

Triennial plan for preventing and reducing long-term unemployment

POLICY DEVELOPMENT

PRACTICAL MEASURE/INITIATIVE

 SPAIN

Timeline

2019 Implementation

2020 Implementation

2021 Completed

ID number 28193

Background

The Triennial plan for preventing and reducing long-term unemployment (LTU) (Reincorpora-T 2019-2021) is a 3-year comprehensive employment plan for preventing and reducing long-term unemployment. It is part of the Sustainable development goals of the UN 2030 agenda. This plan seeks to address one of the challenges facing public employment services, to promote measures to curb the high rates of unemployment with marked territorial, gender and age characteristics, favouring an adjustment in social inequality, which increased sharply during the years of crisis but which has not managed to be reduced sufficiently during the period of economic recovery.

Objectives

The objectives of the plan are to:

- (a) create a top-quality framework for employment and dignified work;
- (b) be the main actors of their own qualification and labour market insertion process;
- (c) increase their qualifications and employability by acquiring more professional skills;
- (d) be part of a new economic model based on social sustainability, productivity and added value;
- (e) provide adequate and individualised assistance from the public employment services;
- (f) avoid horizontal segregation and the gender wage gap;
- (g) fight despair among those who give up job search and hope of finding it;
- (h) provide special assistance to specific vulnerable groups.

Description

The Reincorpora-T plan 2019-2021, approved in April, aimed at the long-term unemployed, is one of the measures implemented to contribute to the development of a new, more inclusive production model and is committed to intelligent, sustainable and inclusive growth as set out in the Europe 2020 Strategy. It considers and recognises, through active employment policies, the labour potential of the active population that is related to situations of long-term unemployment or precarious employment.

2019 Implementation

The plan is organised around 6 axes: guidance; training; employment opportunities; equal opportunities in access to employment; entrepreneurship; and improvement of the institutional framework. The Reincorpora-T plan has a total budget of EUR 4000 million, of which 781.2 million come from 2019.

This plan is divided into six axes, in line with the Spanish Employment Activation Strategy 2017-20, approved by Royal Decree 1032/2017, of December 15. In turn, each axis has objectives and measures. In the training axis, the following objectives and measures can be highlighted:

- (a) to coordinate a 'system of lifelong learning' throughout a person's working life in order to cope with the continuous process of change and transformation;
- (b) to support vocational training in rural areas, especially for women, facilitating training for a professional aptitude certificate and making the requirements for setting up training centres more flexible;
- (c) to promote training with commitment to hire LTU people through agreements with companies;
- (d) to strengthen the information and guidance services of the Professional aptitude certification system to support the professional retraining of LTU people, improve their employability and reduce unemployment duration;
- (e) to promote: training in key skills, included in the Catalogue of training specialities; training in digital skills, to respond to the new needs arising from technological, digital and production change processes; and training for qualification in priority sectors and public interest sectors, such as environmental sustainability and energy transition linked to measures to combat climate change, agricultural qualification, forestry and rural employment, and in the field of care, personal assistance, community and dependence services.

Order TMS/941/2019, of 6 September, territorially distributes additional subsidies in the area of active employment policies, including funds for the implementation of the Action plan for youth employment 2019-21 and the Triennial plan for preventing and reducing long-term unemployment. These funds are allocated to strengthen the network of staff dedicated to career guidance for employment and job prospecting, which are mentioned in both plans.

At both State and regional levels, the recruitment of counsellors is under way.

2020 Implementation

The plan is being implemented and several follow-up meetings of the Reincorpora-T plan have been held, at which progress was reported on most of its measures, although the pandemic and the state of alert, with its serious repercussions on the labour market, have affected the evolution of some of them.

With the hiring of over 1 400 guidance staff from the 3000 network, the possibilities for career guidance of the LTUs and specific programmes for this group have been strengthened. Faced with the limitations of direct attention due to the pandemic, the Autonomous Regions' career guidance services have been adapted to digitalisation, with multi-channel attention and, in some cases, with the use of social networks.

PES carry out different initiatives, such as improving the welcome sessions procedures for group information activities targeted to those who are registering for the first time or who have not received assistance for a long time; designing a personalised employment itinerary; creating a mentoring plan; or being proactive by contacting jobseekers and setting up meetings to offer them the service. Some regional PES carry out different actions to reach out to inactive people, either through institutional campaigns to encourage registration or by promoting the maintenance of registration after the end of the unemployment benefit or subsidy. Specific prospecting plans, protocols and manuals have been created.

Within the framework of the Social Inclusion Network (red de inclusion social, RIS), pilot projects for collaboration and information exchange between social and employment services have been launched at autonomous community level, jointly promoted by

units of the Ministry of Consumer Affairs and Social Welfare and the State Public Employment Service. A working group was set up at the RIS plenary meeting in December 2020 on Design, implementation and financing of pilot projects for coordination between social services and employment services.

Most of the Autonomous Regions are developing different formulae for collaboration with social entities and social economy networks for the care of LTU and employment vulnerable populations.

Within the framework of institutional collaboration of the Reincorpora-T Plan, in favour of LTUs and other vulnerable populations seeking employment, coordinated action is maintained with the Ministry of Economic Affairs and Digital Transformation. Its *Crear futuro* (Setting up future) programme is aimed at free training adapted to the new demands of the digital society to improve the employability of participants. In 2020, 5 600 people benefited from this programme, 1 400 of whom were over 45, including 672 women. The programme is being implemented in 2021.

The inclusion of social clauses in public procurement for long-term unemployed persons over 52 years of age and the promotion of contracts reserved for special employment centres of social initiative are being promoted at State and regional levels. This is done in accordance with the other ministries, and considering the plan for the promotion of socially responsible public procurement and the transposition of the European Parliament Directives into Spanish law.

2021 Completed

The Triennial plan for preventing and reducing long-term unemployment (*Reincorpora-T*) concluded its implementation in 2021. It comprised 63 measures, many of which were implemented through common programmes that correspond directly to the regions and which are included in the annual employment policy plans.

The identification of good practice linked to the implementation of Reincorpora-T by the autonomous PES, which began in 2020, ended in early 2021 with the preparation of *Reincorpora-T's Good practice report*. The report outlines the methodology used, the minimum requirements to be met to be considered good practice, the selection criteria and the compendium of good practice carried out. According to the World Bank's technical assistance evaluation, developed through the European Commission's Reform support programme (SRSS), Reincorpora-T provides an excellent framework for identifying good practice in active employment policies and for how decentralised management makes it possible to develop a common body of good practice. 33 examples of good practice were identified, and their dissemination will promote bench learning among the different services involved. The World Bank's final report highlights the integration of measures that, for the first time, involve and cover different ministries and bodies outside the national employment system. Long-term unemployment was tackled as a common objective by the entire Spanish public administration.

The Orienta 3000 network of guidance counsellors focused on reinforcing vocational guidance, labour market prospecting and job vacancy recruitment in the Public Employment Services. The recruitment of the network professionals was conditioned by the COVID-19 pandemic, reaching 54% of the planned recruitment.

Reincorpora-T was used as a model for some of the measures included in the national recovery plan (component 23; New public policies for a dynamic, resilient and Inclusive labour market). These investments are aligned with the Spanish active support strategy for employment 2021-24, which focuses on people and the productive fabric, aspects considerably highlighted in Reincorpora-T.

In Reincorpora-T, the condition of the long-term unemployed was assimilated to other predefined vulnerable groups, promoting the adoption of a broader criterion of equity and social cohesion in territorially based employment projects. Similarly, good regional examples of cooperation between employment and social services authorities, which had a holistic view of the configuration of users and mixed multidisciplinary teams, were significantly extended during the plan's implementation. These experiences were

considered in the design of territorial projects for rebalancing, and for equity and attention to vulnerable groups, as part of the (component 23) action line: *New public policies for a dynamic, resilient and inclusive labour market*.

The Public Employment Services have implemented further measures and, of the six axes of Reincorpora-T, have achieved the highest execution levels in the guidance axis. This experience has fostered the development of the network of public centres for guidance, entrepreneurship, support and innovation for employment (*centros públicos de orientación, emprendimiento, acompañamiento e innovación para el empleo, COE*).

The need to recover protection of employment and the right to personalised support in labour transitions is reinforced in the component 23 investments that foresee the following programmes for:

- (a) youth employment: the TándEM Youth employment scheme for young people with low qualifications, the first professional experience scheme in public administration for young graduates, and the *Investigo* employment scheme for young researchers;
- (b) women's employment: a programme to support women in rural areas and, due to their vulnerability, the national recovery plan also includes actions for women in unsafe urban areas with higher unemployment rates. It includes a specific line for female victims of gender-based violence or trafficking and sexual exploitation through training and insertion programmes with a commitment to hiring.

Bodies responsible

- Ministry of Labour and Social Economy
- State Public Employment Service (SEPE)
- Autonomous Public Employment Services
- Ministry of Health, Consumption and Social Welfare

Target group

Learners

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

Learners with migrant background, including refugees

Learners with disabilities

Adult learners

Older workers and employees (55 - 64 years old)

Unemployed and jobseekers

Low-skilled/qualified persons

Learners from other groups at risk of exclusion (minorities, people with fewer opportunities due to geographical location or social-economic disadvantaged position)

Education professionals

Guidance practitioners

Other

Long-term unemployed people

Thematic categories

Governance of VET and lifelong learning

Coordinating VET and other policies

Modernising VET offer and delivery

Acquiring key competences

Supporting lifelong learning culture and increasing participation

Financial and non-financial incentives to learners, providers and companies

Providing for individuals' re- and upskilling needs

Lifelong guidance

Ensuring equal opportunities and inclusiveness in education and training

Subsystem

CVET

Further reading

[Triennial plan for preventing and reducing long-term unemployment \(Reincorpora-T Plan \(2019-2021\)\)](#)

[News release: Reincorpora-T: plan trienal para prevenir y reducir el paro de larga duración](#)

[Triennial plan for preventing and reducing long-term unemployment. Presentation](#)

[Order TMS/941/2019 for the territorial distribution of funds for the financial year 2019](#)

[Setting Up Future \[Crear futuro\]](#)


[Royal Decree-Law 33/2020, of November 3, which adopts urgent measures to support entities of the third sector of social action at the State level](#)

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 profession

 SPAIN

Type of development

Regulation/Legislation

Subsystem

CVET

2020 Completed

The common employment services portfolio and protocols

Reference guides developing the common employment services portfolio were approved and published in 2018. These reference guides, developed jointly with the regions, comprise protocols for:

 SPAIN

Type of development

Regulation/Legislation

Subsystem

CVET

2020 Completed

Subsidised training for employment supporting the acquisition of key competences

Subsidised training for employment supports the acquisition of key competences, especially for those who left school without a secondary education certificate, so they can access professional certificate programmes at levels 2 and 3.

 SPAIN

Type of development

Practical
measure/Initiative

Subsystem

CVET

2021 Completed

Action plan for youth employment

The Action plan for youth employment (2019-21) includes initiatives in relation to vocational training aimed at enabling young people under 30 years of age to acquire competences or professional experience, upgrade their qualifications and increase their employability.

 SPAIN

Type of development

Strategy/Action
plan

Subsystem

CVET

2024 Implementation

Raising employability for ICT and the digital economy

There are multiple initiatives to raise the skills of young people and workers (employed or

unemployed) in ICT and the digital economy. Different public bodies are involved, in some cases in partnership with industry.

 SPAIN

Type of development

Practical
measure/Initiative

Subsystem

IVET CVET

2024 Implementation

Integrated career guidance system

In the education system, the process towards an integrated vocational guidance system was initiated in 2018. A working group was set within the General Council for Vocational Training, with the aim of laying down basic principles and legal provisions.

 SPAIN

Type of development

Strategy/Action
plan

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**

Cedefop, & ReferNet. (2025). Triennial plan for preventing and reducing long-term unemployment: Spain. In Cedefop, & ReferNet. (2025). *Timeline of VET policies in Europe* (2024 update) [Online tool].

<https://www.cedefop.europa.eu/en/tools/timeline-vet-policies-europe/search/28193>