

primacenters

# D2.2: Primacenters' Framework

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# D2.2: Primacenters' Framework

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# 1.Introduction

PRIMACENTERS initiative, co-financed by the European Union within AMIF-2023-TF2-AG-CALL, facilitates the establishment of integrated employment centres for socio-economic integration of migrant workers in the primary sector of selected EU Member States. The present report is a summary of five national reports drawn up under Work Package 2 (WP2) by the Belgium, Cyprus, Greece, Italy, and Spain partners. The country reports analyze the legal, institutional, demographic, and socio-economic determinants of the living conditions of migrant workers in agricultural, forestry, fishing, and related industries.

This deliverable (D2.2: Primacenters' Framework) directly fulfills the requirements of **Task 2.4** as outlined in the project's Grant Agreement and Description of Action (DoA). It synthesizes the empirical findings, stakeholder consultations, and field data gathered during the implementation of Work Package 2 (WP2). By establishing the theoretical and operational foundations based on these national reports, this document provides the critical, evidence-based blueprint required for the successful design, setup, and pilot operation of the PRIMACENTERS in the subsequent work packages.

The general aim of this comparative report is to identify cross-cutting issues and best practices and make policy and operational suggestions that are context-specific. The information has been gathered through a combination of desk research, stakeholder interviews, field visits, and statistical analysis. It is intended to inform the design and provision of local PRIMACENTERS, which will be pilot employment centers providing migrants with comprehensive services such as legal aid, job orientation, skills training, and psychosocial assistance.

This country report provides an overview of the demographic significance of migrants, the role of migrants in the primary sector, and policy and legal frameworks that regulate their work and integration. Through comparative analysis, the report points to common structural issues as well as distinct national contexts. The report concludes with a series of practical recommendations and adds the original country reports to the annex for reference and further reading.

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# 2. Executive Summary

In all five countries researched, migrants have a significant role to play in the maintenance of the primary sector. Though their proportion of the total population ranges from around 11% in Greece to over 30% in Belgium, their proportion in agrarian employment is disproportionately high. For example, in Greece and Italy, migrants are the majority of the labor force in some regions, such as in the Peloponnese and Sicily. Spain further asserts that migrant workers form nearly a quarter of the overall personnel employed in agriculture and over 35% in temporary farm work.

Despite this, migrant workers of the first sector experience structural problems like endemic informality, exploitative labor conditions, and social exclusion. Living conditions, particularly in rural and remote areas, are poor, and gender disparities persist in both employment opportunities and access to aid services. Laws are present in all countries but often lack enforcement and implementation. Inspections of labor are not sufficient, bureaucratic processes are complex, and awareness of rights among migrants remains low.

The reports also highlight good practices. These include Spain's "arraigo" regularization mechanisms, Greece's bilateral seasonal migration arrangements, Belgium's Fair Labour Label campaign, Italy's legal response to caporalato (illegal intermediation), and Cyprus's gender-disaggregated labour statistics facilitating evidence-based policy-making. These are signs of the ability to reform and innovate, especially if driven by concerted multi-stakeholder effort.

Finally, WP2 covered extensive engagement activity in all five-partner countries to collect qualitative data and develop local cooperation frameworks. In Cyprus, 3 networking events with a combined attendance of 22 people, 1 focus group involving 8 participants, and 10 stakeholder interviews were conducted. Greece had 2 networking events with 42 participants altogether, carried out 1 focus group with 14 participants, and undertook 15 interviews. Spain had 2 networking sessions (including a mega session of 41 individuals), 2 focus groups of 10 individuals each, and conducted 10 interviews. Italy was greatly busy, offering 5 networking sessions summing up to 40 individuals, a focus group of 20 individuals, and 10 interviews. Lastly, Belgium hosted 2 networking sessions, of which one saw participation by 42 people, and conducted 10

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stakeholder interviews but failed to report on a formal focus group. These events played a crucial role in guiding the national analyses and in building foundations for local network development and ultimate implementation of PRIMACENTERS.

The annex also contains the full country reports on Belgium, Cyprus, Greece, Italy, and Spain, which form the empirical basis of the comparative analysis and policy recommendations made above.

# Section A. Research

# 3.Comparative Report

## 3.1 Migration and Workforce Dynamics

The demographic profiles of the migrant populations in the five countries present both shared and contrasting characteristics. The most urbanized and diversified migrant community is that of Belgium, with sizable communities from both EU and third-country nationals. In Greece and Cyprus, migrants from Eastern Europe, South Asia, and the Middle East dominate the primary sector. Italy and Spain present analogous patterns, with Moroccan, Romanian, and Sub-Saharan African workers being the largest groups.

Migrant labour in the primary sector is highly gendered. Men make up the lion's share of the labourers in all five countries, often performing physically demanding farm labour. Women are overrepresented in care work or domestic work and underrepresented in farm labour, yet in some cases, such as seasonal programmes in Spain, women are actively recruited for harvest labour.

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## 3.2 Sectoral Importance and Working Conditions

The contribution of the primary sector to national GDP is low by contrast—0.7% in Belgium and about 4% in Greece. In rural livelihoods and local economies, however, the sector plays a significant role. It generates jobs in remote areas and maintains food security and environmental sustainability.

Working conditions for migrants in this industry are generally substandard. Reporting from Cyprus and Italy describes squalid living conditions, unsanitary conditions, and isolation. In Greece and Spain, the organization of work arrangements is informal on a large scale, decreasing job security and limiting access to healthcare and social protection. Labour exploitation, especially through networks like Italy's caporalato, is still a concern. Poor transport, language, and absence of legal representation increase the risks.

## 3.3 Legal and Policy Frameworks

All five countries have legal systems aimed at controlling labour migration, such as seasonal visas, single-permit regimes, or bilateral labour recruitment schemes. Spain's Organic Law 4/2000 boasts a robust legal framework buttressed by regularization policies such as "arraigo social." Greece's metaklisi regime permits seasonal migration through the use of bilateral schemes, while Italy has enacted anti-exploitation laws against illegal gangmasters.

However, these systems are generally undermined by bureaucratic obstacles and weak law enforcement. Labour inspections are either infrequent or concentrated on other document-based compliance rather than real working conditions. Primary sector workers in Cyprus are excluded from protections enjoyed by other migrant workers in its labour framework. In Belgium, the policy is theoretically sound but regional inequities and bureaucratic red tape make for a totally ineffective policy.

## 3.4 Promising Practices and Innovations

Despite significant challenges, all nations have established promising practices deserving of expansion and replication. Spain's "arraigo" scheme allows migrants to regularize based on social and labour ties, thus facilitating greater access to the formal labour market. Greece's pilot

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agreement with Egypt for seasonal farm workers provides a more managed alternative to irregular migration.

In Belgium, the fair labour label is specifically used to promote good labour practices in agriculture in collaboration with civil society organizations that provide legal assistance and rights awareness campaigns. Italy, for instance, established integration pathways for migrants through community-based agriculture programs under its national social farming program. Cybernetic statistical monitoring of employment and gender in agriculture assisted in framing targeted interventions and gender-sensitive policy-making in Cyprus.

# 4. Conclusion and Recommendations

The experiences established within the five national reports confirm that migrant workers are indispensable to the primary sector in the national countries. Their value is usually underrated and their rights unreliably guaranteed. The persistent prevalence of irregular work patterns, exploitation, gender discrimination, and limited legal protection are evidence that imperative reform is necessary.

Policymakers should pay attention to simplification and harmonization of work and migration permit processes. Labour checks should be substantially increased and reoriented to not only inspect for documents but also for work and living conditions. Local PRIMACENTERS will give a valuable solution—understanding-and-widespread easy access to legal, social, and employment assistance services addressing needs of migrants and employers alike.

Furthermore, gender-sensitive interventions must be incorporated into all programmes. This means not only increasing women's levels in the initial sector but also maintaining secure, fair, and dignified working conditions. Cross-country collaboration, data exchange, and reproduction of best practices will be crucial for a lasting impact.

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# Section B. Primacenters

## 1. Proposed Operational Framework for PRIMACENTERS

Drawing from the results of the five national reports and inspired by the best practices such as the MiHub model in Cyprus, this framework lays the operational foundation for the PRIMACENTERS. The local integration and employment centers will deliver holistic, comprehensive, and integrated services to migrant workers in the primary sector.

### 4.1 Target Groups

The primary target groups of PRIMACENTERS will be third-country nationals (TCNs) working or seeking employment in the primary sector (forestry, fisheries, livestock, and agriculture). Specific emphasis will be placed on:

- Seasonal and circular migrants with precarious work conditions and frequent mobility
- Irregular and undocumented migrants, especially those in exploitative or irregular situations
- Female migrants, who are understudied in the primary sector but overexposed to discrimination, abuse, or isolation
- Young and newly arrived migrants with low local language and legal awareness

These groups were consistently identified in all five country reports as vulnerable to labor exploitation, social exclusion, and legal insecurity.

### 4.2 Pillars of Service

All PRIMACENTERs will operate on five principal service pillars, inspired by the MiHub model and adjusted based on local priorities:

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- Employment Services: Job search, ethical employer pairing, and briefing on basic labour rights Introduction to cooperatives and unions for fair recruitment facilitation Legal and
- Administrative Support: Guidance on work and residence permits, asylum rights, regularization pathways (e.g., "arraigo" in Spain, "metaklisi" in Greece) Individual case support in employment disputes or contractual abuse
- Language and Skills Development: Free, tailored language courses (with agricultural work and rights terminology emphasis) Vocational training in agricultural machinery, safety, eco-farming,
- Psycho-Social and Health Support: First-level psychological counseling and referral to specialized services Guidance support for health care registration and access to clinics
- Integration and Community Building: Intercultural dialogue sessions, women's support groups, legal literacy workshops Facilitation of access to housing, transport, banks, and school registration for children.

## 4.3 Operating Model

PRIMACENTERS will be localized centers in areas of high-density farming. Each center will be hosted by a lead partner organization (e.g., municipality, NGO, or cooperative) with multi-actor collaboration. The key elements are:

- Walk-in centers in urban or peri-urban areas servicing surrounding rural areas
- Outreach units (mobile vans or peer educators) to reach migrant camps, farms, and distant communities
- Interdisciplinary teams: social workers, legal advisors, language trainers, job mediators, and interpreters

Every center will follow a case management model, offering individualized pathways for each beneficiary.

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## 4.4 Logic of Partnership and Network

Effective operation is premised on a strong local network, founded on a multi-stakeholder engagement:

- Municipal authorities for access to public services and registration
- Employment offices for matching job-seekers with registered employers
- Farmer cooperatives and industry associations for facilitating seasonal job placements
- Civil society organizations for outreach, advocacy, and building trust
- Health, education, and social protection services for referrals

The local stakeholder coalitions, established in WP2, will be consolidated through Memoranda of Understanding (MoUs) or protocols of informal cooperation.

## 4.5 Accessibility Principles

PRIMACENTERS will adopt the following guiding principles:

- Multilingualism: Personnel and materials in at least 3–5 migrant-concerned languages
- Gender sensitivity: Women-only safe spaces, female case workers, and gender-based violence reaction procedures
- Cultural mediation: Peer-support staff from the migrant communities
- Mobility solutions: Outreach work to counter transport issues in rural areas
- Low-threshold access: No legal status required to access initial services

## 4.6 Data and Monitoring

To facilitate accountability and impact evaluation, PRIMACENTERS will maintain at least a minimum monitoring and evaluation (M&E) system, on the basis of anonymized data collection:

- User profiles (age, sex, nationality, legal status, work category)

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- Services received (legal, employment matching, health referrals, etc.)
- Outcome indicators (e.g., permits issued, employment obtained, training completed)
- Client satisfaction and qualitative impact testimonies

Data will be used both for national advocacy and EU-level WP5 reporting.

## 4.7 Scalability Features

While PRIMACENTERS will be locally adapted, the model core will have modular and transferrable features in order to facilitate scaling across EU regions. These are:

- Common operating manual (to be defined under WP3)
- 
- Standard service templates and referral processes
- Regional arrangements facilitating multi-site replication
- Modularity for the different primary sub-sectors (e.g., coastal zone fisheries versus farming in the interior)

# 5.Conclusion

The model proposed to PRIMACENTERS is based on experience in five distinct national settings and compiles best practice. It is a concrete, adaptive model that can be employed to assist migrant workers in the primary sector throughout their employment, legal, social, and integration concerns. By establishing the model for interconnection with local partnerships and emphasizing accessibility, the PRIMACENTERS model addresses relevance alongside sustainability. This framework will guide the implementation phase under WP3 and serve as a foundation for piloting and scaling up a more inclusive and fair rural labor system across the EU.

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# 6. Annex A: WP2 – Activities Numbers

## 6.1 Overview of Stakeholder Engagement Activities

The following tables present the quantitative results of the field research and stakeholder engagement activities conducted under Work Package 2 (WP2) across the five participating countries (Belgium, Cyprus, Greece, Spain, and Italy). These activities—comprising networking events, focus groups, in-depth interviews, and the signing of Memoranda of Understanding (MoUs)—were instrumental in gathering grassroots insights and understanding local primary sector dynamics. More importantly, this extensive outreach was designed to build trust and establish the necessary local coalitions that will actively support the future operation of the PRIMACENTERS.

| **County** | **Belgium** |
|---|---|
| **Name of the event** | **Number of participants** |
| Networking event 1 | 42 |
| Interviews | 10 |

| **County** | **Cyprus** |
|---|---|
| **Name of the event** | **Number of participants** |
| Networking event 1 | 8 |
| Networking event 2 | 7 |
| Networking event 3 | 7 |
| Focus group | 8 |
| Interviews | 10 |
| MoUs | 9 |

| **County** | **Greece** |
|---|---|
| **Name of the event** | **Number of participants** |

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| | |
|---|---|
| Networking event 1 | 20 |
| Networking event 2 | 22 |
| Focus group | 14 |
| Interviews | 15 |
| MoUs | 19 |

| **County** | **Spain** |
|---|---|
| **Name of the event** | **Number of participants** |
| Networking event 1 - 28.3.25 | 41 |
| Networking event 2 - 15.7.25 | 9 |
| Focus group 1 - 23.4.25 | 10 |
| Focus group 2 - 8.5.25 | 10 |
| Interviews | 10 |
| MoUs | 10 |

| **County** | **Italy** |
|---|---|
| **Name of the event** | **Number of participants** |
| Networking event 1 | 6 |
| Networking event 2 | 7 |
| Networking event 3 | 5 |
| Networking event 4 | 7 |
| Networking event 5 | 15 |
| Focus group | 20 |
| Interviews | 10 |
| MoUs | inprogress |

In conclusion, the extensive engagement metrics recorded across all consortium countries demonstrate a strong, active mobilization of local communities, public authorities, NGOs, and employer associations. By directly reaching hundreds of stakeholders and formalizing numerous MoUs, the consortium has successfully laid a solid, participatory foundation. This grassroots

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backing is crucial for ensuring that the PRIMACENTERS are not only tailored to actual local needs but also supported by robust, sustainable institutional networks as the project transitions into its implementation phase.

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# 7. Annex B: BELGIUM: Country Resume & Key Findings

## 7.1 Introduction and Economic Significance

Belgium features a highly developed economy where the primary sector—encompassing agriculture, forestry, and fishing—accounts for a marginal 0.7% of the national Gross Domestic Product (GDP). Despite this relatively small economic footprint, the sector retains profound strategic importance due to its crucial role in food sovereignty, land stewardship, biodiversity conservation, and rural employment. The agricultural landscape is characterized by stark regional variations dictated by Belgium's federal structure. Flanders dominates the sector with highly intensive, export-oriented agriculture, particularly greenhouse horticulture and livestock farming, generating nearly 75% of the primary sector's total value added. Conversely, Wallonia focuses on extensive, diversified, and mixed farming systems, which play a vital role in maintaining territorial cohesion across rural areas.

## 7.2 Demographic Profile of the Migrant Workforce

Belgium boasts a highly diverse, multicultural population, with approximately 30% of its residents being foreign-born or of foreign descent. In the primary sector, the persistent aging of the local farming population and the physically demanding nature of the work have led to acute and enduring labor shortages. To fill these critical gaps, the sector relies heavily on seasonal and migrant labor. The workforce primarily originates from Eastern Europe (such as Romania, Poland, and Bulgaria) and, increasingly, from Sub-Saharan Africa and conflict-affected nations. While female migrants constitute about 51% of the total migrant population, they face disproportionate structural barriers in the labor market, often being relegated to precarious roles and experiencing higher risks of social isolation and exploitation.

## 7.3 Structural Challenges and Working Conditions

Migrant workers in the Belgian agricultural sector navigate a labyrinth of systemic and administrative barriers. Working conditions are frequently precarious, characterized by a high

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reliance on temporary staffing agencies, posted worker schemes, and short-term seasonal contracts. Exploitative practices, such as excessive working hours, lack of proper rest periods, and inadequate employer-provided housing, are prevalent issues. Furthermore, the National Labour Inspectorate suffers from severe understaffing, meaning that remote agricultural areas are rarely monitored for compliance with fundamental labor standards. Discrimination, pervasive stereotypes, and the structural dependency on employers for both employment and housing significantly increase the vulnerability of these workers.

## 7.4 Legal Framework and Integration Barriers

Belgium's complex federal framework results in highly fragmented regional approaches to migration and employment. Since 2019, the country has utilized a "single permit" system for non-EU nationals. However, stakeholders report that the application process is excessively burdensome, opaque, and slow, which often incentivizes informal or undeclared hiring practices among employers. Integration policies also vary drastically; for instance, language courses are mandatory for newcomers in Flanders but remain optional in Wallonia. This lack of national harmonization, coupled with severe language proficiency gaps among migrants and a profound lack of accessible information regarding labor rights, creates a paralyzing environment where migrants fear retaliation if they report abuses.

## 7.5 Promising Practices and Policy Recommendations

Despite significant administrative hurdles, Belgium showcases several innovative practices that serve as excellent models for the PRIMACENTERS framework. A standout initiative is the **Nyampinga Programme**, implemented by the *Collectif des Femmes*. This holistic, trauma-informed initiative specifically empowers vulnerable migrant women through professional language instruction, psychosocial support, art therapy, and job orientation. Additionally, initiatives like the **Fair Labour Label** and **FairWork Belgium** in regions like Limburg aim to incentivize ethical employment practices by certifying compliant employers and providing direct legal counseling to seasonal workers. The report strongly advocates for the digitalization and simplification of the single permit procedure, the establishment of mobile PRIMACENTERS units in rural areas, and the expansion of publicly funded multilingual helplines.

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## 7.6 WP2 Implementation Metrics

The engagement and data collection phase in Belgium included the following activities:

- **Networking Events:** 1 primary networking event conducted, which successfully gathered 42 participants.
- **Interviews:** 10 semi-structured interviews were conducted with key stakeholders, including trade unions, NGOs, and public institutions.

## Conclusion

The Belgian primary sector's increasing reliance on migrant labor underscores the urgent need to address systemic vulnerabilities. While promising initiatives like the Nyampinga Programme and Fair Labour Label demonstrate the potential for ethical employment, fragmented regional policies and complex permit procedures continue to hinder effective integration. By streamlining administrative processes and establishing targeted, localized support such as the PRIMACENTERS, Belgium can ensure fairer working conditions and long-term socio-economic inclusion for its migrant workforce.

## Further Information

For more detailed data, comprehensive policy analysis, and full methodological insights regarding the national context, please refer to the complete **Belgium Country Report**, available on the official PRIMACENTERS project website: https://www.primacenters-project.eu/what-we-do/ on the tab **The PRIMACENTERS Framework.**

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# 8. Annex C : CYPRUS: Country Resume & Key Findings

## 8.1 Introduction and Economic Significance

The primary sector in Cyprus, while contributing a relatively modest 1.3% to the national Gross Domestic Product (GDP) for the year 2024, remains an indispensable pillar of the country's economy. It is fundamental for national food security, the production of essential crops (such as cereals, legumes, vegetables, fruits, and olives), and the sustainability of both domestic consumption and exports. Despite its small share of the overall economy, agriculture, forestry, and fishing dictate the socio-economic rhythm of rural areas, demanding a substantial and continuous supply of manual labor to maintain production levels throughout the year.

## 8.2 Demographic Profile of the Migrant Workforce

The demographic composition of the agricultural workforce in Cyprus is highly skewed both in terms of gender and nationality. The sector employs over 10,000 formalized workers, though total employment including secondary and family workers surpasses 20,000. The workforce is overwhelmingly male-dominated, with men representing over 80% of the total employment. From a nationality perspective, while Cypriots hold a significant portion of ownership and management roles, the manual labor force is heavily reliant on Third-Country Nationals (TCNs). Non-EU citizens account for nearly 27% of the formalized workforce, whereas EU citizens represent a mere 2.23%. Prominent non-EU nationalities engaging in the Cypriot labor market include workers from Syria, India, Nepal, Sri Lanka, Egypt, and the Philippines.

## 8.3 Structural Challenges and Working Conditions

Historically and presently, the primary sector in Cyprus is widely regarded as one of the most challenging and precarious environments for migrant workers. The geographical dispersion of farming establishments across remote rural and mountainous areas significantly hinders regular supervision, trade union interventions, and state labor inspections. Consequently, migrant workers are frequently subjected to severe exploitation, excessive unpaid working hours, and the

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performance of tasks unrelated to their formal contracts. A critical area of concern is the living conditions provided to these workers. Accommodations are often described as deeply inadequate, lacking essential amenities such as running water, electricity, and basic household equipment. Alarmingly, the cost of these substandard accommodations is routinely deducted directly from the workers' wages, a practice that exacerbates their financial vulnerability. Furthermore, employers frequently retain workers' official documents and restrict their movement, violating fundamental rights to autonomy.

## 8.4 Legal Framework and Integration Barriers

The legal and institutional framework in Cyprus presents significant barriers to the protection and integration of migrant agricultural workers. A glaring gap was identified in the recent Employment Framework of Migrant Workers (2025), which aims to protect equal treatment but notably excludes migrant workers in the primary sector. Additionally, the restrictive migration model in Cyprus prohibits TCN workers from claiming citizenship, often forcing them to leave the country after four to five years of employment. This temporary status discourages local communities from investing in the long-term integration of migrants, fostering a climate of social isolation, xenophobia, and systemic marginalization. Language barriers further prevent migrants from understanding their employment contracts or accessing essential health and legal services.

## 8.5 Promising Practices and Policy Recommendations

To address these deeply rooted issues, comprehensive policy reforms are required. Key recommendations include:

- **Enhanced Labor Inspections:** Reactivating the "Triparty Inspection Committee" led by the Ministry of Labour to perform rigorous, unannounced workplace and accommodation inspections.
- **Legal Inclusivity:** Amending the national migration and employment frameworks to explicitly include primary sector workers, ensuring they receive the same legal protections as workers in other industries.

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- **Integration and Language Programs:** Implementing state-funded Greek language courses and community-inclusive practices, leveraging local municipalities to foster intercultural dialogue and combat racist rhetoric.

## 8.6 WP2 Implementation Metrics

The field research and stakeholder engagement activities conducted in Cyprus under WP2 yielded the following implementation numbers:

- **Networking Events:** 3 events conducted (with 8, 7, and 7 participants respectively, totaling 22 participants).
- **Focus Groups:** 1 session held with 8 participants.
- **Interviews:** 10 in-depth stakeholder interviews.
- **Memoranda of Understanding (MoUs):** 9 MoUs successfully signed with local stakeholders.

## 8.7 Conclusion

Migrant workers are the backbone of the Cypriot primary sector, yet they remain highly marginalized due to exclusionary legal frameworks, severe labor exploitation, and inadequate living conditions. The current system's lack of rigorous inspections and integration pathways perpetuates a cycle of precariousness. To build a resilient agricultural sector, it is imperative to implement inclusive legal protections, enforce strict labor standards, and foster community-driven integration through comprehensive support hubs like the proposed PRIMACENTERS.

## 8.8 Further Information

For more detailed data, comprehensive policy analysis, and full methodological insights regarding the national context, please refer to the complete Cyprus Country Report, available on the official PRIMACENTERS project website: https://www.primacenters-project.eu/what-we-do/ on the tab **The PRIMACENTERS Framework.**

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# 9. Annex D: ITALY: Country Resume & Key Findings

## 9.1 Introduction and Economic Significance

Italy is an agricultural powerhouse within the European Union, ranking as the leading producer of rice, fruits, vegetables, and wine. The primary sector contributes approximately 1.9% to the national GDP, while the broader agri-food system accounts for a massive 15% of the GDP. In regions like Sicily, agriculture is deeply woven into the socio-economic fabric; despite a decline in employment over the decades, about 11% of the island's population remains employed in agriculture, utilizing nearly 75% of the land. However, the sector is increasingly threatened by severe climate change impacts, most notably unprecedented droughts and the creeping risk of desertification in Southern Italy.

## 9.2 Demographic Profile of the Migrant Workforce

Migrant labor is the lifeblood of Italian agriculture. Foreign-born workers account for approximately 32% of the total labor days required on Italian farms, with over 362,000 individuals engaged in seasonal agricultural work nationwide. The workforce is highly diverse, comprising significant populations from Romania, India, Morocco, Albania, Senegal, and Pakistan. In regions like Sicily, Calabria, and Puglia, migrants fill the massive gaps left by the local population's exodus to northern regions or other European countries. These workers are predominantly employed in low-skilled, highly physically demanding roles such as the harvesting of citrus, olives, and vegetables.

## 9.3 Structural Challenges and Working Conditions

The most critical challenge in Italy's primary sector is the pervasive, illegal recruitment system known as *caporalato* (gangmaster system), often intertwined with organized crime ("agro-mafia"). Approximately 400,000 farmworkers (80% of whom are migrants) were estimated to be informally recruited through these channels in recent years. Under this system, workers are subjected to modern-day slavery conditions: they are paid wages up to 50% lower than legal

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standards, forced to pay gangmasters for exorbitant and unsafe transport, and housed in degrading, unethical conditions. The physical risks are immense, compounded by social isolation, severe racial discrimination, and a constant fear of deportation.

## 9.4 Legal Framework and Integration Barriers

Italy's migration legislation has fluctuated drastically based on political shifts, transitioning from integration-focused policies to highly restrictive measures (e.g., the Bossi-Fini Law, the Salvini Security Decree, and the recent Cutro Decree). While recent laws (such as Law No. 187/2024 and Decree Law No. 145/2024) attempt to penalize exploitative employers and offer special 6-month protection permits to victims who report abuses, enforcement remains fundamentally weak. The prolonged nature of the asylum process, exacerbated by the Dublin Regulation, leaves thousands of migrants in a state of legal limbo, effectively forcing them into the black market to survive.

## 9.5 Promising Practices and Policy Recommendations

To combat these entrenched issues, the report highlights the critical role of social innovation and localized support:

- **Social Farming (Law 141/2015):** Italy's regulatory recognition of social farming encourages agricultural enterprises to integrate people in difficulty, including migrants, blending economic production with socio-occupational rehabilitation.
- **Sicilia Integra Project:** An exemplary initiative that trains migrants and unemployed local youth in organic farming and agroecology, connecting local sustainable food systems with European markets.
- **Policy Recommendations:** Dismantling the *caporalato* requires aggressive, mobile labor inspections, the streamlining of legal pathways for residence permits, and the heavy promotion of community-based integration projects to foster social inclusion.

## 9.6 WP2 Implementation Metrics

Italy's active stakeholder engagement under WP2 achieved the following metrics:

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- **Networking Events:** 5 localized events conducted (with 6, 7, 5, 7, and 15 participants respectively, totaling 40 participants).
- **Focus Groups:** 1 comprehensive session involving 20 participants.
- **Interviews:** 10 in-depth interviews.
- **Memoranda of Understanding (MoUs):** Currently in progress/finalization stages with regional authorities and NGOs.

## 9.7 Conclusion

The Italian agricultural landscape, particularly in regions like Sicily, relies heavily on migrant labor but is severely compromised by the exploitative caporalato system and the ineffective enforcement of protective laws. Despite these profound challenges, innovative models such as social farming offer a viable path forward. Empowering migrant workers through enhanced legal pathways, aggressive labor inspections, and dedicated local integration centers will be vital in dismantling exploitative networks and fostering a sustainable, rights-based agricultural economy.

## 9.8 Further Information

For more detailed data, comprehensive policy analysis, and full methodological insights regarding the national context, please refer to the complete **Italian Country Report**, available on the official PRIMACENTERS project website: https://www.primacenters-project.eu/what-we-do/ on the tab **The PRIMACENTERS Framework.**

# 10. Annex E: SPAIN: Country Resume & Key Findings

## 10.1 Introduction and Economic Significance

The primary sector is a foundational pillar of the Spanish economy. Contributing approximately 2.7% to the national GDP and employing 4% of the workforce, its actual impact is magnified through the agri-food industry, which accounts for 10% of the industrial GDP and 16% of total

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exports. Spain holds top global positions in the production of olive oil, wine, citrus, and vegetables. Furthermore, the sector plays a critical role in combating rural depopulation ("España Vaciada") and maintaining environmental sustainability across vast rural territories like Andalusia and Murcia.

## 10.2 Demographic Profile of the Migrant Workforce

Migration has been a key driver of Spain's recent economic and demographic growth. Foreign nationals account for approximately 24.6% of all workers employed broadly in agriculture, livestock, forestry, and fishing. Within the Special Agricultural System, which governs intensive and seasonal farming, migrant presence exceeds 35%. The workforce is diverse, originating largely from Morocco, Romania, Colombia, Venezuela, and Ukraine. Notably, Spain actively recruits female seasonal workers from Morocco through bilateral agreements specifically for the harvest seasons.

## 10.3 Structural Challenges and Working Conditions

Despite a generally welcoming legal framework, migrants in Spain face significant on-the-ground challenges. Employment in the primary sector is often marked by informality, low wages, and a lack of upward mobility. A major barrier is access to dignified housing; structural racism, prejudice, and demanding rental requirements force many migrants into precarious living situations or informal settlements near agricultural hubs. Additionally, there is a severe mismatch between migrants' actual professional qualifications and the low-skilled jobs they occupy, caused by a slow and complex credential recognition process.

## 10.4 Legal Framework and Integration Barriers

Spain boasts one of the most progressive migration legal frameworks in Europe, rooted in Organic Law 4/2000. It features robust settlement mechanisms known as *Arraigo* (Social, Labor, and Family settlement), which allow undocumented migrants to regularize their status if they prove continuous residence and integration. Furthermore, Spain has introduced a new Circular Migration Scheme (2025) and an Entrepreneurship Visa. However, the system's major weakness is its sluggish, heavily bureaucratic administration. Migrants often lack clear, simple information

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in their native languages, leading to reliance on misinformation from social media and a persistent fear of engaging with public institutions.

## 10.5 Promising Practices and Policy Recommendations

The Spanish report strongly emphasizes the power of the Social Economy to drive integration:

- **Workers' Cooperatives:** Leveraging the expertise of entities like COCETA, the creation of cooperatives (e.g., *MigraCoop*, *Cotasa*, *La Comala*) is championed as the ultimate tool for labor inclusion, offering migrants ownership, decent working conditions, and a pathway to administrative regularization.
- **Rural Revitalization:** Utilizing migrant labor and entrepreneurship to repopulate rural areas by linking agricultural work with housing restoration cooperatives.
- **Policy Recommendations:** The system requires agile administrative processes to expedite credential recognition, targeted vocational training aligned with cooperative values, and cross-cutting public awareness campaigns.

## 10.6 WP2 Implementation Metrics

Spain executed a highly successful engagement strategy, resulting in the following numbers:

- **Networking Events:** 2 events conducted (including a massive session with 41 participants, and a second with 9).
- **Focus Groups:** 2 sessions held with 10 participants each.
- **Interviews:** 10 expert interviews.
- **Memoranda of Understanding (MoUs):** 10 MoUs signed with vital local partners.

## 10.7Conclusion

Spain possesses a robust legal framework with mechanisms like the Arraigo system, yet bureaucratic bottlenecks and structural discrimination severely delay the socio-labor integration of its vast migrant agricultural workforce. The promotion of Social Economy models and workers' cooperatives has emerged as a highly effective strategy to overcome these barriers. By combining

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these cooperative models with the localized, comprehensive support envisioned by the PRIMACENTERS, Spain can successfully transition its migrant workforce from precarious informal labor into dignified, stable employment.

## 10.8 Further Information

For more detailed data, comprehensive policy analysis, and full methodological insights regarding the national context, please refer to the complete **Spanish Country Report**, available on the official PRIMACENTERS project website: https://www.primacenters-project.eu/what-we-do/ on the tab **The PRIMACENTERS Framework.**

# 11. Annex F: GREECE: Country Resume & Key Findings

## 11.1 Introduction and Economic Significance

Agriculture is deeply embedded in Greece's economy, culture, and rural livelihoods, accounting for approximately 4% of the GDP and employing 12.4% of the total workforce (around 615,000 people). This proportion is significantly higher than the EU average. The Greek agricultural landscape is characterized by small, fragmented family-owned plots and a rapidly aging farmer population, with nearly 50% of farmers being over the age of 60. The sector focuses heavily on high-value, labor-intensive crops such as olives, citrus fruits, strawberries, cotton, and greenhouse vegetables.

## 11.2 Demographic Profile of the Migrant Workforce

Due to severe rural depopulation and low mechanization, Greece's primary sector is entirely dependent on migrant labor. In agricultural hotspots like the Peloponnese, Crete, and Thessaly, non-EU migrants constitute between 50% and 70% of the seasonal workforce. The demographic makeup includes long-term residents (predominantly from Albania) holding year-round positions, alongside a massive influx of seasonal and often undocumented workers from

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Bangladesh, Pakistan, Egypt, and refugees from Syria and Afghanistan. The workforce is heavily male-dominated, specifically in the age bracket of 20 to 49.

## 11.3 Structural Challenges and Working Conditions

The working and living conditions for migrants in Greek agriculture are alarmingly precarious. Workers endure grueling schedules of 10-12 hour days, 6 to 7 days a week, often for wages below the legal minimum. Occupational health hazards are rampant due to a lack of protective equipment and extreme heat. The most pressing issue is housing: workers are frequently housed in converted plastic greenhouses, shipping containers, or makeshift camps lacking basic sanitation. This extreme vulnerability was globally highlighted by the infamous 2013 Nea Manolada incident, where over 30 unpaid Bangladeshi workers were shot by farm supervisors—a case that led to a condemnation of Greece by the European Court of Human Rights.

## 11.4 Legal Framework and Integration Barriers

Greece attempts to manage seasonal labor through the *Metaklisi* quota system. However, the system is plagued by extreme bureaucratic delays, with processing times often exceeding the short harvest seasons. Consequently, employers bypass the legal route, fostering a massive informal economy. While Law 5078/2023 introduced a regularization pathway for migrants with three years of residency and an employment contract, and bilateral agreements have been signed with Egypt (2022) and Bangladesh (2023), implementation remains weak. The Labor Inspectorate (SEPE) is chronically underfunded, leaving rural areas unmonitored. Additionally, migrants lacking a Social Security Number (AMKA) are entirely excluded from public healthcare.

## 11.5 Promising Practices and Policy Recommendations

To reform the secto and protect human rights, the Greek report outlines vital, action-oriented recommendations:

- **Digitalization & Mobile Units:** The *Metaklisi* system must be fully digitalized to eliminate delays. Furthermore, the deployment of mobile permit and health units (modeled after the successful **Meltemi Project** in Crete) is essential for reaching isolated rural workers.

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- **One-Stop-Shops:** Establishing centralized, multilingual integration centers to help migrants navigate bureaucracy, secure housing subsidies, and access legal support.
- **Labor Enforcement:** SEPE must be heavily reinforced with resources and interpreters to conduct unannounced inspections of both worksites and employer-provided housing, ensuring employer accountability.

## 11.6 WP2 Implementation Metrics

Extensive field mapping and stakeholder dialogue in Greece (focusing on the Peloponnese and Western Greece) yielded:

- **Networking Events:** 2 events conducted (with 20 and 22 participants, totaling 42).
- **Focus Groups:** 1 session held with 14 participants.
- **Interviews:** 15 comprehensive interviews.
- **Memoranda of Understanding (MoUs):** An impressive 19 MoUs established with local authorities and entities.

## 11.7 Conclusion

Faced with an aging native population and rural depopulation, Greece's primary sector is entirely sustained by migrant labor, yet these workers endure severe legal precarity, substandard housing, and exploitative conditions. The bureaucratic inefficiencies of the *Metaklisi* system exacerbate informal employment, calling for immediate digitalization and systemic reform. Implementing mobile integration units and centralized support hubs, as proposed by the PRIMACENTERS framework, is essential to safeguarding human rights, ensuring fair labor practices, and revitalizing rural communities.

## 11.8 Further Information

For more detailed data, comprehensive policy analysis, and full methodological insights regarding the national context, please refer to the complete **Greek Country Report**, available on the official PRIMACENTERS project website: https://www.primacenters-project.eu/what-we-do/ on the tab **The PRIMACENTERS Framework.**

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