



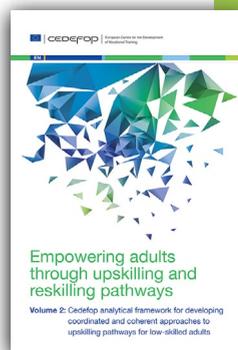
Annex 1. **GOOD AND PROMISING PRACTICE FICHES**

Empowering adults through upskilling and reskilling pathways

Volume 2: Cedefop analytical framework for
developing coordinated and coherent approaches
to upskilling pathways for low-skilled adults

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ANNEX 1.

Good and promising practice fiches

A1.1. *SkillsPlus Norway*

National programme providing basic skills training with a workplace training component. It is part of the Norwegian Skills policy strategy 2017- 21 as part of the working area on low-skilled adults with weak labour market attachments (Norwegian Ministry of Education, 2017).

Since 2014 the programme has included verbal communication in combination with other skills; and since 2016 it has included Norwegian for non-native speakers.

Objective

Developing basic competences for working life: providing working-age adults, the opportunity to acquire basic skills in reading, writing, numeracy, and digital skills.

Target groups

- (a) Low-skilled employed adults (low-qualified adults with at most ISCED 2 qualification and those with low levels of literacy, numeracy and/or digital skills). Since 2015 one of the subjects of teaching is improving Norwegian skills for foreigners/immigrants.
- (b) Adults recruited through NGOs (since 2015).

Level of implementation

National

Stage of implementation

Continuous since 2006

Funding

National

Interesting features for developing the analytical framework

- (a) Integrated approach to training/learning design, planning and implementation/delivery.
- (b) Strong political commitment and earmarked and/or allocated funding ensuring sustainability.
- (c) Multilevel and multi-stakeholder effective governance: strong partnership and cooperation among stakeholders (State/employers/training providers/social partners, learners); the implementation of the programme is based on a tripartite structure, strong stakeholder engagement and accountability.
- (d) Flexibility and tailoring: courses are tailored to the needs of the individual learner and of the employer. Flexibility in content and focus, as well as in the delivery/mode of learning, contribute to strengthening participant motivation for further learning and employer engagement.

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A1.2. *Skillnet* – Ireland

Typology

National Agency dedicated to the promotion and facilitation of workforce learning in Ireland. *Skillnet* Ireland supports the establishment of regional and sectoral networks of companies (*Skillnet* networks) that identify training needs and organise training for companies in the network as well as free training for job seekers.

Objective

Promote and aid workforce learning in Ireland.

Skillnet strategy for 2016-19 is driven by three strategic goals that take into consideration funding, the skill needs of enterprises and the broad economic context. These strategic goals are:

- (a) Supplying future skills: specific skills, new skills, meeting enterprise talent needs.
- (b) Model of training excellence: effectiveness, impact, relevance.
- (c) Increasing employer participation: sustaining competitiveness, workforce development, lifelong learning.

Target groups

- (a) Employees of companies belonging to one of the sectoral/regional Skillnet networks.
- (b) Registered unemployed in receipt of a welfare payment from the Department of Employment Affairs and Social Protection (DEASP) or meeting alternative criteria laid out by *Skillnet*.

Level of implementation

National level

Stage of implementation

Continuous since 1999

Funding

National funding from the National Training Fund (NTF) through the Department of Education and Skills (DES) but *Skillnet* Ireland operates under a joint investment model, part-funded by matching contributions from participating businesses in *Skillnet* networks.

Interesting features for developing the analytical framework

- (a) Fosters an enterprise-led approach to workforce development resulting in strong enterprise ownership and engagement in the process.
- (b) Encouraging enterprise to lead the process helps ensure that programmes delivered through *Skillnet* Ireland are highly relevant to the needs of industry. This approach also enables cohesive enterprise networking and the flexibility to respond to ever-changing skills demands through both formal and informal learning.
- (c) Creation of enterprise networks facilitates workforce upskilling in small and micro enterprises, which may not have the resources and capacity to provide upskilling opportunities to their workforce.
- (d) Shared funding mechanisms: while *Skillnet* Ireland as a national agency is funded with national funds, it operates under a joint investment model, part-funded by matching contributions from participating businesses in Skillnet networks.

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A1.3. Language at work (*Taal op de werkvloer*) – The Netherlands

Typology

National initiative whereby employers enter an agreement to improve the language skills of their employees and receive a subsidy to provide language courses at or outside the workplace.

Objective

To encourage businesses to invest in the language skills of their employees.

Target groups

Employees with low and medium language skills in companies that want to address the issue of low language skills at the workplace.

Level of implementation

National agreed at a regional level

Stage of implementation

Continuous since 2016

Funding

Co-funding arrangements in which employers bear part of the training costs and, at the same time, can apply for a subsidy paid by national funding

Interesting features for developing the analytical framework

- (a) Strong employer engagement and buy-in through the use of a marketing strategy: the initiative is based on the business case for language training and associated workforce upskilling. Language training is aimed at solving problems the companies face (such as employees not understanding safety instructions). The use of ‘argument cards’ proved to be very effective as the benefits of basic skills training is not always evident to employers (or employees).
- (b) Shared funding responsibility: co-funding mechanisms.
- (c) Tailored to the needs of the companies.

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A1.4. Initiative for adult education (Initiative *Erwachsenenbildung*) – Austria

Typology

National initiative aimed at increasing the number of individuals with completed lower secondary education as well as increasing general skill levels in the population.

Objective

Enable adults who lack basic skills or never graduated from a lower secondary school (ISCED 1) to continue and complete their education.

The initiative comprises two programmes:

- (a) basic skills training;
- (b) training to complete lower secondary education (ISCED 1).

Target groups

- (a) Individuals over 15 years with basic educational needs regardless of language, nationality and qualifications held.
- (b) Individuals aged over 15 without a lower secondary education qualification (ISCED 1).

Level of implementation

National level

Stage of implementation

Continuous since 2012

Funding

National and provincial funds, and since 2015 co-funded by the European Social Fund (ESF)

Interesting features for developing the analytical framework

- (a) Effective governance: implementation of shared structured governance through a multilevel partnership between the Federal level and the provinces and an accredited education and training institution.
- (b) Three-year funding period which increases planning certainty among key stakeholders, including learning providers, and contributes to greater professionalisation of adult learning delivery within the context of the initiative for adult education.
- (c) Strategic funding: funds are only granted when there is a need and a target group for the accredited offer.
- (d) Monitoring and evaluation is an integral part of the programme and has helped provide a robust evidence base of 'what works', generating useful learning for all stakeholders. The feedback loop between implementation and monitoring and evaluation of the initiative ensures that issues are identified and addressed in a structured and timely fashion; at the same time, resulting changes lead to programme improvements. Institutions taking part in the initiative commit to continuous monitoring and evaluation and a monitoring board supervises the process and the results.
- (e) Strong quality assurance framework: providers that want to take part in the initiative and receive the funding must be accredited and satisfy three robust criteria: fulfil the general requirements for an educational establishment, provide an appropriate concept of their programme, and prove the qualification of their trainers and counsellors in accordance with the guidelines of the initiative standards (such as special training for basic skills teaching professionals).
- (f) Tailored provision according to the specific needs of adults.
- (g) Strong lifelong guidance features, mentoring, coaching and career guidance.

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A1.5. *Union Learning Fund (ULF), Unionlearn and Union Learning Representatives (ULRs) – United Kingdom*

Typology

The *Union Learning Fund* is a national fund aimed at funding unions for delivery of the learning opportunities for their members and to develop the capacity of union learning representatives (ULRs).

ULRs are elected members of an independent trade union (recognised by their employer) and work to support fellow employees to identify their training needs and arrange tailored learning opportunities within their company. They also support workplace learning centres to embed learning in the workplace.

ULF is managed and administered by Unionlearn, the learning and skills organisation of the Trade Union Congress.

Objective

Develop the capacity of trade unions and union learning representatives (ULRs) to work with employers, employees and learning providers to encourage greater take-up of learning in the workplace.

Target groups

Employees with low levels of skills, mostly older low-skilled workers

Level of implementation

National level

Stage of implementation

Continuous since 1998

Funding

National funding

Interesting features for developing the analytical framework

(a) Governance: strong social partner engagement is vital for ULF to support workers. ULF projects have strengthened union engagement with

employers through the establishment of workplace learning centres and the signing of learning agreements.

- (b) Tailored needs: by supporting ULRs at the workplace to work closely with employers and training providers, ULF tends to ensure that the training provided is relevant to the needs of both the learners and employers, who are thus more likely to promote and engage in workplace learning.
- (c) Outreach: ULRs engage learners that are otherwise hard for providers to reach.
- (d) Guidance: ULRs offer support and guidance to learners throughout their learning pathway: more than simply engaging learners, they offer information, advice, guidance, carry out initial assessments of skills, link learners with providers, assist learners through Union Learning centres, arrange flexible provision for shift workers, and plan next learning steps.

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A1.6. *Personal training account (Compte personnel de formation) – France*

Typology

National programme aimed at empowering all working people, from the time they enter the labour market until the date on which they exercise all their pension rights, to acquire training rights that can be mobilised throughout their working lives. It has a universal orientation and is aimed at all working people.

Until 2018, individuals accumulated 24 hours per year (capped at 150 hours) while since 1 January 2019, they accumulate EUR 500 per year (capped at EUR 5 000). The low-qualified (ISCED 0-2) benefited from 48 hours per year with a ceiling of 400 hours until 2018, and EUR 800 per year with a ceiling up to EUR 8 000 from 1 January 2019.

Objective

To support individuals to continue learning throughout their working lives, enabling them to identify their own training needs and providing them with control over their learning/training. The aim is to maintain employability and secure their professional career paths.

Target groups

All labour market active individuals. Low-qualified individuals have a right to a higher ceiling.

Level of implementation

National level

Stage of implementation

Continuous since 2015 with revisions in 2019.

Funding

Financed through a compulsory training levy, Self-employed contribute 0.2% of turnover through a training fund. PES and regions can complement funding for training for unemployed.

Interesting features for developing the analytical framework

- (a) Individualised approach: individual at the centre of the learning process, they take the responsibility, ownership and control of their own learning.
- (b) Employed individuals keep their salary while being trained during working time.
- (c) It is attached to the person and not to the employment contract or status: the person can acquire rights, without time limit. The euro credits recorded on the account remain fully vested for the person in the event of a change in status, professional situation or loss of employment, regardless of the reason for termination of the employment contract.
- (d) The modularisation of VET qualifications allows individuals to develop a specific skillset rather than obtaining a full qualification (which may be not necessary in their specific situation).

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A1.7. On the job training (*Weiterbildung Geringqualifizierter und beschäftigter älterer Arbeitnehmer in Unternehmen - WeGebAU*) – Germany

Typology

National programme offering a combined wage and training subsidy scheme for improving basic qualifications among low-skilled workers in SMEs, and older workers.

Objective

Improve the employability of low-skilled and older workers and prevent unemployment by encouraging further training.

Target groups

- (a) Older employees (since 2007, 'older' ones must be at least 45). From 1 April 2012, qualified employees under 45 years can be funded but only if the course costs are at least half paid by the employer, and only when the training begins before 31 December 2019.
- (b) Low-skilled employees in small and medium-sized firms: without a vocational qualification; with a vocational qualification, but who have not performed the job for which they had acquired this qualification for at

least four years; employed in low-skilled jobs and can no longer perform the learned job.

Level of implementation

National level

Stage of implementation

Continuous since 2006

Funding

National funding and ESF funding

Interesting features for developing the analytical framework

- (a) Financial incentives for both employee and employer: wage subsidies incentivise employer engagement while the voucher system guarantees reimbursement of training costs for the employees. Both employer and employee can initiate the measure by applying for the training subsidy. Communication and dissemination of the programme to a wide range of enterprises to ensure broad engagement and take up.
- (b) Strategic use of funding: to avoid that the funding is used for training that would have been carried out even without the financial support, WeGebAU does not support employer- or task-specific training. For low-skilled workers, subsidies are only available for accredited courses leading to a certificate. For SMEs, this requirement may be lifted. Courses must last at least four weeks and the employer is obliged to ensure leave of absence. This practically rules out the risk that firms would use WeGebAU for firm-specific practical training needs, as these typically require much shorter courses. This initiative uses a voucher system to provide flexible and tailored education and training. When an employee fulfils the eligibility requirements, he/she receives a voucher that guarantees reimbursement of training costs and can choose a programme offered by an educational institution. Funded courses must focus on improving general human capital and must apply to the wider labour market, as opposed to being firm-specific. The training must lead to a recognised vocational qualification up to the level of 'skilled workers' or a partial qualification, provided the contents are part of recognised dual vocational training.
- (c) PES is responsible for monitoring and evaluation of the initiative. An extensive role is played by local employment agencies who are responsible

for advertising and promoting the programme: these agencies know the need of the local labour market well.

- (d) Flexibility: the use of vouchers gives flexibility to employers to choose a programme, provided that it is offered by a certified education institution.
- (e) Incentives for employers: the use of wage subsidies to incentivise employer participation.
- (f) Communication: communication and dissemination of the programme to a wide range of enterprises.

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A1.8. Unique labour endowment (*Dote Unica Lavoro*) – Italy, Lombardia

Typology

Regional programme providing free personalised learning and employment pathways. It provides an integrated approach to learning and employment pathways, grounded in lifelong learning, guidance and personalised approach.

Objective

Support the employment/re-employment and upskilling/reskilling of individuals in the Lombardia region.

Target groups

- (a) Adults aged between 30 and 65 who reside in the region and are either unemployed or enrolled in a first/second level university master, or employed in the armed forces ⁽¹⁷⁾.
- (b) Workers up to 65 years old employed in a company in the region affected by reduced working time or temporary suspension of work under a wage compensation scheme, such as wage guarantee fund, solidarity contract, solidarity agreement, ⁽¹⁸⁾ if they are not already benefiting from other active policy measures.

Level of implementation

Regional

Stage of implementation

Continuous since 2013

Funding

Regional and ESF

Interesting features for developing the analytical framework

- (a) Integrated approach to learning and employment pathways.
- (b) Multilevel and multi-stakeholder governance based on shared responsibility and public private partnerships: individuals can access the *Dote Unica Lavoro* through a network of accredited employment agencies which can be both private and public.
- (c) Individualised and tailored approach: individual at the centre of the process and owns the process; individuals can freely choose a defined suite of services that best meet their needs from public and private accredited agencies. Endowments and different intensity services are

⁽¹⁷⁾ Young people up to 29 years old do not access the DUL as they can benefit from an endowment activated under the *Youth guarantee*.

<https://ec.europa.eu/social/main.jsp?catId=1079&langId=en>

⁽¹⁸⁾ <https://www.eurofound.europa.eu/it/observatories/emcc/erm/support-instrument/short-time-allowances-ordinary-wages-guarantee-fund-cigo-and-extraordinary-wages-guarantee-fund-cigs>

- planned according to a standardised profiling process. Individuals define with the employment agency a personalised action plan including tailored employment and training needs opportunities.
- (d) System of incentives and disincentives for providers: the introduction of the aid intensity levels, distinguishing among people having varying degree of difficulty to be inserted in the labour market, prevents agencies taking in charge only people with a good chance to enter/re-enter the labour market.
 - (e) Results oriented: accredited employment agencies are reimbursed for successfully placing people at work; and each agency has a budget that increases or decreases depending on their proven efficacy at placing people at work.
 - (f) Employment agencies (public and private) are involved in the design and implementation of the programme: this ensures the alignment with the labour market context.
 - (g) Monitoring: the programme provides internal constant monitoring of performance which leads to updates, modifications and optimisations in response to the needs detected by recipients and accredited employment agencies.
 - (h) Communication and dissemination: communication plans and a widespread distribution of employment agencies at local level to ensure all targets, also in rural and isolated areas, can be reached and adequately supported.

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A1.9. **New opportunities initiative, NOI (*Iniciativa Novas Oportunidades*) – Portugal**

Typology

National initiative providing upskilling pathways with a strong component of validation and recognition of prior learning.

Objective

Improving the qualification levels of the population

Target groups

- (a) Working adults, either in employment or not, needing to acquire a qualification through recognition of competences.
- (b) Young people aged 15-18 who had only completed lower secondary education and/or who had dropped out of the education system before completing 12 years of schooling.

Level of implementation

National

Stage of implementation

Discontinued: it operated between 2005 and 2012

Funding

National and ESF

Interesting features for developing the analytical framework

- (a) Multilevel and multi-stakeholder governance: cooperation, partnerships and clear role of all stakeholders. Strong leadership and effective institutional change management, including the creation of new structures such as new opportunities centres which played a very important role as a gateway for learners to receive accurate information and individual guidance on how to validate prior learning or acquire new skills.
- (b) Pathway (including guidance and developing a personalised pathway and action plan which was agreed with the individual), implementation of the agreed action plan.
- (c) Individual at the centre and tailored to the individual's needs: the action plan was tailored to the specific profile and need of the individual and could involve recognition, validation and certification of the relevant skills training, including basic skills training.
- (d) Monitoring and evaluation: establishing a monitoring and external evaluation framework has been central to measuring the impact and effects of the programme.
- (e) Political commitment and funding: initial strong political commitment translated into substantial budgetary and other structural support for *Iniciativa Novas Oportunidades*. Change in government, during a severe economic and financial crisis resulted in the programme being discontinued despite its achievements. Apart from government changes and the particularly severe economic crisis, this initiative's heavy reliance on ESF also proved an obstacle to its continuity.
- (f) Communication and dissemination: well-targeted and widely publicised media campaigns helped build positive and strong demand for the programme among its two target groups and also for employers. *Iniciativa Novas Oportunidades* showed that recognition of prior learning can be a powerful tool in re-engaging low-skilled adults in learning and helping them upgrade their skills and qualifications.

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A1.10. *Qualifica* programme – Portugal

Typology

National programme aimed at improving the qualification levels of adults by offering them tailored learning pathways, based on a process of validation of prior learning. The *Qualifica* programme moved from the redesign of the New opportunities initiative (see New opportunities initiative fiche) and from the resizing of its national network (NOI centres).

Objective

Improving the qualifications level of the population

Target groups

- (a) Less qualified adults
- (b) Unemployed people
- (c) NEET (not in education, employment or training)

Level of implementation

National

Stage of implementation

Ongoing since 2016

Funding

National and ESF

Interesting features for developing the analytical framework

- (a) Pathway approach: *Qualifica* centres offer a standardised four-step process: information and enrolment, analysis and development of a skill profile, discussion and definition of appropriate education and training path, and referral to recognition procedures or appropriate tailored education and training provision.
- (b) Network of *Qualifica* centres: comprehensive one-stop-shops for guidance on lifelong learning. They provide information, guidance and mentoring to adults 18+ for recognition and validation of informal and non-formal learning, and education and training pathways. Recognition of competences is embedded in their overall guidance offer.
- (c) *Qualifica* passport: online tool where qualifications and skills acquired are recorded. It is integrated with the Credit system and aligned with ECVET framework (based on units and learning outcomes which are part of qualifications and can be assessed and validated, ensuring flexibility for the adult in the pathway to obtaining a qualification). It includes a tool aimed at providing orientation and information on possible pathways leading to completing or obtaining a new qualification, in line with skills and competences acquired in work related and other non-formal and informal settings.
- (d) Political commitment and leadership.

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A1.11. Mid-life career review – UK

Typology

National programme aimed at improving lifelong guidance and career management services to older adults (45-64) to understand their upskilling needs, interests and aspirations.

Objective

To enable older adults (45-64) to make informed decisions on their future by tacking stock of their individual options in work and in life.

Target groups

Adults (employed and unemployed) aged 45-64.

Level of implementation

National level. It was piloted in England in 2013-2015 by the National Institute of Adult Continuing Education (NIACE) and in cooperation with the National Careers Service, Unionlearn and a number of other agencies (17 delivery

partners), under funding from the Department for Business Innovation and Skills.

Stage of implementation

Piloted in 2013 to 2015, mainstream since 2015

Funding

National

Interesting features for developing the analytical framework

- (a) Innovative tailored approach to lifelong guidance and career management services rooted in a person-centred approach which considers not only their employment and learning needs but also the person's whole life and life circumstances, including family, health, caring responsibilities, financial circumstances, interests, aspirations and motivations.
- (b) Learning as a human right: encourage all public agencies to recognise the role of learning for older people in enabling them to retain a sense of identity, purpose and meaning in life, remain active citizens, independent for as long as possible, contributing members of the community and see themselves as successful learners; and to identify the contribution of learning to these outcomes in their policy documents and in their programmes.
- (c) Build local partnerships: better local coordination can improve the quality, quantity and range of opportunity. Local partnerships should aim to maximise participation, reflect the diversity of individual needs and aspirations, promote learning to older people, overcome negative stereotypes of ageing, age-proof services and encourage intergenerational relationships.
- (d) Use public funding strategically: improve coordination of public policies and agencies, agree responsibility for local partnerships between agencies. Strengthen local organising capacity, encourage intergenerational learning, improve access to premises for learning, monitor and evaluate what is happening.

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A1.12. Labour foundations *Arbeitsstiftungen* – Austria

Typology

National initiative set up by social partners at company or regional level aimed at promotion of upskilling, reskilling and reintegration in the labour market when a large company in economic difficulty has to lay off employees (outplacement foundations, type 1) or when particular staffing bottlenecks occur in relation to specific skills (in-placement foundations, type 2). There are also target group foundations (type 3), which are implemented for upskilling in specific target groups such as persons aged 45+, women, and refugees.

Objective

To support job seekers to upskill, reskill and reintegrate into the labour market.

Target groups

Registered unemployed whose jobs have become redundant due to restructuring or economic difficulties, with special attention being paid to older job seekers and young job seekers.

Level of implementation

National and regional

Stage of implementation

Continuous since 1987

Funding

National (PES and the provincial government) and the company/ies involved.

Interesting features for developing the analytical framework

- (a) Strong governance and cooperation among all stakeholders: strong cooperation and partnerships at all levels. Strong social partner engagement, social partners are responsible for establishing foundations. Later, different adult learning providers or VET institutions are involved in specific individual training within the labour foundation.
- (b) Shared funding and responsibilities: the financing structure of a labour foundation is always the result of a negotiation process among the company management, the social partners, PES and other financing authorities (such as the provincial government).
- (c) Tailored needs: they respond to specific training and career needs. A comprehensive approach includes, among its central elements: career guidance, various training measures (qualification), active job searches, work experience programmes and (in the case of outplacement foundations) assistance with business start-ups. The concrete basis for qualification measures is always an individual initial assessment and training plan, outlining individual needs and training goals, which needs to be signed by all parties (participant, foundation management, and, where applicable, future employer) and be approved by PES.
- (d) Targeted to companies by size: type 1 foundations are designed for large companies, type 2 and type 3 are used by SMEs to train new employees.
- (e) Financial and non-financial incentives: during participation in the labour foundation, workers receive unemployment benefits. Additional allowances for course-related costs (e.g. travel expenses or childcare) can be granted.
- (f) Cost-benefit analysis: Foundations are cost-intensive, but effective.

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A1.13. *Vives Emplea*: team empowerment for labour integration – Spain

Typology

National project consisting of the in the creation of a working team of unemployed people at risk of exclusion working together to improve their social skills and skills for employment.

Objective

Improving people's employability through their participation in teamwork pathways for social and labour integration, helping them to access the job market or return to education.

Target groups

Unemployed people registered as job seekers, aged between 18 and 60: they must have knowledge of the Spanish language, a basic literacy level and a basic knowledge of new technologies.

Level of implementation

National

Stage of implementation

Continuous since 2013

Funding

National and ESF

Interesting features for developing the analytical framework

- (a) Individualised approach and individual at the centre: individuals own the process. The programme includes teamwork sessions with a coaching approach, individual coaching sessions, labour intermediation programme and a corporate volunteer programme. Participants have the leading role in project performance and are supported by a coach-coordinator in charge of developing the individualised sessions and guiding the team to achieve its own objectives.
- (b) Innovative methodology to reach out to different individuals and foster empowerment: based on teamwork, creating synergies and leading to transformation of participants, self-knowledge and reinforcement of their personal, social and labour skills. An approach that can provide solutions not only to the personal needs of the participants but also to the realities and needs of the immediate environment, strengthening relationships with the world of work and discovering new ways to employability.
- (c) Strong cooperation and partnerships: creation of a multiple alliances system with public and private actors, private companies, private foundations and other social entities consolidated in the third sector. Companies are engaged through corporate social responsibility (CSR) programmes and/or taking part in activities such as forums, workshops or job interviews.
- (d) Financial incentives: programme participation is free for participants.
- (e) Communication and dissemination: Municipalities and other private foundations and NGOs cooperate to reach out to potential beneficiaries and disseminate potential benefits.

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