their funding has been discontinued where the need for the instrument has been perceived as diminishing. However, institutional ownership after the initial project rounds have transformed some of them into sustainable instruments for providing support to workers and/or employers involved in seasonal work. Others continue to operate on project-funding cycles for which they must provide evidence of need and efficiency.

### 5.2.6 Success factors for sustainability

The main success factors to the sustainability of these instruments are institutional backing, the integration of the instruments into larger structures of public statutory institutions or social partners, political and social support, stakeholder cooperation and guaranteed funding. The **institutional backing** and the **integration of instruments** as part of their institutional tools of statutory institutions have guaranteed the **financial stability** of many instruments and therefore their long-term sustainability. Being embedded in the EURES outreach activities is an additional layer of sustainability for many of the reviewed instruments, indicating the importance of having national employment services and the transnational EURES network involved. Continuous revisions and/or updates and adaptations in response to the developments in the needs related to seasonal work and the tailoring of instruments to specific regional profiles also contribute to the increased sustainability of some of the assessed instruments.

[165] Instrument 1, Austria: https://www.sezonieri.at/
[166] Instrument 2, Germany: https://www.faire-mobilitaet.de/

# 6.0 Recommendations

Evidence from the analysis of 115 existing instruments across EURES countries, particularly in terms of lessons learnt regarding effectiveness and accessibility of these instruments, as well as their transferability, scalability and sustainability, leads to a number of recommendations for the design, development and process of refining future interventions to support intra-EU mobile seasonal workers and their employers.

First, **strong institutional embeddedness and ownership** are essential to the long-term sustainability of support instruments. Initiatives should be anchored within established public institutions or partnership networks, such as national or regional authorities, PES, labour inspectorates, trade-union-related advisory centres or other networks, to benefit from continuity, legitimacy and stronger coordination capacity. Clear institutional responsibility also helps ensure that support instruments are systematically integrated into national labour market strategies rather than remaining isolated or project-based initiatives.

Linked to this, the **maintenance of public funding** is critical for sustaining support instruments over time. Many successful models have relied on EU or national project funding to maintain their current offering or to launch new services. Continued funding is critical in ensuring that the services provided remain relevant and do not lose momentum, become out-dated or disappear entirely. Where feasible, public authorities at European, national and regional levels should therefore allocate stable budgetary resources to ensure that such support services remain available and can adapt to evolving labour market needs.

Effectiveness and sustainability are also reinforced when **support instruments are regularly updated**, particularly online information platforms and guidance materials. Mobile seasonal workers and employers rely on accurate, up-to-date and legally sound information regarding rights, obligations and working conditions. Responsibility for updating content should be clearly assigned within lead actors delivering the support, with mechanisms in place to review information periodically, especially following legislative or policy changes.

Evidence shows that support instruments for seasonal workers and their employers are most effective when they **combine holistic approaches with tailored services**. Mobile seasonal workers and employers often face specific and interconnected challenges (for example, in relation to labour law rights and obligations, recruitment, access to temporary housing, recourse to financial assistance and the availability of legal advice in a language that they understand), which require comprehensive solutions. Particularly at regional and local levels, there is real value in instruments that focus on adapting national frameworks to local labour market needs, accommodation realities, etc. Support instruments should also adopt **blended service delivery models** where possible, combining online and offline channels with direct outreach and interaction with intended target groups of support. While digital tools can increase reach and efficiency, in-person guidance remains indispensable for those with limited digital literacy or requiring personalised assistance – which may often be the case for mobile seasonal workers.

A further success factor is the value of **multistakeholder cooperation**. Instruments and services should be embedded in broader partnerships or cooperation networks, including with authorities, trade unions, employer organisations, NGOs, migrant associations, legal counselling services and EURES partners. This creates synergies, supports coherent messaging and often enhances outreach and promotion efforts. Such collaboration also strengthens referral pathways, helping seasonal workers and their employers navigate different services more easily.

To increase engagement and uptake, evidence shows that **building trust with the target group is crucial**. Many seasonal workers are unfamiliar with the host country's systems, laws and policies, and may be reluctant to approach authorities for support. Again, instruments should incorporate blended formats which are often most successful in this regard as they combine freely accessible online information with personalised consultations via online communication tools, telephone hotlines and in-person meetings. Conducting outreach visits to workplaces

also helps with this more tailored support approach and helps to build trust among the target group, as does cooperation with grassroots actors.

In addition, **low-threshold access to support** is essential. Services should be easy to find and use, offered without excessive administrative barriers or eligibility criteria and, where possible, available without requiring extensive documentation. Providing **multilingual support** (particularly for instruments in destination countries of seasonal workers) is a key component in further enhancing accessibility for mobile workers.

Finally, institutionalised **monitoring, evaluation and feedback mechanisms** are needed to ensure continuous improvement and potential scalability and transferability of support instruments. Collecting structured feedback from mobile seasonal workers and employers is a related factor which enables services to adapt to emerging needs and challenges.