

National strategy for employment 2021-27

POLICY DEVELOPMENT

STRATEGY/ACTION PLAN

 ROMANIA

Timeline

2021 Approved/Agreed

2022 Implementation

2023 Implementation

2024 Implementation

2025 Implementation

ID number 44150

Background

Many adults in Romania have low or no qualifications, and low literacy and numeracy skills. The country ranks last in the EU in terms of the share of people with basic or above basic general digital skills (31% in 2019, compared to the EU average of 56%). The number of employees with low qualifications and basic skills (literacy, numeracy and digital) has remained practically unchanged in recent years. According to the data from the 2021 EU Labour Force Survey, there are over three million low-qualified adults (28.7%) in Romania, which is more than a half of all employees.

Access and participation of low-skilled adults in education and training is still a challenge. In 2019, only 1.3% of adults had a recent learning experience, one of the lowest levels in the EU, significantly below the EU average of 10.8%, according to Eurostat. In 2020, Romania continued to have the lowest adult participation in learning activities in the EU (1.0%, well below the EU average of 9.2%). In 2021, the share of the population aged 25-64 participating in education and training was 4.9% (2021 EU Labour Force Survey). Active labour market policies aim to bring the unemployed into the labour market as quickly as possible, but they do not always offer flexible and personalised opportunities for updating skills.

Objectives

To increase employment of 20 to 64-year-olds to 75% through activation measures for the unemployed, especially long-term, young people not in employment, education or training (NEETs), rapid and quality job transitions for young graduates, developing human resources, stimulating entrepreneurial culture, entrepreneurship and creation of new opportunities and jobs.

Description

The National strategy for employment 2021-27 outlines an integrated vision of labour market demand and supply policies.

It was designed to respond to the European priorities set in the European package of

measures for more social cohesion and in the European Green deal promoting measures to address climate change challenges, and to the national priorities set to diminish and limit the effects of the COVID-19 pandemic on the economy and labour market.

The strategy was developed in a challenging economic time. It needs to support the recovery of the labour market after the COVID-19 crisis and continue the previously implemented policies, including Youth Guarantee actions.

It is based on social innovation, models of public and private services and partnerships to offer adapted solutions and comprehensively address the increased societal complexity of contemporary Romania.

The strategy proposes a multi-annual framework plan with measures to be implemented by 2027, with the support from the State budget and EU programmes.

The strategy sets the following governing principles to fund the implementation of the planned measures, including transparency, participation, accountability, effectiveness and coherence.

The strategy is implemented through annual action plans updated within the multi-annual framework and taking into account the evolving challenges to the labour market and the national and European strategic context. The main actions should be inclusive (support the workforce and NEETs), address modernising and strengthening labour market institutions to create a sustainable, flexible, operational and resilient workforce, and strengthen CVET/adult learning for better matching labour market demand.

The labour ministry together with stakeholders involved and the National Agency for Employment (ANOFM) implement the strategy.

2021 Approved/Agreed

The strategy was approved in 2021.

2022 Implementation

In 2022, the National Agency for Employment (ANOFM) coordinated the implementation of three dedicated ESF projects supporting the strategy implementation.

The eSPOR project aimed to introduce online services, instruments and simplified procedures for creating a unique platform integrating services for employers in their relationship with ANOFM and its services.

The Case management project aimed to introduce an online digital application for jobseekers (create profile, guide and counsel them and make appointments for services) and reduce bureaucracy.

The ReConnect project, jointly implemented by IVET and CVET stakeholders, aimed to create a platform for anticipating and monitoring labour market needs, and evaluating VET policies.

2023 Implementation

In 2023, main activities addressed the labour shortage by activating the potential labour force, with a special focus on young people and women.

In 2023, eSPOR initiative updated the methodology for the labour market analysis. 42 analyses for 2020-21 and 42 analyses for 2021-22 were published at county level capturing the status of employment/unemployment and labour market needs. A tool for analysis of the behaviour of an employer (profiling employers) was also created.

Experts have discussed and advised employers how to identify and publicly announce their demand for competences / competence profiles of potential employees. Based on

these consultations a frame of competences was created. 7 364 competences were defined for 692 occupations.

An online employer questionnaire about their future labour force needs was launched. Two short-term and one long-term forecasts followed the survey. They analysed the labour market developments, including active employment trends by county.

The single service delivery platform (puls.anofm.ro) was made available for job-seekers.

In 2023, 'Case management - labour market inclusion process' project, carried out a comprehensive analysis of the public employment service procedures and resources, based on which two new procedures were designed: a procedure for information and counselling and a case management procedure.

To implement the new procedures, the following tools were developed: worksheets for information and counselling and guidance/workplace integration, individual plan/information and counselling file, case management worksheets, individual plan/case management file.

The national profiling procedure of 2018 was modified by including family, medical, and personal circumstances as well as readiness to participate in training, availability for mobility, and individual's motivation in determining the employability level.

The new developed procedures on information and counselling, profiling and case management were tested for 12 months until May 2023. Regular consultations were organised with the local public employment services to optimise them. External experts in psychology and sociology helped validate and improve the new procedures.

In 2023, ReConect platform was launched. It helps employees of the National Agency for Employment and their partner organisations coordinate the provision of information about education enrolments by age, gender, attainment as well as graduates, employees, the unemployed, etc.

2024 Implementation

Increasing the employment and combating the unemployment were the national priorities in 2024.

The monitoring and evaluation report of the strategy was being prepared to be published in 2025.

In 2024, the National Agency for Employment contributed in strengthening interinstitutional cooperation to better match education and training with the labour market needs. As a result, the government established the responsibilities of the authorities and public institutions involved in ensuring the operation of the integrated anticipation, monitoring and evaluation mechanism of the labour market and education.

The agency also established a new profiling procedure which became mandatory for all its territorial structures. Also, an important improvement was made in provision of counselling services as well as in the developing of a new case management procedure.

The integrated portal (PULS) was updated. This included a two-way communication with clients, online requests, documents, direct interaction between employers and the unemployed; candidate profiling through assessment tools, online appointments, collecting and offering data about the labour market to the platform users; online questionnaire functionality.

Under the coordination of the labour ministry, the National Agency for Employment implemented key employment and skilling initiatives, with 14 761 adults participating in professional training programmes in the first nine months of the year. Employment stimulation measures facilitated the integration of 143 147 individuals into the labour

market. Regarding support for Ukrainian refugees, 23 517 Ukrainian citizens registered with the territorial employment agencies for counselling and job mediation services between February 2022 and October 2024, with 3 213 successfully placed in various sectors, including manufacturing, construction, hospitality, IT, and social services. Additionally, 708 employers expressed willingness to hire Ukrainian citizens, offering 5 956 job vacancies.

2025 Implementation

By the end of October 2025, the National Agency for Employment supported training for 11 969 adults, including 8 168 unemployed persons and 1 875 persons who received training in a form of workplace apprenticeship.

Free of charge training courses were offered: almost 55% of them were designed for skilling and upskilling, 31% addressed basic skills, advanced/ specialisation courses and 14% addressed transversal skills.

66% of the unemployed who received training were women, 58% had IVET, upper secondary or post-secondary education level, and 17% had higher education diploma.

New literacy and numeracy courses were designed for persons without upper secondary qualifications. To facilitate labour market insertion as qualified staff of persons who did not have the minimum education level, combined actions were taken: first they were included in literacy and numeracy courses, then in qualification courses (EQF levels 1-4).

A total of 1 875 apprenticeship contracts were concluded in 2025, with significantly more women (1 238) over men (637). Most of them were co-funded by the EU.

Bodies responsible

- Ministry of Labour and Social Solidarity
- Ministry of Labour and Social Protection (until 2021)
- Ministry of Education
- Ministry of National Education (until 2021)
- National Qualifications Authority (ANC)
- National Agency for Employment (ANOFM)

Target group

Learners

Young people (15-29 years old)

Young people not in employment, education or training (NEETs)

Learners at risk of early leaving or/and early leavers

Adult learners

Unemployed and jobseekers

Persons in employment, including those at risk of unemployment

Low-skilled/qualified persons

Entities providing VET

Companies

Small and medium-sized enterprises (SMEs)

VET providers (all kinds)

Other stakeholders

Social partners (employer organisations and trade unions)

National, regional and local authorities

Thematic categories

Governance of VET and lifelong learning

Coordinating VET and other policies

Engaging VET stakeholders and strengthening partnerships in VET

Establishing and developing skills intelligence systems

Modernising VET offer and delivery

Acquiring key competences

Integrating digital skills and competences in VET curricula and programmes

Supporting lifelong learning culture and increasing participation

Providing for individuals' re- and upskilling needs

Lifelong guidance

European priorities in VET

VET Recommendation

VET agile in adapting to labour market challenges

Subsystem

IVET CVET

Further reading

[National strategy for employment 2021-27](#)

[National Agency for Employment / ANOFM, Press release, December 22, 2022](#)

[ReCONNECT project page](#)

[ReferNet Romania; Cedefop \(2023\). ReCONNECT project anticipates and monitors labour market needs, and evaluates VET policies. National news on VET](#)

[Government Decision no. 369/April 2024 regarding the establishment of the responsibilities of the authorities and public institutions involved in ensuring the provision of data for the interconnected online platform ReCONNECT \(2024\)](#)

[National Agency for Employment / ANOFM \(2023\): Single Service Delivery Platform \(PULS\)](#)

[Ministry of Labour and Social Solidarity \(2024\), Report on monitoring and assessment of the National Strategy on Employment implementation in 2023](#)

[National Agency for Employment / ANOFM , Press release, 2023: Completion of ReCONNECT project](#)

[National Employment Agency/ANOFM, 2023: Online campaign to promote the tools and services offered by the SPO to its clients, through the project eSPOR](#)

[National Employment Agency/ANOFM, 2023:Case management project - Labor market](#)

[inclusion process - Newsletter 1](#)

[National Employment Agency/ANOFM, 2023:Case management project - Labor market inclusion process - Newsletter 2](#)

[National Employment Agency/ANOFM, 2023: Dissemination of project results"SPO relationship with employers - eSPOR"](#)

[National Agency for Employment / ANOFM , Press release, 2024:ReCONNECT platform and inter-institutional cooperation](#)

[National Agency for Employment / ANOFM , Press release, October 2024: Adults included in training courses from January-October 2024](#)

[National Agency for Employment / ANOFM , Press release, October 2024: Labour market insertion of migrants/refugees from Ukraine](#)

Related policy developments

2025 Implementation

National strategy for adult training 2024-27

The Ministry of Labour and Social Solidarity has drafted the National strategy for adult training 2024-27. The strategy was approved by the Government in December 2023. The strategy development was co-financed by the EU (Erasmus+).

 ROMANIA

Type of development

Strategy/Action
plan

Subsystem

CVET

2025 Design

Individual learning accounts

The pilot implementation started in the construction sector.

 ROMANIA

Type of development

Practical
measure/Initiative

Subsystem

IVET CVET

2025 Implementation

Transferable credit system

The development of the transferable credit system includes methodology for granting transferable credits for the professional training of adults including categories of skills to be considered for certification of competences: key, technical and occupation-related.

 ROMANIA

Type of development

Regulation/Legislation

Subsystem

CVET

2021 Completed

Support for adults acquiring key competences

The 2015-20 lifelong learning strategy addressed the acquisition and validation of key competences that help early leavers from education to find jobs. The measures included revision of the validation methodology, quality assurance and training of staff in assessment centres of prior learning.

 ROMANIA

Type of development

Practical
measure/Initiative

Subsystem

CVET

2025 Implementation

Promoting entrepreneurship competence in VET

The National Centre for TVET Development registers new training firms and corresponding activities annually.

 ROMANIA

Type of development

Practical
measure/Initiative

Subsystem

IVET

2021 Completed

Youth guarantee implementation plan 2017-20

Since 2016, the Youth guarantee implementation plan has put emphasis on initiatives that combine employment with training of the workforce, which gives young people the opportunity to improve their skills obtained during initial education and to acquire new skills

through participation in apprent

 ROMANIA

Type of development

Strategy/Action
plan

Subsystem

IVET CVET

2025 Implementation

Referencing the national qualifications framework to EQF

The Romanian national qualifications framework was referenced to the EQF in April 2018 and the next revision of the referencing report is foreseen to take place in 2023.

 ROMANIA

Type of development

Regulation/Legislation

Subsystem

IVET CVET

2025 Approved/Agreed

Developing mechanisms for recognition of prior learning

In 2018, the regulatory framework for validation and recognition was revised with a view to introducing QA measures for validation and recognition.

 ROMANIA

Type of development

Regulation/Legislation

Subsystem

IVET CVET

2025 Design

Developing a methodology for quality assurance in CVET

Since 2017, the labour ministry has taken over the coordination of authorising vocational training providers and started drafting the legislation on quality assurance in adult learning.

 ROMANIA

Type of development

Regulation/Legislation

Subsystem

2021 Completed

Lifelong learning strategy 2015-20

Lifelong learning strategy 2015-20 was adopted in 2015. It addressed the need for strengthening partnerships between VET providers and enterprises, to increase the quality and labour market relevance of VET.

 ROMANIA

Type of development

Strategy/Action
plan

Subsystem

CVET

2025 Implementation

Incentives for companies to provide dual VET

In December 2016, tax incentives (deductions) for businesses involved in dual IVET were introduced (government Emergency Ordinance No 84/2016):

 ROMANIA

Type of development

Practical
measure/Initiative

Subsystem

IVET

“ ... ” Cite as

Cedefop, & ReferNet. (2026). National strategy for employment 2021-27: Romania. In Cedefop, & ReferNet. (2026). *Timeline of VET policies in Europe* (2025 update) [Online tool].

<https://www.cedefop.europa.eu/en/tools/timeline-vet-policies-europe/search/44150>