

Updated Framework model for social and labour market inclusion and support

Methodology to transfer an existing framework

Deliverable: D3.4

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Date: September 2026

Deliverable Description

This deliverable provides an updated version of the transferable framework model for the social and labour market integration of Ukrainian refugees, originally developed within the ECSILI project under D.2.6. Building on the experience gained during the preparation phase (WP2), the original Andalusian framework (ERACIS) has been adapted to the local contexts of Warsaw and Arad and tested through an eight-month pilot implementation.

The pilot phase enabled the ECSILI consortium to identify the elements of a territorial social and labour market inclusion model that can be transferred to other contexts and under what conditions such transfer can be effective, sustainable and relevant to each territory. These findings were collected through evaluation activities involving project stakeholders, project staff, and beneficiaries, resulting in two local evaluation reports that provide the evidence base for the refinement of the framework.

The updated framework is meant as a sustainable and replicable model that can support cities and organisations facing similar challenges in promoting refugee social inclusion and labour market integration. The expected long-term impact of the model includes increased employment opportunities for the target group, strengthened social cohesion through active participation in local communities, and the development of a scalable approach for employment support.



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Table of Contents

Introduction: from pilot experience to a transferable model	1
Main transfer: from the individual pathway to the local ecosystem	3
The seven components of the framework	6
1. Reception and comprehensive systemic assessment – the role of the case manager	6
2. Person-centred planning and co-creation of the pathway - assessing individual needs, skills, and employment readiness	7
3. Mapping the resource ecosystem	9
4. Coordination between employment and social services	10
5. Evaluation, monitoring and indicators	12
6. Local governance and validation of the model	14
7. Scaling up into policy through advocacy and awareness raising	16
Digital tools as a support to integrated working	17
Minimum conditions for replicability of the model.....	20
Conclusions: From piloting to sustainability	21



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Introduction: from pilot experience to a transferable model

The ECSILI project has made it possible to test, across diverse European contexts, the fundamental principles of a social and labour market inclusion model developed in Andalusia within the framework of the Andalusian Regional Strategy for Social Cohesion and Inclusion (ERACIS).

The experience gained in the different territories has helped address a central question for European cooperation: which elements of a territorial social and labour market inclusion model can be transferred to other contexts and, in particular, under what conditions such transfer can be effective, sustainable and relevant to each territory.

The pilots lead to a first fundamental conclusion: transfer does not consist of mechanically reproducing tools, protocols, structures, or services. What can be transferred is a particular way of understanding and organising the territorial response to complex situations of social exclusion and specifically in relation to labour market integration, difficulties in accessing and remaining in employment.

Thus, the aim should not be to transfer a fixed programme, but rather a methodology and a set of capacities and capabilities enabling each territory to build and develop its own local model for social and labour market inclusion. This perspective is particularly relevant in the European context, which is characterised by considerable diversity in social protection systems, public employment and social services, the distribution of responsibilities across levels of government, community structures and labour markets.

Accordingly, a model intended for European transfer must strike a balance between coherence and adaptation. It should be based on **common principles** that preserve the essence of the approach while **offering sufficient flexibility** for each territory to adapt it to its own characteristics, resources, institutional capacities and needs.

The pilots show that such adaptation is not only possible but necessary. Experience has confirmed the value of elements such as individualised case management, person-centred planning, cooperation between agencies and services, shared knowledge of territorial resources and connection with the labour market.

At the same time, the evaluations have identified areas where further progress is required: direct engagement with employers, formalising cooperation mechanisms between social and employment services with clarification of responsibilities between them, and continuity of monitoring and evaluation systems.

These lessons point towards another key principle underlying the model, namely that social and labour market inclusion cannot be built solely around the individual. It must also be built



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around a territory capable of supporting the person's pathway, connecting resources and generating opportunities for inclusion.

This means shifting the focus from isolated interventions targeting individuals towards building capacity in the systems and territories that shape people's opportunities for inclusion.

Main transfer: from the individual pathway to the local ecosystem

The framework's main contribution does not rely solely on having a case manager, drawing up an individual plan between the case manager and the service user, or the case manager facilitating access to particular services. All these elements are important, but none is sufficient on its own to address the complexity of social and labour market inclusion.

People in vulnerable situations may simultaneously face needs relating to employment, training, housing, their administrative status, health, care responsibilities, language skills, mobility, social networks or their own needs for community and social support. When these responses remain organised as separate systems, the person is required to navigate a fragmented network of services, procedures and professionals, often having to take responsibility for connecting responses that the system itself keeps separate.

The model's fundamental innovation therefore consists in progressively organising the territory around the person's inclusion pathway, rather than organising the response exclusively around the competences, structures and procedures of each individual service.

This entails moving from

- services provided separately to services connected around pathways;
- referrals between resources to shared support processes;
- plans drawn up by professionals to pathways co-created with people;
- interventions focused exclusively on employability to a labour market inclusion strategy coproduced with employers;
- ad hoc coordination to regular learning and governance within a local ecosystem;
- projects generating isolated experiences to the development of capacities and capabilities within a specific territory that can then remain in place beyond the funding period.

From this perspective, the framework emerging from the pilots and the lessons learned from ERACIS is structured around six operational components and one cross-cutting dimension of learning and transformation:



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1. Mapping and coordination of the resource ecosystem.
2. Reception and comprehensive systemic assessment.
3. Person-centred planning and co-creation of the pathway.
4. Connection between the labour market and the social and labour market inclusion of people who are supported by social services.
5. Evaluation, monitoring and evidence generation.
6. Local governance and validation of the model.
7. Scaling up into policy through advocacy and awareness raising

These components should not be understood as independent elements or as a linear sequence of actions. They are different dimensions of the same territorial inclusion system, with each component reinforcing the other and therefore they may take place at different stages of the process though mapping should take place at the initial phase.

Assessment makes it possible to understand the person's situation and needs; shared planning translates that knowledge into objectives and pathways; the resource ecosystem mobilises the necessary responses; connection with the labour market links people's pathways to real opportunities; monitoring and evaluation generate learning; governance brings stakeholders together and consolidates territorial capacities and capabilities; and lessons learnt enable to scale up successful practice into policy for improving support systems.

Transfer therefore takes place when these elements come together in an integrated way of organising territorial responses to the social and labour market inclusion of vulnerable populations.

The ultimate objective should not and cannot be to reproduce in other territories the model developed in Andalusia, but rather to provide each territory with a reference framework enabling it to build, adapt and consolidate its own capacity to support complex social and labour market inclusion pathways.

Structural principle: each territory should develop its own Local Social and Labour Market Inclusion Project

One of the main risks in transferring inclusion models is attempting to reproduce previously designed solutions without sufficiently adapting the territorial, institutional, social and economic conditions required to make them work. This is why this proposal provides a



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methodological framework that enables each territory to build, adapt and consolidate its own local response to social and labour market inclusion.

The preliminary step for each participating territory should therefore be the **development of a Local assessment of resources available, barriers and needs concerning social and labour market inclusion of vulnerable populations**. This should be carried out through a **participatory process** involving the main public, private and community stakeholders that are — or should be — involved in the inclusion pathways of people in vulnerable situations.

This Local Project should be based on a common understanding of the territory and should identify, as a minimum:

- the main situations and factors of vulnerability affecting the target populations covered by the project;
- the different profiles, pathways and needs of participants;
- the resources, services and capacities available in the territory;
- gaps, barriers and shortcomings in the support system;
- the services or stakeholders responsible for case management and support;
- existing relationships between resources and those that need to be strengthened or created;
- the opportunities and characteristics of the local labour market;
- sectors, companies and businesses capable of contributing to social inclusion opportunities;
- existing coordination and cooperation mechanisms;
- the stakeholders that should participate and the responsibilities each will assume;
- current support model and social and labour market inclusion pathway if any;
- current monitoring, review and learning mechanisms if any;
- current indicators if any for assessing results, changes achieved and, where possible, the impact of the intervention.

These participatory processes can be organised through focus groups with different stakeholders, including public services providers, local employers, third sector organisations coming together to share their sector's perspective and to get a clear understanding of the current situation within the territory.

Nonetheless, the resulting Local Project should not be understood as a descriptive document, but rather as an agile instrument for organising the territorial response: setting priorities, agreeing responsibilities, connecting resources, establishing coordination mechanisms and creating a shared framework for supporting people. Flexibility is key

In this regard:



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The territory is not merely the place where the model is implemented. The territory is where the model is designed, adapted, implemented, evaluated and validated.

This principle is particularly important in ensuring three conditions for transfer: relevance, sustainability and learning. Only when each territory defines its own objectives, responsibilities, mechanisms for action and indicators, it can assess what is working, what needs to change and which lessons can be transferred to other contexts.

The common model presented in this document should therefore be understood as an operationalizable methodology based on common principles, dimensions and capacities/capabilities, while remaining sufficiently flexible for each territory to develop its own solution in line with its institutional, social and economic capacities, service structure, labour market and the needs of the people it supports.

The purpose of transfer is not to ensure that all territories do the same thing. It is to ensure that they share a common methodological basis for developing territorially relevant, evaluable and sustainable responses.

The seven components of the framework

1. Reception and comprehensive systemic assessment – the role of the case manager

Purpose

The first component of the model should make it possible to move beyond assessments that are exclusively administrative or deficits based. Instead, the person should be understood within their relational, family, community, economic and social ecosystem. Assessment should therefore identify barriers as well as the person's assets, expectations, experience, aspirations and opportunities.

Essential elements

The model should ensure a number of strategic elements for reception and comprehensive assessment, in which the case manager plays a strategically important role. **The case manager is central to the development of the social and labour market inclusion pathway, providing continuous support to the person throughout the process.** The case manager contributes to the design, delivery, monitoring and evaluation of the individualised pathway, acting as a guide, mediator, facilitator, motivator and professional point of reference.

The case manager role, which usually sits with social services, also involves essential coordination and connection with professionals in other services, thereby supporting an



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integrated, coherent intervention centred on the person's needs, capacities and objectives. This should promote:

- A reception process based on trust and active listening;
- reduced bureaucratic requirements at first point of contact;
- an assessment centred on the person needs and assets rather than on the range of resources available within the service;
- participation of the professionals required to produce a multidimensional assessment;
- identification of structural barriers as well as opportunities and levers for change.

The objective is not to produce a long assessment, but a shared assessment between the professional and the person using the service, which enables better delivery, and strengthens relationships among the professionals who will contribute to the pathway.

Key learning

The individualised case management developed in the pilots demonstrates the value of having a professional able to ensure coordination, connection and continuity between the different needs and resources involved throughout the pathway. In Arad and Warsaw, participants particularly valued the continuity of contact, the trust established with and the support received through the case manager. **However, the main lesson for transfer should not be limited to introducing a new professional role.** What matters is progress towards an integrated support system capable of accompanying the person from the very beginning of the pathway through to their consolidation of sustainable labour market integration.

This approach requires moving beyond fragmented intervention and progressively **coordinating all relevant agencies and professionals, resources and opportunities around each person's needs and objectives.** Support thus becomes not only a mechanism for individual support but also a strategy for expanding people's relational capital and strengthening connections between the services and stakeholders involved.

The transfer of learning therefore does not consist solely of replicating the case-management model but creating the organisational and relational conditions required to sustain integrated, coordinated and continuous pathways capable of supporting people through to sustainable labour market integration. Additionally, it is important to take into account that sustainability of the role highly depends on realistic caseloads, clear institutional responsibilities and adequate resources.



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2. Person-centred planning and co-creation of the pathway - assessing individual needs, skills, and employment readiness

Purpose

The assessment should lead to a work plan developed jointly with the person, translating their needs, capacities, interests and objectives into a concrete, flexible and reviewable social and labour market inclusion pathway. This process should also involve the professionals and resources that play a relevant role in the pathway.

The plan should therefore not be understood as a document drawn up exclusively by the case manager themselves. It should constitute a shared framework for action, known and accepted by the person and the professionals involved in the process and used equally by both to coordinate actions and review progress. This requires having in common the methodologies and tools that make it possible to build the pathway, allocate responsibilities between the professionals involved, and adapt the pathway swiftly as the person's circumstances and needs evolve.

From this perspective, the plan should become a tool for shared responsibility and coordination, and be agile enough to be re-created, capable of aligning the participation of different professionals around shared objectives and avoiding isolated or disconnected actions.

Essential elements

The model should include at least the following elements:

- an Individual Social and Labour Market Inclusion Plan as the pathway's instrument for reference for all professionals involved in supporting the person using the services
- objectives agreed with the person, formulated in concrete and understandable terms and linked to their priorities and life project.
- shared responsibilities, identifying the commitments of the person and those of the professionals, services and resources involved.
- actions by the different resources, specifying each professional or service contribution to the pathway.
- a timetable to organise actions and establish a time sequence.



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- periodic review of the pathway to assess progress, difficulties and changes in needs and to adjust the pathway as necessary.
- stable coordination mechanisms facilitating communication and decision-making among the professionals involved.
- the space and time to address complex cases, particularly where multiple needs coexist or different protection and support systems are involved. In this context, **case conferences**, joint discussions across different professionals about individual cases, can be one of the most relevant instruments to ensure implementation. Their value lies not only in facilitating information exchange between professionals, but in creating a space for shared analysis and decision-making in which the different professionals and agencies can jointly build a response consistent with the person's pathway, needs and objectives. It is important they include clear criteria for participation, decision-making, monitoring and review of agreed actions.

Key learning

Person-centred support should not be interpreted as one professional working individually with the person, but as the system's capacity to organise its resources and actions around the person and their social inclusion project. The key to transfer the methodology therefore lies not only in having individual plans, but in creating the methodological and organisational conditions needed for these plans to be shared, dynamic and binding for the stakeholders involved.

Person-centred support planning thus represents a shift in approach: from individual plans managed by professionals to co-created pathways sustained by a coordinated network of professionals, agencies and services.

3. Mapping the resource ecosystem

Purpose

An individualised pathway cannot function if professionals and people using services do not have a clear understanding of the resources available in the territory. The model should therefore include a dynamic relational map of resources, enabling professionals and participants to understand the resources available in each context.

Essential Elements

This should not be merely a directory of services. It should make it possible to understand:



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- what resources exist;
- which populations they serve;
- what services they provide;
- their eligibility requirements;
- how they can be accessed;
- the relationships between services and resources;
- their capacity;
- where gaps exist;
- Identify which technical staff are responsible for each resource

Key learning

The model explicitly calls for a dynamic relational map and analysis of the resources that exist in a particular territory to identify duplication, gaps and opportunities for complementarity, enabling corrections or adaptations to the portfolio of services. The map should be available to both professionals and people using services. Transparency in the availability of services is an important factor in promoting individual autonomy. The proposed model should therefore move from: “referring the person to a resource” towards “making the resource ecosystem available to the person so that they can build their pathway with the support of the professionals”.

4. Coordination between employment and social services

Purpose

This component should be one of the model’s distinguishing features. Social and labour market inclusion cannot be limited to improving people’s skills or employability. From the outset of the pathway, it should include a genuine and sustained connection with employers and the social and community opportunities available in the territory.

Essential Elements

This requires broadening the scope of programmes and actively involving the professionals and agencies that can contribute to training, labour market access, recruitment and job retention:

- companies and the wider business community;
- business and not for profit associations;



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- social economy organisations;
- labour market intermediaries;
- public employment services;
- training centres and providers;
- social organisations and other organisations like community peer support groups.

A two-way intervention

Social and labour market inclusion should be developed simultaneously in two complementary directions: working with people and working with employers.

Connecting beneficiaries with job opportunities

Skills development through career guidance, CV preparation, job search, workshops and connection to employment services are a fundamental component within the pathway. However, preparing a person to look for work is not necessarily the same as building a pathway that leads to suitable employment.

Hence this is why support should also address, among other aspects:

- career guidance and definition of the professional project;
- training;
- information on sectors with high labour demand, specific vacancies, actual requirements, possibilities for skills recognition
- active job search;
- preparation for interviews and recruitment processes;
- identification and recognition of competences;
- connection with employment opportunities;
- support during entry into employment;
- support for job retention
- alternative career options.

The objective would be to move from a logic of 'preparing for the labour market' to one of 'building a concrete and durable employment opportunity'.

Strategies for engaging with local businesses should include:



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- improving knowledge of businesses and organisations in the local area and employer outreach;
- identifying employment opportunities;
- awareness-raising on diversity and labour market inclusion;
- identifying and matching of profiles;
- mediating between people using the services and employers to secure job opportunities;
- supporting selection and recruitment processes;
- supporting onboarding and induction;
- follow-up during adaptation to the job;
- supporting job retention.
- Involvement of local employers in solidarity pacts consisting of formal agreements with committed employers who are willing to participate in the local plan, ensuring a shared commitment to inclusion

This dual dimension requires the team leading the project to develop a proactive and continuous relationship with the business community, rather than limiting engagement to isolated moments of intermediation. The model's strength lies precisely in its capacity to support people both before entering employment and during onboarding and retention.

In this way, engagement with employers becomes a structural part of the pathway. Direct knowledge of businesses and organisations in the local area makes it possible to identify opportunities, anticipate recruitment needs, adjust professional profiles and create more favourable conditions for sustainable labour market integration.

Key learning

The pilots reinforced this conclusion. Although progress was made in guidance and access to the labour market, the evaluations highlighted the need to strengthen direct contact between beneficiaries and employers through measures such as company visits, meetings with recruitment managers and more systematic engagement with companies more broadly. Additionally, it is equally important to maintain ties with local employers during onboarding of the target group in the new job, to provide support and ensure long term insertion and stability.



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5. Evaluation, monitoring and indicators

Purpose

Evaluation should form part of the model from the design stage. It is a fundamental tool for improving processes, addressing difficulties that arise during implementation and validating the results and impacts achieved. In this context, evaluation is conceived as a participatory process, carried out by the services implementing the local plan, overseen by social services.

It should not be used only at the end of the project to justify activities, but should make it possible to determine:

- what is being done;
- with whom;
- what changes are taking place;
- which resources are being used and which of those are working;
- what coordination is being implemented and generated to be implemented after the project;
- what employment outcomes are being achieved;
- which barriers remain;
- what needs to change.

Essential Elements at this level

This document proposes reference points for three basic levels of indicators aimed at showing changes in inclusion pathways.

Level 1. Implementation

- people supported;
- assessments completed;
- co-created plans and meetings between the professionals and people using the services;
- referrals between services e.g. from social to employment services and between employment and social services
- coordination meetings between services;



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- resources mobilised;
- employers contacted.

Level 2. Results

- improved skills;
- access to training;
- access to employment;
- quality of employment;
- improved autonomy;
- reduction of barriers;
- improved coordination between services.

Level 3. Impact and sustainability

- job retention;
- long-term durability and availability of the pathways established
- reduction of situations of exclusion;
- continuity of cooperation mechanisms;
- formalisation of cooperation protocols between services/agencies;
- maintenance of the territorial network of professionals from relevant services

6. Local governance and validation of the model

Purpose

This is one of the most decisive components to **ensure transfer and sustainability**.

A social and labour market inclusion model cannot be sustained as a mere collection of independent projects, services or actions. It requires a **territorial governance structure** capable of consolidating capacities and practices that have proved useful and have been recognised by participants and organisations as providing the right framework, while generating the mechanisms needed to connect, coordinate and further develop them.

Governance should therefore not be understood solely as a formal coordination structure. It should operate as a system for to support cooperation, decision-making, learning and

continuous improvement, enabling the territory to progressively build a common response to social and labour market inclusion processes.

Essential Elements at this level

Multilevel governance

The proposal points towards a multilevel governance strategy in which each governance level performs a distinct function while remaining connected to the others:

1. Strategic level

Political and institutional in nature, this level brings together the responsible public authorities and agencies with decision-making capacity and the ability to create the conditions required for the development and sustainability of the model. Its main responsibility is to establish strategic direction, facilitate resources, remove obstacles and create the institutional conditions needed to consolidate the model.

2. Territorial level: Steering Group

This is an intersectoral space involving the territory's main public, private, social and community stakeholders. It is responsible for building a common model vision, connect capacities and resources, identify needs and opportunities, and promote agreements that support progress towards an integrated territorial response.

3. Operational level: Case Conference

This brings together the professionals and resources directly involved in individual pathways. It is responsible for coordinating actions, share analysis, take decisions on complex cases and ensure coherence within the pathway, avoiding fragmented responses.

4. Support level: case manager and participant

This is the level closest to the individual pathway. The person using the service should have a central position in defining, developing and reviewing their pathway, while the case manager acts as the professional point of reference, ensuring continuity, connection between resources and support throughout the process.

These levels should not operate in isolation and instead they must be interconnected parts of the same governance system, with clear channels for communication, feedback and decision-making.

Steering Group and Case Conference: two key spaces for overcoming fragmentation



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Both the Steering Group and the Case Conference are strategically important to overcome systems fragmentation.

The Steering Group should not become merely an information-sharing forum. It should be a space for collective construction, decision-making, learning and validation of the territorial model.

Its main responsibilities are:

- analysing the territory's characteristics, needs and opportunities;
- identifying emerging needs and populations facing greater barriers to access employment and social community opportunities;
- validating and updating the map of resources and opportunities;
- identifying gaps, duplication and fragmentation in the response;
- agreeing stable coordination mechanisms;
- strengthening connections between services, resources and professionals;
- promoting active involvement of the business community;
- analysing results and lessons learned from the model implementation;
- identifying good practice and transferable capacities;
- proposing adjustments and improvements to the model;
- progressively validating the local model and how it is operationalised.

The Case Conference, in turn, should operate as the point of connection between the territorial strategy and the concrete reality of individual pathways. Its responsibility is not merely to share information about people who are supported, but to build coordinated responses where the complexity of situations requires the involvement of different professionals and resources.

The two spaces therefore perform complementary functions: the Steering Group governs and develops the territorial model, while the Case Conference articulates it around people's concrete pathways.

Key Learning

Experience from the pilots shows that interinstitutional cooperation not only facilitates better coordination of resources, but it can also transform organisational culture and practice.

In Arad and Warsaw, the evaluations point to a shift towards more empathetic and person-centred support. This lesson is particularly relevant for transfer: change does not occur solely through the introduction of new tools or professional roles, but also through the capacity of professionals and agencies to learn together and change their ways of working. Governance should therefore incorporate systematic mechanisms for monitoring, evaluation, learning and



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validation, making it possible to identify what works, under what conditions, for whom and with what results.

7. Scaling up into policy through advocacy and awareness raising

Purpose

The model should not be limited to improving current programmes. It should also incorporate a regular process to generate knowledge from territorial practice and use it to scale them up and contribute to the improvement and transformation of public policies for social and labour market inclusion.

Essential Elements at this level

The experience in Arad and Warsaw as well as previously in Andalusia, allows to identify, through practice, professionals and people's lived experience, the factors that facilitate or hinder social inclusion processes. These may include:

- legal and regulatory barriers;
- duplication across services and programmes;
- gaps or fragmentation in the provision of support;
- difficulties in i coordination between public authorities and agencies;
- complex administrative requirements / processess
- barriers to accessing resources and services;
- mismatch between people's needss and the responses that services can provide to address those needs;
- the need to adapt existing support mechanisms;
- opportunities for innovation and improvement in public policy.

In this regard, the working document explicitly calls for critical analysis of public social inclusion policies and the development of technical recommendations and proposals for regulatory adaptation based on the evidence generated through the implementation of the model.

Policy and social advocacy should therefore be understood as an expected outcome and an inherent requirement of this model, rather than as a nice to have add-on, generating momentum to build political commitment, clear ownership and dedicated financial and human resources.



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Scale up should be structured as a continuous process:

a) Territorial practice generates evidence b) Evidence is converted into shared knowledge. c) Governance interprets that knowledge and formulates lessons and proposals (advocacy and awareness raising). d) Public authorities can use this evidence to review, adapt and innovate public policies.

In this way, the model establishes a feedback loop between practice and public policy, ensuring that the concrete experiences of people using the services and the professionals are not confined to the scope of a specific project or programme, and instead they contribute to identifying the changes needed in support systems and social inclusion policies themselves.

Digital tools as a support to integrated working

Digital tools bear great potential to support the integrated cross-institutional work foreseen by the present methodology, as they can support professionals from various sectors working with the same person or family cases in several ways:

Integrated case management – shared platform for communication and information exchange between agencies.

To fully leverage digital tools for integrated case management, it is important to assess not only the relationship between case managers, their organisations, and their beneficiaries, but also the larger ecosystem in which they operate, as well as its flow of information. To do so, the selected digital tool should be developed for shared case management between different organisations, allowing seamless service transition for beneficiaries and supporting case conferences. This needs to be enabled in a data-sensitive and workflow-oriented way, assuring that beneficiaries' private data is only shared with parties who have a direct and legitimate need to access it. Uploading a digital portfolio of services to a secure, internal shared digital platform managed by the city's case manager coordinator can bypass physical paper distribution, enable modifying documents in real-time, and allow professionals from different services working with the same person or family to have equal access to monitor the situation.

Provide AI enhanced career recommendations:

Leveraging an AI algorithm to provide tailored career recommendations based on the skills and competences of each participant can be useful for a career counsellor to guide beneficiaries through the available labour market opportunities that may be tailored to the person's needs and skills, and have this included within the inclusion pathway. Nonetheless, to ensure quality suggestions powered by an AI algorithm, the following conditions need to be ensured:



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1) Taxonomy tailoring: Outside of alignment with local skills and occupational taxonomies, the occupations included in the platform should be reviewed to allow for a deep tailoring on the local context and target group level. Hence why, in-depth local labour market research identifying in-demand jobs, qualifications requirements and potential barriers needs to be conducted beforehand to inform the tool.

2) Human validation: Case workers and career counsellors need to act as a point of human validation of career suggestions to ensure they are not entirely automatically generated and rooted on beneficiaries' skills and interests. Career match recommendations can be actively cross-referenced against immediate real-world by labour market professionals. If a beneficiary gets a technically accurate but practically unfeasible suggestion, this can be noted and treated as such by staff to align with the participant's stated goals and current language tier. For example, disabling specific occupations to prevent them from being suggested to beneficiaries would help avoid culturally inappropriate recommendations and, consequently, prevent the AI-enhanced tool from undermining its credibility in the eyes of beneficiaries.

3) Recommendations logic: It is important to understand career matches as recommendations. While a beneficiary's skill set might align with certain careers, the beneficiary might not deem them suitable (e.g. careers perceived as lower skilled labour by highly skilled individuals). A simple solution is the introduction of an immediate feedback mechanism for beneficiaries, such as a "not interested" button to remove a match from their recommendations. Ultimately, which career path a beneficiary wants to pursue remains their personal choice with the additional support and validation through a case worker.

Thus, incorporation of a digital tool should be embedded within a broader assessment process. The following sequence should be explicitly incorporated: **situation** → **capacities** → **barriers** → **aspirations** → **opportunities** → **objectives** → **shared decisions**.

The digital tool should provide information, while the case manager / career counsellors and participant should jointly interpret it and define the pathway.

Sustainability consideration for the incorporation of digital tools

Ensuring frictionless adaptation of digital tools in the long-term entails transition from isolated applications into core components of inter-institutional operations. To this end, it is important to:

- Move away from reactive or manual administrative workarounds such as printing out physical assessment sheets or using fragmented instant messaging channels. Instead, establish formal digital data-sharing agreements between collaborating organisations



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for the purpose of facilitating shared case management and streamlining communication with the service users.

- Tailor digital tools to the workflows of implementing organisations to minimize the risk of them becoming outdated in the short term.
- Long-term platform sustainability is directly linked to initial user adoption; a tool is only valuable if the target population consistently and accurately engages with it, which can be strongly supported by structured onboarding mechanisms as well as digital accessibility.
- Building capacity: to overcome underutilization of the tool appropriate time and resources should be allocated to the teaching of its functionality and potential to the service users. Structured guidance and support also improve accessibility for beneficiaries with lower digital skills. To ensure the successful adoption of the tool among the beneficiaries, it is important to provide them with sufficient guidance before asking them to use it independently. Instead of providing access to the tool and immediately giving it as “homework” to complete before the next session, career counsellors should guide beneficiaries on how to use it at the beginning. There can be two forms of guidance. First, to guide them personally in a session during the needs assessment stage. If the counsellors have limited time capacity, creating a 1 to 2 hours-long group session with multiple beneficiaries to onboard them into the tool can also be done as an alternative.
- For staff internal tool onboarding, a Training of Trainers method is recommended to increase knowledge transfer, retention, and flexibility on the counsellor and case manager side. This entails initial training of a selected group of staff members who will then flexibly provide further training and knowledge into larger staff groups. Additionally, support materials such as step-by-step guides as well as tutorial videos further enable the process

Minimum conditions for replicability of the model

Based on the lessons learned from the pilots, the following are proposed as minimum conditions for transfer:

1. Existence of a local project

There should be no transfer of the methodology without a process of territorial adaptation

2. Existence of a governance structure



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There should be a recognised space for coordination and decision-making between professionals involved in the implementation of the local project.

3. Participation of diverse stakeholders

Public administration, employment services, social services, training providers, the third sector, community organisations and employers should participate in the implementation of the local project according to the resources available in the local context.

4. Shared territorial assessment

The model should be based on a common understanding of problems and opportunities within the localities where the local project is implemented.

5. Accessible resource ecosystem

There should be an up-to-date map of resources useful for both professionals and participants.

6. Individualised support model

The basis of person-centred support is constituted by the existence of a work plan developed jointly with the person, translating their needs, capacities, interests and objectives an inclusion pathway. The plan is a shared framework for action, known and accepted by the person and the professionals involved in the process

There should be a case conference ensuring professional continuity and coordination capacity among professionals involved in the plan implementation.

7. Co-created pathway

The person and the different professionals involved should actively participate in defining the objectives.

8. Employer strategy

Employers should form part of the model e.g. through solidarity pacts, involvement in awareness campaigns about the local project and diversity in the labour market, support for onboarding and induction...

9. Evaluation system

Evaluation should be established as a continuous and periodic process that allows to measure implementation, results, and changes. Evaluation mechanisms should be established by the local action plan, involving participating organisations and guided by social services.

10. Sustainability mechanism



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The sustainability of the model requires the lessons learned, capacities developed and cooperation mechanisms generated during the pilots to remain in place beyond the funding period and to be progressively integrated into the routine working practices of territorial services and stakeholders.

Sustainability should therefore not be understood solely as the continuation of particular activities or structures, but as the local area's capacity to maintain and further develop the practices, relationships and capacities that have demonstrated a meaningful contribution to improving social and labour market inclusion pathways.

Conclusions: From piloting to sustainability

In conclusion, the pilots provide transferable lessons on how to build local areas capable of enabling social and labour market inclusion pathways for populations in vulnerable situations.

As the lessons set out in this document show, the model provides guidance for promoting a gradual shift from a logic focused primarily on intervention with individuals towards a logic also aimed at transforming the systems that shape their opportunities for inclusion.

This shift can be summarised at three interdependent levels:

First level: the person

The model strengthens the person's capacities, opportunities and autonomy to progress along their own inclusion pathway through personalised and continuous support oriented towards shared objectives. The person ceases to be a mere recipient of resources and takes an active role in building and developing their pathway.

Second level: services

Services and professionals develop their capacity to work in a coordinated way around the person's needs and objectives, overcoming fragmented responses and promoting greater continuity between resources. Learning is therefore not limited to improving the performance of each individual service and instead strengthens their collective capacity to build integrated responses.

Third level: governance

The governance arrangements within the local area develop lasting capacities to anticipate, prevent and respond more effectively and in a more integrated manner to processes of social exclusion, through connecting resources, stakeholders, opportunities and knowledge. At this level, sustainability means that cooperation, coordination, decision-making and learning mechanisms developed during the pilots can be progressively incorporated into the local area's regular governance structures and ways of working.



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Sustainability as embedded capacity

From this perspective, the expected result is not simply that a person accesses a service, completes training or obtains employment. **The expected result is that each pathway also contributes to strengthening the governance capacity of the city, municipality or region to enabling this process.**

True sustainability is achieved when learning ceases to depend exclusively on a project, a funding stream or individuals and becomes part of the governance arrangement.

The ultimate objective is therefore to move towards cities, municipalities or regions that are progressively better able to:

- support complex inclusion pathways;
- coordinate resources and services around people;
- connect policies and services with opportunities in the territory;
- learn from experience and use it to improve responses;
- adapt services to emerging needs;
- reduce fragmentation and discontinuities in pathways;
- and create more favourable conditions for sustainable social and labour market inclusion.

The true legacy of the pilots should therefore not be measured solely by the activities carried out or the results achieved during implementation, but by the capacities embedded in people, services and governance that should remain in place, once the funding period has ended.

The strategic question that each pilot should be able to answer is:

What capacity did we manage to develop in our city as a result of this project, which did not have before the project started?

Table 1. *The six operational components of the framework that turn experience and evidence into learning, institutional transformation and improvement of public policies.*

Framework Model for Social Inclusion and Labour Market Integration			
	Strategic Line	Purpose	Expected outcome
1	Reception and comprehensive systemic assessment	Develop a comprehensive understanding of the person's situation, identifying capacities, expectations, barriers, needs and opportunities from a multidimensional and shared perspective.	A shared assessment that guides the pathway and enables coordination from the outset among the professionals and resources involved.



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2	Person-centred planning and co-creation of the pathway	Translate the assessment into a personalised, shared, flexible and reviewable pathway, developed jointly with the person and the relevant stakeholders.	A co-created pathway, with objectives, actions and responsibilities shared among the person, professionals and resources involved.
3	Mapping and coordination of the resource ecosystem	Identify, connect and make available to people and professionals the resources and capacities existing in the local area, while also identifying gaps, duplication and opportunities for those resources and services to complement each other.	An accessible and connected local ecosystem capable of mobilising coherent responses around each pathway.
4	Connection between employment and social services, and with labour market opportunities	Link pathways to real and sustainable employment opportunities, working simultaneously with people, businesses and associations.	Common labour market inclusion approaches, with employers and employment sectors representatives actively involved in the pathway implementation.
5	Evaluation, monitoring and evidence generation	Integrate evaluation from the design stage in order to understand implementation, results, changes achieved, remaining barriers and sustainability, and to use this information for continuous improvement.	An evidence-based learning system that makes it possible to identify what works, under what conditions and what needs to be changed
6	Local governance and validation of the model	Bring together stakeholders with different responsibilities and decision-making as well as coordination structures in order to consolidate an integrated and sustainable response at local level.	Stable governance arrangement at local level ensuring coordination, learning and validation of the local model.
CROSS-CUTTING DIMENSION OF LEARNING AND TRANSFORMATION			
7	Scale up into policy	Turn the evidence and lessons generated through local implementation into useful knowledge to identify barriers,	A continuous cycle: practice → evidence → learning → improvement



		propose improvements and contribute to transforming services, systems and public policies.	proposals → transformation of policies and systems.
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