



European  
Commission

# RECOVERY AND RESILIENCE SCOREBOARD

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EU

## Thematic analysis

Adult learning and skills

January 2023



*This paper is part of a series of thematic analyses undertaken by the European Commission to illustrate the impact of the Recovery and Resilience Facility (RRF). The RRF is the European Union's largest ever funding instrument and is intended to support European economies and societies to recover from the Covid-19 pandemic and build resilience against future shocks. EU Member States commit to implement ambitious reforms and investments and receive funds from the RRF when they achieve these commitments.*

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## Policy Overview

**Skills are one of the foundations of the European economy and society by preparing people to seize opportunities and drive transformations, notably in relation to the green and digital transitions.** Despite

its central role in addressing prevalent skills shortages and mismatches, adult learning participation is still not widespread across EU Member States: Only 10.8% of adults participated in learning in 2021 in the EU (vs. 9.1% in 2020), and only 4.3% of low-skilled adults took part in learning (vs. 3.4% in 2020).<sup>1</sup> Only 54% of adults had at least basic digital skills in 2021, with only limited progress over the last years, and the share of ICT graduates remained unchanged compared to the previous year at only 3.9% in 2020. At the same time, demographic change is reducing the available labour force and requires Europe to fully take advantage of all its talents and diversity. Employers report the lack of staff with appropriate skills as the major obstacle to investment while at the same time, the share of firms investing in training fell during the COVID-19 crisis.<sup>2</sup>

**Following the announcement by President Ursula von der Leyen in her 2022 State of the Union address, the Commission has adopted on 12 October the proposal to make 2023 the European Year of Skills.** With the European Year of Skills, in cooperation with the European Parliament, Member States, social partners, public and private employment services, chambers of commerce and industry, education and training providers, and workers and companies, the Commission proposes to give a fresh impetus to lifelong learning by:

- Promoting increased, more effective and inclusive **investment in training and up-skilling** to harness the full potential of the European workforce, and to support people in changing from one job to another.
- Making sure that **skills are relevant** for labour market needs, by also cooperating with social partners and companies.
- **Matching people's aspirations and skill sets with opportunities on the job market**, especially for the green and digital transition and the economic recovery. A special focus will be given to activate more people for the labour market, in particular women and young people, in particular those not in education, employment or training.
- **Attracting people from third countries with the skills needed by the EU**, including by strengthening learning opportunities and mobility and facilitating the recognition of qualifications.

**The European Year of Skills can build on the many EU initiatives already ongoing to support skills and increase their take-up, including:**

- Actions on skills, including adult learning, are central to the implementation of the **European Pillar of Social Rights**. *Principle 1* states that 'quality and inclusive education, training and life-long learning' are a right of every single person in the Union, allowing everybody to develop the skills needed as a citizen and worker, with an explicit reference to transitions in the labour market. *Principle 4*, on active support to employment, states among others that everyone has the right to receive support for training and requalification. *Principle 5*, on secure and adaptable employment, emphasises that, regardless of the type and duration of the employment relationship, workers should enjoy fair and equal treatment with respect to working conditions, access to social protection and training.
- Adult learning is the focus of one of the three **2030 EU headline targets** endorsed by the EU Leaders in the Porto Social Summit and welcomed in the June 2021 European Council. The target states that at least 60% of adults in the EU should be participating in learning every year by 2030 (starting from an annual adult

<sup>1</sup> These data refer to participation of adults in learning in the last four weeks (Eurostat, trng\_lfse\_01, trng\_lfse\_03). Data on participation in the last 12 months are not available for 2021, they will be available in 2023 for 2022.

<sup>2</sup> [EIB Investment Report 2021/2022](#).

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participation rate of 37.4% in 2016). All Member States have, by now, set national targets to contribute to the overall goal.

- The **Digital Decade targets** envisage that by 2030, at least 80% of all adults in the EU should have at least basic digital skills, and there should be 20 million employed ICT specialists in the EU, while more women should be encouraged to take up such jobs (for further digital skills initiatives please see [RRF Scoreboard thematic analysis on digital skills](#)).
- In this context, in 2022, the European Commission started a **structured dialogue** with Member States on digital education and skills that will feed into future actions at EU level. It brings together different policy strands (e.g. education, digitalisation, and labour market) into a strongly integrated and ambitious policy approach. The aim is to identify Member States' gaps and good practices in digital education and skills.
- The 2020 **European Skills Agenda** for sustainable competitiveness, social fairness and resilience is the Commission's five-year strategic plan to train more people, more often and for the skills needed in the labour market.
- As part of the Skills Agenda, under the **Pact for Skills**, so far more than 750 organisations have signed up and 12 large-scale partnerships in strategic sectors have been set up with pledges to help up-skill up to 6 million people.
- The **Council recommendation on individual learning accounts** adopted in June 2022 aims at increasing participation of adults in training by providing integrated financial and non-financial support. It recommends Member States to set up an individual learning account for all working-age adults as well as an enabling framework which includes a national registry of training, validation, and career guidance opportunities. It also calls for paid training leave arrangements for the working-age population.
- The **Council recommendation on micro-credentials** adopted in June 2022 sets out a European approach recommending to Member States to apply a common EU definition, standard elements, and key principles for the design and issuance of micro-credentials; to develop and use micro-credentials within education, training and labour market systems to support lifelong learning and employability.
- The **Council Recommendation on vocational education and training (VET)** of November 2020 supports modernisation of VET systems to equip young people and adults with the knowledge, skills and competences they need to thrive in the evolving labour market and society. It promotes VET as a driver for innovation and growth, which is agile in adapting to labour market changes and providing skills for occupations in high demand.
- The Council Resolution from December 2021 on a new **European Agenda for Adult Learning 2021-2030** promotes up-skilling and re-skilling that can in turn reduce skills mismatches and labour shortages. Skills guidance and skills self-assessment opportunities are among the measures which support people in their up- and re-skilling.
- The strengthened active labour market policies advocated for by the **EASE (Effective Active Support to Employment) Commission Recommendation** of March 2021 aim to support transitions into new employment amid the recovery from the COVID-19 crisis and the better matching of skills in the labour market, supported by employment services with a sufficient administrative capacity (for further employment support initiatives please see [RRF Scoreboard thematic analysis on employment](#)).
- The Commission has also proposed new initiatives to address EU skills shortages and improve migration cooperation. The roll-out of an **EU Talent Pool** and of **Talent Partnerships** with selected third partners will help match the skills of candidates to work in Europe with labour market needs. This is a key deliverable under the New Pact on Migration and Asylum.

**Several EU funds and instruments support adult learning and skills in the Member States, complementing national initiatives in the area.** In complementarity with the reforms and investments financed by the Recovery and

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Resilience Facility (RRF), skills remain a long-standing priority for the EU cohesion policy programming period 2021-2027. In particular, the European Social Fund Plus (ESF+), REACT-EU, the Just Transition Fund, Erasmus+, InvestEU, and the European Globalisation Adjustment Fund provide an important contribution to the EU's employment, social, education and skills policies.

### Skills for the green transition

A workforce with the right skills is a precondition for the green transition. While greening the EU economy is expected to lead to shrinking employment in sectors heavily impacted by it (such as e.g. mining), overall, it is forecasted to generate up to 2.5 million additional jobs in the EU by 2030.<sup>3</sup> Development of labour market and skills intelligence and foresight, adaptation of education and training curricula to the needs of the green transition, as well as investments in training programmes in skills for the green transition are crucial to make the transition happen and ensure a reduction of dependency from fossil fuels, as laid out in the **European Green Deal** and **REPowerEU**.

To help Member States reach common understanding on the skills needed for the green transition, the Commission published in 2022 a **taxonomy of skills for the green transition** in European Skills, Competences, Qualifications and Occupations (ESCO). The taxonomy includes 381 skills, 185 knowledge concepts and 5 transversal skills considered most relevant for a greener labour market. Examples of green skills include how to conduct energy audits, measure the sustainability of tourism activities, as well as train staff on recycling programmes.

The Commission also presented a **European Sustainability Competence Framework (GreenComp)**, which provides an overview of the more transversal competences needed for citizens to live and work in a greener society. GreenComp comprises four interrelated competence areas: 'embodying sustainability values', 'embracing complexity in sustainability', 'envisioning sustainable futures' and 'acting for sustainability'.

The **Council Recommendation on ensuring a fair transition towards climate neutrality** (adopted on 16 June 2022) includes a focus on education, training and lifelong learning. The Recommendation refers in particular to national skills strategies and partnerships; intelligence and foresight analysis linked with the adaptation of curricula; accessible, affordable and inclusive initial education and training, including vocational education and training, notably on skills for the green transition; support schemes for apprenticeships, paid quality traineeships and job shadowing schemes; and increasing adult participation in training, e.g. through individual learning accounts and micro-credentials.

## Adult learning and (green) skills in the recovery and resilience plans

### Overview of the plans

**All national recovery and resilience plans (RRPs) approved so far include measures on skills and adult learning, often linked with active labour market policies, in line with the national challenges identified in the country-specific recommendations.**<sup>4</sup> These include, for instance, national skills strategies, reforms to improve skills intelligence and governance, including recognition and validation of skills, as well as targeted investments in up-skilling and re-skilling. There are all together **245 measures** (out of a total of 4044 measures): 226 related to adult learning and 35 related to green jobs and skills (some related to both). **84 measures are reforms** (36 of them have no cost associated), while the rest **(161) are investments**.

<sup>3</sup> Cedefop (2021). *The green employment and skills transformation: insights from a European Green Deal skills forecast scenario*. Luxembourg: Publications Office. <http://data.europa.eu/doi/10.2801/112540>

<sup>4</sup> All Member States received CSRs in the area of education and skills in 2019 and most of them in 2020 (23 MS, all except for DK, EE, FI, and LU).

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**Measures on skills and adult education focus on a wide range of issues including the twin transition and target both companies and individuals.** Most plans include measures to increase the digital skills levels in the general population and in the workforce. Around half of the plans also envisage dedicated measures for enhancing skills needed for the green transition ('green skills'). Reforms and investments target both employers and individuals. For instance, RRP include measures on individual training entitlements (e.g. individual learning accounts or vouchers) (e.g. BE, BG, EL, FR, HR, LT, LV). Further, some RRP include incentives for companies for up- and re-skilling (e.g. leave subsidies) (e.g. BE, CY, CZ, ES, FR, HR, IT, LV, PT). Shorter study courses/micro-credentials are included in RRP of e.g. Belgium, Estonia, Spain, France, Croatia and Portugal.

**The plans also pay specific attention to parts of the population that might need more targeted and additional support.** Such focus exists on women (e.g. AT, CY), on (long-term) unemployed (e.g. AT, BE, BG, EL, HR, LV), on low-qualified (e.g. AT, MT, SI), on youth (e.g. EL, HR, LV, MT, PL, SI), and other disadvantaged groups such as people with disabilities and older people (e.g. BE, EL, HR, FI, IT, LU, LV, PL, SK).

**Reforms cover a wide range of policy areas key to the strengthening of Europe's human capital.** They include developing new strategies to enhance lifelong learning (e.g. EL, FI, LT, LU, PL, PT), strengthening active labour market policies linked to the twin transitions (e.g. EL, HR, LT), improving continuing vocational education and training (e.g. EL, ES, LT, PT, SI), increasing employers' and individuals' incentives to participate in adult learning (e.g. EL, HR, LV, SE), promoting the development of digital and/or green skills (e.g. CY, EL, ES, FI, HR, LT, LV, MT, PL, SI, SK), supporting teachers and trainers (e.g. EL, ES, HR, SI, SK, LT, PL) and further training public sector employees (e.g. CZ, EL, HR, IT, LT, PL, PT, SK). Member States also aim at enhancing the recognition and validation of skills (e.g. BG, EL, ES, HR, LT, PL, SE).

Adult learning including continuous vocational education and training, recognition and validation of skills  
Expenditure in EUR millions per Member State



ES,€5034	IT,€4056	EL,€2101	FR,€1659	PT,€1049	PL,€629	BE,€567	SE,€544	CZ,€494
AT,€257	RO,€246	BG,€166	IE,€154	SK,€139	DE,€124	LT,€105	FI,€100	NL,€99
LV,€99	SI,€65	MT,€44	HR,€42	EE,€25	CY,€17	LU,€7	DK,€5	

Note: This chart shows estimated expenditure based on the pillar tagging methodology for the Recovery and Resilience Scoreboard and corresponds to the measures allocated to the policy area 'Adult Learning, Including Continuous Vocational Education And Training; Recognition And Validation Of Skills' as primary or secondary policy area. Source: European Commission's own calculation. Figures in the legend are rounded to the nearest million.

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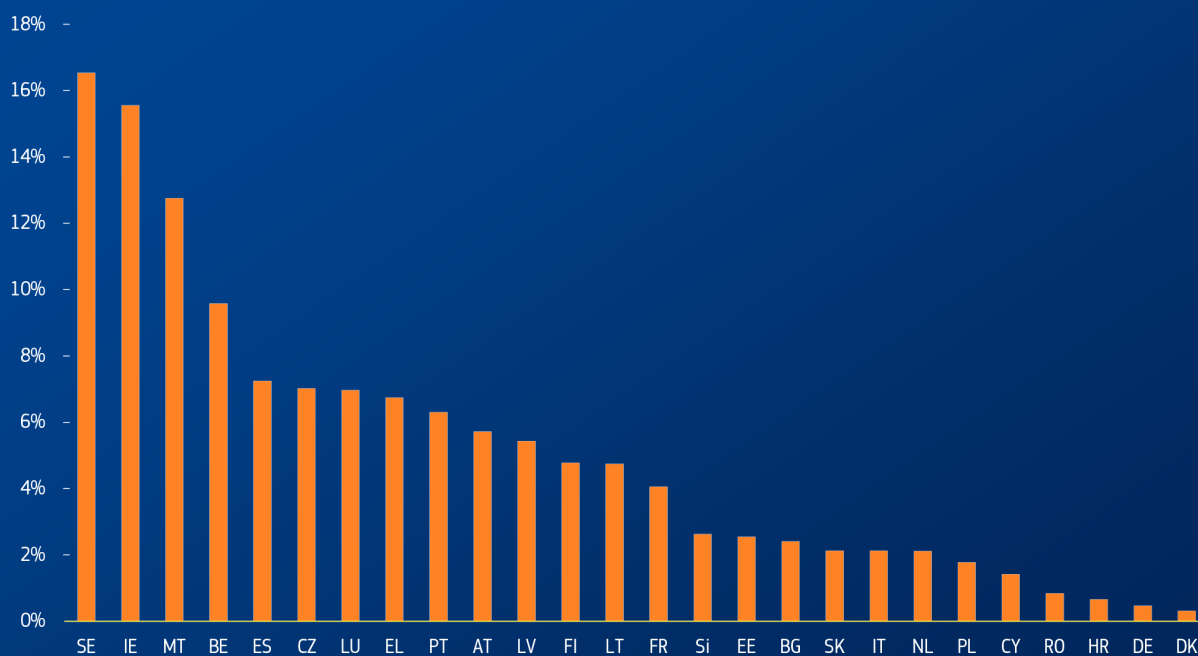
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Reforms and investments related to **adult learning, including continuous vocational education and training, and recognition and validation of skills**, comprised in the national RRP's amount to **17.8 billion EUR**, which is approximately **3.57%** of the total estimated costs of the 26 RRP's approved so far. Spain (5 bn EUR), Italy (4 bn EUR), and Greece (2.1 bn EUR) invest the largest absolute amounts, but all other Member States dedicate some portion of their RRF funds to adult learning, continuing vocational education and training, and recognition and validation of skills.

#### Share of adult learning including continuous vocational education and training, recognition and validation of skills expenditure

Expenditure on adult learning and skills, % of total estimated cost per Member State



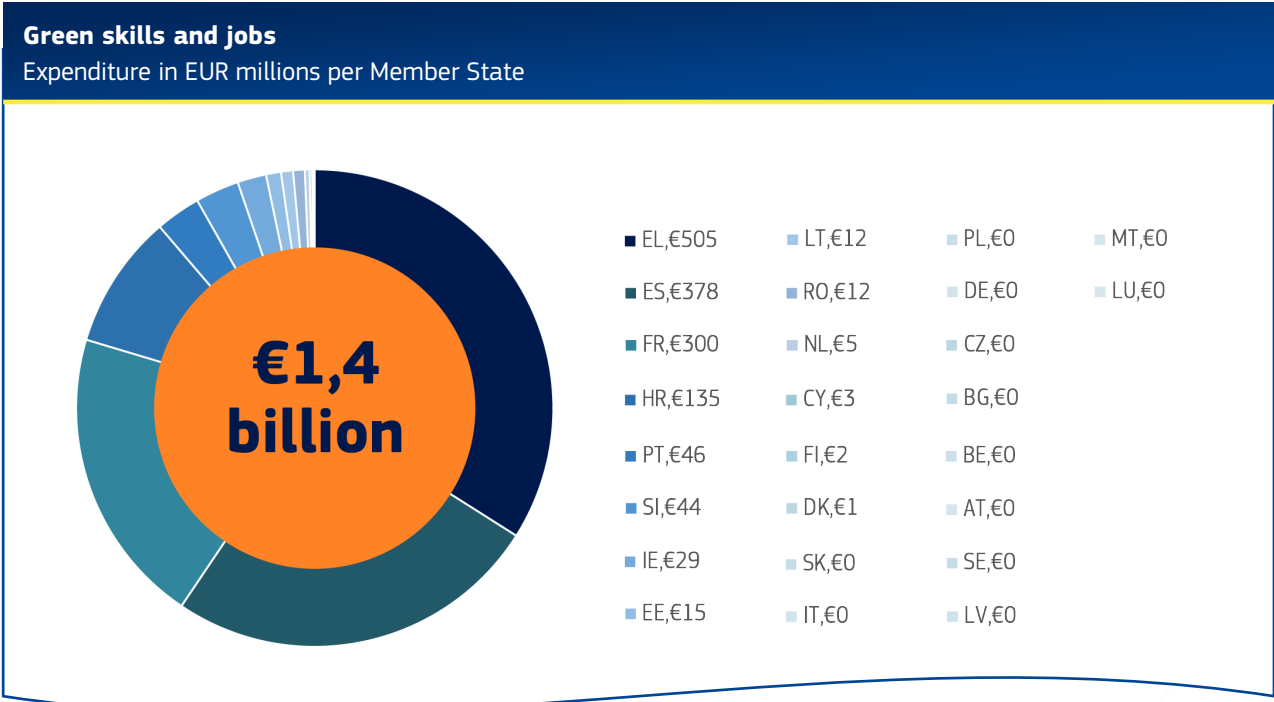
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As a share of total national plans, Sweden is on the top of the ranking list: more than **16.5% of the Swedish RRP's budget** is in one way or another associated to reforms and investments related to adult learning, continuing vocational education and training, or recognition and validation of skills. Ireland, Malta, and Belgium closely follow Sweden in the ranking, the four of them constituting the upper echelon with spending at or above 10%. There are another ten Member States (ES, CZ, LU, EL, PT, AT, LV, FI, LT, and FR) that invest proportionally more than the total EU share (3.57%).

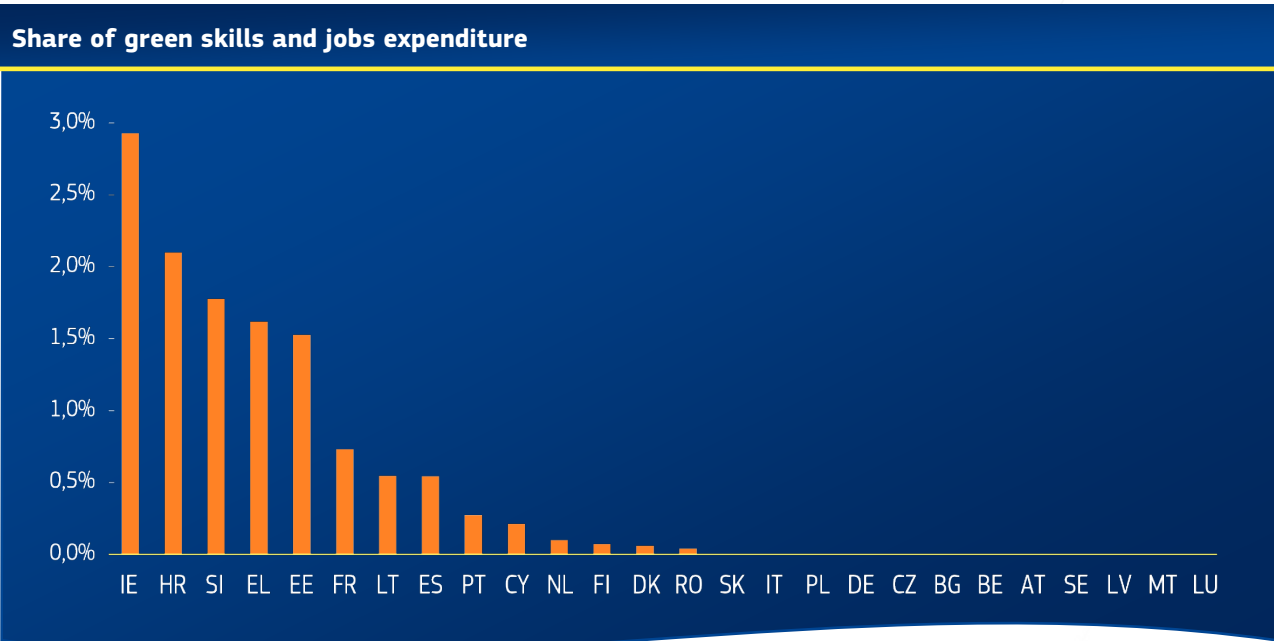
Investment and reforms on **green skills and jobs** amount to almost **1.5 bn EUR** and are spread unevenly across **14 Member States**. Spending related to green skills and jobs ranges from 505 million EUR in Greece to 1 million EUR in Denmark while 12 other MS have no spending predominantly related to green skills and jobs. In terms of the share of the RRP, Ireland is on the top with almost 3% of the plan followed by Slovakia, Slovenia, Greece, and Estonia all with values above 1.5% of the total plan.

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Note: This chart shows estimated expenditure based on the pillar tagging methodology for the Recovery and Resilience Scoreboard and corresponds to the measures allocated to the policy area 'Green skills and jobs' as primary or secondary policy area. Source: European Commission's own calculation. Figures in the legend are rounded to the nearest million.



Note: This chart shows estimated expenditure based on the pillar tagging methodology for the Recovery and Resilience Scoreboard and corresponds to the measures allocated to the policy area 'Green skills and jobs' as primary or secondary policy area. Source: European Commission's own calculation.

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### Good practices



#### **Adult learning/ continuing vocational education and training (VET) - Greece's horizontal up-skilling programmes:**

The horizontal training programmes promoting among others digital skills and green skills for over half a million beneficiaries in total will support the employability of the workforce in Greece and facilitate the green and digital transition. The investment will be preceded by a reform of the national life-long learning system that will ensure high quality and labour market relevance of offered trainings. Notably, the reform - that has already been completed - allows for better monitoring and meeting the demand needs of the labour market through the establishment of a Labour Market Diagnosis Mechanism, the setting up of Lifelong Skilling Accounts (LSAs) for training participants, and the implementation of a new selection and evaluation framework for training providers.



**Skills recognition and validation - Portugal's *Acelerador Qualifica* programme:** Portugal includes in its RRP significant measures to raise the qualification levels, notably digital skills, and improve lifelong learning participation. As part of this effort, the '*Acelerador Qualifica*' is a new measure aiming at encouraging re-skilling and up-skilling of the population. This measure will financially support at least 100 000 adults in advanced stages of their recognition, validation, and certification of competencies processes.



**Green skills - Ireland's SOLAS Green Skill Action Programme:** The *SOLAS Green Skills Action Programme* aims to progress the green transition and support climate action. It includes a focus on skills provision in Near Zero Energy Building and Retrofitting as well as the development of new modules in green skills. It is part of a broader *Recovery Skills Response Programme* focusing on skills which are relevant for the twin transition and targeting sectors with employment opportunities, such as information and communications technology programming, green construction and climate change mitigation. Training programmes and modules are to be managed by all of the 16 Education and Training Boards across the Irish territory.



**Individual learning accounts - Latvia's pilot:** The planned individual learning accounts will stimulate adult participation in education, in particular improving digital skills. The investment consists of supporting 3 500 adults in acquiring digital skills through individual learning accounts by making available the best digital learning tools using specialised solutions for high-quality machine translation and other artificial intelligence technologies, as well as involving education experts in the validation and adaptation of localised content.



**Training health care professionals - Czechia's Intensive Medicine Simulation Centre:** The centre will provide training with state-of-the-art technologies and equipment, imitating real-life situations, including by using virtual reality. This will enable training of complex clinical tasks in a safe environment without impacting on patient safety, effective transfer of acquired skills into clinical practice and improving cooperation between medical disciplines. Simulation training will cover a wide range of activities, ranging from simple treatments to comprehensive patient care by specialised medical teams in pre-hospital care, intensive care units or operating rooms. The capacity should be sufficient to ensure that at least 1 500 healthcare professionals shall be trained in the centre per year.



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## Country overview

*The non-exhaustive list of measures included in the Country Overview as well as figures provided in the Country Overview are based on the pillar tagging methodology for the Recovery and Resilience Scoreboard and correspond to the measures allocated to the policy area 'Adult Learning, Including Continuous Vocational Education And Training; Recognition And Validation Of Skills' and 'Green skills and jobs' as primary or secondary policy area. For all Member States, the listed relevant components are based on the Council Implementing Decision. Figures are rounded to the nearest million and - in case of significant differences - shown separately without 'Green skills and jobs' and including 'Green skills and jobs'.*

### Austria

*Allocation: EUR 257 million. Relevant component: 3.B.*

The Austrian plan provides comprehensive up- and re-skilling opportunities also in light of the digital and green transition, in particular for the low-skilled and the long-term unemployed. This includes a reform and investment to (i) improve the incentive and material conditions for the unemployed to participate in training or other qualification measures; and (ii) increase the availability of retraining and further (flexible) training measures, with a specific focus on women. The digitalisation components of the retraining and further training measures promote training in subject-specific occupational fields and basic IT skills. Overall, around 40 000 unemployed are expected to benefit from the education bonus and around 94 000 people from retraining and further training measures.

on developing skills for further development of biotech/pharma sector; (b) improving the digital skills of disadvantaged target groups in order to improve their personal situation and strengthen social integration; (c) upgrading of advanced training infrastructure aiming at supporting skills development; and (d) implementing the agreement concluded between the Flemish government and social partners, which includes the objective of boosting training and life-long learning.

### Belgium

*Allocation: EUR 567 million. Relevant components: 2.2, 4.1, 4.2 and 5.1.*

The Belgian plan includes training and labour market reforms aimed at increasing the training for the unemployed, improving the efficiency of activation of jobseekers and paving the way towards individual learning and career accounts. The reform on the higher education advancement fund is expected to further develop and implement a vision on lifelong learning in Flemish higher education, whereas the Brussels' Re-qualification strategy aims to help with integrating disadvantaged groups into the labour market. These measures are expected to assist more than 6 000 jobseekers and 450 persons with disabilities. All of these reforms will be accompanied by a broad array of investments, such as: (a) a new training centre focused

### Bulgaria

*Allocation: EUR 166 million. Relevant components: 1 and 2.*

The Bulgarian plan comprises of measures in the area of skills relevance and adult learning. It aims to reform the regulatory frameworks for higher and vocational education and training. An online platform for adult learning linked to the public employment services and trainings on digital skills for the unemployed and the employed will also be supported. At least 760 digital clubs will be founded with the aim to provide free access to the platform for e-learning.

### Croatia

*Allocation: EUR 42 million without 'Green skills and jobs' or EUR 149 million including 'Green skills and jobs'. Relevant components: 1.6, 2.9, 3.2, and 4.1.*

The Croatian plan aims to address up-skilling and acquisition of skills related to the green and digital transitions by introducing new active labour market policies for the long-term unemployed and less employable people from disadvantaged groups, and also by introducing a voucher system for adult education. The goal is that these vouchers benefit at

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least 30 000 people, 12 000 of them being long-term unemployed, inactive, or young people not in employment, education or training. The plan also includes measures to (a) boost the skills of Croatian procurers through the provision of training on the innovation-related procurement; and (b) strengthen the human capital in the tourism sector with a focus on digital, green and management skills. An important reform and accompanying investment will also be to strengthen STEM and ICT skills by introducing specific scholarships.

 **Cyprus**

*Allocation: EUR 17 million. Relevant components: 3.1, 3.4, 3.5 and 5.1.*

In light of skills mismatches, the Cypriot plan envisages the up-skilling and re-skilling of at least 25 600 people across society in labour-market relevant programmes for digital skills, skills related to the blue and green economy, and entrepreneurship skills for unemployed and inactive people. It further includes the training of at least 110 (out of 130) judges on the new Civil Procedure Rules and other judicial skills. Moreover, the plan comprises the up-skilling of the farming community, through scholarships and the promotion of knowledge transfer between practitioners and academia. The plan also includes measures to address financial illiteracy, in particular amongst women.

 **Czechia**

*Allocation: EUR 494 million. Relevant components: 1.4, 2.5, 3.2, 3.3, 4.4, 4.5 and 6.1.*

The Czech plan addresses skills in a comprehensive way. At least 14 regional training centres are planned to be established with the aim to provide lifelong learning in the area of digital technologies and Industry 4.0. These are expected to provide training to 130 000 people. A tripartite re-skilling and up-skilling committee is planned to be established, and its goal will be to coordinate development of life-long learning in line with the actual and anticipated demand for skills. A database of re-skilling and up-skilling courses will also be created. In addition, different reforms will aim to adjust the study programmes for the digital transformation, implement targeted pro-client training programmes for at least 1 000 front-office public officials, support the digital and management skills and financial literacy of cultural and

creative professionals and improve the training opportunities of healthcare professionals by expanding the infrastructure for post-graduate training and lifelong learning of healthcare professionals. Moreover, SME management training platform is planned to be launched and to involve at least 200 SMEs in digital re- and up-skilling activities. The plan includes support for almost 5 000 projects aimed at, among others, awareness raising, education, training and information in the field of energy savings and reduction of emissions.

 **Denmark**

*Allocation: EUR 5 million without 'Green skills and jobs' or EUR 6 million including 'Green skills and jobs'. Relevant components: 2 and 4.*

The Danish plan will support skills mainly in the context of a reform brought about by a Digital Strategy that will support the development of digital skills and competencies (not counted towards the figure mentioned above; see RRF Scoreboard fiche on digital skills). Further, an investment in organic transition in public kitchens aims to establish a wide range of educational programmes and support curricula facilitating the transition to more organic, healthy and sustainable food in public kitchens.

 **Estonia**

*Allocation: EUR 25 million. Relevant components: 1.4, 2.1 and 2.2.*

The Estonian plan aims to strengthen the digital transition of enterprises by ensuring the availability of sufficient ICT professionals possessing up-to-date skills and knowledge, by offering new career opportunities to both employed and unemployed people through up-skilling and retraining in ICT, as well as through a better recognition of skills acquired outside formal learning. Green transition of enterprises will be supported by dedicated measures providing green skills to the labour force. As such, a Green Transition task force will be set-up, which is expected to set the necessary framework for the investment into green skills in the enterprises. More than 2 800 people are expected to take part in trainings supporting the development of green skills.

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#### Finland

*Allocation: EUR 100 million. Relevant components: 2.3 and 3.2.*

The Finnish plan aims to foster employment opportunities by developing relevant skills and competences of working age people. Via a broad reform of the continuous learning services, the plan aims to provide training to at least 7 800 people, out of which to at least 1 500 people in under-represented groups, with a focus on skills for the green and digital transition. Via an investment measure, the plan is expected to enable and accelerate the digitalisation of the continuous learning system across administrative boundaries and support education-to-work transitions. Some measures also focus on training in cybersecurity skills for the general population and public officials.

#### France

*Allocation: EUR 1 659 million without 'Green skills and jobs' or EUR 1 959 million including 'Green skills and jobs'. Relevant component: 8.*

Measures supporting re- and up-skilling are included in the French plan and are expected, for instance, to allow 90 000 employees to train in dual training programmes and 160 000 in apprenticeships including in sectors involved in the green transition. Additional distance learning courses and digital training modules are to be provided by the national employment agency and training institutions. The system of individual learning accounts is strengthened to allow for greater training opportunities in digital skills. Professional transitions across sectors are also supported, including via re-skilling. In the aftermath of the COVID-19 crisis, to promote the development of skills in high demand in the labour market, notably digital skills, and help skills development and innovation within firms, the French plan strengthens training provided to workers in short-time work schemes via the National Employment Fund (FNE).

#### Germany

*Allocation: EUR 124 million. Relevant components: 2.1, 2.2 and 3.1.*

The German plan has a strong focus on acquiring skills, in particular related to the digital and green transition,

for learners of all ages. As such, the creation of at least 40 continuing education and training networks (*CET networks*) is expected to support companies, in particular SMEs, in providing their staff with relevant trainings. The plan further comprises several actions aiming at improving data literacy and data use in the federal administration, including through the introduction of a digital academy in the Federal Academy for Public Administration, bringing together all training opportunities to support digitalisation. The plan also includes an investment to equip up to 60 different education institutions of the Federal Armed Forces (*Bundeswehr*) with up-to-date information technology enabling online teaching and learning.

#### Greece

*Allocation: EUR 2 101 million without 'Green skills and jobs' or EUR 2 201 million including 'Green skills and jobs'. Relevant components: 2.2, 3.1, 3.2, 3.4, 4.3 and 4.6.*

The Greek plan includes a lifelong learning reform allowing for the establishment of improved governance structures, Lifelong Skilling Accounts for training participants, and a national register of quality-assured training providers, in line with a recently adopted National Skills Strategy. It also introduces a reformed training model for labour force skilling, re- and up-skilling and an upgrading of the national vocational education and training system, which will, among others, aim to provide skills required for the twin green and digital transition and boost the employment prospects, particularly, of young people. In addition, the plan envisages up-skilling of judges and judicial employees, through the introduction of compulsory lifelong learning in topics that are essential for the performance of their duties. These reforms go hand in hand with a wide range of planned investments, such as the diversity training programmes for employees of the public and private sector that aim to raise awareness; the training programmes for up-skilling and re-skilling of at least 18 000 seasonal workers, long-term unemployed and workers in the tourism sector whose labour contract had been suspended during the pandemic; the skills development of 3 600 individuals in creative and cultural professions; and the planned training programme and certification for digital skills in the context of the mandatory military service.

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#### Ireland

*Allocation: EUR 154 million. Relevant component: 3.*

To address skill shortages, the Irish plan aims to develop a range of additional educational and training programmes as part of the 'Skills to Compete' programme and to formally establish the 'SOLAS Green Skills Action' programme. Training programmes notably focus on skills which are relevant for the twin transition and target sectors with employment opportunities, such as information and communications technology (ICT) programming, green construction and climate change mitigation. The measure supports those most affected by the pandemic and fosters the resilience of the economy. An investment in five new and emerging technological universities aims to complement these efforts by strengthening capacity in education and training.

#### Italy

*EUR 4 056 million. Relevant components: 1.1, 4.1 and 6.2.*

By reforming the governance of Vocational Training Institutes ('*Istituti Tecnici Superiori*'), and investing in their training offer, the Italian RRP will support workers to improve their tertiary-level skills, in areas such as ICT, energy efficiency and sustainable mobility, new technologies for strategic sectors in Italy such as fashion, agri-food and culture. Further investments in up-skilling programmes have a focus on digital skills and target civil servants, teachers, healthcare professionals, and citizens: volunteers taking part in the digital civil service are expected to train 1 million people in basic digital skills by 2025, prioritising people at risk of digital exclusion and alleviating the digital divide. Digital facilitation centres which provide online and physical training in digital skills will also be strengthened to reach 2 million people by 2026. In addition, there are important measures that are not counted towards the amount mentioned above: an ambitious reform of active labour market policies and vocational training setting up the new National Programme for the Guaranteed Employability of Workers (GOL) and a new plan for skills provision and recognition (National Plan for New Skills), coupled with investments in public employment services, aim at increasing participation in up- and re-skilling programmes. The GOL programme is expected to

involve 3 000 000 people, out of which 800 000 are expected to receive vocational training and 300 000 training in digital skills (see RRF Scoreboard thematic analysis on employment). Other measures not included in the amount above focus on digital skills to provide people with disabilities ICT equipment and training to improve their autonomy and to incentivise firms to provide training to their employees (notably via the tax incentives under the measure '*Transizione 4.0*' (see RRF Scoreboard thematic analysis on digital skills).

#### Latvia

*Allocation: EUR 99 million. Relevant components: 2, 3, 4 and 6.*

The Latvian plan envisages to establish new approaches for the organisation of the adult learning system, notably by piloting the individual learning accounts for individual needs-based adult learning and the Skills Funds' approach to enterprise- and sector-based adult learning. Investments are planned for improving basic and advanced digital skills of citizens, enterprises and public administration with the aim of increasing the share of people with at least basic digital skills to 54% in 2025. The plan further includes the re- and up-skilling of at least 20 450 clients of the State Employment Agency (unemployed, jobseekers, persons at risk of unemployment). Regarding the health care sector, the Latvian plan aims to improve the professional development system for health professionals. To enhance the qualifications of the human resources of the judicial system, the plan entails the establishment of a unified training centre for judges, court staff, prosecutors, assistant prosecutors and specialised investigators (in interdisciplinary matters).

#### Lithuania

*Allocation: EUR 105 million without 'Green skills and jobs' or EUR 118 million including 'Green skills and jobs'. Relevant components: 1, 4, 6 and 7.*

The Lithuanian plan includes the creation of a one-stop-shop lifelong learning platform based on the principle of individual learning accounts, which will allow 21 600 people to complete quality training, along with strengthened skills validation. Work-based learning is supported via greater apprenticeships opportunities. Another measure aims at increasing employment

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support in view of the digital and green transition, including up- and re-skilling programmes in fields such as circular economy and digital skills. Investments on training of workers in specific sectors such as healthcare and long-term care, and the public sector are also included.

#### Luxembourg

*Allocation: EUR 6.5 million. Relevant component: 1A.*

The Luxembourgish plan aims at reforming its skills strategy and develop a new action plan to promote continuing vocational training that will enhance workers' employability. The resulting action plan shall define dedicated training paths called 'skills bridges' helping workers and job seekers to improve their employability during the green and digital transition. Investments in training programmes focussing on soft and digital skills, targeting job seekers and workers in short-time work schemes in particular, are also included in the plan.

#### Malta

*Allocation: EUR 44 million. Relevant components: 3 and 5.*

The Maltese plan expands up- and re-skilling opportunities, in particular regarding the digital and green transition, for all adults regardless of their employment status, including the low-skilled whose participation in lifelong learning is particularly low. This includes the development of an e-College offering comprehensive online courses and help desk, capacity building for adult learning professionals as well as the establishment of up- and re-skilling guidance networks to assist learners. It further envisages the setting up of a Centre of Vocational Education Excellence (ITS Campus) including on-boarding facilities and the development of up-to-date training programmes to strengthen vocational education and training (VET) for the hospitality industry. The investment targets both youths (initial VET), as well as current workers in the sector (continuing VET/up- and re-skilling). In addition and not counted towards the figure mentioned above, the Maltese plan includes the introduction of a Skills Certificate for the construction industry.

#### Netherlands

*Allocation: EUR 99 million. Relevant components: 1 and 4.*

The Dutch plan includes measures to support people to develop their careers and find jobs through re-skilling, contributing to addressing labour market and skills shortages and fostering the green and digital transitions. As such, it envisages the development of a human capital agenda with actions to increase the supply of skills in green hydrogen by establishing at least five regional learning communities, course materials and events or centres to facilitate exchanges between businesses and education or research institutions. The plan further comprises an investment providing financial support for three temporary subsidy schemes, each consisting of i) professional development advice to support people in reorienting their careers provided by certified career advisors; ii) free training and learning activities provided to promote skills development; and iii) support to individuals via tailor-made sectoral pathways within a specific sector, including career advice (i.e. focused on the current job, skills and career path), (ii) career guidance (i.e. focused on career changes and/or new skills and jobs), (iii) skills training, or (iv) recognition of acquired competencies advice.

#### Poland

*Allocation: EUR 629 million. Relevant components: 2.1, 2.5 and 3.1.*

The Polish plan is expected to improve the matching of skills and qualifications with current and future labour market requirements at national and regional levels. Reforms to improve the coordination of policies in the regions in the area of vocational education and training and lifelong learning, as well as reforms and investments to set up 120 sectoral skills centres throughout the country are expected to contribute to better links between vocational education and training and the economy and improved dissemination of innovative solutions. With specific attention to digital and green skills and the provision of targeted up- and re-skilling opportunities, these measures are set to prepare adults, young people, and next generations for the modern economy. The development of digital skills is one of the objectives of the Digital Competence Development Programme and of the overarching

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investment providing at least 380 000 people of different groups of the population, including civil servants, teachers, citizens with insufficient basic digital knowledge and people excluded or at risk of exclusion, with digital skills trainings. The plan further includes a fellowship programme to support the development of artistic, green and digital skills of creators, artists, animators, educators and researchers in the creative and cultural sector.

#### Portugal

*Allocation: EUR 1 049 million without 'Green skills and jobs' or EUR 1 054 million including 'Green skills and jobs'. Relevant components: 6, 10, 12, 16 and 19.*

In order to raise qualification and skills levels and improve lifelong learning participation, the Portuguese plan includes reforms to modernise the education and vocational education and training systems and to improve cooperation between higher education and the private sector to develop tertiary education programmes for people with professional experience. Accompanying investments will foster the offer of professional courses, vocational schools and of short-duration classes and will incentivise participation in basic skills training and in skills validation and recognition. Incentivising measures are expected to provide training to 145 000 adults by 2025. In order to equip the economy with the right skills for the green transition, the plan will also strengthen training and skills in the field of the blue economy, through a new Blue School concept, and in the field of bio-economy. In order to boost digital skills levels in the working population, investments will provide interlinked training programmes to address digital skills gaps of workers and managers in the private sector (800 000 beneficiaries of online training and 200 000 beneficiaries of face-to-face and blended training). Other digital skills training programmes will target public servants.

#### Romania

*Allocation: EUR 246 million. Relevant components: 5, 7 and 15.*

The Romanian plan entails the development of 10 certification schemes in the area of energy performance of buildings for specialists and qualifications for construction workers, covering a total

of at least 8 000 people. Partnerships between the training centres, universities and relevant institutions will be developed. The plan further aims at strengthening professional skills for energy and resource efficiency intervention on historic buildings. Regarding the digital transition, the plan envisages advanced digital skills trainings for 32 500 civil servants, training in basic digital skills for 100 000 people from disadvantaged communities as well as schemes to up- and re-skill employees in 2 000 SMEs. Further, the Romanian plan includes the development of a framework programme for the continuous training of professionals in early childhood education and care services.

#### Slovakia

*Allocation: EUR 139 million. Relevant components: 7, 10, 12, 16 and 17.*

The Slovak plan develops a coherent national strategy for the strengthening of digital skills across the Slovak society through life-long-learning. The plan also includes a targeted investment to improve the digital skills of older people and other disadvantaged persons, combining training in digital skills with the provision of accessible digital equipment. Targeted investments aimed at developing specialised skills of IT and cybersecurity professionals working in the public sector are also envisaged in the plan. To further strengthen administrative capacity at different levels of government, an e-learning platform for specialised training will be launched. At least 900 health care sector workers will be retrained in different types of programmes in mental health. To incentivise lifelong professional development amongst teachers, a financial allowance will be introduced. Further, the Slovak plan comprises the simplification of the regime for the recognition of qualifications and professional qualifications for the exercise of regulated professions.

#### Slovenia

*Allocation: EUR 65 million without 'Green skills and jobs' or EUR 109 million including 'Green skills and jobs'. Relevant components: 5, 7, 10, 12 and 14.*

The Slovenian plan addresses skills via reforms of the education system (in particular adult learning, secondary vocational education and training, and higher

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education), and via reforms for skills of the public administration employees. The reforms of the education system will include improving the digital competences, basic computing and IT content, competences for sustainable development, and financial literacy of 20 000 people working in education. Within the framework of the reform on increasing the skills of staff in the public administration, a Competence Centre will be established. This Centre will aim to promote a strategic approach to competence management and act as a training centre, inter alia, for digital skills. In addition, a Civil Service Management Strategy on talent management, career development, life-long learning, and the new realities brought by the COVID-19 pandemic is planned to be adopted. Comprehensive investments will also support: (a) training and education of more than 11 300 employees, with specific focus on older and low-skilled workers; (b) a targeted scheme aiming at increasing digital skills for at least 4 000 young people; (c) strengthening the capacity of regions and local communities for green skills and jobs, as well as (d) strengthening the competencies of health personnel.

### Spain

*Allocation: EUR 5 034 million without 'Green skills and jobs' or EUR 5 235 million including 'Green skills and jobs'. Relevant components: 10, 18, 19, 20, 21, 23 and 24.*

Spain's plan includes measures to support up- and re-skilling across different education policy areas: from agriculture to energy and transport, from digital skills, in areas such as cybersecurity and A.I., to healthcare. To support a fair and inclusive green transition, at least 4 000 individuals affected by the transition to a low carbon economy will receive personalised job search assistance and re-skilling pathways. Investments will provide dedicated modules to equip employed and unemployed with the right skills for jobs in demand, including thanks to the green transition, while improving skills intelligence and anticipation. Reforms will also modernise the vocational training system and the national qualification system providing for a better integrated system for lifelong learning.

### Sweden

*Allocation: EUR 544 million. Relevant components: 2 and 3.*

The Swedish plan includes a reform of the employment protection system aiming to enhance both flexibility and mobility in the labour market, in which lifelong learning and skills support in professional transitions play a key role to improve workers' career paths. Another reform included in the plan aims to improve incentives for the provision of vocational training and language training at local level. Investments are expected to allow more people to obtain vocational training at upper secondary level, improving matching in the labour market. In the healthcare sector, an investment aims to improve the skills set of the 8 000 workers in elderly care centres, while a reform is expected to improve the labour market regulation for nursing assistants, including skills and education requirements, improving labour protection and services at the same time.