



Directorate General for Immigration and Integration Policies

LINES – GUIDE

METHODS OF PREPARING PROFESSIONAL AND CIVIC TRAINING PROGRAMS

LINGUISTICS AND CRITERIA FOR THEIR EVALUATION

**pursuant to Article 23 of Legislative Decree 25 July 1998, n. 286 (Immigration Consolidated Law) as amended
by Legislative Decree 20/2023, converted with amendments by Law 50 of 5 May 2023**

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SUMMARY

Premise

- Introduction
- Definitions
- Purpose
- Subjects involved
- Essential contents of the professional and civic-linguistic training courses
- Implementation methods
- Requirements for the preparation of programs
- Evaluation and approval criteria for programs
- Territorial scope
- Procedures for submitting requests for approval of training programs

Premise

These Guidelines represent the reference framework for the design and subsequent implementation of professional and civic-linguistic training programs in third countries, pursuant to Article 3, paragraph 1, letter c) of Legislative Decree 10 March 2023, no. 20 converted with amendments by Law no. 50 of 5 May 2023, which modifies art. 23 of Legislative Decree 25 July 1998, no. 286.

These Guidelines also apply with reference to art. 34 of the Presidential Decree of 31 August 1999, n. 394, Implementation Regulation of Legislative Decree 25 July 1998, n. 286.

In drafting the Guidelines, the following sources were taken into account:

- *European Recommendation of 20 December 2012 on the validation of non-teaching learning formal and informal (2012/C 398/01);*
- *Recommendation of the European Council of 22 May 2018 on key competences for lifelong learning;*
- *Legislative Decree no. 81/2008 and subsequent amendments, Consolidated law on the protection of health and safety in the workplace;*
- *Legislative Decree 16 January 2013, n. 13. Definition of the general rules and essential levels of performance for the identification and validation of non-formal and informal learning and the minimum service standards of the national skills certification system, pursuant to art. 4, paragraphs 58 and 68, of Law 28 June 2012, n. 92;*
- *Guidelines of 12 March 2015, Annex B.1 "Italian language literacy and learning paths - Breakdown of learning outcomes into skills, knowledge and abilities" and Annex C "Guidelines for designing civic and information training sessions", pursuant to Article 3 of Presidential Decree 179/2011;*
- *Decree of the Ministry of Labor and Social Policies of 5 January 2021 containing "Provisions for the adoption of guidelines for the interoperability of public bodies holding the national skills certification system";*
- *"National strategic plan for the development of the skills of the adult population" approved in the Unified Conference with the Agreement Repertory of Acts n.79/CU of 8 July 2021, pursuant to article 9, paragraph 2, letter c) of Legislative Decree 28 August 1997, n.281;*
- *Interministerial Decree of 7 December 2021, art. 4, c. 1, letter a) on certification linguistics in the context of residence permit applications.*

INTRODUCTION

After the employment crisis of 2020, as a consequence of the pandemic (-3.1% in the number of employed people), in the last two years there has been a slight recovery (+0.8%) in a labor market that appears, to date, highly segmented, with sectors or jobs characterized by a massive presence of immigrant workers (male and female).

Foreign workers in Italy have almost reached pre-Covid levels: the data¹ referring to 2022, they speak of **2,374,000 employed**, equal to 10.3% of the total. Two thirds are **non-EU citizens**, 58.3% are male and 62% are workers, artisans and unskilled personnel. Only 8.2% of foreign workers are employed in qualified and technical professions.

Foreign workers in Italy come from non-European countries for 69.9% and from European Union countries for 30.1%. Looking at the productive sectors, the sector that drove the recovery of the labor market, both for Italians and foreigners, was construction, with an increase of 232 thousand employed people from 2019 to 2022. Like Italians, most foreigners also work in services (44%), however the presence of immigrant workers is also significant in commerce, tourism (hotels and restaurants) and industry. In some sectors, the incidence of foreign employment exceeds the average of 10.3%: for example, it is 17.7% in agriculture and 15.6% in construction.

With reference to the employment rate, it should be noted, even among foreigners, the strong disparity between men and women, which exceeds that among Italians. Only 47.5% of foreign women of working age are employed (Italian women in 2022 are at 51.5%), with a gap of about 30% compared to men, whose employment rate is equal to 74.9%. The female disadvantage assumes alarming proportions especially for women in some communities that record female employment rates lower than 10%.

Furthermore, the data highlights the channelling of foreign workers towards low-skilled jobs: compared to the group of unskilled personnel, the incidence of the foreign component is 28.9% and 14.2% in the cohort of workers and artisans.

This focuses on various issues: that of social immobility, as well as the dispersion of human capital. It is known, in fact, that many foreign workers carry out unskilled jobs despite having educational qualifications and skills, more frequently than Italians. The share of over-qualified non-EU workers, in particular, in 2021 is equal to 67.1%, a value that, among European countries, is second only to that of Greece. There is a wide gender gap on the phenomenon with a rate for non-EU women greater than 6.3 percentage points. This situation is linked to a series of factors: linguistic deficiencies, poor knowledge of the territory, the need to have a job in order to renew the residence permit, the lack of a family support network with consequent greater difficulty in refusing job offers that are not in line with one's skills.

However, the Italian production system shows a constant need for manpower, as also demonstrated by the high number of requests submitted under the latest 2022 Flow Decree - Prime Ministerial Decree of 29 December 2022, over 250 thousand applications against 82,705 entry quotas.

The need is also confirmed by the estimates of the **Excelsior Survey on employment trends**: for the five-year period 2022-2026, an overall employment need of between

¹ XII Annual Report on the economy of immigration - "THE ITALY OF RESILIENCE AND THE NEW ITALIANS". Leone Moressa Foundation and XII Annual Report "Foreigners in the Italian labor market", published by the Ministry of Labor and Social Policies.

4.1 and 4.5 million workers, of which 1.3-1.7 million units determined by economic growth: a contribution, in relative terms, between 31% and 38%, deriving from the impact of the various interventions envisaged by the National Recovery and Resilience Plan (PNRR) under the *Next Generation EU fund*, financed by the European Union.

In particular, the survey highlights how:

- the need for employees in the five-year period, resulting from the need to replace outgoing personnel due to natural turnover, will exceed 2.8 million units, confirming the consideration of demographic ageing in determining future employment needs;
- for trade and tourism, after two years of strong suffering, a demand of 750- is estimated 860 thousand employed in the following five years. The other sectors that express large employment needs are training and culture (515-553 thousand units), health (498-502 thousand units) and construction and infrastructure (339-376 thousand units). In particular, the industrial sectors will see an intense growth in the stock of employed people thanks to the drive of the PNRR investments;
- green and digital transition processes will have a significant impact on the job market. Green skills will be increasingly necessary in different sectors and professional profiles and the need for personnel with basic digital skills is estimated at between 2.1 and 2.3 million employed people, while the demand for figures with at least two high-level digital skills is estimated at between 875 thousand and 960 thousand units.

Finally, the estimates highlight a significant *mismatch* between supply and demand for vocational education and training, with an overall training offer able to satisfy only about 60% of the potential demand and with more critical situations for the mechanical, logistics and construction sectors.

To address the shortage of personnel, it will be necessary to attract the right skills to the European continent² and to Italy, investing in education and professional training and in improving skills by aiming at strategic collaboration with the countries of origin – or with the countries of first asylum or transit for refugees³ – as well as with the economic and employer stakeholders.

These interventions can contribute to improving the overall management of migration, providing legal alternatives through entry pathways for work and training, which also take into account the combination of personal characteristics such as gender, age and/or the presence of specific vulnerabilities.

Furthermore, the strengthening of legal entry pathways for work and training purposes is one of the objectives of the European package of legal, operational and strategic initiatives called “Attracting Skills & Talent to the EU”⁴ in line with the EU Action Plan on Integration

² [State of the Union Address](#), delivered by President Von der Leyen in September 2022.

³ Since the New York Declaration in 2016, the international community has placed strong emphasis on promoting ad hoc channels for refugee workers, as a response to the crises that have affected many countries in recent years and, subsequently, in the context of the Global Compact on Refugees of December 2018, it took on the responsibility of increasing complementary entry channels in an organized, systematic and sustainable way for refugees. The European Commission itself, in the new Pact on Migration and Asylum and in the Recommendation of 23 September 2020, recommended implementing new complementary pathways for the regular and safe entry and protection of refugees and persons in need of international protection, such as study and work programs.

⁴ https://ec.europa.eu/commission/presscorner/detail/it/IP_22_2654

and inclusion 2021 - 2027⁵ and with the European Year of Skills 2023⁶.

DEFINITIONS

The “professional and civic-linguistic training programmes” are embodied in projects aimed at carrying out training activities, for which these Guidelines define the methods of preparation as well as the criteria for their evaluation.

By “professional courses/paths” we mean training activities aimed at providing skills and specific knowledge, including notions of safety and health protection in the workplace⁷, per the exercise of a specific profession or work activity and/or for the recognition of a professional qualification⁸.

By “civic-linguistic training courses” we mean training courses aimed at providing participants with the linguistic and civic skills necessary to ensure better integration into the socio-cultural and working context in Italy.

PURPOSE

These Guidelines define the methods of preparation and identify the criteria for the evaluation, by the Ministry of Labor and Social Policies (hereinafter MLPS), of professional and civic-linguistic training programs in the countries of origin or in the countries of first asylum or transit for refugees, pursuant to Article 23 of Legislative Decree no. 286/1998, as amended by Law no. 50 of 5 May 2023.

Furthermore, these Guidelines may also constitute a reference for the professional and civic-linguistic training programmes referred to in paragraph 4-ter of the same article 3.

SUBJECTS INVOLVED

PROPONENTS

The following are the subjects proposing “professional and civic-linguistic training programmes” individually or in partnership:

- a. Regions and Autonomous Provinces and their instrumental bodies;
- b. Local authorities, their unions and consortia, as listed in art. 2 of Legislative Decree no. 267/2000 or their individual branches provided that they have organizational and financial autonomy;
- c. National employers' and workers' organizations comparatively more

⁵ https://home-affairs.ec.europa.eu/system/files_en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf

⁶ https://ec.europa.eu/social/main.jsp?langId=en&catId=89&newsId=10431&_____

⁷ Legislative Decree 81/2008 and subsequent amendments, Consolidated law on health and safety in the workplace.

⁸ On this point, it is specified that the Skills Guarantee Paths for the adult population referred to in the Guidelines issued with note from the Minister of Education prot. no. 25084 of 5.10.2022 and in paragraph 3.2 of the National Strategic Plan for the development of the skills of the adult population (agreement in the unified conference of 8 July 2021 - repertoire of acts no. 79/CU) lasting at least 50 hours are functional to the professional training programs, with particular reference to the paths aimed at developing basic and advanced level linguistic skills, provided by the Provincial Centers for Adult Education.

nationally representative bodies, as well as their own associations and branches;

- d. Joint bodies and bilateral entities, set up by the employers' and trade unions' representative organisations that are comparatively more representative at the national level;
- e. International and intergovernmental organizations;
- f. Civil society organizations and other non-profit entities registered in the List published and periodically updated by the Italian Cooperation Agency pursuant to Article 26, paragraph 3 of Law no. 125/2014;
- g. Non-profit associations or other private entities (institutions, foundations, social cooperatives, non-profit organizations, etc.) registered in the Register of associations and entities that carry out activities in favor of immigrants, pursuant to Article 42, paragraph 2 of Legislative Decree 25 July 1998, no. 286 (Consolidated Law on Immigration) and subsequent amendments;
- h. Third Sector entities registered in the National Third Sector Register (RUNTS);
- i. Public and private operators accredited for the provision of employment services, pursuant to Legislative Decree 276/2003 and Legislative Decree 150/2015;
- j. Bodies accredited by individual Regions/Autonomous Provinces for the performance of professional training activities and employment services pursuant to the Decree of the Ministry of Labour and Social Security of 25 May 2001 no. 166;
- k. Universities and Research Institutes; ITS Academy pursuant to Law 15 July 2022 n. 99;
- l. Provincial Centers for Adult Education (CPIA), referred to in Presidential Decree 263/2012 and Decree 12 March 2015.

In the case of partnership, together with one or more of the subjects listed above, participation in the initiatives is also permitted by additional subjects, subject to a documented declaration of compatibility of the corporate purpose or statutory purposes with the activity contemplated in the program, as well as the absence of impediments on their part and on their representatives, with respect to the activity of the program itself.

The presence in the partnership of subjects referred to in the aforementioned letters C, D and/or L constitutes a preference criterion during the approval process. The following will also be positively evaluated:

- the involvement, as "Participating Entity", of the Italian diplomatic representations, present in the countries where the training projects are planned to be implemented. The participation of the diplomatic-consular representation must be certified by signing, with an autograph or digital signature, the "Declaration of participation of the diplomatic representation", downloadable from the "Piattaforma Ingressi Formati all'Estero" (PIF) application;
- the involvement in the partnership of one or more public and/or private entities, operating in the country where the training programmes are implemented.

With regard to the involvement of the subjects referred to in letter L, the involvement of the CPIA in the governance of the project and in the completion activities of the civic-linguistic training path, upon entry into Italy and of the Skills Guarantee paths⁹ will also be positively evaluated.

As a qualified body, the CPIA will be able to recognise the formats, following a

⁹ Ibid.

process of Identification and Evaluation of Skills following entry, the skills acquired in order to make the obtaining of a valid qualification sustainable.

RECIPIENTS OF PROFESSIONAL AND CIVIC-LINGUISTIC TRAINING PROGRAMS

The professional and civic-linguistic training courses referred to in these Guidelines are intended for foreign citizens residing in third countries, and/or stateless persons and foreign refugees present in third countries of first asylum or transit.

ESSENTIAL CONTENTS OF THE PROFESSIONAL AND CIVIC-LINGUISTIC TRAINING COURSES

The proposed training courses must be aimed at providing skills consistent with the Atlas of Work and Qualifications¹⁰ and with the purposes of job placement and development of productive and/or entrepreneurial activities, as provided for by art. 23, paragraph 2, letters a), b), c) of Legislative Decree 25 July 1998, n. 286 (Consolidated Law on Immigration) and subsequent amendments

These courses must necessarily include the teaching of the Italian language with the passing of an exam certifying the achievement of at least level A111, as defined in the Common European Framework of Reference for Languages contained in Recommendation R(98) 6 issued by the Council of Ministers on 17 March 1998 and elements of civic education¹²

with the acquisition of sufficient knowledge of the fundamental principles of the Constitution of the Republic, of the organization and functioning of public institutions and of the Italian socio-cultural context.

The certification issued at the end of the A1 level may be recognized by CPIA for the purpose of completing the path in Italy to reach the A2 level and the possible acquisition of a qualification, with a view to continuous learning, improvement of human capital and support for employability.

Professional training courses must also include notions of work and workers' rights and elements of health and safety in the workplace¹³ as well as sector vocabulary and provide job orientation sessions to enhance transversal skills and support active job search. The courses must include both theoretical and practical training and be built starting from the learning objectives expressed in skills.

The training may be provided with the combined use of different teaching methodologies (frontal lesson, FAD, other). In the courses co-designed with the subjects referred to in letter L of the previous paragraph, the CPIA may take care of the civic linguistic training part to be provided in FAD mode, according to the indications of Annex C "Guidelines for the design of the civic and information training session", article 3 of Presidential Decree 179/2011.

IMPLEMENTATION METHODS

At the end of the courses, candidates must be issued a final certificate of

¹⁰ <https://atlantelavoro.inapp.org/>

¹¹ For language training, please refer to the Guidelines of 12 March 2015, Annex B.1 "Italian language literacy and learning pathways - Breakdown of learning outcomes into skills, knowledge and abilities".

¹² With reference to civic education, please refer to Appendix C "Guidelines for designing the session of civic and information training", referred to in Article 3 of Presidential Decree 179/2011.

¹³ Please refer to Legislative Decree 81/2008 and subsequent amendments, Consolidated law on the protection of health and safety in the workplace.

learnings achieved:

- For professional training, skills acquired in the training course by passing a final exam. Those who successfully complete the final exam will be issued a certificate of attendance, indicating the knowledge acquired and skills acquired, referring to the Economic and Professional Sectors (SEP) and the Areas of Activity (ADA) in which the Atlas of Work and Qualifications is divided, a classification and information device to support the National Repertory of Education and Training Qualifications and Professional Qualifications.
- For civic-linguistic training, at least reaching the A1¹⁴ language level to be verified by passing an Italian language knowledge test organized by the training body and structured in accordance with the parameters adopted by the certification bodies referred to in art. 4, co.1, Letter A of the Interministerial Decree of 7 December 2021.

Alternatively, the achievement of the A1 language level can be certified by issuing or presenting one of the documents specified below:

- Certification of the level of knowledge, issued by one of the recognized certification bodies, pursuant to art. 4, paragraph 1, letter A) of the Interministerial Decree of 7 December 2021, or by other entities affiliated with the aforementioned certification bodies, in compliance with current legislation;
- qualification certifying the level of knowledge of the Italian language, issued by an Italian Institute of Culture, where present.

Before starting the training activities, the proposing entities must ensure adequate information on the opportunity offered by the training courses and, during the implementation phase, the participants they must be informed about any job offers, the applicable contractual conditions and the types of entry¹⁵.

The proposing subjects undertake to promptly communicate to the MLPS, at the PEC address programma.art23@pec.lavoro.gov.it, any changes with respect to the approved program and to send a final report at the end of the training program. The MLPS will monitor, on a sample basis, the programs in order to ensure their compliance with the requirements established by these Guidelines.

REQUIREMENTS FOR PROGRAM PREPARATION

The programs, prepared by the proposing entities, must necessarily include:

I. Identifying the job application

Definition of professional profiles and related employment sectors, based on an accurate analysis of needs with regard to the national and territorial production context of reference, as well as the needs for internationalization, also carried out with the involvement, in the planning phase, of the social parties and the requesting employers.

¹⁴ See previous note 9.

¹⁵ The procedures provided for in art. 3 co. 2-bis and 4-ter of Law 50/2023 are intended to refer to the provisions of art.22 of the D.Lgs. 286/1998 and from art.30-bis of DPR 394/1999.

II. Selection of recipients of training activities

Selection methods for recipients, candidates for entry into Italy for work reasons, based on criteria of maximum transparency and equal opportunities, in compliance with the legislation in force, in Italy and in the third country, regarding the selection and recruitment of workers.

For the purposes of selection, it is desirable to involve, in the country of intervention, one or more local partners, preferably public (including the Italian Chambers of Commerce abroad (CCIE) and Italian-foreign ones)

16

The lists of subjects selected and sent for training, divided for each class, will be uploaded to the PIF and can be modified up to the seventh (7) day from the start of the courses.

On the seventh day the lists will be closed, to allow their transmission by the MLPS to the other Administrations, as required by law.

III. Detailed modalities of professional and civic-linguistic training activities with the
specification of the duration and expected start date, as well as the teaching methods
planned (frontal lessons, FAD, professional laboratories, etc.) and tools, including innovative ones, for certifying
learning outcomes (e.g. *open badges*).

IV. Indication of the implementing body and the personal details of the person designated as the educational-organizational
manager of the course, with the specification of the experience gained
in organizing training programs.

V. Indication of the human resources involved, with the specification of skills and experience
acquired in relevant training fields (professional and civic-linguistic).

VI. Indication of the instrumental resources used to carry out the activity and the availability of suitable teaching operational
locations in the country of intervention.

VII. Coordination methods with institutions and/or other local public/private entities.

VIII. Sources of funding used to carry out the activities.

IX. Methods of involving Italian companies, to ensure an effective meeting between job supply and demand and for the job
placement of the trained recipients.

X. Forecasting of a qualitative and quantitative evaluation and monitoring plan for the proposed path.

The requirement referred to in point VIII is intended to ensure compliance with the prohibition of charges for participants. For this purpose, the proposing entities are absolutely prohibited from demanding or, in any case, from receiving, directly or indirectly, compensation from the recipients of the training activities.

PROGRAM EVALUATION AND APPROVAL CRITERIA

The proposing entity prepares and transmits the professional and civic-linguistic training program for approval to the Ministry of Labor and Social Policies - General Directorate of Immigration and Integration Policies, which will proceed to examine the proposal according to the evaluation criteria reported below:

¹⁶ Foreign Chambers of Commerce recognized pursuant to Law no. 518 of 1 July 1970 and Italian-foreign Chambers of Commerce registered in the Register referred to in art. 22 of Law no. 580 of 29 December 1993.

- a. "Planning" Area, relating to the subjective requirements of the proponent, the compliance of the proposal with the purposes of art. 23 paragraph 2, letters a), b), c) of Legislative Decree 25 July 1998, n. 286 and subsequent amendments, the relevance of the partnership, the ability to implement the intervention and aspects relating to the financial plan.
- b. "Work" area, relating to the relevance of the paths activated in relation to the identification timely information on the job application and the nature of the employment relationship with reference to the sector, the territory and the professional profile.
- c. "Training" Area, relating to the organizational structure of the courses, their timetable and overall duration; to the monitoring actions included, to the evaluation and completion of the training course, as well as to the adoption of tools and methodologies innovative.

TERRITORIAL SCOPE

The professional and civic-linguistic training programmes referred to in these Guidelines, must be started and implemented in the territory of one or more third countries (non-EU).

When evaluating training programs, the coherence of the proposed activities with respect to the productive vocation of the territories in which they are planned to be implemented may be enhanced, in order to promote projects that focus on strategic areas in relation to the identified needs.

Activities of an instrumental, managerial or technical-subsidary nature may also be carried out in Italy, if they are functional to ensuring the correct and effective implementation of the planned initiatives.

PROCEDURES FOR SENDING REQUESTS FOR APPROVAL OF TRAINING PROGRAMS

Recipient	Ministry of Labour and Social Policies – General Directorate of immigration and integration policies
Sending methods	<p>The training programs and the related approval requests must be submitted through the application "Piattaforma Ingressi Formati all'Estero" (PIF), accessible on the Servizi Lavoro portal at the link https://servizi.lavoro.gov.it</p> <p>_____</p> <p>For information or clarification requests, write to the following address:</p> <p>programmi.art23@lavoro.gov.it</p>
Approval of programs	The evaluation of the proposals will be carried out by a special inter-ministerial commission convened periodically by the General Directorate of Immigration and Integration Policies of the MLPS ¹⁷ .

Approved on 23 June 2023

¹⁷ The evaluation will be carried out in compliance with the procedural deadline set out in art. 2 of Law no. 241/1990 and subsequent amendments.