



**D3.1**

**UPFARM**  
**Policy brief**



## Deliverable Table

|                         |   |
|-------------------------|---|
| Project Title & Acronym | Unlocking the Potential of social FARMing for inclusive, sustainable, and regenerative jobs against long-term unemployment - UPFARM   |
| Grant Agreement N°      | ESF-SI-2024-LTU-01-0023   |
| Deliverable N°          | D3.1  |
| Deliverable Title       | Policy brief: pinpointing potential policy synergies and areas for improvement  |
| Work Package            | WP3   |
| Dissemination Level     | Public  |
| Due date                | 31 March 2026   |
| Submission date         | 30 March 2026   |
| Status                  | Advanced Draft  |
| Lead Beneficiary        | IRS - Istituto per la Ricerca Sociale   |
| Authors                 | Daniela Mesini, Eleonora Gnan, Alessandra Crippa  |
| Contributors            |   |
| Peer Reviewers          |   |
| Keywords                | Policy Mapping, Social-Work Integration, Interprofessional Integration, Teamwork, LTU   |
| Disclaimer              | <div style="text-align: center;">    </div> <p>Co-funded by the European Union. Views and opinions expressed are however those of the author(s) only and do not necessarily reflect those of the European Union or European Social Fund Agency. Neither the European Union nor the Granting Authority can be held responsible for them.</p> |



This license enables reusers to copy and distribute the material in any medium or format in unadapted form only, for noncommercial purposes only, and only so long as attribution is given to the creator.

## History of Changes

| Version | Date             | Authors  | Change Description                   |
|---------|------------------|--|--------------------------------------|
| v1.0    | 19 December 2025 | Daniela Mesini, Eleonora Gnan, Alessandra Crippa | First Draft                          |
| V1.1    | 30 March 2026    | Daniela Mesini, Eleonora Gnan, Alessandra Crippa | Advanced Draft                       |
|         |                  |  | Final version for submission to ESFA |

## About UPFARM

UPFARM aims to strengthen social farming (SF) as a tool for inclusive and sustainable employment in Tuscany, addressing the needs of long-term unemployed individuals. Building on existing SF initiatives and networks in the region, the project develops new knowledge, methods, tools, and participatory governance models, with the goal of scaling up SF into a regional asset for job inclusion.

The strategy is implemented through four territorial living labs (Piana di Lucca, Area Pisana, Valdinievole, Zona Fiorentina Sud-Est), which will enhance the capacity of local alliances to work together on socio-occupational inclusion. The labs will combine capacity-building activities, co-design of services, and experimentation with new employment pathways, becoming both drivers and models of the scaling strategy.

The results and approaches developed will be disseminated at the regional level through an open call for new territories and partnerships. The project will also draw on the contributions of European partners to learn from their experiences, strengthen scaling pathways, and contribute to policy innovation at the EU level.

In addition to realizing 40 job placements for long-term unemployed people, UPFARM aims to leave a tangible and lasting legacy: tools, methods, and alliances capable of growing SF in Tuscany, spreading it to new areas, integrating it into public policies, and promoting a more inclusive and sustainable culture.

## Table of Contents

|  |    |
|--|----|
| List of Acronyms .....   | 5  |
| List of Tables .....   | 6  |
| List of Boxes.....   | 7  |
| 1. Introduction .....  | 8  |
| 1.1 Purpose of the Deliverable .....   | 8  |
| 2. Policy Mapping.....   | 9  |
| 2.1 Object and Methodology .....   | 9  |
| 2.2 Cross-Analysis and Findings.....   | 10 |
| 2.2.1 Main Policies and Scopes.....  | 10 |
| 2.2.2 Target Groups.....   | 15 |
| 2.2.3 Social-Work Integration .....  | 21 |
| 2.2.4 Interprofessional Integration and Teamwork .....                               | 26 |
| 2.2.5 Other Integration Methods and Tools .....                                      | 29 |
| 2.3 Social Farming .....   | 30 |
| 3. Tuscan territories hosting the pilot study .....                                  | 33 |
| 3.1 Evolution and Current State of Integration .....                                 | 33 |
| 3.2 Level of Structuring .....   | 34 |
| 3.3 Integration Tools .....  | 35 |
| 3.4 Issues and Considerations .....  | 35 |
| Annex A – Summary sheets on social-labour integration in the Tuscan territories..... | 39 |

## List of Acronyms

|          |   |
|----------|---|
| ADI      | Inclusion Allowance (Minimum income scheme for vulnerable groups)                           |
| CPI      | Employment Center   |
| ESF      | European Social Fund  |
| ESF+     | European Social Fund Plus   |
| FSC      | Development and Cohesion Fund   |
| GePI     | Case Management Information System  |
| GOL      | Workers' Employability Guarantee Programme  |
| INPS     | National Institute for Social Security  |
| LGBTQIA+ | Lesbian, Gay, Bisexual, Transgender, Queer/Questioning, Intersex, Asexual/Aromantic/Agender |
| LTU      | Long-term Unemployment  |
| NEET     | Not in Education, Employment or Training  |
| PAR GOL  | Regional Implementation Plan of the Workers' Employability Guarantee Programme              |
| PUC      | Projects Useful to the Community  |
| SFL      | Training and Work Support   |
| SIIL     | Integrated Work Inclusion Service   |
| SIISL    | Social and Labor Inclusion Information System   |
| SIU      | Unified Information System for active labor policies  |

## List of Tables

|         |  |
|---------|--|
| Table 1 | Objectives and target groups of the mapped national policies   |
| Table 2 | Objectives and target groups of the mapped regional policies   |
| Table 3 | Actions aimed at social and labour market integration and specific target groups of the mapped national policies             |
| Table 4 | Actions aimed at social and labour market integration and specific target groups of the mapped regional policies             |
| Table 5 | Provision for social-work integration and integration with other territorial services/actors in the mapped national policies |
| Table 6 | Provision for social-work integration and integration with other territorial services/actors in the mapped regional policies |
| Table 7 | Multidisciplinary team work in the mapped national policies  |
| Table 8 | Multidisciplinary team work in the mapped regional policies  |
| Table 9 | Social farming in Italy  |

## List of Boxes

|       |  |
|-------|--|
| Box 1 | Main policies for the socio-labour inclusion of disadvantaged groups in Greece, Slovenia and France                                |
| Box 2 | Main shared working practices among services for the socio-labour inclusion of disadvantaged groups in Greece, Slovenia and France |
| Box 3 | Main needs of services for the socio-labour inclusion of disadvantaged groups in Greece, Slovenia and France                       |

# 1. Introduction

## 1.1 Purpose of the Deliverable

The objective of **Task 1** of **Work Package 3** of the UPFARM project – *Unlocking the Potential of Social Farming for Inclusive, Sustainable and Regenerative Jobs against Long-Term Unemployment* – is to **map and analyse the policy framework**. Specifically, the research activity focuses on the study of social, labour, and social farming support policies, implemented both at national and regional level, targeting individuals in disadvantaged and vulnerable conditions, with particular attention to long-term unemployed individuals (LTUs). The analysis encompasses not only the policies but also their integration and synergies, strengths and weaknesses, as well as their potential to support UPFARM's scalability strategy.

The study is conducted through **desk research and document analysis** and **field surveys**. The **analysis of regulatory and programming documents**, carried out using a specific comparative format, focuses both the mapping and analysis of national policies, programmes, and measures, and on the mapping and assessment of regional policies. This analysis is complemented by a **field data collection phase**, through online interviews and ad hoc questionnaires addressed to:

- Representatives of the **4 foreign partner organizations** (Employment Service of Slovenia – Slovenia, Réseau ASTRA – France, P2P Lab – Greece, Impact Hub – Austria), to collect information on policies and best practices/experiences in integrated and personalised support for the social and labour market inclusion of LTUs;
- **Coordinators of Social Services and Employment Centres (CPI) in the 4 Tuscan territories hosting the pilot activities** (Società della Salute Valdinievole, Società della Salute Fiorentina Sud-est, zona Pisana, zona Piana di Lucca), to gain an in-depth understanding of the state of the art of service integration supporting LTUs' socio-occupational inclusion, as well as the related strengths, weaknesses, opportunities, and development prospects.

This report presents a comparative analysis of the regulatory and programming framework, complemented by the results obtained from the field survey.

## 2. Policy Mapping

### 2.1 Object and Methodology

Moving from the European regulatory and programming framework related to the social and labour market integration of LTUs – including the European Commission Recommendation on LTUs (2016), the European Pillar of Social Rights (2021), Mission 5.1 of the National Recovery and Resilience Plan, and Next Generation EU 2021–2027 – the policy mapping activity focused on analysing the social and labour policy framework in Italy and in the Tuscany Region targeting long-term unemployed individuals and, more broadly, people in disadvantaged and vulnerable conditions.

Specifically, the analysis was carried out at two levels – national and regional – through a comprehensive review of **policies, programmes, and measures on social and labour market inclusion**, including:

- **At national level:** Inclusion Allowance (ADI), Training and Work Support (SFL), Poverty Plan 2024–2026 (within the National Plan of Social Services and Interventions 2024–2026), Workers' Employability Guarantee Programme (GOL), and the National Programme on Youth, Women, and Employment 2021–2027;
- **At regional level:** Regional Implementation Plan of the Workers' Employability Guarantee Programme (PAR GOL), Guidelines on the integration of social and employment services, Guidelines on multidisciplinary teams, ESF 2014–2020 calls for *Employment support services for disadvantaged people* (I and II editions – Development and Cohesion Fund FSC), ESF 2014–2020 calls for *Employment support services for people with disabilities and vulnerable people* (I and II editions), and ESF+ 2021–2027 call for *Employment support interventions for people in vulnerable situations*.

This analysis is complemented by a study of the legislation supporting social farming at different governance levels, particularly through an in-depth review of Law 141/2015 on social farming and Regional Law 20/2023 on social farming in Tuscany.

In addition to the national and regional levels, the analysis also included an **in-depth examination** of the policy and programming frameworks regarding integrated and personalised support for the socio-labour market integration of LTUs in the three countries of origin of the project's international partners, i.e., Slovenia, Greece and France.

The document analysis of the above-mentioned national and regional policies was conducted using an **analytical framework**, enabling a comparative reading of the information gathered. This framework was structured around the following **dimensions of analysis**, considered for each policy mapped:

- Main regulatory references;

- General objective;
- Target groups;
- Elements of socio-occupational integration:
  - Actions aimed at the employment integration of LTUs/people in disadvantaged conditions;
  - Specific objective;
  - Specific target group;
  - Explicit reference to LTUs;
  - Provision for integration between social and employment services;
  - Provision for integration with other territorial services/actors;
  - Provision for interprofessional integration (teamwork);
  - Provision for integrated tools;
  - Provision for social farming.

## 2.2 Cross-Analysis and Findings

### 2.2.1 Main Policies and Scopes

The Tables below summarise the findings emerging from the analysis of the mapped social and labour policies, outlining for each document the main regulatory references, objectives, and general target groups. Specifically, Table 1 refers to the national policy framework.

*Table 1: Objectives and target groups of the mapped national policies*

| Policy                                 | Main regulatory references        | General objective   | General target groups  |
|--|-----------------------------------|---|--|
| <b>Inclusion Allowance (ADI)</b>       | Law-Decree 48/2023<br>Law 85/2023 | The measure (managed by social services) is a Minimum Income Scheme, aimed at combating poverty and social exclusion, targeting families in vulnerable situations. It includes pathways for social integration, training, and support towards employment. Eligibility is conditional on citizenship, residency, and legal status, as well as on the assessment of economic conditions and on participation in personalised social and labour inclusion programmes | Household with members who are: <ul style="list-style-type: none"> <li>• Under 18 years of age</li> <li>• Persons with disabilities</li> <li>• Aged 60 or over</li> <li>• in vulnerable situations and enrolled in care and assistance programmes of the territorial socio-sanitary services (e.g., people with mental health issues, people suffering from addiction, victims of trafficking, victims of gender-based violence, former detainees, homeless people)</li> </ul> |
| <b>Training and Work Support (SFL)</b> | Law-Decree 48/2023<br>Law 85/2023 | The measure (managed by CPI) aims at the employment activation of individuals at risk of social and labour exclusion, conditional on an   | Individuals considered 'employable': <ul style="list-style-type: none"> <li>• Persons aged 18–59 living in poverty who do not meet the requirements for access to ADI</li> </ul>   |

|  |  |   |   |
|--|--|---|---|
|  |  | assessment of their economic situation  | <ul style="list-style-type: none"> <li>• Members of ADI households without parental responsibilities</li> </ul>   |
| <b>Poverty Plan 2024-2026</b>                                      | Interministerial Decree of 2 April 2025  | The Plan aims at identifying the main actions to implement through the Poverty Fund and aimed at strengthening services and enhancing the support provided to vulnerable individuals and families   | -   |
| <b>Workers Employability Guarantee Programme (GOL)</b>             | Interministerial Decree of the 5 November 2021   | Upgrade active labour market services to facilitate the (re)integration of unemployed individuals into the labour market through personalised training and support pathways. General objectives include integration with regional active labour market and training policies, as well as with the local network of services | <ul style="list-style-type: none"> <li>• Employed beneficiaries of social safety nets</li> <li>• Unemployed beneficiaries of social safety nets (e.g., New Social Insurance for Employment, Unemployment for Collaborators)</li> <li>• Beneficiaries of income support measures</li> <li>• Vulnerable workers: young NEETs, women in disadvantaged conditions, people with disabilities, older workers</li> <li>• Unemployed people with lower employment opportunities: long-term unemployed individuals, young people and women, self-employed individual ceasing their activity</li> <li>• Employed individuals with lower wages (working poor)</li> </ul> |
| <b>National Programme on Youth, Women and Employment 2021-2027</b> | European Commission Executive Decision 9030 of 1 December 2022, as modified by Decision 5730 of 14 August 2025 | Promoting employment and skills, support the employment of young people, women and people in vulnerable situations who are distant from the labour market, modernising employment services and active labour policies   | Young people, women and vulnerable people   |

In general, these policies, measures, and programmes are aimed at **combating poverty and promoting the social inclusion** of individuals and families in vulnerable situations, as well as at **facilitating the (re)integration and job placement** of unemployed persons at risk of social and labour exclusion through personalised pathways of support, guidance, activation, and training.

Valuable insights into the regulatory and programming framework for integrated and personalised support for the socio-labour market integration of LTUs also emerge from the information collected from the project's international partners. In particular, there is a shared and cross-cutting focus on the **combined use of passive income support policies and active labour market policies**, many of which are specifically targeted at long-term unemployment.

These include, for example, learning workshops, public works programmes, and training initiatives aimed at acquiring professional experience, often implemented within a personalised support and integrated case management approach. Furthermore, specific attention is paid to certain target groups, which may include long-term unemployed individuals, particularly young people and persons with disabilities.

Box 1 below summarises the main regulations, policies, and services related to the social and labour market integration of disadvantaged groups – with particular attention to LTUs – in Greece, Slovenia, and France.

**Box 1: Main policies for the socio-labour inclusion of disadvantaged groups in Greece, Slovenia and France**

In **Greece**, the authority responsible for implementing labour market integration policies is the **Public Employment Service (DYPA)**. Law 4921/2022 (“Jobs Again”) and the National Strategy for Active Labour Market Policies 2022–2030 explicitly identify, among their priorities, the reduction of unemployment (including long-term unemployment) through integrated income support, activation measures, skills development, and inclusive labour market integration, combining passive measures with a wide range of active labour market policies. The main Greek policies aimed at socio-labour inclusion concern, on the one hand, the provision of **income support benefits**, including: the *Long-term Unemployed Allowance*, granted for a maximum of 12 months to long-term unemployed individuals (LTUs) who have exhausted the *Regular Unemployment Benefit* and meet specific income criteria; the *Minimum Guaranteed Income scheme*, which provides income support to households in conditions of extreme vulnerability by combining access to social services with activation pathways; and *Extraordinary Financial Support Measures*, consisting of one-off allowances granted to unemployed individuals or LTUs not covered by regular benefits, with the aim of mitigating severe economic vulnerability. On the other hand, these policies include **active labour market measures** that explicitly target LTUs, such as: *Wage and hiring subsidy programmes* aimed at groups at high risk of long-term unemployment; *Programmes for the acquisition of professional work experience*; *Public-benefit and community work programmes*, often combined with skills upgrading and socially useful activities, aimed at reintegrating LTUs and vulnerable groups into the labour market; *Integrated training and subsidised employment schemes for highly vulnerable groups*, such as homeless individuals or minimum income beneficiaries; and *Targeted public-sector placement programmes*.

In **Slovenia**, the socio-labour integration of disadvantaged groups is governed by the **Labour Market Regulation Act (ZUTD)**, which defines the objectives, target groups, and active labour market policy measures implemented by the **Employment Service of Slovenia (ESS)**. The main measures include: *Training and education programmes* aimed at improving basic, professional, and digital skills; *Work-based learning and activation measures* targeting long-term unemployed individuals (LTUs) with low qualifications and limited work experience; *Employment incentives and wage subsidies*; *Substitution schemes, job-sharing arrangements, and job creation programmes*, particularly relevant during periods of economic restructuring; and *Public works and community employment programmes* aimed at reintegrating LTUs facing complex barriers to employment.

In addition, long-term social assistance beneficiaries and LTUs receive support through counselling and activation workshops in the **Personal Support Service** provided by the Centres for Social Work (CSWs), in cooperation with public employment service counsellors. A further programme within active labour market policies is represented by the **Learning Workshops**, which are particularly effective for LTUs who require a preparatory phase before accessing vocational training, subsidised or direct employment, helping participants to improve motivation, self-confidence, and readiness for work. Another important initiative is the European **ALMA programme (Aim, Learn, Master, Achieve)**, targeting NEETs aged 18–35 who are at risk of long-term unemployment. It provides tailored mentoring and counselling combined with a work-based learning experience abroad lasting up to six months. Finally, Slovenia implements the **Job Integration Agreement (JIA)**, in line with the Council Recommendation on long-term unemployment. Between 12 and 15 months of unemployment, the ESS conducts an in-depth assessment followed by a personalised JIA, which includes employment objectives, obligations, timelines, and available services, ensuring coordinated support, including referral to social or health services where necessary.

In **France**, there is a clear distinction between policies aimed at fostering the socio-labour inclusion of long-term unemployed individuals (LTUs) and those targeting persons with disabilities. With regard to socially vulnerable LTUs, several public services are responsible for their support: **France Travail**, the French public employment service, which deals with unemployment, jobseekers' rights, training, and professional inclusion; the **Missions Locales**, generally targeting young people aged 16 to 25, with the aim of enhancing their autonomy both socially and professionally; and specialised **Organisations responsible for supporting individuals leaving prison** in their reintegration into the labour market. With regard to the socio-professional inclusion of individuals in situations of difficulty, four main types of inclusion structures exist, operating based on criteria of territorial proximity as well as availability: *Inclusion Enterprises* (IEs), which recruit vulnerable individuals considered relatively close to the labour market; *Interim Inclusion Enterprises* (IIEs), which target individuals facing difficulties (e.g. young people under 26, LTUs, and recipients of basic social assistance); *Intermediary Associations* (AIs), which recruit individuals with social and professional difficulties; and *Ateliers et Chantiers d'Insertion* (ACIs), which do not compete in the open labour market and involve individuals who are far removed from employment (e.g. due to language barriers or low levels of education).

Table 2 below presents the main regulatory references identified in the Tuscany Region, along with their respective objectives and general target groups.

*Table 2: Objectives and target groups of the mapped regional policies*

| Policy  | Main regulatory references               | General objective  | General target groups  |
|---|--|--|--|
| <b>Regional Implementation Plan of the Workers' Employability Guarantee Programme (PAR GOL Tuscany)</b> | Regional Government Resolution 302/2022  | Ensuring the full implementation of the GOL Programme by defining its main operational elements in the Tuscany Region, including preparatory actions, key interventions, objectives and expected results, while establishing eligibility criteria, financial resources and implementation procedures | As in the national GOL Programme   |
| <b>Guidelines for the integration of social and employment services</b>                                 | Regional Government Resolution 544/2023  | Promoting the integration between social and employment services in the case management of people in vulnerable social situations that need an integrated approach and personalised support pathways   | -  |
| <b>Guidelines on multidisciplinary teams</b>  | Regional Government Resolution 1627/2024 | Establishing multidisciplinary teams for the case management and support of individuals in vulnerable and fragile social situations, who require an integrated approach and personalised pathways for social inclusion and full citizenship  | -  |
| <b>ESF 2014–2020 – Employment support services for disadvantaged people</b>                             | Director's Decree 6456/2015              | Promoting the social inclusion of disadvantaged individuals supported by social services and enhancing their employability through the development of  | Unemployed individuals, particularly those in socio-economic disadvantage and receiving support from local social services |

|   |                              |  |  |
|---|------------------------------|--|--|
|   |                              | support pathways for socio-occupational integration, the strengthening of territorial infrastructure of services for the employment support of vulnerable groups and the improvement of the links between local social services and Employment Centres (CPI)   |  |
| <b>Development and Cohesion Fund (FSC) – Employment support services for disadvantaged people (2nd Edition)</b>     | Director's Decree 17624/2020 | Implementing actions to contrast poverty and social exclusion by introducing a range of measures aimed at promoting the employment of vulnerable, disadvantaged, and at-risk individuals, while enhancing their employability  | Unemployed individuals, particularly those in socio-economic disadvantage and receiving support from local social services   |
| <b>ESF 2014–2020 – Employment support services for people with disabilities and vulnerable groups (1st Edition)</b> | Director's Decree 6456/2015  | Promoting the development of a widespread and structured system of services for the employment support of persons with disabilities and vulnerable individuals receiving support from local social and health services, through the creation of pathways supporting their socio-therapeutic and socio-labour integration | Unemployed individuals with disabilities and unemployed individuals receiving support from mental health services  |
| <b>ESF 2014–2020 – Employment support services for people with disabilities and vulnerable groups (2nd Edition)</b> | Director's Decree 6456/2015  | Ensuring continuity of the interventions initiated under the previous notice and strengthen employment support services for persons with disabilities and vulnerable individuals receiving support from local social and health services, as well as develop a network-based approach to project management              | Unemployed individuals with disabilities and unemployed individuals receiving support from mental health services, including young people who have left educational or training programmes |
| <b>ESF+ 2021–2027 – Employment support interventions for people in vulnerable situations</b>                        | Director's Decree 12541/2024 | Enhancing the employability of individuals receiving support from local social and health services through local labour market integration and support initiatives, ensuring continuity with projects implemented during the previous 2014–2020 ESF programming period   | Unemployed individuals receiving support from local social and health services   |

Overall, these policies are aimed at **improving the employability of individuals supported by local social and health services**, promoting the labour inclusion of vulnerable, disadvantaged people and those at risk of exclusion from the labour market, through **local initiatives for social and labour market integration and employment support**. Moreover, these policies highlight the need to foster integration between social services and employment

services for case management and support of people in situations of fragility and social vulnerability, including through the establishment of integrated multidisciplinary teams. In this context, the Tuscany Region stands out compared to other Italian regions, offering a particularly favourable regulatory and legislative framework that supports the experimentation of the UPFARM project.

The following sections present the initial findings derived from the cross-analysis of the policies that constitute the reference regulatory and programming framework.

### 2.2.2 Target Groups

Starting with the main target groups, at national level the **GOL Programme and the National Programme on Youth, Women, and Employment 2021–2027** are the only policies that **explicitly mention LTUs** among the beneficiaries of their actions. Specifically, the GOL Programme refers to this target in Pathway 4 “Work and Inclusion,” dedicated to supporting the labour market (re)integration and social inclusion of people distant from the labour market. In contrast to the standard definition of long-term unemployment – referring to individuals who have been seeking employment for at least 12 months – the GOL Programme defines long-term unemployed as individuals who have been seeking employment for at least 6 months.

The National Programme on Youth, Women, and Work 2021–2027, on the other hand, mentions LTUs under Priority 2 “Bringing people closer to the labour market: policies to promote employment for women and other vulnerable individuals distant from the market”, aimed at enhancing the employability of women and individuals in conditions of marginalisation, social vulnerability, and discrimination through personalised and integrated pathways.

All other mapped national policies do not explicitly refer to LTUs but instead address, in more general terms:

- Individuals in situations of poverty and fragility;
- Individuals at risk of social and labour market exclusion;
- Disadvantaged and vulnerable groups (e.g., persons with disabilities or multidimensional challenges, receiving support from social and health services, migrants, women victims of violence or with care responsibilities);
- Young people and women distant from the labour market (e.g., NEETs, inactive individuals, or those seeking employment for the first time).

Table 3 presents, for each of the mapped national policies, the actions aimed at social and labour market inclusion, the specific target groups, and any explicit reference to LTUs.

**Table 3: Actions aimed at social and labour market integration and specific target groups of the mapped national policies**

| Policy   | Actions aimed at the labour market inclusion   | Specific target  | Explicit reference to LTUs   |
|--|--|--|--|
| <b>Inclusion Allowance (ADI)</b>                                   | Labour and social activation of the beneficiary, mandatory or optional depending on individual characteristics   | Households with members who are: <ul style="list-style-type: none"> <li>• Children</li> <li>• People with disabilities</li> <li>• Aged 60 or over</li> <li>• People in vulnerable situations and enrolled in certified care and support programmes provided by local social and health services (e.g., individuals with mental health issues, people suffering from addiction, victims of trafficking, victims of gender-based violence, former detainees, homeless people)</li> </ul> | No, the focus is only on people in conditions of poverty and social vulnerability  |
| <b>Training and Work Support (SFL)</b>                             | Labour activation of the beneficiary   | Individuals considered 'employable': <ul style="list-style-type: none"> <li>• Persons aged 18–59 living in poverty who do not meet the eligibility requirements for access to ADI</li> <li>• Members of ADI households without parental responsibilities</li> </ul>  | No, the focus is only on people in conditions of poverty or at risk of social and labour market exclusion                  |
| <b>Poverty Plan 2024-2026</b>                                      | <ul style="list-style-type: none"> <li>• Enhancement of interventions and services supporting the implementation of ADI</li> <li>• Funding of Projects Useful to the Community (PUC) for ADI and SFL beneficiaries, as part of social inclusion or employment activation pathways agreed with social services or Employment Centres (CPI)</li> </ul> | <ul style="list-style-type: none"> <li>• Enhancement of interventions and services supporting the implementation of ADI</li> <li>• Funding of Projects Useful to the Community (PUC) for ADI and SFL beneficiaries, as part of social inclusion or employment activation pathways agreed with social services or Employment Centres (CPI)</li> </ul>   | No, the reference is to ADI beneficiaries and to individuals/households in similar conditions of economic hardship         |
| <b>Workers Employability Guarantee Programme (GOL)</b>             | Pathway 4 "Labour and Inclusion"   | Vulnerable individuals with complex needs, especially those facing obstacles and barriers extending beyond the employment dimension and requiring the intervention of the territorial services network   | Yes, defined as individuals who have been seeking employment for six months  |
| <b>National Programme on Youth, Women and Employment 2021-2027</b> | Priority 1 "Facilitating access to the labour market: employment policies for young people"  | Young people aged 15-34, including foreign nationals, migrants and beneficiaries of international protection: <ul style="list-style-type: none"> <li>• NEETs in the strict sense (inactive)</li> <li>• Young people who have just completed their education and training and are looking for work</li> </ul>   | No, the reference is to young people who are distant from the labour market (NEETs, inactive, seeking their first job) and |

|  |   |   |  |
|--|---|---|--|
|  |   | <ul style="list-style-type: none"> <li>• Young people who, although not looking for work, are available for work</li> <li>• Young people who are unavailable because they have family responsibilities or health problems</li> </ul>  | disadvantaged (with disabilities or multidimensional problems)       |
|  | Priority 2 “Bringing people closer to the labour market: policies to promote employment for women and other vulnerable individuals distant from the market  | <ul style="list-style-type: none"> <li>• Long-term unemployed individuals</li> <li>• People with disabilities</li> <li>• Detainees or former detainees</li> <li>• Third-country nationals, migrants and beneficiaries of international protection</li> <li>• People receiving support from social and socio-sanitary services</li> <li>• LGBTQIA+ individuals</li> <li>• Individuals from Roma, Sinti and Travellers communities</li> <li>• Inactive, and (long-term) unemployed women, especially those in vulnerable situations and with care responsibilities</li> </ul> | Yes  |
|  | Priority 4 “Modernising employment services and active labour market policies – support and innovation actions, as well as methods, tools, and research aimed at improving the planning and delivery of measures” | <ul style="list-style-type: none"> <li>• Operators of employment services and active labour market, training, and social policies</li> <li>• Indirectly, employers, jobseekers, and inactive individuals, with particular attention to young people, women, and disadvantaged/vulnerable groups</li> </ul>  | No, the reference is to women, young people and disadvantaged groups |

In other European countries, several national policies **explicitly refer to LTUs**. For instance, the Greek National Strategy for Active Labour Market Policies identifies the reduction of long-term unemployment as a key priority and explicitly includes LTUs among the beneficiaries of both income support measures (e.g. Long-term Unemployed Allowance, extraordinary financial support measures) and active labour market policies (e.g. public-benefit/community work programmes, integrated training and subsidised employment for highly vulnerable groups, targeted public-sector placement programmes). Similarly, the Slovenian Labour Market Regulation Act, which defines objectives, target groups, and a catalogue of active labour market measures, includes a range of policies explicitly addressed to LTUs (e.g. work-based learning and activation measures, employment incentives and wage subsidies, and public works and community employment programmes). Finally, in France, LTUs are explicitly mentioned within the France Travail programme, which addresses unemployment, training, and professional inclusion.

With regard to the main target groups of the above-mentioned measures, in addition to LTUs, particular attention is given to specific groups:

- Persons with disabilities, whose socio-labour market inclusion is promoted through initiatives such as social and professional inclusion farms (France) and work integration social enterprises (Slovenia);
- Young people, through specific initiatives such as ALMA – Aim, Learn, Master, Achieve, targeting NEETs aged 18–35 at risk of long-term unemployment (Slovenia), and Missions Locales for young people aged 16–25 (France);
- Foreign citizens, with particular attention to the Roma community through targeted programmes and protocols such as Romani Zour, aimed at promoting labour market inclusion through coordinated service provision (Slovenia).

Among the priority target groups of socio-labour integration policies are also long-term social assistance beneficiaries (Slovenia), homeless people (Greece), and former prisoners (France).

At **regional level**, only the **Regional Implementation Plan of the GOL Programme explicitly mentions LTUs among its beneficiaries**, defining them – in coherence with the National Programme – as individuals seeking employment for at least six months and including them within the broader category of fragile people with complex needs, facing obstacles and barriers that go beyond the employment dimension and that require the activation of the territorial service network (Pathway 4 “Work and Inclusion”). Other regional policies, instead, refer more generically to:

- People in situations of fragility and social vulnerability;
- Disadvantaged individuals;
- People at risk of exclusion from the labour market, unemployed or inactive in conditions of socio-economic hardship and supported by local social services (e.g., single women with dependent children, multi-problem unemployed individuals, people in housing emergencies, victims of trafficking, people with disabilities supported by mental health services, former detainees).

Table 4 shows, for each regional policy mapped, the actions aimed at social and labour market inclusion, the specific target, and any explicit reference to LTUs.

*Table 4: Actions aimed at social and labour market integration and specific target groups of the mapped regional policies*

| Policy  | Actions aimed at the labour market inclusion | Specific target  | Explicit reference to LTUs  |
|---|--|--|---|
| <b>Regional Implementation Plan of the Workers' Employability Guarantee</b> | Pathway 4 “Labour and Inclusion”             | Vulnerable individuals with complex needs, especially those facing obstacles and barriers extending beyond the employment dimension and requiring the intervention of the territorial services network | Yes, defined as individuals who have been seeking employment for six months |

|   |   |  |   |
|---|---|--|---|
| <b>Programme (PAR GOL Tuscany)</b>  |   |  |   |
| <b>Guidelines for the integration of social and employment services</b>   | Integrated Employment Inclusion Service (SILL)                        | Individuals in situations of social fragility and vulnerability, receiving support from services, who require an integrated approach and personalised pathways for social inclusion and full citizenship   | No, the reference is to individuals in situations of social fragility and vulnerability who are receiving support from services |
| <b>Guidelines on multidisciplinary teams</b>  | Activation and structuring of integrated multidisciplinary teams      | Individuals in situations of social fragility and vulnerability who require an integrated approach and support for personalised pathways of social inclusion and citizenship   | No, the reference is to individuals in situations of social fragility and vulnerability   |
| <b>ESF 2014–2020 – Employment support services for disadvantaged people</b>                                     | Projects targeting unemployed individuals in disadvantaged conditions | Unemployed individuals in socio-economic hardship and receiving support from local social services. Specifically: <ul style="list-style-type: none"> <li>• Single women with dependent children</li> <li>• Unemployed individuals living in multi-problem households</li> <li>• Members of single-income households</li> <li>• Individuals accommodated in shelters or benefitting from emergency housing programmes</li> <li>• Beneficiaries of assistance programmes for victims of trafficking</li> <li>• Beneficiaries of support services for victims of domestic and/or gender-based violence</li> </ul>   | No, but the target group can include LTUs   |
| <b>Development and Cohesion Fund (FSC) – Employment support services for disadvantaged people (2nd Edition)</b> | Projects targeting unemployed individuals in disadvantaged conditions | Unemployed individuals in socio-economic hardship and receiving support from local social services. Specifically: <ul style="list-style-type: none"> <li>• Italian minors and unaccompanied foreign minors aged over 16</li> <li>• Young adults leaving residential services for young people leaving care services</li> <li>• Asylum seekers and beneficiaries of international protection</li> <li>• Victims of violence</li> <li>• Individuals accommodated in shelters, benefitting from emergency housing programmes, or enrolled in public social housing schemes</li> <li>• Single parents</li> <li>• Victims of trafficking</li> <li>• Detainees admitted to alternative sentencing measures or former detainees</li> <li>• Secondary school graduates with special educational needs</li> </ul> | No, but the target group can include LTUs   |
| <b>ESF 2014–2020 – Employment support services</b>  | Projects targeting unemployed individuals with                        | Individuals receiving support from social, health, and/or socio-sanitary services: <ul style="list-style-type: none"> <li>• Persons with disabilities, registered under</li> </ul>   | No, but the target group can include LTUs   |

|   |  |   |   |
|---|--|---|---|
| <b>for people with disabilities and vulnerable groups (1st Edition)</b>   | disabilities or under the care of mental health services   | Law 68/1999, who are unemployed<br>• Persons certified for mental health needs who are unemployed   |   |
| <b>ESF 2014–2020 – Employment support services for people with disabilities and vulnerable groups (2nd Edition)</b> | Projects targeting unemployed individuals with disabilities or under the care of mental health services  | Individuals receiving support from social, health, and/or socio-sanitary services:<br>• Persons with disabilities, registered under Law 68/1999, who are unemployed<br>• Persons certified for mental health needs who are unemployed   | No, but the target group can include LTUs |
| <b>ESF+ 2021–2027 – Employment support interventions for people in vulnerable situations</b>                        | Projects targeting unemployed or jobless individuals receiving support from social and health services who are particularly vulnerable and at risk of social exclusion | Unemployed individuals receiving support from local social and health services. Specifically:<br>• Persons with disabilities<br>• Individuals receiving support from mental health services<br>• Persons with autism spectrum disorders<br>• Detainees, individuals under alternative sentencing measures, those subject to personal liberty restrictions, and former prisoners<br>• Italian minors and unaccompanied foreign minors over 16 years old<br>• Young adults leaving residential services for young people leaving care services<br>• Secondary school graduates with special educational needs<br>• Asylum seekers and beneficiaries of international protection<br>• Victims of violence receiving support services<br>• Individuals enrolled in programmes and services for victims of domestic and/or gender-based violence<br>• Individuals accommodated in shelters, benefitting from emergency housing programmes, or enrolled in public social housing schemes<br>• Beneficiaries of assistance programmes for victims of trafficking | No, but the target group can include LTUs |

In general, **long-term unemployed individuals are rarely taken into account by policies**, both at national and regional levels, and are more often included within the broader category of vulnerable and disadvantaged groups.

### 2.2.3 Social-Work Integration

Beyond the target groups of the policies considered, a central dimension of analysis is the provision of practices for integration between social services and employment services, as well as networking with other territorial actors - public, private, and third sector.

At national level, all mapped policies explicitly state, albeit in rather general terms, the need for **integration between social services and employment services** to ensure that the engagement and case management of individuals - especially the most vulnerable with complex needs - is more effective and to enhance their chances of employability. This integration is reflected, for example, in referrals of beneficiaries from one service to another, but above all within multidisciplinary teams for multidimensional needs assessment, personalised planning, and delivery of interventions.

Moreover, the strengthening of connections and the creation of **networks among various territorial actors** involved in addressing fragility - beyond social and employment services - is frequently mentioned. These include educational, health, and social-health services, reconciliation services, as well as private social actors and third-sector organisations. Such integration is mainly implemented within multidisciplinary teams and through intervention networks among services and territorial resources.

Table 5 below highlights, for each national policy mapped, the provision for social-work integration and integration with other territorial services/actors.

*Table 5: Provision for social-work integration and integration with other territorial services/actors in the mapped national policies*

| Policy                           | Provision for social-work integration   | Provision for integration with other territorial services/actors  |
|----------------------------------|---|---|
| <b>Inclusion Allowance (ADI)</b> | Referrals from social services to Employment Centres (CPI) for beneficiaries “activatable for work” within multidisciplinary teams for the assessment, planning, and delivery of interventions, and within the intervention network | Within the multidisciplinary teams and the broader intervention network (in addition to social services and CPIs): <ul style="list-style-type: none"> <li>• Health and social-health facilities (specialist services, family counselling centres, general practitioners)</li> <li>• Social outreach points, information desks, and citizenship orientation services</li> <li>• Youth centres</li> <li>• Schools</li> <li>• Associations and volunteer organisations (listening centres, solidarity shops, community canteens, local and street-based services, educational programmes addressing social vulnerability and combating educational disadvantage)</li> <li>• Patronages and Tax Assistance Centres</li> <li>• Trade unions and professional associations</li> </ul> |
| <b>Training and</b>              | Referrals from social services to   | The involvement of public and private accredited  |

|  |  |   |
|--|--|---|
| <b>Work Support (SFL)</b>  | Employment Centres of the members of ADI household without parental duties for the allowance of the Training and Work Support (SFL)  | training bodies is mentioned  |
| <b>Poverty Plan 2024-2026</b>                                      | Within multidisciplinary teams, integration is envisaged as part of the broader need to provide an integrated offer of interventions and services aimed at combating poverty   | Within multidisciplinary teams, integration is envisaged as part of the development of networks among local services, supporting collaboration between territorial services (social, employment, educational, and health) and between these services and third sector organisations |
| <b>Workers Employability Guarantee Programme (GOL)</b>             | The Programme mentions the promotion, within Employment Centres, of the development of professional skills facilitating the interaction with other local services (social, educational, social-health, and reconciliation services, as appropriate)  |   |
| <b>National Programme on Youth, Women and Employment 2021-2027</b> | The Programme mentions the need to: <ul style="list-style-type: none"> <li>• Strengthen and support systems of local actors that can facilitate the empowerment of individuals (Priority 1)</li> <li>• Effectively integrate active labour market policies and social policies to ensure the engagement of vulnerable groups (Priority 2)</li> <li>• Strengthen the connections between relevant actors (operating in the social, employment and training field) through specific networks for training, inclusion and equal opportunities (Priority 4)</li> </ul> |   |

Integration between social and labour services in the development of inclusion pathways for disadvantaged and vulnerable individuals represents a significant priority also in the project's partner countries. In Greece in particular, the importance of centralising access to services for LTUs is highlighted through the key role of the Public Employment Service, often working in collaboration with social services, regional and local authorities, training providers, social partners and non-governmental organisations. In Slovenia, by contrast, support for LTUs is provided through **institutional cooperation** between the Employment Service of Slovenia and the Centres for Social Work. In this case, collaboration with health services and non-governmental organisations is also particularly significant. In both cases, however, cooperation between employment services and social services appears to be **mainly project-based**: while in Greece it is primarily reflected in the **referral of individuals from one service to another**, in Slovenia it also takes the form of **multidisciplinary teamwork**. Finally, in France, integration between services appears to be only partial, as France Travail interacts with the socio-educational teams of actors involved in the socio-professional inclusion of LTUs, mainly playing a **guidance role** and rarely intervening in the relationship with social services, except in limited follow-up activities.

Box 2 below summarises the main collaborative practices between social and employment services, as well as with other local services and stakeholders, in supporting the social and

labour market inclusion of disadvantaged groups – including LTUs – in Greece, Slovenia, and France.

*Box 2: Main shared working practices among services for the socio-labour inclusion of disadvantaged groups in Greece, Slovenia and France*

In **Greece**, shared working practices are organised around the **central role of the Public Employment Service (DYPA)**. Registration with DYPA constitutes the **main entry point** for individuals to access support services for labour market integration and activation measures. DYPA generally retains case management responsibility for unemployed individuals, even when services are delivered by external providers, and offers personalised counselling, basic profiling, and the development of individual action plans.

Employment services collaborate with social services, regional and local authorities, training providers, social partners, and non-governmental organisations. However, such collaboration remains uneven and is primarily implemented within specific programmes, rather than representing a standard working practice. In particular, a **multidisciplinary approach** (involving employment counsellors, trainers, social workers, and, in some cases, psychologists) is mainly observed in targeted or ESF/ESF+-funded projects, especially those addressing highly vulnerable groups. **Coordination with social services** mainly takes the form of referrals between services, particularly for individuals facing multiple disadvantages (e.g. long-term unemployment combined with poverty, homelessness, or health issues).

Shared working practices rely primarily on **programme-level coordination, contractual arrangements and digital platforms for applications and matching**. Furthermore, limited interoperability between the information systems of different services can be observed, which hampers the joint and systematic management of cases.

In **Slovenia**, support for long-term unemployed individuals (LTUs) is provided through **institutional cooperation between the Employment Service of Slovenia (ESS) and the Centres for Social Work (CSD)**, which has been progressively strengthened in recent years through specific projects, protocols, and cooperation agreements at both national and local levels. However, as in other contexts, this collaboration remains primarily project-oriented, with a particular focus on LTUs facing complex and multiple barriers to employment. Joint working practices include coordination meetings at national level, case discussions at local level based on **team-based approaches**, and the possibility for ESS counsellors to refer or transfer cases to the CSD when social, health, or family-related barriers significantly affect employability.

Employment services also cooperate with **external healthcare services** by providing health-related employment counselling within the framework of in-depth career guidance, thereby supporting unemployed individuals with disabilities or health limitations in identifying suitable job opportunities and selecting appropriate active labour market measures. Furthermore, particularly through **public works schemes**, collaborations are established with a wide range of partners, including municipalities, non-governmental organisations, employers, and social economy organisations, such as social enterprises and eco-social farms. These programmes enable the creation of temporary and socially useful jobs, as well as supportive work environments for individuals with limited employability, acting as entry points for gradual reintegration into the labour market.

Shared working practices with other services are primarily organised through **referral-based cooperation, delegated service provision, and project-based arrangements**. The ESS retains overall responsibility for profiling, employment counselling, activation decisions, and monitoring of labour market outcomes, while external partners contribute specialised services, such as social activation and support, psychosocial assistance, health-related employment counselling, skills development, work-based learning, and supported employment.

In **France**, **France Travail** interacts directly with the socio-educational teams of organisations involved in the social and professional inclusion of long-term unemployed individuals (LTUs), **primarily performing a guidance role**. This is carried out on the basis of the individual's profile, their compatibility with professional inclusion activities, and the type of vacancies available within inclusion enterprises. However, integration between employment services and social services in supporting LTUs remains partial, as France Travail **does not engage directly with public social and socio-health services**; instead, such interactions are managed by inclusion structures. A multidimensional integrated approach is only rarely adopted, mainly in the context of follow-up activities, such as review meetings, in which France Travail seldom participates.

At **regional level**, the issue of integration between social services and employment services is given particular attention, thanks especially to the specific **Guidelines on social-work integration**, adopted with Regional Resolution 544/2023, which define the activation of the Integrated Work Inclusion Service (SIIL). This is a permanent, integrated service, recognizable and accessible to citizens, operating under a one-stop-shop approach, with dedicated staff primarily aimed at promoting processes of inclusion and work activation in the territory through personalized employability pathways. The Guidelines therefore call for the implementation of integrated and universal case management pathways, based on integrated access and the activation of multiprofessional teams for the assessment of complex needs.

The element of social-work integration is also central in other regional policies. In particular:

- The Regional Implementation Plan of the GOL Programme of the Tuscany Region refers to the *"implementation of work support services characterised by integrated case management and multidisciplinary assessment"*;
- The ESF 2014–2020 call for Employment Support Services for People with Disabilities and Vulnerable People mentions the *"development of a unified model of integrated case management between the public social-health system and Employment Centres (CPI)"*;
- The ESF+ 2021–2027 call for Employment Support Interventions for People in Vulnerable Situations requires the *"mandatory provision of operational methods for integration between social-health services and Employment Centres"*.

Integration with other territorial services/actors is also carefully considered, with particular emphasis on the involvement of the third sector. The regional Guidelines highlight the importance of services operating in close coordination with third-sector organisations active in combating poverty, through co-programming, co-design, and the signing of specific agreements and protocols. The ESF+ 2021–2027 call also **emphasizes the importance of involving the third sector** in the multidimensional needs assessment and personalised planning, in order to achieve more effective results in improving the employability of people involved in the projects.

Table 6 shows, for each regional policy mapped, the provision for social-work integration and integration with other territorial services/actors.

*Table 6: Provision for social-work integration and integration with other territorial services/actors in the mapped regional policies*

| Policy  | Provision for social-work integration   | Provision for integration with other territorial services/actors   |
|---|---|--|
| <b>Regional Implementation Plan of the Workers' Employability Guarantee</b> | Creation of territorial networks through a specific Notice for the financing of intervention of employment support providing for an integrated case management, a multidisciplinary assessment and the development of | Temporary Joint Ventures (Associazioni Temporanee di Scopo) for project submission composed of companies, social cooperatives, private sector bodies operating in the field of social and labour market inclusion of disadvantaged individuals as well as accredited |

|   |  |   |
|---|--|---|
| <b>Programme (PAR GOL Tuscany)</b>  | personalised labour market inclusion project   | employment agencies. The involvement of Employment Centres is foreseen in all project phases  |
| <b>Guidelines for the integration of social and employment services</b>   | Implementation of universal integrated case management pathways, based on integrated access and the activation of multiprofessional teams for the assessment of complex needs  |   |
| <b>Guidelines on multidisciplinary teams</b>  | Implementation of case management pathways for individuals with complex needs through the creation of permanent multidisciplinary teams according to the one-stop-shop approach  | The document mentions the importance of close collaboration between services and third sector organisations operating in the field of poverty through co-programming and co-design activities and specific agreements and protocols |
| <b>ESF 2014–2020 – Employment support services for disadvantaged people</b>   | Adoption of an integrated approach in terms of services and operators from the different sectors involved (social, socio-sanitary, training, employment) that participate to the design and implementation of interventions to address complex needs. The promotion of agreements and integration arrangements between social services and Employment Centres is also foreseen   |   |
| <b>Development and Cohesion Fund (FSC) – Employment support services for disadvantaged people (2nd Edition)</b>     | Adoption of an integrated methodology involving the development of personalised projects by social services, Employment Centres, and public and private entities active in combating poverty and social exclusion, with particular attention to third sector organisations. The participation of Employment Centres in the co-design phase is also envisaged, in order to define in advance the operational modalities for integration with other stakeholders |   |
| <b>ESF 2014–2020 – Employment support services for people with disabilities and vulnerable groups (1st Edition)</b> | Provision for guidance activities and labour inclusion pathways, supported by case management from local social and socio-sanitary services. The involvement of Employment Centre is not mentioned   |   |
| <b>ESF 2014–2020 – Employment support services for people with disabilities and vulnerable groups (2nd Edition)</b> | Development of a unified model of integrated case management between the social and sanitary system and Employment Centres throughout all stages of project planning and case management   | Promotion of the participation of public and private local actors in the development of a shared model of employment support services for persons with disabilities and vulnerable individuals                                      |
| <b>ESF+ 2021–2027 – Employment support interventions for people in vulnerable</b>                                   | Implementation of integrated case management between social services, socio-sanitary services, and Employment Centres through the creation of multidisciplinary teams. The definition of operational modalities for integration  | Involvement of third sector organisations in the multidimensional needs assessment and personalised planning phase, with the aim of achieving more effective results in terms of employability of individuals                       |

|                   |   |  |
|-------------------|---|--|
| <b>situations</b> | between social-health services and Employment Centres is also mandatory |  |
|-------------------|---|--|

Overall, **integration between social services and employment services is highlighted as a key objective across all national and regional policies**, alongside the coordination with local service networks and stakeholders. In Tuscany, this focus is further strengthened through the adoption of specific guidelines on the subject.

## 2.2.4 Interprofessional Integration and Teamwork

Another central dimension of the comparative analysis of national and regional policies, programmes, and measures aimed at the social and labour market inclusion of people in disadvantaged and vulnerable conditions - and particularly of the long-term unemployed - concerns the provision for interprofessional integration and the implementation of teamwork.

At national level, **teamwork is explicitly mentioned** only in a limited number of policies. In particular:

- The Inclusion Allowance provides, in cases of situations presenting complex needs, for the activation of a multidisciplinary team, **coordinated by the social service** and *"variable in composition,"* meaning it consists of a *"core group"* of operators (basic team) and additional operators who may join depending on the situation (extended team). The team may therefore involve various professionals from the territorial service network, particularly Employment Centres staff, training services, health and specialist services, educational institutions, and housing and educational services;
- The Poverty Plan 2024–2026 indicates the activation and strengthening of the multidisciplinary team as a priority aimed at ensuring the subjective right to case management through the presence of multidimensional professional skills and expertise;
- The GOL Programme, particularly within Pathway 4 "Work and Inclusion," calls for the activation of multidisciplinary teams **at the initiative of Employment Centres** and the development of professional skills that facilitate the interaction with operators from other territorial services (e.g., social, educational, health, and reconciliation services).

Table 7 summarises, for each national policy mapped, the provision for interprofessional integration and teamwork.

Table 7: Multidisciplinary team work in the mapped national policies

| Policy   | Provision for multidisciplinary team work  |
|--|--|
| <b>Inclusion Allowance (ADI)</b>                                   | In cases presenting complex needs, the multidimensional assessment is conducted through the activation of a multidisciplinary team coordinated by social services, involving operators from the local service network - particularly Employment Centres, but also training services, health and specialist services, educational institutions and housing services |
| <b>Training and Work Support (SFL)</b>                             | No   |
| <b>Poverty Plan 2024-2026</b>                                      | The activation and strengthening of the multidisciplinary team represents a priority, as it ensures the presence of professionals capable of supporting the planning of interventions and the guidance of beneficiaries  |
| <b>Workers Employability Guarantee Programme (GOL)</b>             | The Programme mentions the activation of multidisciplinary teams at the initiative of Employment Centres   |
| <b>National Programme on Youth, Women and Employment 2021-2027</b> | No   |

At the **European level**, multidisciplinary teamwork is identified as a good practice among the various professionals involved, at different levels, in the socio-labour integration of individuals in disadvantaged or vulnerable situations. However, in Greece, the **multiprofessional approach** – bringing together employment counsellors, trainers, social workers, and psychologists – does not yet represent a standardised working practice but is mainly observed within targeted projects or those funded by the ESF/ESF+ and particularly addressing highly vulnerable groups. A similar trend is observed in Slovenia, where collaboration is also largely **project-based**. Among the joint working practices, reference is made to the discussion of cases at the local level through teamwork, as well as to the possibility for employment service operators to refer cases to social and socio-health service professionals. In both countries, within interprofessional integration practices, employment services retain coordination and case management responsibility.

On the topic of interprofessional integration, the Tuscany Region has issued specific operational **Guidelines on multidisciplinary teams** through Regional Government Resolution 1627/2024, which outlines the procedures for the activation and structuring of the integrated teams. In particular, the Guidelines distinguish between two types of teams:

- **“Core” multidisciplinary teams**, composed of a social worker and an operator specialised in labor policies;
- **“Extended” multidisciplinary team**, which, in addition to social services and Employment Centres, may include one or more operators from relevant services identified according to the person’s needs. Examples include: addiction services, mental health services, training services, housing services, other social operators (e.g., home

educator), socio-sanitary services (e.g., psychologist, neuropsychiatrist), early childhood and education services, operators of the penal system, third-sector organisations, and the individual's key support figures.

At **regional level**, the activation of essential and extended multidisciplinary teams is also mentioned in the Regional Implementation Plan of the GOL Programme as “a multi-professional team composed of operators from Employment Centres and territorial socio-sanitary services,” and in the calls aimed at the employment support for disadvantaged people (ESF 2014–2020) and for people in vulnerable situations (ESF+ 2021–2027) as “*a permanent tool for case management and multidimensional assessment of beneficiaries*”.

Table 8 summarises, for each mapped regional policy, the provision for interprofessional integration and teamwork.

*Table 8: Multidisciplinary team work in the mapped regional policies*

| <b>Policy</b>   | <b>Provision for multidisciplinary team work</b>  |
|---|---|
| <b>Regional Implementation Plan of the Workers' Employability Guarantee Programme (PAR GOL Tuscany)</b>             | Implementation of integrated case management through the activation of a multi-professional team composed of operators from Employment Centres and local socio-sanitary services, responsible for designing interventions to support the integration process  |
| <b>Guidelines for the integration of social and employment services</b>   | Provision for two types of teams, with the lead case manager varying according to the predominant need: <ul style="list-style-type: none"> <li>• Core team: composed of a social worker from public social services and a labor policy specialist from employment services. Its composition and operating procedures are formally defined, while allowing local areas to adapt the service to their geographic, demographic, social, and governance context.</li> <li>• Extended team: builds on the core team and involves one or more professionals from relevant services and third sector organisations, identified according to the individual's specific needs</li> </ul> |
| <b>Guidelines on multidisciplinary teams</b>  |   |
| <b>ESF 2014–2020 – Employment support services for disadvantaged people</b>   | Implementation of case management by multidisciplinary teams, involving Employment Centres operators as well as other professionals identified according to the individual's needs  |
| <b>Development and Cohesion Fund (FSC) – Employment support services for disadvantaged people (2nd Edition)</b>     | No  |
| <b>ESF 2014–2020 – Employment support services for people with disabilities and vulnerable groups (1st Edition)</b> | No  |
| <b>ESF 2014–2020 – Employment support services for people with disabilities and vulnerable groups (2nd Edition)</b> | No  |

|  |  |
|--|--|
| <b>ESF+ 2021–2027 – Employment support interventions for people in vulnerable situations</b> | Establishment and strengthening of an integrated team of social services and Employment Centres staff, serving as a permanent mechanism for case management and the multidimensional assessment of beneficiaries |
|--|--|

Overall, **interprofessional integration and collaboration within multidisciplinary teams are highlighted as key priorities in most national and regional policies**. In Tuscany, this focus is further strengthened through the adoption of specific guidelines on this specific topic, similarly to the integration between social and employment services.

### 2.2.5 Other Integration Methods and Tools

Finally, the analysis considered additional integration approaches proposed by national and regional policies, programmes, and measures aimed at supporting the social and labour market inclusion of LTUs - or more broadly, individuals in disadvantaged and vulnerable situations - and the specific tools foreseen to facilitate this integration.

As concerns **integration tools**, at national level the regulations on the Inclusion Allowance (ADI)/SFL and the Poverty Plan 2024–2026, mention – in addition to the signing of the **personalised project** (Social Inclusion Pact or Personalized Service Pact) specifying the objectives, results, commitments, and supports activated at territorial level - the **Social and Labor Inclusion Information System (SIISL)**. Ideally, this system should allow data interoperably with the GePI platform (Case Management Information System) for managing Social Inclusion Pact for ADI beneficiaries (managed by social services) and the SIU platform (Unified Information System for active labor policies) for managing Personalized Service Pact for ADI/SFL beneficiaries (managed by Employment Centers).

At the European level, additional integration tools aimed at promoting the socio-labour inclusion of individuals in vulnerable conditions, including LTUs, are in place. In Slovenia, a reform of employment services is currently underway, moving towards a new model focused on **improving the delivery of digital services, the use of statistical profiling**, and the development of a digital platform to enhance job matching between labour supply and demand. Further tools supporting integration between employment services and **employers** include the Employment Forecast Survey and the Occupational Barometer, which provide useful information for the design of training and activation measures aligned with labour market needs.

At regional level, the Regional Implementation Plan of the GOL Programme refers to the signing of an **integrated programme** aimed at activating the individual's pathway and identifying all relevant measures—social assistance, health, training, and employment—defined by the multiprofessional team. The Guidelines on multidisciplinary teams, designed to ensure their

effective functioning, the participation of all relevant actors, and the facilitation of information exchange and integrated case management, mention the following potential integration tools:

- **Mapping of services and resources:** containing information on available interventions and resources in the territory, enabling supports for individuals to be easily identified;
- **Shared forms for assessment, planning, and monitoring:** for example, profiles of needs and potential, also serving to facilitate exchanges and updates useful for continuous case management.

Regarding **additional integration methods**, the regional Guidelines on social-work integration highlight the importance of **interprofessional training**, aimed at fostering a common understanding of tools and resources, harmonising language and case management processes, and defining local procedures and effective teamwork practices. Similarly, the Guidelines on multidisciplinary teams underline the role of the **network operator** as a key figure responsible for *“maintaining contacts and relationships among different actors, entities, public services, third-sector organisations, and any informal resources within the territorial community, as well as individuals connected to the team.”*

## 2.3 Social Farming

In Italy, social farming practices are regulated by **Law No. 141 of 18 August 2015**, which sets out provisions on the subject. Specifically, Article 1 defines social farming as *“an aspect of the multifunctionality of agricultural enterprises aimed at developing social, socio-health, educational and socio-labour inclusion interventions and services, with the objective of facilitating adequate and uniform access to essential services for individuals, families and local communities throughout the national territory, particularly in rural or disadvantaged areas”*. Law No. 141/2015 therefore establishes, at the national level, the regulatory framework for practices involving agricultural enterprises in the provision of innovative services for people.

The objective of the law is to create opportunities for the social and labour market inclusion of vulnerable individuals in rural and peri-urban/urban areas. Among the measures provided are **socio-labour integration** activities for workers with disabilities and **disadvantaged workers**, as defined under Article 2, points 3) and 4) of Regulation (EU) No. 651/2014, as well as for disadvantaged individuals and minors of working age (15–18-year-olds who have completed compulsory schooling) participating in rehabilitation and social support projects. The law **does not explicitly mention long-term unemployed individuals** as beneficiaries, although they may fall under the category of disadvantaged workers. In defining the scope of social farming, Law No. 141/2015 refers to labour inclusion practices for vulnerable individuals without providing detailed specifications: the specific target group varies depending on the agreements established between social farms and local services.

The national provision – intended as a framework law – does not define the **integration between social services and employment services**, instead referring to specific ordinary regulations for its operational implementation. However, by recognising the role of social farms in the socio-labour inclusion of individuals and workers in disadvantaged conditions, it highlights the responsibilities of social and employment services to collaborate and network with them. In particular, Article 2, paragraphs 5 and 6, governs the **creation of networks with third-sector organisations** and **collaboration with socio-health services and public authorities** competent at the local level, which are called upon to promote integrated policies to develop social farming.

Moreover, Law 141/2015 **does not address teamwork** – as an internal organisational function within services – **nor does it specify particular integration tools**. Instead, it refers to the **use of existing instruments for socio-labour inclusion policies**, to be applied in connection with recognised resources and actors (e.g., social farms).

Table 9 below summarises the objectives and target groups of the Italian social farming law, as well as actions aimed at socio-labour integration and provisions for service integration.

*Table 9: Social farming in Italy*

| <b>Social Farming in Italy</b>  |   |
|---|---|
| <b>Main regulatory references</b>                                       | Law No. 141 of 18 August 2015   |
| <b>General objective</b>  | To regulate practices involving agricultural enterprises in the provision of innovative services for individuals  |
| <b>General target groups</b>  | Vulnerable individuals and local communities in rural and urban/peri-urban areas  |
| <b>Actions aimed at the labour market inclusion</b>                     | Activities for the socio-labour inclusion of workers with disabilities and disadvantaged workers, disadvantaged individuals, and minors of working age involved in rehabilitation and social support programmes |
| <b>Specific target groups</b>   | Target groups vary depending on the characteristics of the agreements between local services and social farms   |
| <b>Explicit reference to LTUs</b>                                       | No, the reference is specifically to disadvantaged workers  |
| <b>Provision for social-work integration</b>                            | No  |
| <b>Provision for integration with other territorial services/actors</b> | Yes, the establishment of networks with third-sector organisations, social and healthcare services, and territorially competent public authorities is explicitly envisaged                                      |
| <b>Provision for multidisciplinary team work</b>                        | No  |
| <b>Other Integration Methods and Tools</b>                              | No  |

The Tuscany Region has implemented Law 141/2015 by adopting **Regional Law No. 20 of 27 April 2023**, which sets out the regional regulatory framework on social farming and amends the previous Regional Law No. 30 of 23 June 2003. Furthermore, the Implementing Regulation of Regional Law 20/2023 (approved by Decree of the President of the Regional Council No. 21 of 2 April 2025) entered into force as of 1 May 2025. The Regulation defines, among other things, the **requirements and procedures for carrying out socio-labour integration activities** for individuals involved in social farming practices. On this occasion, the Technical Steering Committee also drafted the Implementation Document for a local social farming system in the Tuscany Region.

The regional legislation integrates, specifies, and adapts the provisions of the national law within the framework of the previous Regional Law 30/2003, in line with the regional competencies in agriculture and socio-health policies. Specifically, it provides for the **strengthening of service networks** (social, health, employment, and training services) aimed at vulnerable individuals and territories (e.g., social farming networks), as well as the **expansion of intervention tools** through the valorisation of natural resources (e.g., plants and animals) provided by local agricultural and livestock production systems, regardless of their legal status.

Furthermore, the “Implementation Document for a local social farming system in the Tuscany Region” – in line with Regional Council Resolutions DGR 544/2023 and 1627/2024 – mentions the establishment of **multidisciplinary teams**, complemented by professionals from third-sector organisations, who are responsible for case management and the design of personalised plans for the beneficiaries of social farming activities. The document also references Pathway 4 “Work and Inclusion” of the GOL Programme, which is based on close collaboration between local services to ensure integrated support and maximise the expected impacts in terms of employability and (re)integration into the labour market of the most vulnerable and disadvantaged segments of the workforce.

Regarding the target group, socio-labour integration activities are generally aimed at *“groups of individuals in conditions of vulnerability, including those in situations or at risk of poverty, social exclusion, or discrimination”* (Regulation 21/2025, Article 2, paragraph 1). Compared to the national law, these activities are extended – beyond workers with disabilities and disadvantaged workers – to **refugees and migrants, individuals under probation supervised by social services, persons sentenced to community service**, and minors of working age involved in rehabilitation and social support projects, including **NEET youth** (Regional Law 20/2023, Article 1, paragraph 3, letter a). Long-term unemployed individuals are not explicitly mentioned.

### 3. Tuscan territories hosting the pilot study

Following the analysis of the main national and regional regulatory and programming documents, as well as of the insights from the European partner countries, a field survey was conducted thorough **online interviews with coordinators and senior staff of Social Services and Employment Centres**<sup>1</sup> in the two “front-runner” Tuscan areas participating in the UPFARM project pilot: Piana di Lucca and Pisana. The report will be complemented with the results of interviews carried out in the other two pilot areas: the Società della Salute Valdinievole and the Società della Salute Fiorentina Sud-Est.

The interviews, carried out jointly by the managers of the two services, explored the topic of service integration in the case management and socio-labour inclusion of disadvantaged individuals, with particular reference to LTUs. The interviews specifically focused on the evolution and current state of integration in the territories, the level of structuring and formalisation of such integration, the tools implemented, the main service needs regarding the socio-labour inclusion of disadvantaged individuals, as well as strengths, obstacles, and potential areas for improvement in this domain.

The following section summarises the main findings from the field analysis, with the full results presented in dedicated territorial summary sheets (Annex A).

#### 3.1 Evolution and Current State of Integration

In both the Piana di Lucca and Pisana areas, the relationships between social services and employment services are well-established. Collaboration began with regard to **poverty reduction measures**: in particular, it was strengthened with the introduction of the Reddito di Cittadinanza, and has continued despite the transition to the Assegno di Inclusione and the Supporto per la Formazione e il Lavoro, which provide separate pathways for the social and labour inclusion of beneficiaries.

More recently, the stabilisation of social-labour integration in these territories has been driven by numerous initiatives connected with **Pathway 4 “Work and Inclusion” of the GOL Programme** as well as by **ESF+-funded projects aimed at the socio-labour inclusion** of vulnerable groups (e.g., Opp.Là in the Piana di Lucca and PIL in the Pisana area). In the case of Piana di Lucca, the **RETICULATE project**, which piloted integrated intervention models to support vulnerable individuals (particularly homeless persons and families with children), has represented a key initiative.

---

<sup>1</sup> The following individuals were interviewed: Sabrina Esposito (Municipality of Capannori) and Giuseppe Fanucchi (Employment Centre of Lucca) for the Piana di Lucca area; Barbara Marchi (Azienda USL Nord-ovest) and Eva Franceschi (Employment Centre of Pisa) for the Pisana area.

In both territories, integration between social services and employment services is primarily enacted through the implementation of personalised socio-labour inclusion pathways developed through a joint case management of **individuals with multiple vulnerabilities** and **families in conditions of disadvantage** (thus including LTUs) and mainly – but not only – in relation to their participation to specific measures and projects. In fact, while integration is facilitated by the participation of individuals and families in specific projects, it has now become a stable practice among professionals, driven by the increased effectiveness of coordinated support for vulnerable individuals and families.

### 3.2 Level of Structuring

As concerns the structuring and formalisation of integration between social services and employment services, the two territories analysed show some heterogeneity. In the Piana di Lucca area, a **Memorandum of Understanding** has recently been approved **between the Tuscany Regional Employment Agency, the Piana di Lucca Integrated Zonal Conference, and the Local Health Authority (Azienda USL) of the Piana di Lucca Zone-District**, establishing and regulating the operation of the Integrated Labour Inclusion Service (SILL), as provided for by DGR 554/2023 and 1627/2024. In contrast, in **the Pisana area**, despite the input provided by the regional operational guidelines on social-labour integration and multidisciplinary teams, **no agreements or memoranda of understanding between services are currently in place or under preparation.**

In both territories, the development of service collaboration has largely emerged from “bottom-up” integration, based on the daily exchange of information among professionals, who recognise the need to work in as integrated and coordinated a manner as possible across services, particularly in the case management of vulnerable individuals and families. However, in Piana di Lucca the legacy of the RETICULATE pilot project, combined with a higher level of maturity in inter-service relationships, has encouraged a stronger focus on the institutional formalisation of the integrated working practices that practitioners implement daily.

In summary, the Piana di Lucca Memorandum of Understanding regulates the multidimensional case management of individuals with socio-labour needs, effectively formalising the collaborative system that social and employment services have developed over the years, including the participation of ASL services. While the document does not explicitly mention long-term unemployed individuals, they are indirectly included among the ADI and GOL cases covered by the agreement. Furthermore, the formalised practices under the Memorandum include the integrated assessment and case management of beneficiaries through the activation of socio-labour teams and extended teams for individuals who, in addition to social and employment needs, present health, housing, economic, and legal issues.

### 3.3 Integration Tools

In both territories, **“core” multidisciplinary teams are in place**, composed of social service and employment service operators. While in the Pisana area this team is not formalised, in the Piana di Lucca it has been officially established under DGR 1627/2024, with its operation governed by the above-mentioned Protocol. In this latter case, the team primarily manages beneficiaries of ADI/SFL, Pathway 4 of the GOL Programme, and individuals in vulnerable situations; in Pisa, the team operates across **all types of vulnerabilities**, independently of the enrolment of individuals or families in specific projects. In both contexts, the target groups managed through integrated support generally include vulnerable and disadvantaged individuals, including long-term unemployed persons. However, **neither in Piana di Lucca nor in the Pisana area is there a multidisciplinary team specifically dedicated to the assessment, case management, and planning for LTUs.**

Additionally, **“extended” teams involving other local actors are active** but not formalised: in Piana di Lucca, teams – mainly composed of third-sector organisations and with good collaboration with INPS – are convened by the case manager as needed; in the Pisana area, the extended team meets monthly regardless of whether new cases need to be reported, is coordinated by social services, and includes, in addition to social and employment services, all specialised local services (e.g., prevention, marginalisation, training, mental health, autism support, addiction services, prison) and third-sector organisations.

In Piana di Lucca, social-labour integration is further supported by a network maintenance system, managed by **“network maintainers”** – mainly professional educators acting as local “sentinels.” These maintainers oversee the multidisciplinary social-labour team by scheduling meetings based on identified needs and keep in contact with all municipalities in the Piana area as well as other actors in the local network, also organising the extended team meetings.

Beyond the tools provided by individual projects and generally used for planning with disadvantaged individuals, **no additional instruments exist** in either territory (e.g., shared forms, joint training) specifically aimed at promoting integration between services in the case management of this target group or specifically targeting long-term unemployed persons.

### 3.4 Issues and Considerations

The analysis conducted in the two “front-runner” territories of the UPFARM project, complemented by an in-depth prior knowledge of the Tuscan regional context, has outlined a complex set of needs, challenges, and points of attention related to the integration processes between services and actors involved, in various capacities, in the socio-labour inclusion of vulnerable individuals.

Firstly, it emerges that the level of integration between services shows **significant territorial variability**, generally facing greater challenges in smaller municipalities compared to the lead municipalities of the Zone Districts or Società della Salute. Another issue concerns the **longevity of integration and the “ease” of collaboration between services**. In general, relationships between social services and employment services – or with third-sector organisations – are well-established, fluid, and consolidated whereas collaboration with specialised socio-sanitary services is more recent, intermittent, and often more difficult to maintain. Furthermore, most of the time, **integration practices are predominantly informal among operators**, with limited formalisation through the signing of agreements or protocols and structured inter-service collaboration.

The main needs identified by services as concerns the integration of disadvantaged individuals (including LTUs) are the following:

- **Joint training** for social service and employment service operators, covering:
  - The functioning, limitations, and opportunities of each service, to foster mutual understanding and reach a shared set of operational practices and common language;
  - Approaches and methodologies useful for supporting disadvantaged individuals and families with multiple vulnerabilities, who often struggle to enter and remain in the labour market;
- **Shared working spaces** between social services and employment services, where citizens can be received and assessed jointly;
- **A shared digital platform** that can be used by social and employment services (potentially expandable in the future to specialised socio-health services) to enable faster and more immediate information exchange;
- **Shared operational tools and forms** (e.g., intake and assessment forms, referral forms, post-team meeting reports) to facilitate joint case management and planning;
- **Mapping of available local resources** to work with individuals and families in vulnerable conditions, also aimed at networking existing resources and initiatives to create stable and continuous interventions over time;
- **Dedicated resources for network maintenance** and sustaining ongoing collaborations (e.g., network tutors, network maintainers);
- **Greater involvement of private enterprises** in the socio-labour inclusion of disadvantaged individuals and LTUs, particularly in the industrial, artisan, and tourism sectors, where collaboration is weak and often challenging.

Among the main strengths of integration between social services and employment services is **the ability to share resources and opportunities** through a “network logic,” which can provide new responses to citizens and reduce the risk of frustration and isolation among operators. Additionally, collaboration between social and employment services **encourages mutual exposure of users to the less familiar service**: in the ADI/SFL context, daily

cooperation allows operators to bypass bureaucratic obstacles related to benefit requests, enabling immediate access to the competent service. Indirect effects include the reduction of potential prejudices and an increase in trust toward new operators and services.

The main obstacles to integration are primarily due to the **lack of interoperability between the platforms** used by the two services, which hinders and complicates the transfer of information. Other critical issues include:

- **Rigid and bureaucratic case management systems**, which often require operators to work according to timelines that do not correspond to citizens' needs;
- **Incompatibility between different measures and funding streams** (e.g., ADI beneficiaries cannot access FSE+ projects, which in turn are incompatible with the GOL Programme), creating difficulties for inter-service integration and implementation timing;
- **Project discontinuity linked to local resources**, alternating periods of surplus or overload of project opportunities with phases of inactivity or gaps.

Key points for future improvement include: on one hand, the **networking of the integrated territorial system for access and case management** among One-Stop Access Points, Community Centres, and other existing physical locations (e.g., social secretariats); on the other hand, the **strengthening of networks with third-sector organisations**, to enable better and more structured knowledge of target groups and the opportunities offered.

Finally, important insights regarding challenges, issues, and attention points related to the functioning of services responsible for promoting the socio-professional integration of disadvantaged and vulnerable individuals also emerge from the evaluation of **experiences in the partner countries**. These are largely in line with the findings in the Tuscan context and primarily concern **organisational and operational issues**, such as: strengthening operator skills through greater specialisation, training, and professional development; improving integration between different services responsible for joint case management; better matching of labour market demand and supply to overcome recruitment difficulties; effective data interoperability between services; and the provision of integrated working tools.

Box 3 below summarises the main needs identified by services responsible for the socio-labour inclusion of disadvantaged groups – with particular attention to LTUs – in Greece, Slovenia and France.

**Box 3: Main needs of services for the socio-labour inclusion of disadvantaged groups in Greece, Slovenia and France**

In **Greece**, a number of structural, organisational, and capacity-related needs affecting services responsible for socio-professional integration—particularly those targeting long-term unemployed individuals (LTUs)—have been identified:

- **Strengthening and greater specialisation of human resources**, in order to provide intensive and continuous support to LTUs, through longer and more complex case management and follow-up compared to standard pathways;
- **Continuous training and upskilling of service staff**, particularly in the areas of profiling and assessment, adult career guidance, counselling for LTUs, and labour market transitions in evolving economic sectors;
- **Provision of multidisciplinary and psychosocial support**, especially for LTUs with psychosocial, health, or social needs, through improved access to psychologists, social workers, and other specialists, as well as clearer frameworks for information sharing between services and interdisciplinary cooperation;
- **Improvement of coordination and governance mechanisms** in the fields of employment, training, and social inclusion policies, through clearer procedures, more robust structures, and more systematic information flows among stakeholders;
- **Need for data interoperability and integrated labour market analysis tools**, to support evidence-based policymaking and service delivery;
- **Greater involvement of employers and social partners**, in order to improve job matching between labour demand and supply;
- **Strengthening the role of local-level services**, through enhanced coordination between local authorities and territorial services, with the aim of building a widespread network capable of responding to the increasingly complex needs of disadvantaged groups and LTUs.

In **Slovenia**, the main areas of concern and structural and operational needs relevant to services supporting long-term unemployed individuals (LTUs) include:

- **Intensified case management and adequate staffing levels**, capable of addressing the increasingly complex needs of LTUs, who require frequent counselling, in-depth assessments, and coordinated interventions;
- **Enhancement of the skills of counsellors and service staff** through continuous training and professional development, particularly in motivational interviewing, digital tools, skills-based matching, and working with low-qualified youth, older workers, and migrants;
- **Greater integration with mental health services, social services, and community organisations**, to address needs such as mental health issues, social isolation, or low self-esteem among LTUs;
- **Increased flexibility of activation measures**, which should better reflect the specific needs of different subgroups of LTUs, such as low-qualified youth, NEETs, older workers aged over 55, migrants, and persons with disabilities;
- **Improved alignment between skills supply and labour market demand**, particularly for LTUs, in order to address recruitment difficulties reported by employers;
- **Improved accessibility of services and employment opportunities in rural areas**, which are often characterised by limited transport options, fewer job opportunities, and more difficult access to services.

In **France**, among the main critical issues, particular emphasis is placed on **the shortage of staff specifically dedicated to supporting long-term unemployed individuals (LTUs)**, a group characterised by highly complex situations in terms of distance from the labour market, disorientation, illiteracy, addiction, and the need for psychological or psychiatric support (currently insufficiently covered and largely outsourced).

## Annex A – Summary sheets on social-labour integration in the Tuscan territories

### PIANA DI LUCCA Area

#### ***Evolution and current state of play***

In the Piana di Lucca area, cooperation between social services and employment services has long-standing roots. It developed following the introduction of the Active Inclusion Support (SIA) and the Inclusion Income (REI), and was further strengthened and expanded through the Citizenship Income (RdC). Despite the transition to the Inclusion Allowance (ADI) and the Support for Training and Employment (SFL), local services have continued to operate in an integrated and coordinated manner, also thanks to the legacy of the **RETICULATE project**.

Moreover, the integration between social and employment services has been consolidated in the area through numerous initiatives, particularly those linked to **Pathway 4 “Work and Inclusion” of the GOL Programme**, as well as the launch of additional targeted projects aimed at the socio-labour inclusion of vulnerable groups. This is the case, for example, of the recent **project Opp.Là – Employment Opportunities**, funded by the Regional Social Fund Plus, which is aimed at the socio-labour integration of disadvantaged individuals and involves, in addition to social and employment services, the Local Health Authority (ASL) and third-sector organisations.

Overall, in the Piana di Lucca area, integration between social and employment services is primarily implemented through the development of **personalised socio-labour inclusion pathways**, linked to the joint case management of individuals and families facing multiple and complex disadvantages and conditions of vulnerability – **including LTUs** – mainly in relation to their participation in specific measures and programmes (e.g. ADI/SFL, GOL, ESF).

With regard to service integration, it is also important to highlight the **Extreme Marginality Working Group**, established in the Municipality of Lucca and later extended to the entire Piana area. In addition to social and employment services, it includes specialised social and healthcare services (particularly addiction services and mental health services), as well as key third-sector organisations active in addressing severe marginalisation.

#### ***Level of structuring***

The formal approval of the **Protocol Agreement** for the establishment and operation of the Integrated Service for Work Inclusion (SIIL) is very recent, having been adopted by Decree No. 627 of 3 July 2025. The agreement involves the **Tuscany Regional Employment Agency** (Lucca and Pistoia Employment Services Department – Lucca Public Employment Centre), **the Integrated Area Conference of the Piana di Lucca, and the Local Health Authority (Azienda USL) of the Piana di Lucca District**. Specifically, the document aims to regulate the **multidimensional assessment and case management of individuals with socio-labour needs**, making the system of cooperation – tested in recent years by social and employment services across the municipalities of the Piana di Lucca – standard practice, while also including health services. This is intended to ensure that all relevant stakeholders can intervene in an integrated manner in the assessment and support of vulnerable individuals and families, beneficiaries of the Inclusion Allowance (ADI) or the GOL Programme, thereby *“facilitating access to socio-labour inclusion pathways that enable individuals to emerge from conditions of poverty, unemployment, and social exclusion”*.

The integration protocol **does not explicitly refer to long-term unemployed individuals** as a target group; however, they may be indirectly included among ADI and GOL beneficiaries, to whom the document refers. This is considered with a view to future expansion, in order to make inter-service cooperation as stable and continuous as possible, rather than linked to specific measures or projects.

In essence, the document provides for the continuation of the work carried out over recent decades by local services, facilitating access for vulnerable individuals and families with complex needs. It promotes multidimensional assessment and case management through first-level socio-labour teams and introduces second-level multidisciplinary teams for individuals facing health, housing, social, economic, employment-related, and legal issues, including through social and healthcare integration.

The signing of the protocol was supported, on the one hand, by the RETICULATE pilot project, which represented an initial step towards formalising already existing working practices through the activation of multidisciplinary teams. On the other hand, the formalisation process was also supported by the recent publication of the **Regional Operational Guidelines on multidisciplinary teams** (Regional Government Resolution 1627/2024), which helped services to systematise existing practices, providing greater legitimacy and recognition to ongoing approaches. At the same time, the Guidelines have offered valuable support for governance among social

services, employment services, health authorities, and third-sector organisations, raising awareness and proposing solutions to key challenges (e.g. data protection and privacy).

### ***Integration tools***

In the Piana di Lucca area, a **core team** (as defined by Regional Government Resolution 1627/2024) is in place, composed of social service and employment service professionals. This team primarily operates in the case management of beneficiaries of ADI/SFL, Pathway 4 of the GOL Programme, and individuals in situations of difficulty, including long-term unemployed persons. However, there is no formally established multidisciplinary team specifically dedicated to the assessment, case management, and planning for LTUs. Similarly, as the team operates across **all types of vulnerability**, there are no additional specific integration tools targeting this group beyond those generally used for working with disadvantaged individuals (e.g. the social intervention plan, typically used by social services and complemented with information gathered within the team). There is also an **extended team** involving other local stakeholders, which is not formally structured and is convened on an ad hoc basis by the case manager. This includes, in particular, third-sector organisations, such as Caritas, especially within the Municipality of Lucca.

More broadly, in the Piana di Lucca area, social and employment integration is supported by a network maintenance system, through the role of “**network facilitators**”, mostly professional educators specifically recruited to act as local “sentinels”. In addition to supporting the multidisciplinary social-employment team – by scheduling meetings based on needs identified in the territory – these facilitators maintain connections with all municipalities in the Piana area and with local network stakeholders, also organising meetings of the extended team.

In the Piana di Lucca area, **there is no single access point** where social service and Public Employment Service staff are physically co-present at scheduled times and operate through shared procedures. However, there are multiple access points for citizens, where professionals – whether from social or employment services – are aware of being part of an integrated network system that enables them to carry out multidisciplinary case management. As a result, it is no longer the individual who is referred from one service to another; rather, services connect with each other to build integrated responses, also thanks to the presence of the above-mentioned “sentinels”.

To support professionals and integrated working, a **team supervision service** is also in place: a space for reflection, exchange, and sharing with external experts, aimed at improving the internal dynamics of working groups.

### ***Needs, strengths, challenges and future perspectives***

Among the main needs identified by services with regard to the socio-labour inclusion of disadvantaged individuals – particularly LTUs – is the provision of **specific training for social service professionals**, ideally delivered jointly with employment service staff. The latter can play a valuable “teaching” role, particularly in disseminating approaches and methodologies aimed at effectively supporting individuals in vulnerable situations who face difficulties in accessing and remaining in the labour market.

Another key need concerns the development of a comprehensive **mapping of available tools and measures** for working with this target group, with the aim of better networking existing projects and resources. At the same time, there is a need to promote new, targeted, and long-term funding pathways capable of generating sustainable employment opportunities. In most cases, the main challenge lies not so much in the case management of LTUs, but rather in the creation of medium- to long-term employment opportunities that go beyond short-term projects, ensuring stability and continuity.

From this perspective, a further need is the greater **involvement of private-sector employers**, particularly in the industrial, craft, and tourism sectors, where collaboration is often limited or difficult to establish.

More broadly, among the strengths of service integration in the Piana di Lucca area is the fact that social and employment integration has become a well-established collaborative practice across all municipalities. This has been made possible by a shift in paradigm, from a sense of frustration, powerlessness, and isolation among professionals and services when addressing complex cases, to a **network-based approach** characterised by shared work, resources, opportunities, and responsibilities.

Looking ahead, key areas for further development include the integration of the existing system of coordinated case management with the **Single Access Points envisaged within the “Community Health Centres”** (Case di Comunità), which have not yet been established in the area. Another priority is the identification of additional physical locations within municipalities that can improve and expand access for citizens, while enabling different initiatives to be brought together within an integrated framework. In this context, further strengthening knowledge exchange and the dissemination of practices at regional, national, and European levels would also be highly beneficial.

## PISANA Area

### *Evolution and current state of play*

In the Pisa Area, cooperation between social services and employment services has relatively long-standing roots. While the Inclusion Income (REI) was managed separately by the two services, collaboration became more consolidated with the introduction of the Citizenship Income (RdC). Despite the transition to the Inclusion Allowance (ADI) and the Support for Training and Employment (SFL), and notwithstanding the use of two different and non-interoperable platforms (GePI – Management of Social Inclusion Agreements for social services, and IDOL – Job Matching System for employment services), local services have continued to operate in an integrated and coordinated manner.

Moreover, the integration between social and employment services has been further stabilised through numerous initiatives linked to **Pathway 4 “Work and Inclusion” of the GOL Programme**, as well as through the launch of additional targeted projects aimed at the socio-labour inclusion of vulnerable groups. This is the case, for example, of the **PIL project**, funded by the Regional Social Fund Plus and aimed at the socio-labour integration of disadvantaged individuals, which involves not only social and employment services but also third-sector organisations.

Overall, in the Pisa Area, integration between social and employment services is mainly implemented through the development of **personalised socio-labour inclusion pathways**, linked to the joint case management of individuals and families facing multiple and complex disadvantages and conditions of fragility and vulnerability – **including LTUs**. The main situations in which integrated case management is activated relate to **broad conditions of disadvantage**: these include, in particular, individuals facing multiple and overlapping challenges, people in conditions of poverty and marginalisation, sometimes with uncertified disabilities and in situations of long-term unemployment (including periods exceeding 24 months), often combined with work-life balance or mobility constraints.

Joint case management between social and employment services takes place both in relation to individuals' participation in specific measures and programmes (e.g. ADI/SFL, GOL, ESF) and independently of them. Indeed, integration between services – now an established daily working practice – is also implemented when individuals or families are not involved in specific programmes, driven by the greater effectiveness of jointly addressing situations of disadvantage.

### *Level of structuring*

Cooperation between social services and employment services has developed organically “**from the bottom up**”, emerging from the day-to-day work of professionals. In particular, this approach stems from the awareness that, especially in relation to social inclusion and poverty reduction, it is necessary to adopt an integrated perspective, taking charge of the entire household through continuous information exchange between services, while respecting data protection requirements and professional confidentiality.

Despite the impetus provided by the recent publication of the Regional Operational Guidelines on social-employment integration (Regional Government Resolution 554/2023) and on multidisciplinary teams (Regional Government Resolution 1627/2024), there are currently **no formal agreements or memoranda of understanding between services in the area**, nor are any under preparation. However, with the exception of the Pisa Area, such protocols have been signed in other territories covered by the Public Employment Centre (Pontedera, Volterra, and Santa Croce). In Pisa, this step has not been formalised; nevertheless, multidisciplinary teams operating in the area have consistently proven to be among the most stable and well-organised.

### *Integration tools*

In the Pisa Area, there is a **core (non-formalised) team** composed of social service and employment service professionals, operating across **all types of vulnerability** and independently of whether individuals or families are involved in specific programmes. Exchanges between social and employment services take place on a needs basis, almost on a daily basis. The target groups jointly supported generally include vulnerable and disadvantaged individuals, including long-term unemployed persons. However, there is no formally structured multidisciplinary team specifically dedicated to the assessment, case management, and planning for LTUs.

There is also an **extended team** involving other local stakeholders, which meets periodically on a monthly basis, regardless of whether new cases are to be discussed. The team – currently coordinated by social services – involves, in addition to social and employment services, all specialised local services (e.g. prevention services, marginalisation services, training providers, mental health services, autism services, addiction services, and

prison-related services), as well as third-sector organisations. This working approach fosters continuous information exchange among services and enables a comprehensive, 360-degree approach to supporting individuals or families. Indeed, service users often have “multiple” case management arrangements involving different services; this allows professionals to jointly assess and monitor situations and to define the most appropriate intervention pathways based on identified needs.

In the Pisa Area, **there are no additional tools** specifically designed to promote integration between services. Both social and employment services have their own mapping of services, resources, and opportunities; however, these are not shared. By contrast, in Volterra and Pontedera, joint referral forms between services have been developed, while in Santa Croce a dedicated Working Group on Disadvantage and Inclusion is in place.

### ***Needs, strengths, challenges and future perspectives***

Among the main needs identified by social and employment services with regard to the socio-labour inclusion of disadvantaged individuals – particularly long-term unemployed persons, but not exclusively – are the following:

- **The availability of a shared workspace**, where professionals can jointly receive and assess individuals or families;
- **The presence of a shared IT platform**, accessible to both services, to enable faster and more immediate information exchange, also open to case management carried out by social-health and specialised services;
- **The provision of joint and reciprocal training for staff**, focusing on the functioning, limitations, and opportunities of each service, with the aim of developing shared operational practices and a common language.

More generally, the strengths of service integration in the Pisa Area relate to the **pooling of resources and capacities**, not only to reduce the risk of professional isolation among staff, but also to generate new resources, responses, and opportunities for citizens. In addition, cooperation between services facilitates **mutual access of users to less familiar services**. In particular, with regard to ADI/SFL, daily collaboration between social and employment services helps to bypass a number of bureaucratic obstacles related to benefit applications, allowing for immediate referral or direct access of individuals to the competent service. This practice is highly appreciated by users, who feel “supported” by the services, and helps to overcome potential prejudices, increasing trust in less familiar services.

Barriers to integration are mainly related to the **lack of interoperability between the IT platforms** used by social and employment services, which complicates and makes information exchange more burdensome. By contrast, the lack of formalisation of cooperation does not appear to constitute a significant obstacle. Three additional critical issues include:

- **Rigid and bureaucratic case management systems**, often characterised by timelines that do not align with citizens’ needs;
- **Incompatibility between different measures and funding schemes** (e.g. ADI beneficiaries cannot access ESF+ projects, which in turn are not compatible with the GOL Programme), creating difficulties in service integration and implementation timelines;
- **Project discontinuity linked to funding availability**, resulting in alternating periods of surplus/overload of project opportunities and phases of inactivity.

Looking ahead, key areas for further development – beyond those already mentioned (joint training for staff, shared workspace, and shared IT platform) – include **strengthening networks with third-sector organisations**. This could also involve the establishment of a dedicated working group aimed at fostering a more structured and comprehensive understanding of stakeholders and available opportunities, moving beyond reliance on individual professional contacts.



[upfarmproject.eu](https://upfarmproject.eu)

UPFARM is co-funded under the ESF+ Social Innovation+ Initiative with Grant Agreement No. ESF-SI-2024-LTU-01-0023

---

