

PARTNERUP

PARTNER UP Analysis Reports National level

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Executive Summary

The following national reports represent the outcome of the initial desk analysis carried out by the project partners in Croatia, Cyprus, Greece, Italy, Latvia, Romania with the aim to deepen the actual state of the art in the implementation of the Upskilling Pathways initiative (UP) in each project Country and at EU level.

The desk analysis allowed the partners to investigate and share knowledge about several aspects related to the UP initiative: legislative context and measures, key measures in place, wide target groups addressed, main challenges in reaching out the target groups, main challenges in skills assessment, provision of tailored learning and validation and recognition of skills acquired, actors delivering Upskilling Pathways, cooperation mechanisms in place.

It was based on stakeholders' contributions, on recent literature review, and on the consultation of National/EU documents on both Adult Learning and Education policies and Upskilling Pathways, published by European Commission or elaborated by European networks/associations.

The outcomes of the Analysis put the basis for the policy and practice work of the project.



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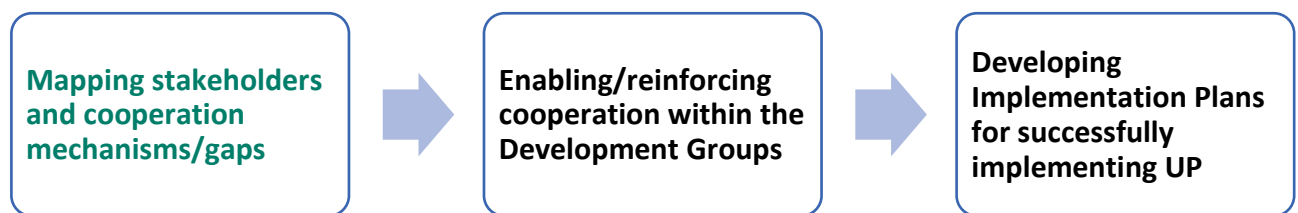
1 Introduction

The following national reports represent the outcome of the initial Analysis carried out by the project partners in Croatia, Cyprus, Greece, Italy, Latvia, Romania with the aim to deepen the actual state of art in the implementation of the Upskilling Pathways initiative (UP) in each project Country and at EU level.

Specifically, the Analysis was meant at collecting quantitative and qualitative data and information about:

- existing and missing stakeholders,
- existing cooperation mechanisms and structures,
- gaps in cooperation,
- good practices with reference to the Upskilling Pathways implementation in the Partner UP Countries and at EU level,

in order to **provide the basis for the policy and practice work of the project.**



The Analysis process allowed the partners to investigate and share knowledge about several aspects related to the UP initiative, by:

- analysing the main challenges in the UP implementation, in view of defining strengths and weaknesses in cooperation, identifying existing coordination structures, missing stakeholders and how this has impacted on a regular process of implementation;
- mapping and analysing a list of possible/useful stakeholders to engage, so as to make clear their added value and expected contribution;
- defining how they can further enable the implementation of UP.

In order to collect highly qualitative data, the Analysis is carried out according to two different methodologies, both aimed at defining gaps in cooperation and identifying opportunities for reinforcing positive/meaningful relationships already in place and involving and engaging missing and/or new stakeholders: **Desk Analysis** and **Stakeholder Mapping**.



The **Desk analysis** was mainly intended at deepening the actual state of art in the implementation of the UP initiative in each project Country and at EU level, by investigating:

- legislative context and measures;
- key measures in place;
- wide target groups addressed;
- main challenges in reaching out the target groups;
- main challenges in skills assessment, provision of tailored learning and validation and recognition of skills acquired;
- actors delivering Upskilling Pathways;
- cooperation mechanism in place.

It was based on recent literature review and on the consultation of National/EU documents on both Adult Learning and Education policies and Upskilling Pathways, published by European Commission or elaborated by European networks/associations.

The mapping of Stakeholders was developed at country level through different activities:

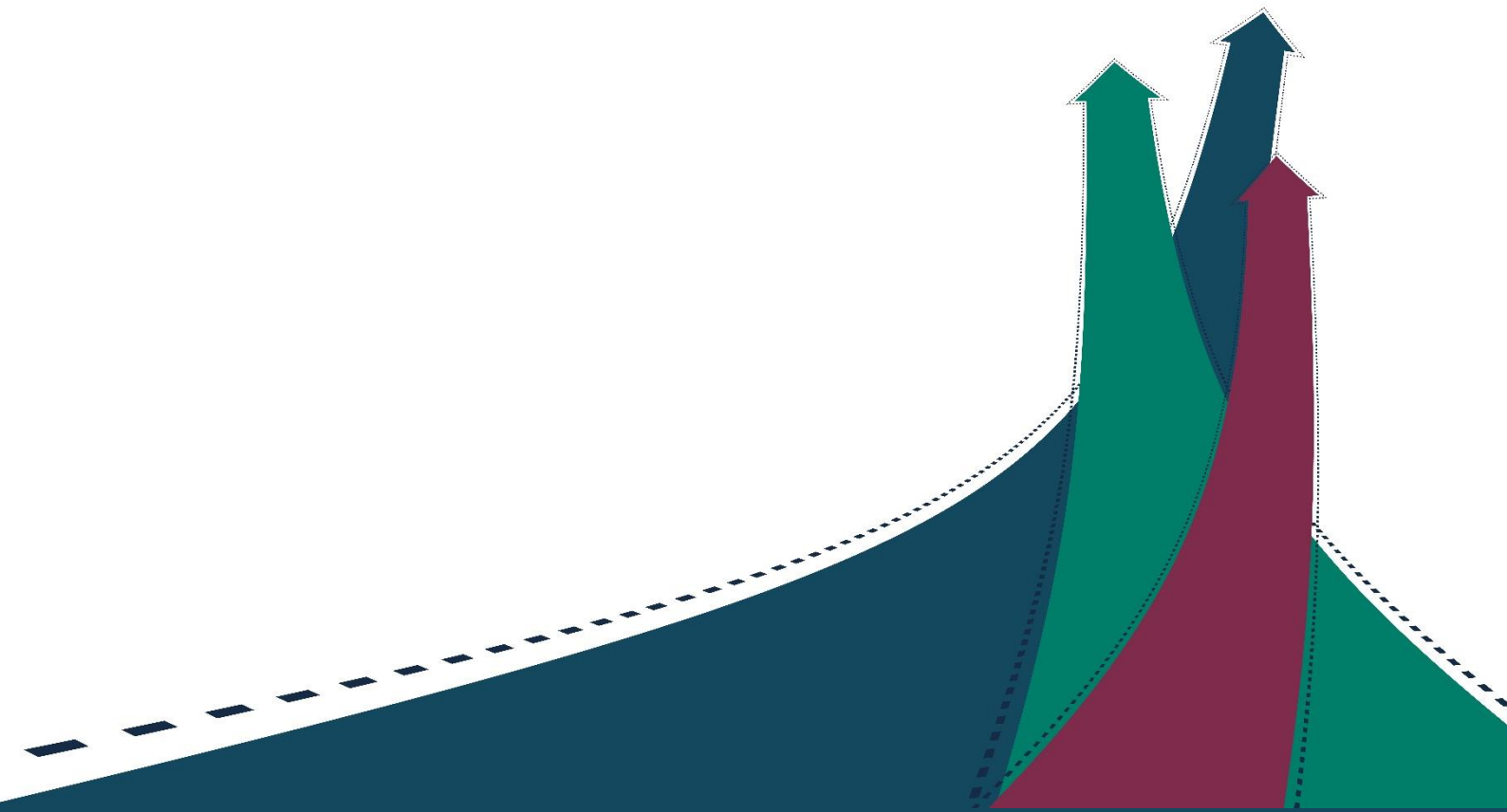
- **internal reflection** in partner organisation and/or in national project team, developed by collectively brainstorming about specific key questions, so as to share a common view of the main needs and objectives for the development of cooperation with/among stakeholders;
- **focus groups / interviews** with national stakeholders according common Guidelines, with the main aim to guide them in self-assessing their role in Upskilling Pathways, their relevance and their main contribution.

As results of the methodologies applied, the partners/national team produced an **Analysis Country Report** and a **Stakeholder Mapping Table**, as follows.



2 Analysis reports

Report of the analyses that have taken place at the respective national level



Country Analysis

ITALY

Country Analysis - Italy

Country	Italy
Responsible organisation/s	FORMA.Azione srl

Upskilling Pathways in each country: state of the art in the implementation, main target groups, challenges

The Italian legislative framework concerning Upskilling Pathways is consistent and relevant, as the **National Report on the implementation of the Upskilling Pathways Recommendation**¹ highlights, and adult participation is increasing steadily, but slowly.

The **National Strategic Plan for the Upskilling and Reskilling of the adult population**² has developed an action for the first three-year implementation period (2021/23) that focuses on three main aspects, in order to strengthen the coordination between the different national policies:

- the first one is about **improving the existing services and their outreach** by addressing strategic investments not only to increase the services' attractiveness, effectiveness, accessibility and proximity, but also to raise the skills of guidance professionals;
- the second one concerns the importance of **keeping a balance between maintaining basic skills central while personalising the existing offer** according to various factors, such as context, final beneficiaries, content, timing and methods of learning assessment, teaching and IT support. By basic skills it is meant raising and updating the literacy and qualification levels of the adult population, offering a personalisation of education, training, work and social-work inclusion services, and qualifying demand and use of skills by strengthening entrepreneurship and management competences;
- the third one is about **intermediating and synchronising skills supply and demand**, by intervening both at a system and at an individual level. The main action will involve the improvement of the quality of services in order to enhance the portability of skills, promote the alliance between formal and non-formal and informal learning and strengthen active ageing and reverse mentoring.

The implementation of UP in Italy involves various **stakeholders**, starting from the **Italian government** that plays a crucial role both in formal ALE, aimed at obtaining middle-school or high school diploma as well as literacy in Italian as a second language (Ministry of Education), and VET and non-formal ALE (Ministry of Labour through the National Agency for Active Labour Policies, that coordinates the Regional authorities, that transpose and implement the national laws in the reference territorial areas).

¹ The full report can be read here (Italian): <https://www.lavoro.gov.it/notizie/pagine/apprendimento-permanente-report-upskilling-pathways>

² The plan is available here (Italian): <https://www.lavoro.gov.it/priorita/pagine/piano-strategico-nazionale-per-lo-sviluppo-delle-competenze-della-popolazione-adulta>

Universities, vocational training centres and adult education centres design and implement adult education programs, provide learning resources and facilities and collaborate with other organisations to offer a diverse range of learning opportunities.

Non-profit organisations, community-based groups and NGOs also contribute, mainly in non-formal ALE and for specific areas, such as language learning, immigrant integration or skills development.

ALE providers, employers and Public/Private Employment Services cooperate in order to align the skills taught with the labour market needs.

Employers and industry associations work together with educational institutions to develop vocational training programs, offer internships and apprenticeships, and provide input on curriculum design, but not always regularly.

Research institutions and evaluation agencies (INDIRE, INAPP – public research centres) are also indirectly involved, as their studies and findings contribute to develop evidence-based policies, improve programs and share best practices among stakeholders.

As for the main **target groups**, adults with low skills in literacy represent 27.9% of the adult Italian population (16-65 years), according to the latest available PIAAC survey. However, this percentage does not correspond to a specific target group but rather to individuals with different characteristics. Adults with low qualifications tend to be concentrated in the older age groups (55-65 years), but a significant share can be found also among younger individuals (9,6% in the 16-24 years old group and 15% in the 25-34 years old one).

Concerning the implementation of Upskilling Pathways, specific challenges were identified:

- the first one is about **ensuring that the variety of actors and levels of governance that participate in adult education are a strength rather than an obstacle**. Since the country is now equipped with a multi-year scope and duration national strategy (National Plan for the development of the skills of the adult population), there should be no impediments in terms of fluidity of the decision-making process and the implementation of the defined policies.
- The second one concerns the need to **concentrate investments, resources, intelligences and skills** to achieve the objectives set out in the European Skills Agenda for 2025³ and in the Action Plan on the Pillar of Social Rights by 2030⁴. All stakeholders involved should concentrate their investments in areas like motivation, outreach, guidance and validation, path customization and Labour Market Intelligence.
- The third one is about **using the new financial support instruments to their maximum potential**, therefore planning and monitoring carefully to avoid dispersion and/or redundancy, which can threaten the ability to solve problems and respond to citizens' needs.

³ Please find the document here:

<https://ec.europa.eu/social/main.jsp?langId=en&catId=89&newsId=9723&furtherNews=yes#navItem-1>

⁴ Please find the document here: <https://ec.europa.eu/social/main.jsp?catId=1607&langId=en>

- The fourth one concerns the **assurance that the objectives and messages of the VET Recommendation⁵ and those of the Osnabrück Declaration⁶ are fully taken into account** and included in the National Implementation Plan.
- The fifth and final one involves the ability to **increase the mastery of Skills for life** (Action 8 of the Skills Agenda) by adults with low qualifications, developing skills audit systems, personalised educational paths, identification and validation skills systems built ad hoc to enhance the mastery of this type of skills. VNFIL opportunities and services should be further promoted and be more accessible for both citizens and VET/ALE professionals, especially at a regional and national level.

Stakeholder cooperation in UP: successful cooperation mechanisms, missing stakeholders and gaps in cooperation

Just as different stakeholders are active in Italy in the implementation of Upskilling Pathways, so we can find different examples of cooperation mechanisms.

- the **GOL programme**, a reform action within Italy's National Recovery and Resilience Plan (PNRR), whose aim is to upgrade active labour policy services. GOL is implemented by the Regions and Autonomous Provinces and it envisages the cooperation between public and private actors in order to offer various services, such as paths to access the labour market, professional upskilling and reskilling and paths in cooperation with other territorial services in case of complex needs (e.g. disability, fragility).
- **Interprofessional funds**, that support the training needs of workers from different sectors and are funded by contributions from employers and employees. The amount of the contribution depends on a percentage of the workers' wage and it is collected by the National Social Security Institute (INPS) or other entities. The programs, which are delivered by accredited providers, may offer vocational training, professional development courses, language courses and other forms of continuous learning.
- **Territorial networks for lifelong learning** are also involved in the implementation of UP in Italy. These networks include educational institutions (schools, Universities, vocational training centres and adult education) as well as employers and industry associations, community organisations and NGOs. The coordination and support to the network is provided by local authorities (municipalities, regional government). This form of cooperation, however, is not present in every region.
- **Repubblica Digitale** (Digital Republic)⁷, a national initiative promoted by the Department for Digital Transformation of the Presidency of the Council of Ministers. The main aim is to accompany the country's digital transition process by combating digital divide, supporting digital inclusion and fostering education in ICT through open working groups

⁵ Please find the document here: <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1606987593071&uri=CELEX%3A32020H1202%2801%29>

⁶ Please find the document here: <https://op.europa.eu/en/publication-detail/-/publication/f731da19-6d0b-11ec-9136-01aa75ed71a1/language-en>

⁷ Italian website here: <https://repubblicadigitale.innovazione.gov.it/it/>

that elaborate policy documents and promote the exchange of best practices. The Technical Steering Committee is composed of many different actors, such as representatives from different ministries, the Conference of Regions, of Provinces and of Municipalities, the Chamber of Commerce, representatives from Universities, research and public media companies, employers' associations, VET providers, citizens' associations of the National Coalition for Digital Competences.

- the National Group for Lifelong Learning (GNAP), that promotes lifelong learning as a right of every person through consultation, public events and working groups to address all the relevant policy makers in adult education.

The main reason why gaps occur in stakeholders' involvement is the **lack of a closer coordination and a more effective communication among the different actors in ALE** (mainly government agencies, educational institutions, employers and civil society organisations). In particular, the ALE system in Italy doesn't see as main player Public Employment Services and Employers, as well as CSOs: this hampers the capacity both to reach out to learners, especially the ones with disadvantaged backgrounds, and to effectively link their learning path with employment opportunities or employers' needs for skills.

Since **the Regional authorities are in charge of implementing the national legislation**, there are also significant variations among the different regional/local ALE offers; this should be evened out by promoting interregional cooperation and sharing of best practices.

Such a context also leads to **difficulties in recognition and validation of prior learning and competencies acquired through non-formal and informal means**, which can ease individuals' access to further education and employment opportunities. This aspect could be improved with provision of clearer guidelines, processes and mechanisms.

The **mobilisation of additional funding and resources** can benefit too from a closer cooperation between stakeholders like government bodies, private organisations, enterprises and foundations.

Another gap that should be filled is the one concerning the **collaboration with technology companies** in order to ensure affordable digital infrastructures and, more generally, digital literacy training.

For further information, see **Stakeholder mapping table** [here](#)

Other relevant experiences of stakeholders' activation/cooperation

Among the other relevant experiences of stakeholders' activation and cooperation, the following European projects can be included:

- **MASTER** project⁸ (Measures for Adults to Support Transition to further Education and Re-skilling opportunities). The project, started in 2019 and ended in 2022, contributed to smoothen the introduction of adults with low qualifications to training and educational opportunities in order to improve their situation in the labour market, by developing their self-assessment skills and their personal, social and learning competence [PSL].

⁸ Project website here: <https://www.master-project.it/>

The project was based on a multi-stakeholder and community-based approach, developed both by consulting the stakeholders while elaborating and finalising the outputs, and by involving representative of key actors (ALE professionals, Public Employment Services, representative of national networks in ALE, Higher Education and VET) in testing them. This approach promoted an effective cooperation between public and private organisations, according to a bottom up approach, which led to the effective engagement of target groups, to the design of tailored pathways (self-assessment + learning), to an increased PSL competence of the different practitioners working with adults in transition phases and to an effective management of the transitions between the different stages of the pathways through the activation of feedback loops.

- **MOVE-UP**⁹ (MOtherhood Valorisation and Empowerment for professional development – Upskilling Pathways). This project, started at the beginning of 2023, intends to develop a flexible and quality upskilling pathway for unemployed mothers with low qualifications, offering the opportunity of assessing, validating, and further developing their prior learning for facilitating their participation in training and in the labour market, by enhancing the competences they gain thanks to their role of parent. The project provides a framework to AE stakeholders for setting up effective renewed policies in favour of unemployed mothers with low qualification, thus contributing to a more gender equal labour market.

- **ONE**¹⁰ (Opening adult education Networks to European cooperation). The project, started in 2021, is working to reinforce the quality of Adult Education (AE) and its relevance in terms of social inclusion in Europe, by providing capacity building support to existing national networks of AE providers in Italy, Portugal and Slovakia with reference to specific themes: guidance services; reaching out and active engagement of adults in both education and validation processes; validation of non-formal and informal learning; soft and basic skills for inclusion and active citizenship. The ONE partnership, involving organisations and public authorities from project countries, is pursuing this objective by adopting a multi-stakeholder approach. Such approach has guided the partnership throughout all the proposal design and implementation, activating the partner organisations in mapping, contacting and involving the variety of actors at stake in adult education for the success of the ONE initiative. Coherently with the approach of the ET2020 working group on adult learning and the EU policies for adult education, the stakeholders include the following types of organisations: formal and non-formal providers; learners' representatives, including adults with low qualifications; local, national and transnational adult education networks; local, regional and national public authorities; trade unions for their role in promoting work-based learning and its quality; social and cultural organisations operating at community or national level and often offering non-formal learning opportunities; higher education representatives; etc. Throughout the project activities, in order to reinforce the structure of the whole work plan, ONE has planned ad-hoc activities targeting external stakeholders and policy makers or the way to involve them in the others.

Italian AE Ambassadors: network of highly competent experts, able to transmit their knowledge and experiences carried out both in the specific context of the Erasmus+ Programme and within the EPALE community of adult learning professionals. The aim is to increase participation in

⁹ Project website here: www.motherhoodskills.eu

¹⁰ Project website here: <https://www.adult-learning.eu/en/>

initiatives such as European training and international cooperation opportunities in the regions where the activities take place, to give a significant input for improving the quality of international cooperation between adult education organisations and to stimulate internationalisation in all its forms. The role of the Ambassadors, more specifically, is that of actively support the Indire's Erasmus+ Agency and the EPALE Italia Unit during the national online and face-to-face seminars, both in the planning and organisation and in the actual carrying out of the activities; it is also required to produce materials – articles, training content and teaching materials – to feed the EPALE platform, with particular attention to the thematic priorities of Erasmus+ 2021-2027: social inclusion, digital transformation, green transition, strengthening internationalisation.

Qualitative information about the analysis process

The stakeholders have been asked to participate in **online focus groups and interviews** or, if they were not able to participate in, to fill an **online questionnaire**.

All the stakeholders contribute to the analysis according to what they were requested and some of them, especially the ones working at regional level, had the opportunity to reflect about their **actual and future commitment in Upskilling Pathways**, opening **new perspectives with reference to the cooperation among stakeholders at local level**.

The level of participation of stakeholders was generally good. The more committed stakeholders were the ones working at regional level to set the **Territorial network for lifelong learning** (Reti Territoriali per l'Apprendimento) because the project supports their mission and priorities for development, and allows them to learn about new strategies, methodologies and tools to promote and enable cooperation (i.e. increase the proximity, accessibility and integration of services for adults with low or no qualifications).

The PARTNER-UP analysis improved our relationships with stakeholders, **strengthening the role of FORMA.Azione as a relevant actor in ALE**, able to facilitate mutual learning and cooperation among stakeholders, as well as the development and systematisation of innovative solutions for capacity building of networks and professionals.

The analysis developed and reinforced **horizontal links among the different stakeholders** which will support the realisation of joint initiative, especially to advocate for Adult Education towards regional and national authorities in the perspective of a renewed Upskilling Pathways Agenda.

With reference to the stakeholders mapped and reached, it's really necessary to **involve more employers and CSOs representatives in the Italian National Group**. Generally, they are not perceived as part of the ALE system, despite their relevant role in outreach and guidance processes, as well as in facilitating adults' (re)access to the world of work and the participation as full citizens in communities.

Good practices

N.B. 'Good practices' are defined, in this context, as strategies, approaches and/or activities that have been shown through research and/or evaluation to be effective, efficient, sustainable and/or transferable, and to reliably lead to a desired result in supporting identification, engagement, commitment of stakeholders as well as cooperation among them, with specific reference to the UP initiative. The Good practices can be local, regional, national or international ones.

Various good practices emerged especially during the focus groups that involved different stakeholders. Many of them include examples of the above-mentioned territorial networks, as follows.

ReSAP (Regional Network for Lifelong Learning in Sardinia)

The foundation of the RESAP network was laid starting from contacts between the CPIA (Provincial Centre for Adult Education) 4 of Oristano and the University of Cagliari, that established an agreement aimed at initiating direct and indirect internships at the CPIA for training teachers of Italian as a second language. The network expanded then towards the University of Sassari, the USR (Regional School Office) and the regional government's department for education, cultural heritage, information, entertainment and sports, which provides funds to promote UP in the adult population (e.g. the project FOR.POP.AD PLUS). All these stakeholders, together with RUIAP (University Italian Network for Lifelong Learning), Coreform (Coordination of the Network of Training Institutions in Sardinia), trade unions and other organisations signed the RESAP agreement (June 2023), in order to make their goals official. These include the activation of specific PhD programmes to implement action research in CPIAs and map students' and teachers' needs, the improvement of integrated study plans within the upper secondary school level with support of USR and the addition of activities aimed at achieving professional qualifications in the CPIAs institutional curriculum.

REMAP (Metropolitan Network for Lifelong Learning)¹¹

This multi-stakeholder territorial network involves 84 public and private signers in connection with the Metropolitan City of Bologna (August 2022). Among these, the regional government of Emilia-Romagna, the University of Bologna, upper secondary schools, CPIAs, the Chamber of Commerce, trade unions, the National Association of Italian Municipalities and VET organisations. The main core of this agreement is the promotion of lifelong learning as a fundamental right for every individual, not only in terms of employability but also as a boost to a more active citizenship. The main goals for 2023-2024 are the promotion of a territorial system of citizenship training and guidance, in order to raise awareness on ALE, and of an innovative service of skills validation and certification with shared tools and the exchange of good practices.

ReTAP Campania (Territorial Network for Lifelong Learning in Campania)¹²

The Campania Region has a newly born (end of 2022) territorial network as well, that includes 8 CPIAs, the USR, the Regional government's department for education and the Regional Center for Research, Experimentation and Development in Adult Education in Campania (CRR&S). The main aim of the network is to map the public and private stakeholder active in the area and engage them in strategic partnerships in order to promote lifelong learning.

¹¹ Italian website here: <https://www.cittametropolitana.bo.it/scuola/remap>

¹² Italian website here: <https://www.cpiacaserta.edu.it/retap/>

Pluriversum¹³

Pluriversum is a consulting firm with more than 25 years of experience in developing services and tools for territorial guidance systems, services to prevent early school leaving, and employment services. Based in Tuscany, its network expanded beyond regional borders and reached different regional governments other than the Tuscan one (Marche, Piedmont, Friuli-Venezia Giulia). Pluriversum also cooperates with provinces, municipalities, local organisations and with the University of Florence. Their focus is lifelong learning united with lifelong guidance, where skills validation can improve the employability of vulnerable adults and young adults, together with fighting early school leaving. Their focus is also on cooperation with the academic world, in order to implement action research activities and bring innovative tools for skills validation to fruition.

AGCI (General Association of Italian Cooperatives) – AGCI Umbria¹⁴

This association, with representatives all over Italy in regions, provinces and different work sectors, approaches lifelong learning and VET in particular through interprofessional funds. AGCI benefits from the resources provided by Fon.Coop¹⁵, whose strategic calls allow an extensive analysis of the companies involved concerning the aspects to be improved through training, with a special focus not only on pure technical skills and their sharing within the firm, but also on sustainability, gender equality and work life balance. VET is meant in this context as a transformative tool that implies a holistic approach.

Priorities for Development Groups

Priority 1

Ownership of adult learning policy – the lack of “clear” weakens coherence in the adult-learning system, and governments’ efforts to engage local actors to support collaboration and coordination have to be strengthened to help narrowing the gap between national policies and local needs – this happens where National Action Plans for Adult Education have been elaborated but the actual implementation is undermined by the lack of funding and of implementing regulations, leading to the self-referentiality of each network and provider and to undervaluing Adult Learning and Education as a means for personal and professional developments, as well as of citizenship.

Priority 2

Link between ALE and the world of work - incentive for sustaining the **engagement of key players/professionals** in public/private partnerships are limited, particularly for employers, usually interested mainly in VET (qualification courses).

Priority 3

Information, outreach and active engagement of adults in education and validation processes – due to the complexity and the variety of adults with low qualifications, it’s necessary to find creative and effective ways to reach out to potential learners. Indeed, this target group usually

¹³ Italian website here: <https://www.pluriversum.eu/>

¹⁴ National website (Italian): <https://www.agci.it/>; Umbria Region division (Italian): <https://agciumbria.agci.it/>

¹⁵ Italian website here: <https://www.foncoop.coop/>

find it more difficult to recognise their learning needs and hence are less likely to seek out training opportunities.

Priority 4

Validation of non-formal and informal competences – at regional level, we'll wait for establishing clear roles, guidelines, processes, and mechanisms for recognizing prior learning that make value of adults' experiences and facilitate individuals' access to further education and employment opportunities.

Priority 5

Professional profile of ALE teachers/trainers - for formal ALE, delivered by Public Adult Education Centres, ALE trainers/trainers don't need, as requirement, a specific training focused on ALE. They have the same professional background as the one of primary/secondary school teachers. For this reason, and even due to the fact that ALE is undervalued in general, ALE trainers' professionalism is not always recognised, both at policy and at community level. This happens also with VET trainers.

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