

NATIONAL PROFILES OF WORK INTEGRATION SOCIAL ENTERPRISES : SPAIN

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The "ELEXIES" Project

This project is specifically concerned with the different types of social enterprise for integration, also known as work integration social enterprise (WISE) in 12 EU countries. Its aim is to identify and describe their main characteristics as social enterprises, the type of work integration they provide, their numbers, and how they have developed and are supported. The ultimate goal of the project is to build a database accessible on internet.

The study is conducted using the EMES Network definition of social enterprise as a common reference point and guideline for determining the social enterprises to be included in the study. The EMES definition distinguishes, on the one hand, between criteria that are more economic and, on the other hand, indicators that are predominantly social.¹

Four factors have been applied to corroborate the economic and entrepreneurial nature of the initiatives.

a) A continuous activity producing goods and/or selling services

Social enterprises, unlike the traditional non-profit organisations, are normally not engaged in advisory activities as a major goal or in the redistribution of financial flows (as, for example, grant-giving foundations). Instead they are directly involved in the production of goods and the provision of services to people on a continuous basis. The provision of services represents, therefore, the reason, or one of the main reasons, for the existence of social enterprises.

b) A high degree of autonomy

Social enterprises are voluntarily created by a group of people and are governed by them in the framework of an autonomous project. Although they may depend on public subsidies, public authorities or other organisations (federations, private firms, etc.) do not manage them, directly or indirectly. They also have the right of participation and to terminate the project.

c) A significant level of economic risk

Those who establish a social enterprise assume totally or partly the risk of the initiative. Unlike most public institutions, their financial viability depends on the efforts of their members and workers to secure adequate resources.

d) A minimum amount of paid work

As in the case of most traditional non-profit associations, social enterprises may also combine monetary and non-monetary resources, voluntary and paid workers. However, the activity carried out in social enterprises requires a minimum level of paid workers.

¹ See C. Borzaga & J. Defourny (2001), *The Emergence of Social Enterprise*, London, Routledge, pp.16-18.

To encapsulate the social dimensions of the initiative, five indicators have been selected:

i) An initiative launched by a group of citizens

Social enterprises are the result of collective dynamics involving people belonging to a community or to a group that shares a certain need or aim. They must maintain this dimension in one form or another.

ii) A decision-making power not based on capital ownership

This generally means the principle of "one member, one vote" or at least a voting power not distributed according to capital shares on the governing body which has the ultimate decision-making rights. The owners of the capital are obviously important, but the decision-making rights are shared with the other stakeholders.

iii) A participatory nature, which involves the persons affected by the activity

Representation and participation of customers, stakeholder orientation and a democratic management style are important characteristics of social enterprises. In many cases, one of the aims of social enterprises is to further democracy at local level through economic activity.

iv) Limited profit distribution

Social enterprises not only include organisations that are characterised by a total nondistribution constraint, but also organisations like co-operatives in some countries, which may distribute profits only to a limited extent, thus avoiding a profitmaximising behaviour.

v) An explicit aim to benefit the community

- One of the principal aims of social enterprises is to serve the community or a specific group of people. To the same end, a feature of social enterprises is their desire to promote a sense of responsibility at local level.
- The database of work integration social enterprise has been produced for each country. Due to different circumstances in each country (especially legislative frameworks) there have been slightly varied approaches to mapping the sector. Researchers have generally made a great effort to ensure that the most interesting and progressive initiatives are represented. There are certain types of social enterprise which have their own legislative framework, and which are exclusively concerned with work integration. The second type, concerns those social enterprise which are exclusively engaged in work integration, but though they are recognisable as a distinctive type, they do not enjoy a complete and specific legal recognition, and thus generally operate under a range of different legal forms also used by organisations out of the field of work integration. Other types of social enterprise do not have their own specific legislation, and only a proportion of that type will be engaged with work integration. Researchers have made particularly strong efforts to ensure that the first two categories are included, but lack of data has meant that some of the latter category may be missing.

National Profiles of Work Integration Social Enterprises: Spain

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Introduction

By integration enterprise, we mean any enterprise structured to deal with people at risk of social exclusion, or any enterprise within which such people perform a productive activity, be it under an employment contract, an apprenticeship contract or any other type of relationship. These enterprises also have the objective of integrating their marginalised workers on a socio-economic level. We do not consider training centres - whose activity is mainly or solely educational - to be integration enterprises. While a large number of social integration enterprises combine productive activity with training, there is always some productive activity.

On this basis, four types of social integration enterprises have been selected for the purpose of the present study:

- special employment centres (*Centros Especiales de Empleo*);
- occupational centres (*Centros Ocupacionales*);
- enterprises of the Spanish national organisation for the blind (*Organización Nacional de Ciegos de España*, or ONCE);
- social integration enterprises for people at risk of social exclusion.

The first three types of enterprises work with people with recognised disabilities; as far as the fourth type is concerned, it has to be underlined that social exclusion is a type of "disability" which is not legally recognised.

Within each type of social integration enterprises, various legal forms may co-exist, which is why we have carried out a categorisation based on the objectives of these enterprises rather than on their legal form. The most common legal forms are the foundation, the co-operative and the association, although this does not exclude other types of legal form, such as workers' co-operatives and trading companies. Here it should be pointed out that a "social initiative co-operative" form has been added the legislation of some Autonomous Communities and to the State Act 27/99 on co-operatives. These are co-operatives which aim at the provision of services of a social nature, or at the development of any economic activity with the purpose of integrating into the labour force those people who are suffering from any form of social exclusion.

Special Employment Centres

1. Brief historical description

The Spanish Law governing the integration of disabled people into the workplace and society is Law 13/1982 (7 April) on the social integration of the disabled (*Ley de integración social de los minusválidos*, or LISMI). Article 37 of this Law defines two ways of promoting the integration of people with disabilities into the labour market: firstly, through the so-called "mainstream employment" (*Empleo Ordinario*), which sets the quota of disabled workers that mainstream enterprises have to employ²; secondly, through "protected employment" (*Empleo Protegido*) in the framework of "special employment centres" (*Centros Especiales de Empleo*). Special employment centres are regulated by Royal Decree 2273/1985 (4 December), which approves the Regulation for Special Employment Centres defined in article 42 of the LISMI.

2. Key features

2.1. Legal form(s) and structure of ownership

Special employment centres may be publicly or privately owned. With regard to the use of any potential profits, the centres may or may not be profit-making in nature, depending on whether the profits are to be totally reinvested into the institution itself or if some of them may be allocated to another purpose supported by the owner company.

Special employment centres may be created by public administrations, either directly or in collaboration with other organisms; they may also be created by entities, natural persons, legal persons or communities of goods which have legal capacity and can act as employers. The most common legal forms are the foundation, the co-operative and the association.

2.2. Pursued goals

In the Spanish State, the policy for the integration of disabled people into the employment world has been enacted through social service-related instruments which have been evolving towards labour integration institutions - namely the special employment centres - because of a natural need for development and adjustment to new situations. The LISMI considers these centres as transitional stages, helping disabled people to integrate into the mainstream job market. The LISMI defines special employment centres as organisations having as their main objective to achieve productive work, regularly participating in market transactions, with the ultimate aim of providing a paid job and ensuring the provision of the social and personal services which their disabled workers require, whilst also acting as a means of integrating the highest possible number of disabled people into the mainstream labour market.

² It has to be noticed that Royal Decree 27/2000 (14 January) subsequently laid down exceptional measures as an alternative to meeting the quota of 2 percent of disabled workers in enterprises of 50 or more workers.

Nevertheless, in the majority of cases this last aim is not achieved, probably because legislation does not regulate the processes of transition from these centres to the mainstream labour market.

Since 1999 measures have been taken with the aim of encouraging mainstream enterprises to hire disabled workers. Firstly, the following allowances for hiring disabled workers under an open, full-time contract have been established (BOE [Spanish Official Gazette] Order 11-11-99):

- a grant of 3,906.58 euros for each worker hired;
- an allowance of 70% on the enterprise's Social Security contribution;
- an allowance of 90% on the enterprise's Social Security contribution for workers aged over 45.

A second measure establishes a grant of 901.52 euros per disabled worker hired under an open-ended contract; this grant is aimed at adapting the workplace to the worker and/or at funding the protection equipment necessary to ensure the security of the disabled worker (BOE Order 6-4-00). Finally, enterprises may benefit from an allowance of 4,808 euros per person from the corporation tax for each year during which the average number of disabled people in the workforce, recruited on open-ended contracts, has been increased.

2.3. Types of jobs provided

The special nature of the employment relationship of disabled people working at the special employment centres is regulated by Royal Decree 427/1999 (12 March), modifying Royal Decree 1368/1985 (17 July).

At the legislative level, contracts are of the open-ended type. The law also provides for the possibility to establish a reduced productivity contract if circumstances so require, provided that this contract is monitored by a multi-professional team responsible for reviewing the working conditions of each worker. The contracts may contain a job-training period which may in turn have its own probationary period (not exceeding six months). Nevertheless, if the special employment centres are seen as stepping stones towards the mainstream market, the number of temporary contracts will increase.

2.4. Weight of training

When discussing protected employment, it is usually considered that the disabled person should follow a training process, which begins with continuous vocational training courses, intended to give the worker the professional qualifications required for a job in a special employment centre, and which subsequently supplemented by training in other areas such as social and personal skills.

At the legislative level, training contracts are used as a basis and adjusted to the provisions of article 11 of the Employment Statute. It is seen as the stage before actually carrying out the job. Anyway, according to the objective of special employment centres, these should be designed to ensure a training period constituting a stepping stone towards the mainstream labour market.

According to data from the Institute of Migration and Social Services (*Instituto de Migraciones y Servicios Sociales*, or IMSERSO), in 1994 3,360 disabled people received vocational training services, but these data do not specify the percentage of training courses held at the special employment centres.

2.5. Types of employed workers

The special employment centres give priority to employing people with physical, mental and sensorial disabilities, but in practice most disabled workers are people with mental disabilities.

It should be pointed out that in order to obtain accreditation as a special employment centre, at least 70% of the workers have to be disabled.

Considering all people with disabilities, according to IMSERSO data for the year 1999, people with sensorial disability have the highest rate of employment, and the mentally disabled the lowest.

2.6. Types of resources

The resources gathered by the special employment centres may be monetary or non-monetary. Although volunteers constitute a sizeable body, monetary resources predominate.

Funding may come from private sources, public sources or a combination of both. The so-called private resources comprise contributions from the owners of the centres themselves, third-party contributions and all or part of the profits which may be derived from the activity of the centre (depending on whether the centre is for-profit or non-profit). Public funding is divided into two large groups: aid which is provided for in the framework of employment development programmes to create special employment centres, on the one hand; and maintenance aid, which can be obtained in the framework of employment support programmes, run by the public authorities, on the other hand. Maintenance aid can comprise grants per job held by a disabled person, allowance from Social Security contribution and grants to adapt the workplace and remove architectural barriers to the employment of disabled workers.

Amount of aid awarded to social employment centres (1994—1998)

	1994	1996	1998	1999
Total	40,298 €	47,427 €	90,504 €	81,952 €
Of which: Employment development aid	9,803 €	8,442 €	28,212 €	24,484 €
Employment support aid	30,495 €	38,985 €	62,292 €	57,468 €

Source: Ministry of Labour and Social Affairs, Directory of Labour Statistics, 1999.

2.7. Links with public policies

Some Autonomous Communities within the Spanish State have entrusted with the responsibility for social welfare and social services. As a result, while special employment centres in some Autonomous Communities receive grants from the Ministry of Labour and Social Affairs of the Central Government, others receive grants from the competent department of their Autonomous Community.

2.8. Basic Data

According to IMSERSO data, it was calculated that there were, in 1999, 1,405,992 disabled people aged between 6 and 64. Of these, 16.77% had mental disabilities, 67.98% physical disabilities and 15.26% visual disabilities.

There are no reliable accurate data concerning the level of employment of disabled people, but there are some approximations which can help us understand the issue. According to research conducted by IMSERSO on the basis of the Survey on Disabilities, Handicaps and Impairments compiled by the National Institute of Statistics, in 1999 there were 1,337,708 disabled people in Spain aged between 16 and 64. Of these, 67.80% were inactive and 32.10% were considered to be active. Of these, only 23.81% were working. Of the disabled workers, 20% worked in special employment centres, 4% in Administration, 13% were freelancers and 59% worked in private or public enterprises.

According to the Report of the Economic and Social Council on the employment status of people with disabilities for the year 1995, the work integration rates of people with disabilities were noticeably lower than those of the population as a whole. Most of the jobs to which they have access are low qualified and poorly paid. People with sensorial disabilities are less affected than those with physical and mental disabilities when it comes to finding and keeping a job; age and gender are also two key determinants.

According to data from the Spanish Department of Employment (*Instituto Nacional de Empleo*, or INEM), in 2001 17,837 contracts were signed in special employment centres and 166 contracts became open-ended contracts.

Special employment centres contracts for handicapped workers by age

	Total	<20	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	>59
1996	8,372	409	1,758	1,665	1,419	1,254	801	614	333	85	34
2000	17,837	614	2,914	3,276	2,716	2,694	2,187	1,656	1,140	510	130

Source: Contract statistics from INEM, 2000.

In 1994 there were 379 special employment centres with 9,989 workers; the total amount of financial aid for the economic integration of these workers, according to the Ministry of Employment and Social Security, amounted to 40.3 million euros, of which 76% were allocated to employment support and 24% to employment development projects.

3. Relation to the EMES socio-economic criteria

3.1. A continuous activity producing goods and/or selling services

Special employment centres are market-orientated enterprises which carry out some form of continuous economic activity. The activities carried out can be of various types, but paper and cardboard crafts, textiles, and gardening activities predominate.

3.2. A high degree of autonomy

Although special employment centres may depend on public grants, they are not run – be it directly or indirectly - by public institutions. Their promoters enjoy autonomy in their decision-making.

3.3. A significant level of economic risk

The promoters of special employment centres assume the risk for their own economic activity. Their financial viability depends on both workers and promoters, but never on public administrations.

3.4. A minimum amount of paid work

The majority of the members of special employment centres are paid workers. However, unlike what is the case in conventional private enterprises, the management team of special employment centres is composed of volunteers. In the case of foundations, the management board is made up of supporters; most of them are parents of workers. In associations, assemblies are the management organ; they are formed by members. Finally, the management board in co-operatives is composed of the member workers; they hold meetings to take decisions without receiving any remuneration in exchange.

As far as the remuneration of the disabled workers is concerned, they receive a financial compensation equivalent to the minimum interprofessional wage.

3.5. An explicit aim to benefit the community

The main objective of special employment centres is the integration of physically, mentally and sensorially disabled people into the labour market and society in general.

3.6. An initiative launched by a group of citizens

Most special employment centres are private initiatives. The parents of disabled people form a group to create jobs adapted to the needs of their children.

3.7. A decision-making power not based on capital ownership

Voting rights are not dependent on shareholding in the enterprise, but decision-making does depend on the legal form of the organisation. In foundations, decision-making power is in the hands of the patrons; in most cases, the patrons are the parents of the workers although sometimes, as is the case with the Fundación Aspronis (operating in Catalonia), they can be people involved locally in politics or social work (mayors, businessmen etc). In co-operatives, such as Cooperativa Auria (which also operates in Catalonia), the disabled workers are partners in the enterprise and are involved in the decision-making process. Finally, there can also be other ways of functioning. An example of this is SOEMCA S.L., a special employment centre organised as a venture capital firm whose sole capital contributor is the AMICA association. The members of AMICA are residents of Cantabria, parents of the people

who work in SOEMCA, and SOEMCA professionals. In AMICA all members have the same decision-making status.

3.8. A participatory nature involving the persons affected by the activity

Depending on the legal form chosen, the workers will have more or less decision-making power. In any event, their decision-making power will also depend on their degree and type of handicap; for example, people with mental disabilities, i.e. most of the people recruited in special employment centres, do not participate in the decision-making process.

3.9. A limited profit distribution

Depending on the legal form they have chosen, these organisations are either characterised by the restriction that profits are not to be distributed (foundations and associations), or by the fact that they may only distribute profits up to a set limit (cooperatives). In SOEMCA S.L., for example, the articles of association expressly state that it is a not-for-profit organisation (anyway, it has to be noted that AMICA owns SOEMCA, and AMICA is a not-for-profit entity).

4. The supporting umbrella structures

In the Spanish State the federative structures are organised at both State and Autonomous Communities level, with the autonomous structures representing the State structures. They are also sectoral organisations; in other words, they represent a certain group of disabled people.

The supporting structures listed here are the federative structures most relevant at State level; each of them is also represented at the level of the Autonomous Communities:

- Spanish Committee of Representatives of People with Disabilities (*Comité Español de Representantes de Minusválidos*, or CERMI);
- Spanish Confederation of Organisations Supporting People with Mental Disabilities (*Confederación Española de Organizaciones en Favor de la Personas con Retraso Mental*, or FEAPS);
- National Organisation for the Blind in Spain (*Organización Nacional de Ciegos de España*, or ONCE);
- State Coordinating Confederation for the Physically Handicapped in Spain (Confederación Coordinadora Estatal de Minusválidos Físicos de España, or COCEMFE);
- National Confederation for the Deaf in Spain (Confederación Nacional de Sordos de España, or CNSE);
- Spanish Federation of Parents and Friends of the Deaf (*Federación Española de Padres y Amigos de los Sordos*, or FIAPAS);
- Care Associations for People with Cerebral Palsy (Asociaciones de Atención a las Personas con Parálisis Cerebral, or ASPACE).

5. Innovative Features

Some Autonomous Regions (such as Catalonia) have added complementary services to those that have become their responsibility through transfer from the Spanish government competencies.

In 1990 Catalonia launched the social support system for labour integration (*sistema social de soporte a la integración laboral*, or SSIL) which governs the support services for the workplace integration of disabled people and its legal regime. This service is aimed at people with a 33 to 65% reduction in mental function, with the aim of encouraging social integration towards the mainstream labour system. The system is based on a multi-disciplinary team of psychologists, social workers and assistant monitors who monitor disabled people working in the mainstream enterprise. An example is the Fundació de Tallers de Catalunya, which has a department offering guidance, selection, training and career advancement for disabled people who are able to work.

Occupational Centres

1. Brief historical description

Occupational centres (*Centros ocupacionales*) are regulated by Royal Decree 2274/85, which governs the minimum characteristics and conditions (provided for in Law 13/1982 (7 April), on the Social Integration of Disabled People – *Ley de Integración Social de los Minusválidos*, or LISMI) that have to be fulfilled by occupational centres. This Decree establishes the service and care which are to be provided by the occupational centres to ensure that people with a pronounced degree of disability can carry out activities or occupational tasks whilst receiving personal and social adjustment services.

2. Key features

2.1. Legal form(s) and structure of ownership

Occupational centres may be founded by public authorities and by not-for-profit private institutions or legal persons.

They may be publicly or privately owned. With regard to the application of any potential profits, occupational centres may be or not profit-making in nature, depending on whether the profits are reinvested wholly into the institution itself or if some of them are allocated to another purpose of the owner company. The most common legal forms are, in order of importance, the association, the foundation and the co-operative.

2.2. Pursued goals

The purpose of occupational centres is to provide occupational therapy and personal and social adjustment services to handicapped people who, due to the severity of their disability, are unable to join a mainstream company or a special employment centre. Occupational centres are designed to constitute an appropriate means to help the disabled to overcome the obstacles they face on their way towards work integration when – because of their handicap - they do not have access to a job within a mainstream company or a special employment centre.

Occupational centres are seen as the step before the special employment centres or, in other words, as the first stage towards integration into the mainstream labour market for disabled people. Although they do not actually participate in the dynamics of the business market, they are guided towards producing objects, products or services.

According to data from the Ministry of Employment and Social Affairs, in 1995 there were 600 occupational centres throughout Spain.

2.3. Types of jobs provided

Occupational centres do not provide paid jobs to disabled people, although the latter may receive small gratuities for the productive activities carried on. However, they hire professionals who are qualified to work with disabled people.

2.4. Weight of training

In occupational centres, training is the most important element, as evidenced by their objectives of occupational therapy and in the field of personal and social adjustment services. Occupational therapy is to be understood as those non-productive activities carried out by the disabled, depending on their condition, working with objects, products or services which are not normally the subject of market transactions. Personal and social adjustment services provide the disabled with increased personal skills and help them reach a higher degree of adaptation in their social relationships.

The methodologies behind these activities are designed to help the disabled move into productive work at some point in the future.

2.5. Types of employed workers

The requirements that the disabled must fulfil in order to enter an occupational centre are the following: to be of working age, to have been assessed and certified accordingly by the multi-disciplinary teams referred to in the LISMI, and to have a reasoned decision from the multi-disciplinary team stating that, given the severity of the disability, employment in an enterprise or in a special employment centre is impossible and that it is thus necessary for the person to join an occupational centre.

2.6. Types of resources

Resources may be monetary and non-monetary. Although volunteers constitute a sizeable body in terms of number of persons, monetary resources predominate.

Occupational centres promoted by public authorities are financed through their own budgets. Nevertheless, centres which are dependent on local corporations may be funded through credits allocated for that purpose within the budgets of public bodies.

Not-for-profit institutions or private legal persons owning occupational centres may obtain maintenance grants allocated for that purpose by public authorities within their budgets.

2.7. Links with public policies

The link is established through the grants received from the competent Departments within the Autonomous Communities (in the case of Autonomous Communities for which full competences have been transferred), or from the Ministry of Employment and Social Affairs.

2.8. Basic Data

According to data from the Spanish Confederation of Organisations Supporting People with Mental Disabilities (*Confederación Española de Organizaciones en Favor de las Personas con Retraso Mental*, or FEAPS), in 1994 there were 493 occupational centres (members of FEAPS) in Spain, with 23,890 users and 3,422 professionals.

3. Relation to the EMES socio-economic criteria

3.1. A continuous activity producing goods and/or selling services

Although the occupational centres are directly market-oriented, they have a certain continuous activity producing goods such as paper and cardboard crafts, textiles, carpentry or ceramics.

3.2. A high degree of autonomy

Although occupational centres may depend upon public grants, they are not run – be it directly or indirectly - by public institutions, but by their promoters themselves.

3.3. A significant level of economic risk

The promoters of occupational centres assume the risk for their own economic activity. Their financial viability does not depend upon public authorities.

3.4. A minimum amount of paid work

Occupational centres have to recruit technical and support professionals in sufficient numbers and with the requisite qualifications. The disabled people cared for in these centres may receive small gratuities compatible with all types of allowance.

As in the special employment centres, the management team of occupational centres is composed of volunteers. In the case of foundations, the management board comprises the patrons who, in most cases, are the parents of the workers; assemblies are the management organ of associations and are formed by members; finally, the management board of co-operatives consists of the member workers who hold meetings to take decisions without receiving any remuneration in exchange.

3.5. An explicit aim to benefit the community

The main objective of occupational centres is the integration of physically, mentally and sensorially disabled people into the labour market and society in general.

3.6. An initiative launched by a group of citizens

Most occupational centres are private initiatives. The parents of disabled people join in order to develop instruments of occupational and social therapy, with the ultimate aim of creating jobs adapted to the needs of their children.

3.7. A decision-making power not based on capital ownership

Voting rights are not dependent on shareholding in the enterprise; the decision-making process depends on the legal form of the organisation.

3.8. A participatory nature involving the persons affected by the activity

The level of member participation will depend on the legal form adopted by the occupational centre. In the case of foundations, the members of the enterprise participate on the board of directors; in associations, the partners have decision-making power in the general assembly; in associated employment co-operatives, decision-making rests with worker members.

3.9. A limited profit distribution

Depending on their legal form, these organisations are characterised either by the restriction that profits are not to be distributed (foundations and associations), or that they may only be distributed up to a set limit (co-operatives).

4. The supporting umbrella structures

In the Spanish State the federative structures are organised at both State and Autonomous Communities level, with the structures at the Autonomous Communities level representing the State structures. The supporting structures are also sectoral organisations; in other words, they represent a certain group of disabled people.

The supporting umbrella structures listed below are the most relevant at State level; each of them is also represented at the level of the Autonomous Communities:

- Spanish Committee of Representatives of People with Disabilities (*Comité Español de Representantes de Minusválidos*, or CERMI);
- Spanish Confederation of Organisations Supporting People with Mental Disabilities (*Confederación Española de Organizaciones en Favor de la Personas con Retraso Mental*, or FEAPS);
- National Organisation for the Blind in Spain (*Organización Nacional de Ciegos de España*, or ONCE);
- State Coordinating Confederation for the Physically Handicapped in Spain (Confederación Coordinadora Estatal de Minusválidos Físicos de España, or COCEMFE);
- National Confederation for the Deaf in Spain (*Confederación Nacional de Sordos de España*, or CNSE);
- Spanish Federation of Parents and Friends of the Deaf (*Federación Española de Padres y Amigos de los Sordos*, or FIAPAS);
- Care Associations for People with Cerebral Palsy (Asociaciones de Atención a las Personas con Parálisis Cerebral, or ASPACE).

5. Innovative Features

Some Autonomous Regions (such as Catalonia) have added complementary services to those that have become their responsibility through transfer from the Spanish government competencies.

In 1990 Catalonia launched the social support system for labour integration (*sistema social de soporte a la integración laboral*, or SSIL) which governs the support services for the workplace integration of disabled people and its legal regime. This service is aimed at people with a 33 to 65% reduction in mental function; the aim is to encourage their social integration into the mainstream labour system. The system is based on an interdisciplinary team of psychologists, social workers and assistant monitors.

Enterprises of the Spanish National Organisation for the Blind

1. Brief historical description

The Spanish National Organisation for the Blind (*Organización Nacional de Ciegos de España*, or ONCE), was founded in 1938 with the institutional backing of the State, with the aim of achieving the full social integration of the blind and visually handicapped. ONCE brought together Spanish blind people from many associations across Spain. It obtained the recognition and protection of the State for setting up a lottery, the so-called "Coupons for the Blind". The income from the sales of Coupons funded the entity and gave employment to many of its members.

With the advent of democracy, ONCE extended its field of operation considerably, offering a wide range of services and creating a foundation and a business corporation.

Among the many different services it provides, some in particular are worth pointing out: the rehabilitation programmes, whose objective is to teach the person afflicted by blindness or a visual handicap to cope with day-to-day activities; the provision of free guide-dogs; the running of a research, development and blind rehabilitation centre, designed to produce the means necessary to allow blind people to reach personal independence (Braille lines, adapted IT equipment); basic social services and home support; the organisation of socio-cultural and sport activities.

In 1988, ONCE created the Foundation ONCE (*Fundación ONCE*), whose objective is the integration into society of people with disabilities other than visual, by means of employment and training. ONCE dedicates 3% of its gross income from coupon sales to fund its foundation. The instrumental entity Fundosa group (*Fundosa Grupo*) was created in 1989 in order to promote employment for disabled people; today this umbrella structure groups more than 73 private companies and 39 participant companies, with 147 work centres.

In 1993 various enterprises owned by ONCE were grouped together, giving birth to the ONCE business corporation (*Corporación Empresarial ONCE S.A.*, or CEOSA). The aim of this limited company is to extend and consolidate ONCE's economic activity in the business world by participating in, promoting and managing viable enterprises to generate jobs and support the integration of members (the visually disabled and people with other disabilities) into the workplace - provided they are qualified enough to be able to work effectively. CEOSA thus combines a social objective with the aim of achieving economic profitability.

ONCE created the Foundation for Solidarity with Blind People in Latin America (*Fundación para la Solidaridad con las Personas Ciegas de Latinoamérica*, or FOAL) in 1998; the objective of this foundation is to promote joint actions with the blind and visually handicapped in Latin American countries.

2. Key features

2.1. Legal form(s) and structure of ownership

- The ONCE Corporation (*Corporación ONCE*) is a not-for-profit corporation whose mission is to improve the quality of life of the blind and visually handicapped throughout Spain. It collaborates with the central Administration via the Spanish Treasury, the Ministry of Employment and Social Affairs and the Ministry of the Interior. The decision-making organs are the general council and the board of directors. The former is ONCE's highest organ of representation and governance; it is composed of 15 board members elected democratically every 4 years and it is responsible for defining the institution's broad lines of action for each term of office. The board of directors ensures that the decisions taken by the general council are carried out. Qua organ responsible for all the management, it handles the implementation of the plans of action and the programmes, the drawing up of budgets and the setting of the internal standards necessary to ensure that the organisation runs smoothly.
- The highest organ of governance and representation of the ONCE Foundation (Fundación ONCE) is the board of trustees, composed of 35 members appointed by the various national organisations for the disabled represented within the foundation (Spanish Committee of Representatives of People with Disabilities, Spanish Confederation of Organisations Supporting People with Mental Disabilities, State Coordinating Confederation for the Physically Handicapped in Spain, National Confederation for the Deaf in Spain, Spanish Federation of Parents and Friends of the Deaf), as well as a number of supporters freely appointed by the board of trustees itself (representatives from the Ministry of Employment and Social Affairs).
- CEOSA, created, as already mentioned, in 1993 as a limited company, incorporates several enterprises which were founded in order to promote ONCE's economic activity and to create an employment market other than the sale of coupons for its members.

2.2. Pursued goals

The general objective of the ONCE Corporation is the workplace integration and the training of visually disabled people. Via the ONCE Foundation, this objective is extended to all groups of disabled people. It is a market-orientated organisation. However, it should be pointed out that it is the only private organisation in Spain to run a lottery. The income from the sales of coupons enables it to provide social and cultural services to its members.

2.3. Types of jobs provided

The jobs supplied by ONCE are varied in nature. However, two main types may be defined:

- on the one hand, part of the jobs are linked to the lottery. In 2000 the sales of coupons gave employment to 23,000 people, 15,000 of whom were members and 8,000 sighted disabled. The people selling the ONCE coupons are organised as

outworkers; they give ONCE a commission for the technical support work it carries out;

- on the other hand, in the ONCE Foundation, job creation is carried out via the Fundosa group of enterprises (subsidiary enterprises and investees) but also in collaboration with mainstream enterprises, with organisations for the disabled or with organisations supporting self-employment. In 2000 it had a staff of 11,300 workers, 69% of whom were disabled. The "Inserta Programme" is worth mentioning; this programme seeks to introduce disabled employees into mainstream, non-ONCE enterprises across different business sectors (Alsa, IBM, Amena, McDonald's, Jazztel, Dia, BBVA, etc.). Mainstream enterprises within Corporación ONCE S.A. (such as Copisa, Oncisa, Ceosar, etc.) also provided work to 17,843 professionals and 1,360 disabled people in the year 2000.

2.4. Weight of training

For the ONCE Corporation, academic and vocational training is a key requirement when it comes to finding a job which will contribute to a disabled person's development and social integration. ONCE provides specific educational support services for blind and deaf children and young people, and vocational training courses in a number of specialist fields. These services are provided via 5 educational resource centres and a University School of Physiotherapy, or they are services integrated within mainstream teaching centres.

During the period 1999-2000, ONCE supported 3,765 adaptations of study areas for a total cost of 3.17 million euros, 4,474 grants and 2.46 million euros in aid.

In 2000, 565 courses were organised; they were attended by 6,403 students.

2.5. Types of employed workers

- The visually disabled meeting certain requirements: a visual acuity equal to or less than $1/10^{th}$ on the Wecker scale after the best possible optical correction has been applied and a visual field restricted to no more than 10 degrees. On 31 May 2001, the member census registered 60,342 people.
- The physically, mentally and sensorially disabled.

2.6. Types of resources

- Sales of the ONCE coupons;
- ONCE Corporation: financial resources deriving from business activities;
- ONCE Foundation: resources from the Ministry of Employment and Social Affairs, from ONCE (3 % coupon profits) and from federations of disabled;
- Fundosa consulting.

2.7. Links with public policies

ONCE is an organisation which came about through political will. The main source of funding is the ONCE coupon, which is tremendously popular in Spanish society. Until some 20 years ago, most Spaniards bought a coupon every week. However, with the

advent of democracy, many more lotteries were created and the ONCE coupon lost some of its popularity.

It should be pointed out that if the State decided to deprive ONCE of the right to sell this lottery, a large part of the business fabric which this corporation has established would disappear. One immediate consequence would be that blind people in Spain would lose their jobs.

ONCE may be seen as a so-called quango (quasi-autonomous, non-governmental organisation).

2.8. Basic Data

In 1999 an agreement was reached with the Government, whereby the ONCE Foundation should have as its objective the work integration of disabled people and the removal of architectural barriers preventing the achievement of this integration. ONCE channels 70% of its budget to its employment and training plan: in 2000, 66.11 million euros were allocated to projects aiming at creating and consolidating employment and training.

In 2000 the Concesa business corporation had a turnover of 683.54 million euros. It was active in numerous economic sectors: construction (Copisa), property (Oncisa), services (Ceoser, Grupo Vinsa, Grupo Pilsa), tourism (Confortel Turisme, Viajes 2000), security (Seguronce), cleaning, insurance, street furniture.

3. Relation to the EMES socio-economic criteria

3.1. A continuous activity producing goods and/or selling services

ONCE is a market-orientated organisation with diverse commercial activities, but its coupon sales are particularly worth mentioning. Additionally, the enterprises within Grupo Fundosa and the Corporación ONCE S.A. (CORPESA) are involved in various economic sectors. CORPESA has enterprises in the construction, property, hotel, tourism and security sectors.

3.2. A high degree of autonomy

Enterprises of the ONCE group enjoy a high level of autonomy, although representatives from the Treasury, the Ministry of Employment and Social Affairs and the Ministry of the Interior sit on their general council.

3.3. A significant level of economic risk

The promoters, basically the general council and the board of directors, assume the risk for their economic activity, but enjoy strong institutional support.

3.4. A minimum amount of paid work

The ONCE business group is a major business holding, so most of the work is wage-earning. Coupon sales provide salaried work to disabled people, most of whom are visually impaired. In 2000, the ONCE Foundation, via the Fundosa group of enterprises, mainstream enterprises, disabled organisations, *inter alia*, provided paid work to 11,300 workers, 69% of whom were disabled. Finally, the enterprises within Corporación ONCE S.A. (Copisa, Oncisa, Ceosar, etc.) operate as mainstream enterprises offering work to both disabled and non-disabled people.

3.5. An explicit aim to benefit the community

The organisation's objective is to integrate visually disabled people and people with other disabilities (physical, mental and sensorial) into society and the workplace.

3.6. An initiative launched by a group of citizens

ONCE is an organisation which, at the outset, united various associations for the blind across the Spanish State. Nevertheless, it was founded on the initiative of the State, and holds the public concession of an official lottery.

3.7. A decision-making power not based on capital ownership

The ONCE Corporation is a not-for-profit business organisation with special legal status. It is an example of quango.

3.8. A participatory nature involving the persons affected by the activity

The ONCE Corporation is partly composed of representatives from the Ministry of Employment and Social Affairs, the Treasury and visually handicapped people.

Within the ONCE Foundation, the board of trustees is the decision-making body. It comprises representatives from the ONCE Corporation, state federations of organisations for the disabled and members of the Ministry of Employment and Social Affairs. The ONCE Foundation is a multi-stakeholder organisation.

3.9. A limited profit distribution

The ONCE Corporation includes some venture capital type enterprises. The majority, and sometimes sole, shareholder is the ONCE Corporation. These enterprises do not distribute profits.

4. The supporting umbrella structures

The ONCE Group is a member of the Spanish Confederation of Employers in the Social Economy (*Confederación Empresarial Española de la Economía Social*, or CEPES).

5. Innovative Features

The main innovative feature to point out is that over the last 25 years, the ONCE Corporation has become a very important holding and financial corporation in Spain. It has grown from a structure providing social services support for people with sight problems, to become a leading holding corporation run by these very people with sight problems. It has become a holding group with tremendous political clout.

It is the leading organisation among the enterprises and organisations representing all people with recognised disabilities in Spain.

Social Integration Enterprises for People at Risk of Social Exclusion

1. Brief historical description

In Spain, enterprises for the social integration of marginalized people are not regulated at State level, although there is a growing demand for statutory regulation on the part of the promoters of social enterprises and certain political groups. We are currently witnessing some attempts at self-regulation in some Autonomous Communities, as in the case of the Basque Country.

2. Key features

2.1. Legal form(s) and structure of ownership

When the first social integration enterprises for people at risk of social exclusion were born, in the mid 1980s, they took the legal form of associations, basically because that involved fewer formal incorporation and running costs. Over time, the promoters came to consider other legal forms, providing greater institutional recognition, such as foundations, workers' co-operatives and co-operatives.

In the period 1997 - 2000, the Centre for Social Economy Initiatives (*Centro de Iniciativas de la Economía Social*, or CIES) conducted three accounting analyses (also including, for the year 2000, an environmental and social balance analysis) for a group of enterprises working on various initiatives in self-employment, occupational workshops and integration, training and environmental education (the *Asociación Española de Recuperadores de la Economía Social y Solidaria*, or AERESS). AERESS is involved in the collection and transformation activities, as well as the sale of objects and materials derived from solid urban waste, and especially the collection of so-called special waste.

Due to the scant information provided by the federations and entities dedicated to integrating people at risk of social exclusion into society and the workplace, this document will use the data from the survey conducted in 19 AERESS enterprises in 1999 as an example and an indicator of the distribution and the characteristics of social integration enterprises for people at risk of social exclusion.

Aa far as the legal formula is concerned, 8 of the 19 enterprises analysed were foundations, 6 were employment co-operatives, 3 were associations and 2 were limited companies.

For all intents and purposes, both the bills discussed in the Spanish Congress of Deputies and the existing autonomous regulations define integration enterprises as legal persons with a commercial company form. However, the role of associations and foundations is recognised by the law, since it is also stated that social integration enterprises must be promoted by public or non-profit-making entities.

2.2. Pursued goals

The objective of social integration enterprises is not to accumulate wealth by running a company, but to offer employment to those people who are systematically excluded from the labour market. These enterprises are seen as stepping stones to the mainstream labour market, in the belief that the true integration of people who are not readily employable will take place when they find a job and stability within this market.

These enterprises are market-orientated; they work alongside the traditional private enterprises and use work to facilitate the integration of people who are not readily employable.

2.3. Types of jobs provided

Social integration enterprises are seen as stepping stones to the mainstream labour market, which is why they use so many temporary employment contracts of 1 or 2 years of duration. During this time, the employed people receive training and preparation for the labour market. Nevertheless, there are also open-ended contracts, since the objective of some integration enterprises for people at risk of social exclusion is to provide lasting employment to people with socio-professional problems.

2.4. Weight of training

This type of enterprise provides people who are not readily employable with a professional and personal training. This training is vital to help them to behave "normally" in society and to develop their skills, in order to reduce or eliminate their disadvantages in relation to average productivity in the market. In 1999, the 19 surveyed entities allocated on average 2% of their costs to training.

2.5. Types of employed workers

The additional provision of the Act reforming the employment market sets at 30% the maximum percentage of workers belonging to groups of people at risk of social exclusion that an integration enterprise has to recruit (a percentage sufficiently high for the enterprise to be considered as an integration enterprise but not so high that the business becomes unviable, given the low productivity of these workers). Nevertheless, some autonomous guidelines massively exceed this percentage, imposing in some cases the recruitment of 75 % of workers at risk of social exclusion.

In 1999, the 19 enterprises mobilised 1,132 people, of which 714 were on employment contracts, 133 were volunteers and 285 were grant-aided people. Of the 714 employment contracts, 72% were for men and 28% for women.

According to Law 12/2001 (9 July), introducing urgent measures to reform the employment market to increase employment and improve quality, the groups at risk of social exclusion are those people receiving the minimum integration income or other payment of a similar nature, people who theoretically should receive the minimum integration income but do not do so because of their failure to meet some formal

requirement, young people aged between 18 and 30 coming from child protection facilities, drug addicts in rehabilitation and people who are in or have just left prison institutions.

In general, the entities surveyed do not specialise in a specific group. Most of them depend on a relationship with the social services in each area. They work with young drug addicts, immigrants, single mothers or people under an open prison regime.

2.6. Types of resources

The economic activity of the enterprises has a clear market orientation; an important and growing part of the business income comes from commercial activities within the private or public markets. In 1999, the income for the 19 enterprises was divided as follows: 51 % of income originated from the private market; the public market (contracts and European Union community projects) represented 33 %; grants accounted for 13 % of the total income, and other income for 3 %.

To summarise, integration enterprises do not survive on public grants, but mainly on the sale of goods and services to the market.

2.7. Links with public policies

To promote the recruitment of people at risk of social exclusion, the regulatory text cited in paragraph 2.5. provides that the company may benefit from an allowance of 65% from social security contributions. This allowance is intended for not-for-profit enterprises and entities providing open-ended employment contracts. The maximum duration of this allowance is 24 months.

3. Relation to the EMES socio-economic criteria

3.1. A continuous activity producing goods and/or selling services

Social integration enterprises, as already mentioned, are market-orientated; they work together with the traditional private enterprises and use work to facilitate the integration of people who are difficult to employ. These are enterprises conducting continuous economic activity, and the production of goods and services represents one of the main reasons for their existence. In 1999, the 19 enterprises surveyed handled 8.41 million euros.

3.2. A high degree of autonomy

These enterprises are created voluntarily by a group of people and they are run by them as independent entities.

3.3. A significant level of economic risk

The promoters of a social integration enterprise assume the business risk for their initiative. Its financial viability depends on the personal efforts of its members and workers.

3.4. A minimum amount of paid work

Social integration enterprises combine monetary and non monetary resources, volunteers and paid workers. Nevertheless, the business carried out by the enterprises requires a minimum level of paid workers: in 1999 the 19 surveyed enterprises employed 714 people.

3.5. An explicit aim to benefit the community

One of the main objectives is to serve the community or a specific group of people. These enterprises also seek to promote a sense of social responsibility at the local level.

3.6. An initiative launched by a group of citizens

Social integration enterprises are community-inspired and locally-based initiatives which are flexible enough to adapt to the individual needs of people with disadvantages. The majority of promoters are family collectives, Christian communities, community associations or self-employment schemes which, when identifying a gap in the market, create an enterprise with the objective of providing services to people with social disabilities.

3.7. A decision-making power not based on capital ownership

Voting rights are not dependent on shareholding in the enterprise, but they do depend on the legal form of each enterprise: foundations' decision-making process is based on boards of directors; in associations, decision-making power is the hand of the members; in employment co-operatives, the power lies with the working partners, as it does in workers' co-operatives, where the workers are the ones who hold the decision-making power.

3.8. A participatory nature involving the persons affected by the activity

The compliance with this criterion depends on the legal form adopted by the integration enterprise. If it is an association or a workers' co-operative, promoters and users may sit on the management bodies. If the legal form is that of a foundation, the promoters belong to the management bodies.

3.9. A limited profit distribution

These organisations may either be characterised by the restriction that profits are not to be distributed, or by the fact that they may distribute profits only up to a set limit. In the case of foundations and associations, the distribution of profits is limited to profits to be reinvested as equity or reinvested into the company itself. Nevertheless, employment co-operatives and limited companies may distribute profits among the working members.

4. The supporting umbrella structures

At the State level, the national structure which represents these entities is the Spanish Federation of Integration Enterprise Entities (*Federación Española de Empresas de Inserción*, or FEEDEI). Its founder members include:

- Caritas Española;
- the Spanish association of recyclers in the social and solidarity-based economy (*Asociación Española de Recuperadores de la Economía Social y Solidaria*, or AERESS),
- Traperos de Emaus Donosti (rag collectors),
- Madrid association of integration enterprises (*Asociación Madrileña de Empresas de Inserción*, or AMEI)
- the Catalonian association of recycling enterprises in the social and solidarity-based economy (Asociación Catalana de Empresas Recuperadoras de la Economía Social y Solidaria, or ACERESS).

The structures created at the Autonomous Communities level must also be taken into account; this is for example the case of ACERESS (mentioned above) and the Coordinating Association for Integration Enterprises in Catalonia (Asociación Coordinadora de Empresas de Inserción en Catalunya).

5. Innovative Features

The scant institutional recognition of this type of enterprise has triggered a growing cry for regulation of social enterprises for marginalized people. This regulation should define the legal form which would be the most appropriate for integration enterprises and it should regulate the social and employment aspects.

The tendency of some existing autonomous regulations is to consider as integration enterprises legal persons with a commercial company structure, even if they must be promoted by public or non-profit-making entities.

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