

New approach to training needs anticipation



Timeline



ID number 29496

Background

Skills anticipation in Spain regularly takes place at different levels and bodies, and involves substantial stakeholder/social partner engagement but lacks coordination. Labour market and skills analysis was primarily based on labour force survey (LFS) statistics, administrative data on employment and registered unemployment collected by employment authorities, and ad hoc surveys carried out by public or other types of institutions, which can take a sectoral or more general approach.

Law 30/2015, of 9 September, regulating the vocational training system for employment under the remit of the labour ministry (*Sistema de formación profesional para el empleo en el ámbito laboral*), undertook a comprehensive reform of VET from the labour perspective and established a training model for workers (employed and unemployed) and companies in the whole national territory, observing the Autonomous Communities' legal framework.

The system for monitoring and forecasting labour market needs was reinforced to make it more efficient and able to identify changes in demand for skills in the Spanish production system, whether specific, transversal or basic. It also envisaged the establishment of a multiyear scenario to serve as a framework for strategic planning and as reference for the programming and funding of all the training in the employment system as well as its evaluation.

Law 30/2015 also reformed the joint sectoral commissions (*Comisiones Paritarias Sectoriales*, CPS), in place since 1993, into joint sectoral structures (*Estructuras Paritarias Sectoriales*, EPS), made up of the representative business and union organisations in each relevant sector. The idea is to pass from the previous 90 CPS to a more manageable number of 23 EPS representing larger sectors. Their main task is to anticipate training needs, and propose sectoral training based on their knowledge of the real productive environment.

Description

In order to set out Law 30/2015, with the change of government in 2018, a new approach started to develop, which seeks all major stakeholders to work together:

- (a) setting up a national network, including social partners and VET representatives,

- based on identified sectors;
- (b) conducting innovative experimental approaches to vocational training;
- (c) cooperating with qualifications and pedagogic institutes;
- (d) establishing links with relevant external bodies and doing research.

The analysis of economic trends and forecasts and of skills and qualifications of the labour force is to be used to identify priority objectives and indicators for evaluation. The intention is to include a multiyear estimate projection of public funding to meet the real training needs of businesses and workers.

The registry comprises the offer of publicly financed training for the entire labour force. Policymakers and public authorities can use it to design training offers within the remit of the labour ministry.

2019 Design

In the first half of 2019, new legal provisions were published setting out certain aspects of Law 30/2015: Order 283/2019 regulating the structure and content of the Catalogue of training specialities and Order TMS/369/2019 for the Register of training entities. The Catalogue of training specialities is intended to be used in the programming and execution of training activities within the vocational training system for employment. Based on this catalogue, each competent public authority can offer the training that best meets the needs and priorities within their management scope.

A first coordination meeting in September 2019 gathered all main stakeholders to decide on a joint proposal for the methodology to use for skills needs detection and their conversion into training specialities:

- (a) the Observatory of Occupations of SEPE, whose tasks in analysing and identifying training needs include reporting on changes in economic activity and occupations;
- (b) the national reference centres for vocational training (*Centros de referencia nacional*, CRN), which specialise in the different productive sectors;
- (c) the joint sectoral committees, (by Law 30/2015), composed of the most representative employers' organisations and trade unions at the sector level;
- (d) the Department for Training provision and Certification of the SEPE, responsible for the Catalogue of training specialities;
- (e) the State Foundation for Training in Employment (FUNDAE), a public body comprising the State General Administration, the regions and the most representative employers and trade union organisations.

Different sectoral groups were organised to continue the work. A second seminar took place in November 2019 on good practices and bench learning within the national employment system on the skills needs to fill job vacancies, now and in the future, as a result of the creation of new jobs, new needs resulting from technological developments and of job replacements. A working group a member from the ICT joint sectoral structure was set up to move forward with a methodological basis applying design thinking techniques.

2020 Design

A meeting at the end of February 2020 brought together general directors of public employment services and training managers at regional and State levels, members of Fundae's Board, as well as representatives of business and union organisations, managers from SEPE, universities and companies. The objective was to favour good practices in the detection of training needs.

Several coordination events were held to facilitate the articulation of the different agents' roles in the determination of training needs in a shared knowledge space. At these meetings, sectoral information from SEPE's Observatory of Occupations, along with the specifications for registering new training specialities in the Catalogue of training specialities of the national employment system and the structure of these specialities' training programmes were provided.

In addition, a workshop took place on the methodology for the development of training programmes for the network of national reference centres. Two sectoral working groups, as pilot projects, were set to analyse all the relevant information about the labour market and skill needs to determine:

- (a) the relevance and validity of the training specialities included in the catalogue, in relation to content, length, materials and facilities. Timelines of the proposed training specialities;
- (b) a proposal for the inclusion of new specialities in the Catalogue to respond to identified needs that have not yet been included;
- (c) priority sectors and groups;
- (d) emerging and priority training actions;
- (e) the quantitative estimate of the number of workers affected by the training needs;
- (f) the main territorial areas of training delivery.

2021 Design

12 working meetings, coordinated by SEPE and Fundae, have been held in the hospitality and tourism, construction and commerce sectors and in the electrical industry.

Sectoral Joint Commissions (CPS) - made up of the leading employers' associations and trade unions in the corresponding sector - met during 2021 to draw up their proposals for new training specialities in response to training needs identified in each sector; overall, 380 new specialities have been identified. Fundae's technical services reviewed and characterised these training specialities to add them to the catalogue of training specialities.

In December 2021, Fundae released a tender to establish a methodological tool for identifying training needs to be used by all agents involved in vocational training for employment under the labour remit (*sistema de formación profesional para el empleo en el ámbito laboral*), and as a tool for sharing the results with companies and workers. The measure is delivered through component 23: New public policies for a dynamic, resilient and inclusive labour market, which is part of the National recovery and resilience plan. The aim is to anticipate changes in the labour market, including those linked to digital transition, to ease access to training for skills in demand and to support the personal and professional development of workers, as well as companies' competitiveness.

2022 Design

In 2022, the development of the training needs anticipation tool will continue. It is financed by the National Recovery Plan, component 23. New public policies for a dynamic, resilient and inclusive labour market.

In September 2022, the successful tenderer started the development of the methodology, analysis of sources and periodicity of data extraction for the identification of training needs. The project is expected to be completed by June 2025. Fundae awarded a second project to an external contractor in 2022 for a 'service for the identification, collection and analysis of data on training needs in digital skills through various databases and sources, with the possibility of periodic updating'. The aim was to identify and study ICT profiles to address the need to strengthen and broaden digital skills across all sectors. The first report was presented in December 2022.

2023 Approved/Agreed

With the shift of vocational training competences to the education ministry and the publication of Royal Decree 659/2023, of 18 July, which developed the organisation of the Spanish VET system, a new approach to training needs anticipation was established in Spain based on the creation of data-driven mechanisms to predict the need for skills and professions in demand in the coming years.

Taking into account the legal framework and initiatives set by the education ministry, the planning and programming of the vocational training provision financed with public funds also corresponds, according to the organisation of regional competences, to the competent authorities in each of the Autonomous Communities in their respective spheres of action of vocational training for both young people and workers, employed and unemployed. In any case, the planning and programming of the vocational training provision in a territory must be carried out in a coordinated and joint manner among the involved authorities, in partnership with local stakeholders (mainly, the most representative business and trade union organisations and, where appropriate, other actors in the corresponding territory). Specific examples of state initiatives for identifying skills needs are the state centres of vocational excellence and the state strategic commission on VET (part of the General Council for Vocational Training structure), which provide the ministry data and help identify the training needs of the vocational training system's active population.

This approach addresses both the initial training requirements of young people and the ongoing training needs of workers. It uses labour market analysis, sectoral studies, and emerging technology trends to create a framework for regularly updating VET curricula.

One example of this new approach and framework was the signing of a collaboration agreement in April 2023 between the education ministry and major technology companies (Accenture, IBM, Microsoft Spain, Experis ManpowerGroup, and SAP Spain) to create a technology hub focused on VET. This agreement reflects the government's strategy to transform VET, where public-private collaboration plays an important role in guaranteeing that VET is aligned with the needs of the productive sector.

Companies' participation, in this case in the technology field, is considered essential for detecting the professional profiles required at any given time, updating training offers, and implementing collaboration and exchange projects that allow progress towards a dual VET model.

2024 Implementation

In December 2024, the education ministry continued fostering its new approach to training needs anticipation by signing four new public-private collaboration protocols in various sectors with leading companies. These agreements promote their participation in identifying new professional profiles, updating the training offer and designing new qualifications. The new hubs are the audiovisual hub, the aerospace hub, the green energy hub and the railway hub.

2025 Implementation

In July 2025, the Council of Ministers approved over EUR 923 million to promote the vocational training system laid down in Organic Law 3/2022, with a specific focus on aligning training provision with forecasted labour-market needs. The government authorised three initiatives: two regional funding distributions and one national call for proposals to enable the qualification and retraining of employed and unemployed workers, and to develop training in line with the needs of the sector branches.

Specifically, EUR 867 284 490 was allocated regionally for worker training, with over EUR 696.5 million for unemployed workers and more than EUR 145.9 million for employed workers.

Additionally, a broad nationwide call for proposals for Grade A micro-training courses (short-term training) worth EUR 24.940 million was approved. These courses were explicitly designed on the basis of skills demands identified by productive-sector Hubs and PERTE projects (strategic projects for economic recovery and transformation within the framework of the National recovery and resilience plan), reinforcing the link between training provision and real-time labour-market intelligence. This call included 81 micro-training courses in sectors such as electronics, transport, and audiovisual, among others. It also included larger training courses (modules and professional certificates) in renewable energy, construction, agriculture, and the environment,

sectors where workforce demand is expected to grow significantly.

Bodies responsible

- Ministry of Education, Vocational Training and Sports
- Ministry of Education and Vocational Training (until 2023)
- Autonomous Communities (CC.AA.)
- State Foundation for Training in Employment (Fundae) until 2022
- State Public Employment Service (SEPE)

Target group

Learners

Young people (15-29 years old)

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

Adult learners

Thematic categories

Governance of VET and lifelong learning

Optimising VET funding

Engaging VET stakeholders and strengthening partnerships in VET

Establishing and developing skills intelligence systems

Supporting lifelong learning culture and increasing participation

Providing for individuals' re- and upskilling needs

Subsystem

CVET

Further reading

[Development and implementation of the methodology of identifying training needs and a supporting tool](#)

[Service to identify, collect and analyse data on digital literacy training needs](#)

[Organic Act 3/2022, of 31 March, on the organisation and integration of Vocational Training](#)

[Royal Decree 659/2023, of July 18, which develops the organisation of the Vocational Training System](#)

[Centres of vocational excellence](#)

[Technological Hub](#)


[The Government approves investment of over EUR923 million to continue boosting VET](#)

Related policy developments

2022 Completed

Catalogue of training specialities

A training speciality consists of 'the grouping of professional competences, contents, and technical specifications that respond to a set of work activities framed in a phase of the production process and related functions, or to the acquisition of transversal competences necessary in a profesio

 SPAIN

Type of development

Regulation/Legislation

Subsystem

CVET

2025 Implementation

Promoting innovation and excellence through specific VET centres

Since September 2017, several collaboration agreements between the State Public Employment Service (Servicio Público de Empleo Estatal, SEPE), the education ministry, and 11 Autonomous Regions have been approved.

 SPAIN

Type of development

Practical
measure/Initiative

Subsystem

IVET CVET

2023 Completed

The Spanish Employment activation strategies

Employment authorities have reflected the policy priority given to dual VET and apprenticeships, including them as structural objectives in the 2017-20 Spanish employment activation strategy approved in December 2017.

 SPAIN

Type of development

Strategy/Action
plan

Subsystem

IVET CVET

“ … ” **Cite as**

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