

Study supporting the identification of professions for the extension of automatic recognition through common training frameworks under Directive 2005/36/EC

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The information and views set out in this Report are those of the authors and do not necessarily reflect the official opinion of the Commission. The Commission does not guarantee the accuracy of the data included in this study. Neither the Commission nor any person acting on the Commission's behalf may be held responsible for the use which may be made of the information contained therein.

Executive summary

This Study, commissioned by the European Commission's Directorate-General for Employment, Social Affairs and Inclusion (DG EMPL), supports the identification of professions for the extension of automatic recognition through common training frameworks (CTFs) under Article 49a of Directive 2005/36/EC. It was carried out by Spark Legal and Policy Consulting BV and 3s Unternehmensberatung GmbH between December 2025 and July 2026.

Under Directive 2005/36/EC, Common Training Frameworks (CTFs) serve as a mechanism to facilitate professional mobility within the Single Market. By establishing a common core of minimum knowledge, skills, and competences across at least one-third of EU Member States, a CTF enables professionals who meet these benchmarks to benefit from the automatic recognition of their qualifications without undergoing additional compensatory measures. As underlined in the Commission's recent Implementation Report,¹ CTFs do not require the total harmonisation of national education systems; rather, they provide a flexible pathway that allows Member States to maintain alternative, non-CTF training routes alongside compliant ones, preserving national diversity while still enhancing cross-border recognition of qualifications.

The Study pursued a twofold objective: first, to identify a list of professions that could potentially be suitable for the development of CTFs for specific regulated professions; and second, to determine for which professions a CTF appears the most feasible, based on existing commonalities across Member States, and to outline the concrete components that such potential frameworks could include. It is important to clarify that the purpose of this Study was not to prepare or draft CTFs, as such an undertaking would require separate, dedicated exercises involving extensive consultation, detailed competence mapping, and formal regulatory processes. Rather, the Study aims to provide preliminary analytical elements and considerations that may serve as a basis for further reflection and, where appropriate, inform future initiatives in this area.

The work was organised in five complementary tasks, integrating both desk research and stakeholder consultations in each of the steps.

The 10 broad professional categories selected following the comprehensive mapping are: Kindergarten teacher / Nursery school teacher / Preparatory school teacher; Nursing Assistants and Health Care Assistants; Medical / Biomedical laboratory technician; Electrician / Senior electrician / Specialised electrician;

(¹) See more at: [https://ec.europa.eu/transparency/documents-register/detail?ref=COM\(2026\)86&lang=en](https://ec.europa.eu/transparency/documents-register/detail?ref=COM(2026)86&lang=en)

Child care worker; Occupational therapist; Radiographer / Radiotherapist; Civil engineer; Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment; and Landscape architect / designer.

The assessment of commonalities was based on a comparative analysis of structural and regulatory criteria (including regulation of the profession, qualification levels, duration of training, state examinations, practical training, and national protected professional titles) and of the knowledge, skills and competences (KSCs) required for each profession. The feasibility assessment combined these quantitative commonality ratings with qualitative considerations, including stakeholder feedback and potential economic impact of a CTF.

The final step of the Study was to determine the current feasibility for each of the professional categories based on the triangulation of all the data collected through the Study. This feasibility assessment was operationalised in a two-step process to ensure analytical consistency:

Professional categories were first assigned to one of three categories —high feasibility, medium feasibility, or low feasibility. This was determined through the integration of quantitative commonality data and qualitative factors, including stakeholder feedback, expected economic impacts, and baseline compliance with the conditions of Article 49a of Directive 2005/36/EC.

Next, the professional categories were ordered according to the specific distribution of 'high' and 'medium' commonality ratings across both their structural criteria and their broader Knowledge, Skills, and Competences (KSC) categories.

Through this exercise, two professional categories were assessed as having an apparent higher feasibility for the development of a Common Training Framework. These are Radiographer / Radiotherapist and Occupational therapist.

Seven professional categories were determined to have a medium level of feasibility based on a combination of qualitative considerations and 'high' or 'medium' commonality distributions: Kindergarten teacher, Nursing Assistants and Health Care Assistants, Medical / Biomedical laboratory technician, Civil engineer, Childcare worker, Electrician / Senior electrician / Specialised electrician, and Landscape architect / designer.

One professional category, that of Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment, was assessed as having a lower level of feasibility for the development of a Common Training Framework on the basis of the information available at this stage.

This ranking is to be understood as an exploratory prioritisation rather than a definitive or prescriptive classification, and must be read in conjunction with the detailed, profession-specific assessments.

For those professions assessed as seemingly feasible, the Study identified the potential elements that a CTF could include, including a potential as well as other structural requirements such as minimum qualification levels, programme duration, vocational training components, and state examinations. These preliminary elements were also validated through consultations with EU-level professional organisations and social partners via focus groups (either via dedicated meetings or dedicated written consultations).

The Study is subject to important methodological limitations. Differences in national regulatory frameworks, education and training systems, and variations in the level of detail of publicly available information posed challenges for ensuring a fully comprehensive comparative analysis. The response rate to stakeholder surveys varied across professions and Member States, and some mapping criteria relied on proxy information or triangulated data sources. These limitations are documented throughout the report and should be considered when interpreting the findings. Based on the considerations above, the results, as well as the final ranking, should be understood as an exploratory prioritisation tool rather than a definitive or prescriptive classification.

Résumé analytique

La présente étude, commandée par la direction générale de l'emploi, des affaires sociales et de l'inclusion de la Commission européenne (DG EMPL), contribue à l'identification des professions en vue de l'extension de la reconnaissance automatique au moyen de cadres communs de formation (CCF) en vertu de l'article 49 bis de la directive 2005/36/CE. L'étude a été réalisée par Spark Legal and Policy Consulting BV et 3s Unternehmensberatung GmbH entre décembre 2025 et juillet 2026.

En vertu de la directive 2005/36/CE, les cadres communs de formation (CCF) constituent un mécanisme destiné à faciliter la mobilité professionnelle au sein du marché intérieur. En établissant un socle commun de connaissances, aptitudes et compétences minimales dans au moins un tiers des États membres, un CCF permet aux professionnels qui satisfont à ces critères de bénéficier de la reconnaissance automatique de leurs qualifications professionnelles sans avoir à se soumettre à des mesures de compensation supplémentaires. Comme le souligne le récent rapport de mise en œuvre de la Commission, les CCF n'exigent pas une harmonisation totale des systèmes nationaux d'éducation ; ils offrent plutôt une voie souple permettant aux États membres de maintenir des parcours de formation alternatifs, non conformes au CCF, parallèlement aux parcours conformes, préservant ainsi la diversité nationale tout en renforçant la reconnaissance transfrontalière des qualifications professionnelles.

L'étude poursuit un double objectif : premièrement, identifier une liste de professions potentiellement adaptées au développement de cadres communs de formation pour des professions réglementées spécifiques ; et deuxièmement, déterminer pour quelles professions un CCF apparaît le plus réalisable, sur la base des points communs existants entre les États membres, et esquisser les éléments concrets que ces cadres potentiels pourraient inclure. Il est important de préciser que l'objectif de cette étude n'est pas de préparer ou de rédiger des CCF, une telle entreprise nécessitant des travaux distincts et spécifiques impliquant des consultations approfondies, une cartographie détaillée des compétences et des processus réglementaires formels. L'étude vise plutôt à fournir des éléments analytiques préliminaires et des considérations pouvant servir de base à une réflexion plus approfondie et, le cas échéant, alimenter de futures initiatives dans ce domaine.

Les travaux ont été organisés en cinq tâches complémentaires, intégrant à la fois des recherches documentaires et des consultations des parties prenantes à chacune des étapes.

Les 10 grandes catégories professionnelles sélectionnées à l'issue de la cartographie approfondie sont : Enseignant(e) de maternelle / Enseignant(e) d'école préparatoire ; Aides-soignant(e)s et assistants de soins de santé ;

Technicien(ne) de laboratoire médical / biomédical ; Électricien(ne) / Électricien(ne) principal(e) / Électricien(ne) spécialisé(e) ; Puériculteur(trice) / Auxiliaire de puériculture ; Ergothérapeute ; Manipulateur(trice) en électroradiologie / Radiothérapeute ; Ingénieur(e) civil(e) ; Technicien(ne) en climatisation / Chauffagiste / Technicien(ne) en chauffage central / installateur(trice) / réparateur(trice) / Maintenance – Installation d'équipements de ventilation ; et Architecte paysagiste / Concepteur(trice) paysagiste.

L'évaluation des points communs a reposé sur une analyse comparative de critères structurels et réglementaires (incluant la réglementation de la profession, les niveaux de qualification, la durée de la formation, les examens d'État, la formation pratique et les titres professionnels nationaux protégés) et des connaissances, aptitudes et compétences (CAC) requises pour chaque profession. L'évaluation de la faisabilité a combiné ces mesures quantitatives du degré de convergence avec des considérations qualitatives, y compris les retours des parties prenantes et l'impact économique potentiel d'un CCF.

La dernière étape de l'étude consistait à déterminer la faisabilité actuelle pour chacune des catégories professionnelles sur la base de la triangulation de l'ensemble des données collectées au cours de l'étude. Cette évaluation de la faisabilité a été opérationnalisée selon un processus en deux étapes afin de garantir la cohérence analytique :

Les catégories professionnelles ont d'abord été classées dans l'une des trois catégories suivantes : faisabilité élevée, faisabilité moyenne ou faisabilité faible. Cette classification a été déterminée par l'intégration de données quantitatives sur les points communs et de facteurs qualitatifs, y compris les retours des parties prenantes, les impacts économiques attendus et la conformité de référence avec les conditions de l'article 49 bis de la directive 2005/36/CE.

Ensuite, les catégories professionnelles ont été classées en fonction de la distribution spécifique des notes de « haute » et « moyenne » communalité sur l'ensemble de leurs critères structurels et de leurs catégories plus larges de connaissances, aptitudes et compétences (CAC).

À travers cet exercice, deux catégories professionnelles ont été évaluées comme présentant une faisabilité apparemment plus élevée pour le développement d'un cadre commun de formation. Il s'agit des Manipulateurs d'électroradiologie médicale.

Sept catégories professionnelles ont été déterminées comme ayant un niveau de faisabilité moyen sur la base d'une combinaison de considérations qualitatives et de distributions de communalité « haute » ou « moyenne » : Enseignant(e) de maternelle, Aides-soignant(e)s et assistants de soins de santé, Technicien(ne) de laboratoire médical / biomédical, Ingénieur(e) civil(e), Puériculteur(trice),

Électricien(ne) / Électricien(ne) principal(e) / Électricien(ne) spécialisé(e), et
Architecte paysagiste / Concepteur(trice) paysagiste.

Une catégorie professionnelle, celle de Technicien(ne) en climatisation / Chauffagiste / Technicien(ne) en chauffage central / installateur(trice) / réparateur(trice) / Maintenance – Installation d'équipements de ventilation, a été évaluée comme ayant un niveau de faisabilité plus faible pour le développement d'un cadre commun de formation sur la base des informations disponibles à ce stade.

Ce classement doit être compris comme une priorisation exploratoire plutôt que comme une classification définitive ou prescriptive, et doit être lu en conjonction avec les évaluations détaillées spécifiques à chaque profession.

Pour les professions évaluées comme apparemment réalisables, l'étude a identifié les éléments potentiels qu'un CCF pourrait inclure, y compris des exigences structurelles telles que les niveaux minimaux de qualification, la durée des programmes, les composantes de formation professionnelle et les examens d'État. Ces éléments préliminaires ont également été validés par le biais de consultations avec des organisations professionnelles et des partenaires sociaux au niveau de l'UE via des groupes de discussion (soit par le biais de réunions dédiées, soit par le biais de consultations écrites dédiées).

L'étude est soumise à d'importantes limites méthodologiques. Les différences entre les cadres réglementaires nationaux, les systèmes d'éducation et de formation, et les variations dans le niveau de détail des informations publiquement disponibles ont posé des défis pour garantir une analyse comparative pleinement exhaustive. Le taux de réponse aux enquêtes auprès des parties prenantes a varié selon les professions et les États membres, et certains critères de cartographie se sont appuyés sur des informations indirectes ou des sources de données triangulées. Ces limites sont documentées tout au long du rapport et doivent être prises en compte lors de l'interprétation des résultats. Sur la base des considérations ci-dessus, les résultats, ainsi que le classement final, doivent être compris comme un outil de priorisation exploratoire plutôt que comme une classification définitive ou prescriptive.

Management – Zusammenfassung

Die vorliegende Studie, in Auftrag gegeben von der Generaldirektion Beschäftigung, Soziales und Integration der Europäischen Kommission (GD EMPL), unterstützt die Identifizierung von Berufen für die Ausweitung der automatischen Anerkennung durch gemeinsame Ausbildungsrahmen (GAR) gemäß Artikel 49a der Richtlinie 2005/36/EG. Sie wurde von Spark Legal and Policy Consulting BV und 3s Unternehmensberatung GmbH zwischen Dezember 2025 und Juli 2026 durchgeführt.

Gemäß der Richtlinie 2005/36/EG dienen gemeinsame Ausbildungsrahmen (GAR) als Mechanismus zur Erleichterung der beruflichen Mobilität im Binnenmarkt. Durch die Festlegung eines gemeinsamen Sockels von Mindest-Kenntnissen, -Fähigkeiten und -Kompetenzen in mindestens einem Drittel der Mitgliedstaaten ermöglicht ein GAR Berufsangehörigen, die diese Vorgaben erfüllen, die automatische Anerkennung ihrer Berufsqualifikationen in Anspruch zu nehmen, ohne zusätzliche Ausgleichsmaßnahmen absolvieren zu müssen. Wie im jüngsten Umsetzungsbericht der Kommission hervorgehoben wird, erfordern GAR keine vollständige Harmonisierung der nationalen Bildungssysteme; sie bieten vielmehr einen flexiblen Weg, der es den Mitgliedstaaten ermöglicht, alternative, nicht GAR-konforme Ausbildungswege neben konformen beizubehalten, wodurch die nationale Vielfalt gewahrt und gleichzeitig die grenzüberschreitende Anerkennung von Berufsqualifikationen verbessert wird.

Die Studie verfolgte ein zweifaches Ziel: erstens die Identifizierung einer Liste von Berufen, die potenziell für die Entwicklung gemeinsamer Ausbildungsrahmen für bestimmte reglementierte Berufe geeignet sein könnten; und zweitens die Bestimmung, für welche Berufe ein GAR auf der Grundlage bestehender Gemeinsamkeiten zwischen den Mitgliedstaaten am machbarsten erscheint, sowie die Skizzierung der konkreten Elemente, die solche potenziellen Rahmen umfassen könnten. Es ist wichtig klarzustellen, dass der Zweck dieser Studie nicht darin bestand, GAR vorzubereiten oder zu entwerfen, da ein solches Unterfangen gesonderte, eigens dafür vorgesehene Verfahren mit umfangreichen Konsultationen, detaillierter Kompetenzkartierung und formellen Regulierungsprozessen erfordern würde. Die Studie zielt vielmehr darauf ab, vorläufige analytische Elemente und Überlegungen bereitzustellen, die als Grundlage für weitere Reflexion dienen und gegebenenfalls künftige Initiativen in diesem Bereich informieren können.

Die Arbeiten wurden in fünf sich ergänzenden Aufgaben organisiert, die sowohl Schreibtischforschung als auch Konsultationen der Interessenträger in jedem der Schritte integrierten.

Die 10 breiten Berufskategorien, die nach der umfassenden Kartierung ausgewählt wurden, sind: Kindergärtner(in) / Vorschullehrer(in); Pflegehelfer(innen) und Gesundheits- und Krankenpflegeassistent(inn)en; Medizinisch-technische(r) Laborassistent(in) / Biomedizinische(r) Labortechniker(in); Elektriker(in) / Seniorelektriker(in) / Spezialisierte(r) Elektriker(in); Kinderbetreuer(in); Ergotherapeut(in); Radiograph(in) / Radiotherapeut(in); Bauingenieur(in); Klimatechniker(in) / Heizungstechniker(in) / Zentralheizungstechniker(in) / Installateur(in) / Wartung – Installation von Lüftungsanlagen; und Landschaftsarchitekt(in) / Landschaftsgestalter(in).

Die Bewertung der Gemeinsamkeiten basierte auf einer vergleichenden Analyse struktureller und regulatorischer Kriterien (einschließlich Reglementierung des Berufs, Qualifikationsniveaus, Ausbildungsdauer, Staatsprüfungen, praktische Ausbildung und geschützte nationale Berufsbezeichnungen) sowie der für jeden Beruf erforderlichen Kenntnisse, Fähigkeiten und Kompetenzen (KFK). Die Machbarkeitsbewertung kombinierte diese quantitativen Gemeinsamkeitsbewertungen mit qualitativen Überlegungen, einschließlich der Rückmeldungen von Interessenträgern und der potenziellen wirtschaftlichen Auswirkungen eines GAR.

Der letzte Schritt der Studie bestand darin, die aktuelle Machbarkeit für jede der Berufskategorien auf der Grundlage der Triangulation aller im Rahmen der Studie gesammelten Daten zu bestimmen. Diese Machbarkeitsbewertung wurde in einem zweistufigen Prozess operationalisiert, um die analytische Konsistenz zu gewährleisten:

Die Berufskategorien wurden zunächst einer von drei Kategorien zugeordnet – hohe Machbarkeit, mittlere Machbarkeit oder geringe Machbarkeit. Dies wurde durch die Integration quantitativer Gemeinsamkeitsdaten und qualitativer Faktoren bestimmt, einschließlich der Rückmeldungen von Interessenträgern, erwarteter wirtschaftlicher Auswirkungen und der grundlegenden Übereinstimmung mit den Bedingungen des Artikels 49a der Richtlinie 2005/36/EG.

Anschließend wurden die Berufskategorien nach der spezifischen Verteilung der Bewertungen „hoher“ und „mittlerer“ Gemeinsamkeit über ihre strukturellen Kriterien und ihre breiteren Kategorien von Kenntnissen, Fähigkeiten und Kompetenzen (KFK) geordnet.

Im Rahmen dieser Übung wurden zwei Berufskategorien als scheinbar besonders machbar für die Entwicklung eines gemeinsamen Ausbildungsrahmens bewertet. Dies sind Radiograph(in) / Radiotherapeut(in) und Ergotherapeut(in).

Sieben Berufskategorien wurden auf der Grundlage einer Kombination aus qualitativen Überlegungen und „hohen“ oder „mittleren“

Gemeinsamkeitsverteilungen als mittlere Machbarkeit aufweisend eingestuft: Kindergärtner(in), Pflegehelfer(innen) und Gesundheits- und Krankenpflegeassistent(inn)en, Medizinisch-technische(r) Laborassistent(in) / Biomedizinische(r) Labortechniker(in), Bauingenieur(in), Kinderbetreuer(in), Elektriker(in) / Seniorelektriker(in) / Spezialisierte(r) Elektriker(in) und Landschaftsarchitekt(in) / Landschaftsgestalter(in).

Eine Berufskategorie, nämlich Klimatechniker(in) / Heizungstechniker(in) / Zentralheizungstechniker(in) / Installateur(in) / Wartung – Installation von Lüftungsanlagen, wurde auf der Grundlage der derzeit verfügbaren Informationen als geringere Machbarkeit für die Entwicklung eines gemeinsamen Ausbildungsrahmens aufweisend bewertet.

Diese Rangfolge ist als explorative Priorisierung zu verstehen und nicht als endgültige oder präskriptive Klassifizierung, und muss in Verbindung mit den detaillierten berufsspezifischen Bewertungen gelesen werden.

Für die als anscheinend machbar bewerteten Berufe identifizierte die Studie die potenziellen Elemente, die ein GAR umfassen könnte, einschließlich struktureller Anforderungen wie Mindestqualifikationsniveaus, Programmdauer, Berufsausbildungskomponenten und Staatsprüfungen. Diese vorläufigen Elemente wurden ebenfalls durch Konsultationen mit Berufsorganisationen und Sozialpartnern auf EU-Ebene über Fokusgruppen validiert (entweder durch eigens dafür vorgesehene Sitzungen oder durch eigens dafür vorgesehene schriftliche Konsultationen).

Die Studie unterliegt wichtigen methodischen Einschränkungen. Unterschiede in den nationalen Rechtsrahmen, Bildungs- und Ausbildungssystemen sowie Abweichungen im Detailgrad öffentlich verfügbarer Informationen stellten Herausforderungen dar, um eine vollständig umfassende vergleichende Analyse sicherzustellen. Die Rücklaufquoten bei den Befragungen der Interessenträger variierten je nach Beruf und Mitgliedstaat, und einige Kartierungskriterien stützten sich auf Näherungsinformationen oder triangulierte Datenquellen. Diese Einschränkungen werden im gesamten Bericht dokumentiert und sollten bei der Interpretation der Ergebnisse berücksichtigt werden. Auf der Grundlage der oben genannten Überlegungen sollten die Ergebnisse sowie die endgültige Rangfolge als exploratives Priorisierungsinstrument und nicht als endgültige oder präskriptive Klassifizierung verstanden werden.

Abstract

This Study was commissioned by the European Commission (DG EMPL) and aims at identifying the professions suitable for the development of common training frameworks (CTFs) under Article 49a of Directive 2005/36/EC. Drawing on desk research, stakeholder consultations, and a structured comparative methodology, the Study pre-selected 25 candidate professional categories and subjected 10 to comprehensive mapping across all 27 Member States.

The mapping assessed each professional category's regulation, education, and training against structural and knowledge, skills and competences (KSC) indicators. The results of the analysis identified two professional categories (Radiographer / Radiotherapist and Occupational therapist) as seemingly being highly feasible for a CTF. The categories of Kindergarten teacher, Nursing Assistants and Health Care Assistants, Medical / Biomedical laboratory technician, Civil engineer, Childcare worker, Electrician, and Landscape architect / designer were also assessed as seemingly feasible. One professional category (Air conditioning technician / Heating / Central heating technician) was assessed as less feasible on the basis of the information available at this stage. For the professional categories considered feasible, the Study identified potential CTF elements, including common KSC sets and structural requirements. The findings provide an evidence-based foundation for policy decisions on extending automatic recognition, while acknowledging the inherent limitations of cross-country comparison.

1. Introduction & Methodological Overview

1.1. Context and objectives of the Study

The present document constitutes the Final Report for the Study supporting the identification of professions for the extension of automatic recognition through common training frameworks under Directive 2005/36/EC (hereinafter the “Study”), launched by the Directorate-General for Employment, Social Affairs and Inclusion (DG EMPL) (hereinafter “the Commission”) and awarded to Spark Legal and Policy Consulting BV (“Spark”), and 3s Unternehmensberatung GmbH (together with Spark, the “Study Team”).

The Study relates to the free movement of persons, freedom to provide services and freedom of establishment, the Single Market’s fundamental freedoms, enabling individuals to move and work across the European Union (EU), either providing temporary and occasional services or establishing permanently in another Member State. Labour mobility helps to address under- and unemployment, labour market gaps and skills shortages. In this context, several EU initiatives, such as the [European Education Area](#), the [Single Market Strategy](#), and the [Union of Skills](#) emphasise improving the recognition of professional qualifications to support the free movement of qualified professionals and realise the full potential of the Single Market.

Recognition of professional qualifications is only needed where access to the profession is regulated in that country (i.e its access is reserved by legally binding provisions to the holders of specific professional qualifications). It is in principle Member States’ competence to regulate access to professions, with respect to EU law, and in particular non-discrimination and proportionality. Justified regulation play an important role in protecting public reasons of general interest, provided that it is proportionate to the objective pursued. Diverging access requirements to regulated professions across the EU create barriers to cross-border professional mobility.

Therefore, achieving full potential of the Single Market for qualified professionals require proportionate requirements regulating access to a given profession and mechanisms to ensure recognition of professional qualifications acquired in other MS where regulation is in place. Directive 2005/36/EC presents a milestone in promoting and facilitating free movement of professionals as it enables EU citizens to access and practice regulated professions in Member States other than the one where they obtained their qualifications. The Directive ensures recognition via either a general system of recognition (where in case of substantial differences in training that cannot be compensated by lifelong learning and professional experience of the applicant, compensatory measures could be

imposed before access to practice is granted) and three forms of automatic recognition based on i) harmonised minimum training requirements for certain sectoral professions;² ii) professional experience for certain professional activities within the craft, commerce and industry sectors (activities listed in Annex IV of the Directive); and iii) common training principles based on 'common training frameworks' or 'common training tests'.

Common training frameworks (CTFs) are common sets of minimum knowledge, skills and competences necessary for the pursuit of a specific profession.³ They are designed to simplify and speed up the recognition of professional qualifications without replacing national training programmes or harmonising education or regulatory frameworks in Member States. Under paragraph two of Article 49a, CTFs must comply with a number of conditions, including that they enable more professionals to move across Member States and apply to professions regulated, or the education and training leading to the profession regulated, in at least one third of Member States. The common set of knowledge, skills and competences required in the systems of education and training also must be applicable in at least one third of the Member States, regardless of whether they have been acquired as part of a general training course at a university or higher education institution or as part of a vocational training course. Further requirements for the establishment of CTFs include that the CTF is prepared following a transparent due process, including the relevant stakeholders from Member States where the profession is not regulated, and that the CTF is based on levels of the European Qualifications Framework (EQF).

Since the adoption of the Directive, the European Commission has been in contact with around 30 professional organisations to explore their interest in developing a CTF⁴ while several professional organisations have also launched their own initiatives to develop CTFs. While CTFs can facilitate free movement and reduce administrative burden, their development is subject to a number of conditions that must be met for a CTF proposal. The common training test for ski instructors is the only agreement on common training principles that was reached under Directive 2005/36/EC up until now. The Commission is also currently working with Member States on the setting up of a new CTF for physiotherapists.

(²) The professions benefiting from automatic recognition on the basis of harmonised minimum training requirements under Directive 2005/36/EC are: doctor with basic training and specialised doctor, nurse responsible for general care, dental practitioner and specialised dental practitioner, veterinary surgeon, midwife, pharmacist and architect.

(³) Consolidated text: Directive 2005/36/EC of the European Parliament and of the Council of 7 September 2005 on the recognition of professional qualifications, available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A02005L0036-20251029>, Article 49a

(⁴) See p. 12 <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0191>

In this context, the present Study's objective is twofold: first, it aims to identify a list of professions that could potentially be fit for the development of common training frameworks (CTFs) under Article 49a of Directive 2005/36/EC for specific regulated professions. Second, it aims to determine which professions a CTF appears the most feasible, based on existing commonalities across Member States, and outlining the concrete components that a potential framework could include. In this context, it should be noted that the purpose of this Study is not to prepare or draft Common Training Frameworks, as such an undertaking would require separate, dedicated exercises involving extensive consultation, detailed competence mapping, and formal regulatory processes. Rather, the Study aims to provide preliminary analytical elements and considerations that may serve as a basis for further reflection and, where appropriate, inform future initiatives in this area.

1.2. Methodological overview

The Study developed in two phases: first, it aimed to preselect 25 candidate professions, based on a list of specific mapping criteria, followed by a selection of 10 professions that appeared to be best placed for the development of a CTF. During the second phase, a more comprehensive mapping was carried out for the 10 selected professions to assess the level of feasibility of establishing a CTF and provide suggestions on the possible elements of CTFs. The work was divided into 5 complementary tasks, as detailed below, that all fed into the present final deliverable of the project.

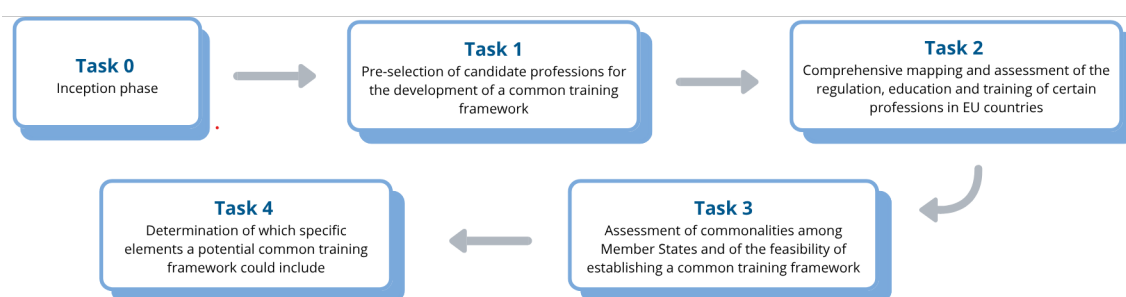
- **Task 0** – Inception phase: during the inception phase, the Study's methodology for the data collection and analysis was refined in consultation with the European Commission. Additionally, the Study Team carried out preliminary desk research and scoping consultations to build stock on the work already conducted with regards to CTFs. The findings of Task 0 are detailed in Chapter 2.
- **Task 1** – Pre-selection of candidate professions for the development of a common training framework: during Task 1, the mapping criteria for the pre-selection of candidate professions was developed, followed by stakeholder consultations at the EU-level (including social partners), both via interview and survey. The task concluded with the preselection of 25 candidate professions, as illustrated in Chapter 3.
- **Task 2** – Comprehensive mapping and assessment of the regulation, education and training of certain professions in EU countries: during Task 2, the Study Team ranked and selected 10 professions for comprehensive mapping based on the criteria identified during Task 1. Then, a comprehensive mapping of those 10 selected professions was carried out through stakeholder consultation and desk research. In particular, in

parallel to desk research, the Study Team consulted national competent authorities and training institutions across 27 Member States via a structured survey. All the information gathered during Task 2 came together in a structured mapping matrix for the 10 professions, as presented in Chapter 5.

- **Task 3** – Assessment of commonalities across Member States and of the feasibility of establishing a common training framework: during Task 3, the commonalities across Member States were assessed based on a comparative matrix, and the potential impact of a CTF was assessed for each profession. Task 3 ended with drawing conclusions on the potential feasibility of establishing a CTF for the professional categories selected in Task 2, as illustrated in Chapter 5.
- **Task 4** – Determination of which specific elements a potential common training framework could include: during Task 4, the Study Team identified a common set of knowledge, skills and competences for each selected professional category, together with other relevant requirements, and validated these by consulting EU-level professional organisations and social partners via focus groups (dedicated meetings or dedicated written consultation). The results of Task 4 are presented, together with the findings from Task 3, for each profession, in Chapter 5.

As outlined in Figure 1 below, the findings and results of each task informed and determined the implementation of the next. The tasks were mainly carried out in consecutive order.

Figure 1: Overview of the tasks



Source: Study Team's elaboration.

1.3. General considerations and limitations

The present Study was subject to a number of limitations that affected the collection and analysis of the data and that need to be considered when interpreting the results. These limitations were taken into account throughout the

implementation of each task, and, where possible, mitigated through various methodological safeguards, such as the triangulation of evidence.

First of all, the Study heavily relied on information available on the Regulated Professions Database gathering notifications made by MS on existing regulated professions within their territory for mapping the regulatory coverage of professions across Member States and gathering the contact details of national competent authorities for consultation activities. While the database constitutes a central and reliable source of information at the EU level, it appeared to not always contain the most up to date information. This concerns both the regulatory status of certain professions at the national level, as further detailed below in Chapter 4 , as well as the availability and accuracy of contact details for national authorities. As a result, some uncertainty remained regarding the regulatory status of specific professions, and it was not always possible to reach all relevant national authorities for consultation purposes. In addition, it is important to note that the database groups professions under generic categories, namely 'Generic Names of Professions' which served as the starting point for the analysis during the present Study. These are headings under which the regulated professions in the respective countries are grouped together in the Regulated Professions Database.⁵ However, these headings only aim to give an indication about the general scope of activities of the regulated profession, and it is at the discretion of national authorities to determine under which generic category national regulated professions are notified. This led to challenges in identifying specific professions, as not all that would have fallen within the scope of the analysis were captured under the same generic name.

To mitigate these limitations, the Study Team complemented the information available in the database with additional desk research and stakeholder input. In particular, the input of the Group of Coordinators (GoC) for Directive 2005/36/EC was especially helpful to confirm the regulatory status of the selected professions in their respective Member States during Task 2. Additionally, the GoC also helped to identify relevant national professions notified under different generic names in the database than the ones selected during Task 2. Still, it should be noted that the generic names of professions used to perform the selection and the following mapping are categories which sometimes identified clearly a specific profession (as it is the case, for example, for the generic names of 'Radiographer/Radiotherapist'), while other times clearly integrated different professions under the same generic name (as it is the case, for example, for the generic names of Electrician / senior electrician / specialised electrician or Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment).

(⁵) See more at: <https://ec.europa.eu/growth/tools-databases/regprof/professions/generic>

The second limitation concerns the stakeholder consultation activities. As presented above, 4 out of the 5 main tasks of the Study included social partner and stakeholder consultations at EU level, which constituted an important source of evidence for the analysis. However, the overall response rate remained relatively low, especially regarding national-level consultations organised by relevant stakeholders at EU level. Additionally, responses were unevenly distributed across professions and Member States, with certain professions and countries more strongly represented than others. This led to imbalanced evidence and limited the depth of insights available for some cases. To address this limitation, the Study Team sent regular email reminders to stakeholders and contacted some of them by phone, while complementing consultation findings with evidence from extensive desk research to fill in data gaps.

Finally, the third limitation relates to the uneven availability and comparability of data across Member States and professional categories. Differences in national regulatory frameworks, education and training systems, as well as variations in the level of detail of publicly available information, posed a challenge for ensuring a comprehensive comparative analysis. In some cases, data on training requirements or professional practice were limited, fragmented, or not directly comparable across countries. This reflects the inherent fragmentation and diversity of regulatory and administrative approaches across Member States. Identifying these differences constitutes a key finding of the Study, which informs the overall assessment carried out under the Study. The Study Team mitigated this aspect by using proxy information for certain indicators and triangulating data sources to validate findings. However, this limitation needs to be taken into account when interpreting the findings.

1.4. Structure of the Report

The present Draft Final Report is structured as follows. Each chapter presents one task in the sequence illustrated above. For each task, the chapters set out the methodological approach applied to the data collection and consultation activities. Then, the chapters present the analysis of the gathered input and the main results of each task. Each chapter also highlights the limitations encountered during the task's implementation, particularly in terms of data availability, comparability, and social partners and stakeholders input, and explain how these limitations were addressed. The annexes provide additional background and information to complement the methodology and findings outlined in the report. In particular:

- **Annex I – Methodological annex:** contains the survey and interview questionnaires used throughout the Study.

- **Annex II – Desk research sources:** contains a list of sources that were used during the Study and that are referenced throughout the report. Please note that the sources used through the comprehensive mapping are included directly in the mapping matrixes, separated for each of the professional categories and reflected in Chapter 5 and Annex V.
- **Annex III – Synopsis report of the stakeholder consultations:** with the details of the stakeholder consultations conducted during the study.
- **Annex IV – Summary factsheets:** reproducing data presented in the main report.
- **Annex V – Comprehensive mapping matrix:** contains the comprehensive mapping matrix, including the data collected for each professional category, excluding findings on knowledge, competences and skills (included in Annex VI).
- **Annex VI – Knowledge, competences and skills analysis:** contains the comprehensive mapping matrix, including the data collected for each professional category, focusing on the knowledge, competences and skills.

2. Findings under Task 0: Inception

The study commenced with Task 0, which constituted the inception phase. To build stock on the work already conducted with regards to CTFs, the Study Team conducted preliminary desk research complemented by a scoping consultation. The scoping consultation was carried out through a written questionnaire sent by email to all representatives of the Group of Coordinators (GoC). The questionnaire consisted of 6 questions and helped to identify relevant professional categories for the development of CTFs. The questionnaire can be found in Annex I.

The scoping consultation yielded responses from GoC members in 20 EU Member States,⁶ as well as Iceland, Switzerland and the representatives of the European Free Trade Association (EFTA). The level of detail varied across responses, ranging from brief inputs to more comprehensive contributions involving multiple ministries and supporting materials. In total, 239 mentions of professions were collected and compiled in an Excel database for further analysis. Duplicate or overlapping entries were consolidated under common profession names, aligned, where possible, with the broader professional categories of the European Commission's Regulated Professions Database. However, 66 entries did not correspond to any profession listed in the database. The dataset captured key information, such as the name of the profession as reported by stakeholders, their database equivalents (where available), sector, recommending Member State, and whether they were proposed for inclusion or exclusion from a CTF with reasons. These results provided a basis for the preliminary mapping which was further complemented and refined during Task 1.

In parallel, desk research was conducted to identify and analyse relevant sources, including EU-level reports, academic and policy literature, and documentation from previous studies exploring the development of CTFs. Particular attention was given to earlier CTF attempts, which provided insights into how common sets of knowledge, skills, and competences had been assessed across Member States, as well as how levels of homogeneity across the levels of education and regulation were evaluated across countries. The research also focused on cases where the development of a CTF for a specific profession was considered not feasible to identify key barriers. The list of sources was updated continuously throughout the study and can be found in Annex II.

(⁶) AT, BE, CZ, EE, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, RO, SE, SI

3. Findings under Task 1: Pre-selection of candidate professions for the development of a common training framework

3.1. Methodology and data collection

Task 1 constituted the first substantive phase of data collection and stakeholder consultation in the study and aimed at identifying and pre-selecting a minimum of 25 professions that could be suitable for the development of a Common Training Framework (CTF) under Article 49a of Directive 2005/36/EC. The methodology combined structured desk research with two complementary phases of EU level stakeholder (including social partners) consultation, aimed at gathering a first list of potential professions from stakeholders at EU level where the setting of a CTF could facilitate mobility of professionals.

The first step of Task 1 was the establishment of a set of mapping criteria for the pre-selection of professions. These criteria were developed during the inception phase and subsequently refined following feedback from the European Commission. Their design reflected a deliberate sequencing logic, distinguishing between exclusionary, quantitative, and qualitative indicators, and prioritising those that could filter out professions falling outside the scope of the study. A scoring indicator was assigned to each criterion to support the ranking of professions under Task 2 and enable the final selection of the 10 candidate professions for a CTF. The preliminary list of mapping criteria, presented in the following table, sets out their sequencing, sources, rationale, data collection methods, and associated scoring indicators. While this list provided a structured analytical framework for the pre-selection process, the criteria were not applied uniformly in practice. This was due to the uneven availability, reliability and comparability of data across the different criteria. Hence, the operationalisation of the criteria was progressively refined during Task 1. As such, the criteria should be understood as guiding the analytical approach rather than being applied rigidly. Exclusionary criteria were used as primary filters, whereas more data-intensive or less robust criteria were used to contextualise results or support the overall assessment. In addition, some criteria originally included in the list of mapping criteria were at the end not used for the pre-selection, primarily due to the time-intensive nature of data collection and their limited use to the selection of professions. This pertains to national training requirements included in national qualification frameworks, in line with EQF; common set of knowledge, skills and competences in at least 9 Member States; and the level of homogeneity of the level of education or regulation. These criteria were instead used during the comprehensive mapping under Task 2.

Table 1: List of mapping criteria for pre-selection

Order	Mapping criterion	Source	Rationale	Data collection method	Indicators for final selection (Task 2)
1	Professions excluded from the scope	Article A9a(2)(e) and tender specifications	The selection started by excluding the professions that could not qualify for CTF, as set in the Directive, or that had been indicated out of the scope of this study during the inception phase. These included the professions that are already subject to a specific acquis (i.e. lawyers, commercial agents, auditors) which have also been excluded.	List of excluded professions is presented in Annex I.	N/A
2	Profession regulated in at least 9 Member States	Article 49a(2)(b)	Exclusive criterion, based on information available on the Regulated Profession Database. This criterion was verified through the information available on the Regulated Profession Database. While the data taken from the Database might not be always accurate, any information was verified at a later stage by triangulating stakeholder consultation and desk research results.	Desk research (Database)	Number of Member States regulating the profession,
3	Level of mobility	Identified by the GoC, linked to Article 49a(2)(a)	High level of mobility is a decisive criterion to indicate the usefulness of developing a CTF, as it indicates the need for simplified recognition procedures.	Literature review, Compilation and analysis of statistics from raw data, Stakeholder consultation	Number of decisions taken in the last 5 years
4	Economic importance	Identified by the GoC, linked to Article 49a(2)(a)	This criterion was assessed in combination with the criterion on policy relevance below, as the economic importance cannot be based uniquely on quantitative indicators.	Literature review, Compilation and analysis of statistics from raw data, Stakeholder consultation	Number of employees in the profession, or sector as a proxy.

Order	Mapping criterion	Source	Rationale	Data collection method	Indicators for final selection (Task 2)
5	Policy relevance	Tender specifications, linked to Article 49a(2)(a)	This criterion balanced out the economic importance criterion. This criterion also aimed at preselecting at least two professions within the healthcare sector and relating to the ageing population and long-term care. At least two professions had to be within other areas that experience shortages (e.g. transport, construction or green technology sectors, professions which require digital skills). However, while this criteria indicates a political need that shall be considered for the selection, the other criteria had to be carefully considered to evaluate the actual feasibility of introducing a CTF for these professions.	Literature review, analysis of statistics, Stakeholder consultation	N/A
6	Interest and willingness of stakeholders	Tender specifications, linked to Article 49a(2)(f)	This criterion aims at identifying professions for which stakeholders may have already initiated work related to CTFs.	Literature review, Information provided by the Commission, Stakeholder consultation	Whether professional organisations or national authorities expressed interest. Score 1 (professional organisations) or 2 (national authorities).
7	Higher education level or VET	Article 49a(2)(c) and tender specifications	This is not a selection criterion in itself, as professions stemming from both higher education levels and VET were considered, but mapping this criterion allowed the Study Team to ensure that both were represented.	Legal desk research, Literature review, Stakeholder consultation	N/A

To complement the data collected through desk research and the inputs from the Group of Coordinators, the Study Team conducted broad consultations with EU-level stakeholders, including social partners, to support the pre-selection of

candidate professions and gather information on the mapping criteria. Stakeholder input served to feed, complement, confirm, and nuance the findings from desk research, while also collecting relevant expert views. In particular, this consultation constituted the primary source of data for assessing Criterion No 6 on the interest and willingness of stakeholders.

The consultation combined two complementary approaches. EU-level cross-sectoral stakeholders (including social partners) were engaged through semi-structured interviews, allowing for flexibility and adaptation to the expertise of each interviewee, while EU-level sectoral stakeholders were consulted through surveys to collect more structured input. Stakeholders were selected to ensure broad coverage of sectors in order to gather insights across a variety of professions in the EU labour market. Relevant stakeholders and their contact details were identified through desk research. The Commission also assisted in the identification of stakeholders and contact persons. The aim of this phase of stakeholder consultation was also to capture a diversity of perspectives. Therefore, stakeholders consulted during this phase included the European Commission services, cross-sectoral and sectoral social partners, sectoral professional organisations and cross-sectoral training associations. Both the selection of stakeholders and the interview and survey questions were agreed with the Commission in advance. The interview guide and survey questionnaire can be found in Annex I, while the list of stakeholders contacted can be found in Annex III.

In total, the Study Team conducted 9 interviews with EU-level cross-sectoral stakeholders.⁷ This included 4 interviews with relevant Directorates-General (DGs) of the European Commission, 2 interviews with EU cross-sectoral social partners, and 3 interviews with EU cross-sectoral training associations. Additionally, one EU cross-sectoral social partner shared a position paper expressing their and their members' views instead of participating in the interview. The input gathered helped to expand the list of candidate professions with 44 additional entries, while also providing evidence for the mapping criteria. However, it is important to note that participation across stakeholder groups was uneven, and interviewees were unable to provide detailed input on the homogeneity of national systems. As a result, some perspectives may be underrepresented, and certain findings remain indicative rather than conclusive.

Besides the interviews, a survey was distributed to 26 European sectoral social partners and sectoral professional organisations.⁸ Out of 26 organisations

(7) The comprehensive list and overview of stakeholders interviewed can be found in Annex I.

(8) The comprehensive list of the European sectoral social partners and sectoral professional organisations targeted by the survey can be found in Annex I.

contacted, 10 completed the survey, along with an additional 3 organisations that were not directly contacted but received the survey through their membership in European cross-sectoral organisations. The survey results helped to expand the list of candidate professions, with 29 new entries identified, while also providing evidence for the mapping criteria. However, it is important to note that participation was uneven, while some responses were brief or incomplete, leading to variations in data quality across sectors. Some responses were also channelled through national members, raising comparability challenges; these were therefore not considered for the Task 1 analysis.

3.2. List of pre-selected candidate professions

The application of the methodology described above resulted in the identification of a set of pre-selected professions considered to present potential for the development of a Common Training Framework. These professions were identified on the basis of their regulatory coverage across Member States, their relevance in terms of labour mobility and economic importance, and the level of interest expressed by stakeholders at EU level. The final list reflects a balance across sectors and qualification levels, with the aim of ensuring that the subsequent stages of the study capture a representative sample of professional activities where a CTF could be both relevant and feasible. In particular, the selection sought to include professions characterised by a sufficiently high degree of cross-border mobility, as well as those for which there is evidence of either labour shortages or strategic importance at EU level. At the same time, the list takes into account practical considerations related to data availability and comparability, ensuring that the selected professions can be meaningfully assessed in the subsequent comprehensive mapping phase. While the pre-selection is grounded in the best available evidence, it should be noted that certain criteria (such as the homogeneity of education and training systems) could not be fully operationalised at this stage due to limited data and were therefore not used as primary filters.

The list of pre-selected candidate professions, using their generic names as indicated in the [Regulated Professions Database](#), is as follows:

- Aesthetician / beauty care services
- Air conditioning technician / heating / ventilation installer / repairer
- Child care worker
- Civil engineer
- Dental hygienist
- Dental technician
- Dietician

- Electrician / senior electrician / specialised electrician
- Hairdresser / barber / wig-maker
- Hearing aid dispenser / audiometric technician
- Kindergarten teacher / Nursery school teacher / Preparatory school teacher
- Landscape architect / designer
- Medical / biomedical laboratory technician
- Nursing assistants and health care assistants
- Occupational therapist
- Orthoptist
- Pharmaceutical technician / pharmaceutical assistant
- Primary school teacher
- Psychologist
- Radiographer / radiotherapist
- Real estate agent / real estate agency manager / administrator / director
- Secondary school teacher
- Social worker
- Speech and language therapist
- Vocational education teacher / lecturer / professor.

4. Findings under Task 2: Comprehensive mapping and assessment of the regulation, education and training of certain professions in EU countries

4.1. Methodology and data collection

4.1.1. Ranking and selection of 10 professions

Following the pre-selection of 25 candidate professions under Task 1, Task 2 aimed to identify 10 professions presenting the highest degree of feasibility for the development of a CTF based on the available evidence. The selection process was based on the methodology validated during the inception phase and followed a structured, multi-step approach. As an initial step, the Study Team verified whether any of the pre-selected professions fell under Chapter II of Title III of the Directive (Annex IV professions). This check aimed to ensure that such professions, which already benefit from specific forms of automatic recognition, would not constitute the majority of the final selection. Then, the core of the selection relied on a set of quantitative criteria for which comparable data was available across all 25 professions. These included regulatory coverage (criterion No 2), mobility (criterion No 3), economic importance (criterion No 4), and stakeholder interest and willingness (criterion No 6). Each criterion was operationalised through predefined indicators, such as the number of Member States regulating a profession, the number of recognition decisions, employment figures (or sectoral proxies), and the level of stakeholder interest.

To ensure comparability across indicators expressed in different units and scales, the Study Team established separate rankings for each criterion by ordering the 25 professions according to their performance on each indicator. Each profession was assigned a ranking position per criterion, and these positions were subsequently aggregated into a single score. This approach allowed for a balanced assessment, ensuring that no single criterion disproportionately influenced the outcome. As a final step, the shortlist was cross-checked against additional qualitative criteria, including policy relevance and the level of education or training required, to ensure a balanced representation across sectors. This included, in particular, the inclusion of professions from the healthcare and long-term care sector, sectors experiencing labour shortages, and professions accessible through vocational education and training. This process resulted in the identification of the 10 professions considered most suitable for further analysis under Task 2.

4.1.2. Criteria for comprehensive mapping

After the list of 10 selected professions was approved by the European Commission, Task 2 proceeded with the comprehensive mapping of the regulatory, education and training frameworks of the 10 professions across Member States. This phase focused on aspects that could not be sufficiently assessed during the pre-selection, such as detailed training requirements, regulatory arrangements, and knowledge, skills and competences. The objectives were threefold: to verify compliance with Article 49a of Directive 2005/36/EC, support the assessment of commonalities and feasibility of a CTF, and identify possible elements of future CTFs. The criteria for the comprehensive mapping under Task 2 are presented below in Table 2.

Table 2: Criteria for the comprehensive mapping under Task 2

Criterion	Rationale and further considerations
Regulation of the profession	Under this criterion it is considered if the profession is regulated or not, and how. This criteria examined the content of the regulatory framework (e.g. legal basis, access conditions). This criteria is included as the establishment of any CTF for any profession is tied to the requirement that such profession is regulated in at least 9 Member States.
Competent authority	Under this criterion, the Study Team gathered information about the national competent authority for the profession considered, and about their scope of activities. While these elements were part of the mapping, they were not included in the tables presented in Section 5 and Annex V as they did not constitute an element for the comparative analysis.
NQF Level	This indicates the national qualification level for that profession.
EQF Level	This indicates the corresponding European Qualifications Framework (EQF) level for the qualification leading to the profession, as referenced in national sources, when available. ⁹
Duration of training (years and ECTS)	This refers to the national regulation in place for education leading to the profession to clarify whether a minimum duration of studies applies. It is expressed in years of study or training and total workload (ECTS or equivalent), when available.
State Exam Required	This indicates whether a state examination is required to access or practice the profession and, if so, how it is regulated.
National professional titles	This considers whether a protected professional title is required at national level to perform the profession, and how this is regulated.
Membership and registration with professional organisation	This identifies whether membership or registration with professional organisation is required for accessing and exercising the profession. While this element was part of the mapping, it was not included in the tables presented in Section 5 as it does did not constitute an element for the comparative analysis.

⁽⁹⁾ As explained in the methodological sections' below, the NQF and EQF level were not always referenced in the national legal sources available, therefore, some assumptions had to be made to fill in some of the gaps to the maximum extent possible.

Criterion	Rationale and further considerations
Practical/clinical training	This assesses whether practical training is required as part of the qualification process, including its duration, setting (e.g. clinical placement, apprenticeship), supervision, assessment, and whether it is regulated by law or left to institutional discretion.
Knowledge, skills and competences	For this aspect, it was essential to ensure the comparability of training requirements across countries. The Recommendation of the European Parliament and of the Council of 22 May 2017 on the European Qualifications Framework for lifelong learning and repealing the recommendation of the European Parliament and of the Council of 23 April 2008 on the establishment of the European Qualifications Framework for lifelong learning, defines 'knowledge' as the outcome of the assimilation of information through learning.¹⁰ 'Knowledge' refers to the body of facts, principles, theories and practices that is related to a field of work or study. In the context of the EQF, knowledge is described as theoretical and/or factual. Moreover, 'skill' is defined as 'the ability to apply knowledge and use know-how to complete tasks and solve problems'.¹¹ In the context of the EQF, skills are described as 'cognitive (involving the use of logical, intuitive and creative thinking) or practical (involving manual dexterity and the use of methods, materials, tools and instruments). Finally, 'competence' is 'the proven ability to use knowledge, skills and personal, social and/or methodological abilities, in work or study situations and in professional and personal development'.¹² It should be noted, however, that competences are not considered as part of the current EQF but, instead, under the current EQF, another aspect that is taken into consideration is 'responsibility and autonomy', indicated as 'the ability of the learner to apply knowledge and skills autonomously and with responsibility.'¹³ As such, where relevant, the subsequent identification of common sets of competences in Task 4 may be linked to EQF levels available for 'responsibility and autonomy'. These definitions were key to conduct the comprehensive mapping and the common Knowledge, Skills and Competences (KSCs) analysis and to classify the information generally collected on programmes of study. To ensure the information collected in the following steps could fit into the definitions above, the Study Team ensured that these were clearly defined in the national survey questionnaires used for the consultation. The comprehensive mapping aimed at collecting the relevant data on necessary knowledge, skills and competences at national level for each profession. As the interpretation of and the type of information fitting in each of these notions differed significantly from Member State to Member State, both on a linguistic and content side, this specific mapping criterion included a further operational step of classification of each knowledge, skill and competence, explained in section 5.1.

⁽¹⁰⁾ Official Journal of the European Union, C 189/3 (15 June 2017), 'Council Resolution on the Structured Dialogue and the Future Development of the Dialogue with Young People in the Context of Policies for European Cooperation in the Youth Field' (2017/C 189/03), available at <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ%3AC%3A2017%3A189%3A003> (last accessed on 10 July 2026), Annex I (f).

⁽¹¹⁾ Ibid, Annex I (g).

⁽¹²⁾ Ibid, Annex I (i).

⁽¹³⁾ Ibid, Annex I (h).

Criterion	Rationale and further considerations
Minimum study programme	As mentioned above, this Study operated a distinction between knowledge, skills and competences, on one hand, and subjects included in national qualifications descriptions, curricula or study programmes. However, these aspects are directly linked and were not clearly separated in national frameworks. As explained in section 5.1 below, the limited input available for the KSC criterion led to the decision to merge the elements mapped under this criterion under the broader KSC criterion. This criterion was therefore mapped separately but analysed together with the common Knowledge, Skills and Competences one.

The mapping was designed to collect, verify and compare information on the regulatory status of each profession, the applicable qualification and training requirements, and the extent to which national frameworks display sufficient commonality to inform the assessment of the feasibility of a common training framework (CTF). The mapping was carried out via stakeholder consultation and complemented by desk research.

The methodology followed the approach initially set out for Task 2, combining desk research, consultation of national stakeholders, targeted follow-up with competent authorities and consolidation of evidence in a structured mapping matrix. During implementation, the Study Team adapted the methodology to respond to data limitations, in particular the low response rate to stakeholder surveys and the uneven availability of comparable national information on training outcomes, qualification levels and study programmes. For more information on the stakeholder consultation carried out for the comprehensive mapping under Task 2, please see Section 4.1.4.

4.1.3. Review of the Regulated Professions Database

For each of the 10 selected professions, the Study Team first reviewed the information available in the European Commission's Regulated Professions Database. This was used as the initial reference point for the comprehensive mapping. The information considered for each profession and Member State included the following:

- whether the profession was indicated as regulated or not regulated;
- whether the education and training leading to the profession was regulated;
- the legal reference and, where available, the link to the national law or regulatory act governing the profession;
- the competent authority listed in the database;
- any additional information on professional titles, scope of activity, or recognition procedures made available through the database.

This first step provided the baseline list of Member States in which each profession appeared to be regulated and the initial legal references to be verified through the subsequent mapping.

In some cases, the database contained several related or partially overlapping notified professions within the same Member State. This occurred, for example, for the broad professional category of Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment and Childcare Worker. In those cases, the Study Team reviewed each profession notified by each Member State separately to identify the entry that was most closely aligned with the target profession selected for the study and with the corresponding professions notified by other Member States. This selection exercise was necessary to ensure that the mapping compared the same or the closest equivalent professional activity across countries, rather than aggregating distinct or only loosely related national professions.

The outcome of this selection was reflected at the beginning of the survey circulated to stakeholders for the comprehensive mapping. The survey indicated, for each Member State, the profession that the Study Team understood to be the relevant national equivalent and asked respondents to confirm or correct that understanding. This was intended to ensure a common understanding of the profession for which respondents were asked to complete the survey.

4.1.4. Stakeholder consultation

Starting from the information extracted from the Regulated Professions Database, two parallel strands of stakeholder consultation were launched.

First, the members of the Group of Coordinators (GoC) contacted during Task 0 were re-contacted, with the primary aim of confirming the information available on the Regulated Professions Database was accurate. They were provided with the list of the 10 selected professions and with the Study Team's preliminary indication of whether each profession appeared to be regulated in their country. They were asked to: confirm whether the information was correct; provide any additional information or corrections regarding the regulatory status of the profession; identify relevant competent national authorities, regulatory bodies or other national contacts that could support the comprehensive mapping.

This GoC follow-up served as an early validation exercise and helped refine the list of national authorities and other stakeholders to be contacted.

In parallel, a broader stakeholder consultation was launched for the comprehensive mapping. For each profession, the Study Team identified one national competent authority and two national training institutions for each Member State where the profession is regulated. The Member States where

national authorities and training institutions were contacted for each profession are presented in the profession-specific sections of Chapter 5. In total, 237 national competent authorities and regulatory bodies, and 359 training institutions were contacted across 27 Member States and 10 professions. In total, 596 stakeholders were contacted during this phase of stakeholder consultations. Please note that for both national authorities and training institutions, these numbers may include duplicates as in some cases, the same stakeholders were contacted for professions concerning the same sector. Additionally, please note that these numbers indicate the initial number of stakeholders contacted and may not equal the final number of stakeholders contacted, as the Study Team continuously received new contact details throughout the consultation activities. Stakeholders were invited to complete a structured survey hosted on the EU Survey platform, one per profession. The surveys were distributed on 23 April 2026 with the deadline of 13 May 2026 to submit inputs. This was later extended until 22 May 2026.

The surveys were designed to collect data on the comprehensive mapping criteria, including the regulatory framework, competent authority, qualification levels, duration of training, examinations, professional titles, membership or registration requirements, practical training, knowledge, skills and competences, and minimum study programmes. The surveys also included definitions of knowledge, skills and competences based on the EQF framework, to encourage respondents to provide information in comparable terms.

However, as the number of responses was insufficient to provide full coverage across Member States and professions (detailed figures available for each profession in Chapter 5 below), the Study Team activated mitigation measures to ensure that the mapping could still provide a robust basis for assessing commonality and CTF feasibility.

4.1.5. Expanded desk research and completion of mapping matrices

The principal mitigation measure was an expanded desk research exercise. This desk research was used to complete the information provided through the surveys, verify the information extracted from the Regulated Professions Database, and fill gaps in the mapping matrix.

For each profession and Member State, the Study Team sought to identify and review the relevant national legal sources and official administrative information. This included, depending on the profession and country:

- primary legislation regulating access to the profession;
- implementing decrees or regulations;
- professional chamber statutes or rules;

- government guidance pages;
- competent authority websites;
- qualification registers;
- official training or curriculum documents;
- university or vocational programme descriptions;
- official certificate supplements or qualification standards, where available.

Each profession was mapped individually in a comprehensive Excel sheet with a tab dedicated to each profession. The legal sources listed in the Regulated Professions Database were checked and, where necessary, supplemented with additional official sources. The Study Team then mapped each national profession against the agreed criteria, recording both the substantive content found and the corresponding source reference.

Given the number of professions and Member States to be analysed, the desk research required the review of a large volume of national legal and administrative material in different languages. To support this process, the Study Team used AI-assisted legal research tools. These tools were used to search, extract and compare legal and official information, but not as a substitute for source-based analysis.

The use of AI tools followed a controlled approach. Prompts were specific and limited in scope. For example, the tool was asked to identify the provisions regulating access to a particular profession, to extract the conditions for professional authorisation, to identify the competent authority, or to map qualification and training requirements against predefined criteria. The Study Team checked the sources identified by the tools and verified the relevance of the legal provisions before including information in the mapping.

Where the legal framework was silent on knowledge, skills and competences, the Study Team tried identifying alternative official or reliable sources such as university curricula, vocational training standards, certificate supplements or professional examination rules.

The information was included progressively in the mapping matrices with the source and any relevant caveat. This process allowed the Study Team to triangulate stakeholder input, information from the Regulated Professions Database and documentary evidence from national sources. As mentioned above, the mapping was recorded in the comprehensive Excel matrix, with one tab per profession. For each profession, the Member States were mapped against the same set of criteria. The matrices included both the source or legal basis and the detailed content found for each criterion. This structure made it possible to compare Member States horizontally while preserving the nuances of national systems.

4.1.6. Methodological considerations on specific mapping criteria

This mapping showed that the criteria of NQF level, EQF level, duration of training and ECTS credits were among the most difficult criteria to map consistently, especially for some professions. In many Member States, the legal acts regulating the profession do not expressly indicate the NQF or EQF level of the qualification required to access the profession. In several cases, the law referred only to a type of qualification, such as a bachelor's degree, master's degree, vocational certificate, master craftsman certificate or professional diploma, without assigning a qualifications framework level.

Where the surveys did not provide the missing information, and where the legal texts did not directly specify it, the Study Team used a combination of the following sources and assumptions:

- national qualifications framework portals;
- EQF referencing reports;
- university programme pages;
- vocational education standards;
- legal references to bachelor's, master's or vocational education levels;
- standard Bologna assumptions, for example 180 ECTS for a three-year bachelor's degree, 240 ECTS for a four-year bachelor's degree, 120 ECTS for a two-year master's degree, or 300 ECTS for an integrated five-year programme;
- national information on the level of master craftsman or other vocational qualifications, where available.

When the only available information was the minimum degree or qualification required to access the profession, the likely NQF/EQF level and study duration was inferred from the national education framework. For example, where access required a master's degree, the qualification was generally treated as corresponding to EQF level 7, unless national sources indicated otherwise. Where access required an upper-secondary vocational qualification, the corresponding national framework level was used where available.

The criteria relative to knowledge, skills and competences was also difficult to map consistently. In some Member States, the legal framework or professional examination rules describe the required competences in detail. In other cases, the law regulates only the title, licence or access conditions and does not contain a learning-outcome description.

Where stakeholder input was available, this was used as the primary source for the practical understanding of knowledge, skills and competences. Where no

stakeholder input was available, the Study Team looked for alternative reliable sources. These included:

- legal provisions describing the scope of reserved activities;
- professional examination syllabi;
- chamber rules on authorisation or certification;
- national qualification standards;
- official university curricula;
- vocational training curricula;
- certificate supplements;
- learning outcomes published by recognised training institutions.

Where official learning outcomes were available, the Study Team mapped them under the EQF categories of knowledge, skills and competences. Where learning outcomes were not available, the Study Team used subject lists, professional tasks or examination requirements to infer the relevant Knowledge, Skills and Competences (KSC) areas. For example, if a university programme listed structural design, geotechnics, hydraulics and construction management as core subjects, these were mapped into the relevant knowledge and skill areas. If a professional examination required the candidate to prepare technical documentation, perform inspections or assume responsibility for safety, these elements were mapped as skills or competences.

This approach inevitably resulted in variation in the quantity and granularity of the data. For some professions and Member States, the KSCs entry are based on detailed official learning outcomes. For others, it was based on broader curricula or on the scope of professional tasks set by law. The results should therefore be read as indicative of the minimum common knowledge, skill and competence areas identifiable from available sources, rather than as a fully exhaustive account of all training outcomes in every national system. Furthermore, while the methodology envisaged mapping minimum study programmes as a separate criterion, this proved difficult to implement consistently in practice. First, stakeholder responses to the survey questions on study programmes were limited and highly diverse. Some respondents provided full curricula or module lists; others provided only broad subject areas; and many did not answer the question at all. Second, desk research showed that many legal frameworks do not prescribe a minimum study programme. Instead, they refer to a qualification level, professional title, diploma or authorisation. In several cases, detailed programme content is set by universities, vocational training providers or accrediting bodies rather than by national law. This created significant differences in the type and reliability of the information available across countries.

For these reasons, the Study Team decided not to assess “minimum study programme” as a fully separate comparative criterion in the final analysis. Instead, where relevant programme or subject information was available, it was integrated into the knowledge, skills and competences criterion. This allowed the

Study Team to preserve useful information on training content while avoiding a misleading comparison of uneven and incomplete programme data. This decision was taken in light of the limitations of the data collection process and the low availability of detailed, comparable programme information from stakeholders and official sources.

Finally, all information collected through the Regulated Professions Database, stakeholder consultation, GoC follow-up, desk research and supplementary source review was consolidated into a comprehensive Excel mapping matrix. The matrix contains one tab per profession and includes, for each Member State, the mapped criteria, the source or legal basis and any additional note or comment. It is annexed to this report as Annex V.

4.1.7. Ranking and selection of the professions for the comprehensive mapping

The ranking exercise resulted in a consolidated ordering of the 25 pre-selected professions based on their aggregate scores across the selected quantitative criteria. Criteria No 5 (policy relevance) and No 8 (education level) were not included in this ranking, as they were assessed qualitatively at a later stage to ensure a balanced representation. Following this quantitative assessment, the Study Team reviewed the qualitative evidence gathered through stakeholder consultations to inform the final selection. This review highlighted concerns regarding the feasibility of developing a common training framework for certain professions - most notably, secondary and primary school teachers - due to significant cross-country differences in education and regulatory frameworks, despite their high ranking. For professions which had equal aggregate scores across the selected quantitative criteria, standard competition ranking was applied. Taking both the quantitative ranking and qualitative considerations into account, the Study Team identified the final set of professions for comprehensive mapping. The resulting shortlist was further validated against additional qualitative criteria to ensure a balanced sectoral representation, including coverage of healthcare, shortage sectors, and vocational education and training pathways. It should be noted that the ranking is based on the most robust and comparable quantitative data available at that stage of the study and should therefore be understood as a structured prioritisation tool. The subsequent comprehensive mapping under Task 2 provided a more in-depth assessment of the feasibility of developing a CTF for the selected professions.

The ranking of the 25 pre-selected professions, as well as the final 10 selected ones (highlighted in green), are presented below in Table 3. The final list of 10 professions includes:

- Kindergarten teacher/ Nursery school teacher/Preparatory school teacher

- Nursing Assistants and Health Care Assistants
- Medical/Biomedical laboratory technician
- Electrician / Senior electrician /Specialised electrician
- Child care worker
- Occupational therapist
- Radiographer / Radiotherapist
- Civil engineer
- Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment
- Landscape architect / designer.

Table 3: Ranking and selection of professions

Professional category (generic name as indicated in the DB)	Final rank	Reason for inclusion/exclusion
Secondary school teacher	1	These professions were identified by EU-level stakeholders as presenting at this stage, low suitability for the development of a CTF due to significant differences across Member States in terms of the level of education and regulatory requirements, as well as reported reluctance among national stakeholders towards the implementation of a CTF.
Primary school teacher	2	
Kindergarten teacher/ Nursery school teacher/Preparatory school teacher	3	-
Nursing Assistants and Health Care Assistants	4	-
Medical/Biomedical laboratory technician	5	-
Electrician / Senior electrician /Specialised electrician	6	-
Child care worker	6	-
Social worker	8	The feasibility of a CTF for this profession was considered limited due to the need for in-depth knowledge of national laws and regulations.
Psychologist	9	The feasibility of a CTF for this profession was considered limited due to the divergence in regulation, training and scope across Member States.
Occupational therapist	10	-
Radiographer / Radiotherapist	11	This profession was included following the exclusion of 4 out of the first 10 ranked professions and considering the critical importance of the healthcare sector for overall economic resilience.

Professional category (generic name as indicated in the DB)	Final rank	Reason for inclusion/exclusion
Civil engineer	12	This profession was included following the exclusion of 4 out of the first 10 ranked professions and considering its engineers continue to be prominently represented among widespread shortage occupations.
Pharmaceutical technician/Pharmaceutical assistant	13	-
Real Estate agent /Real estate agency manager/administrator/director	14	-
Aesthetician/ Beauty care services	14	-
Dental hygienist	14	-
Dental technician	17	-
Dietician	18	-
Vocational education teacher/lecturer/professor	19	-
Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment	20	This profession was included in order to ensure a balance of professions among the 10 selected ones that are related to the green economy/construction sector as well as those which include a training path via VET instead of higher education.
Hairdresser / Barber /Wig-maker	20	-
Speech and language therapist	22	-
Hearing aid dispenser / audiometric technician	23	-
Landscape architect / designer	24	This profession was included in order to ensure a balance of professions among the 10 selected ones that are related to the green economy/construction sector.
Orthoptist	25	-

4.1.8. Comprehensive mapping

As mentioned above, the stakeholder consultations' activities for comprehensive mapping covered targeted national competent authorities and training institutions across the 10 selected professions and the 27 EU Member States. Overall, 237 national authorities and regulatory bodies and 359 training institutions were contacted to fill in the survey, for a total of 596 stakeholders across the 10 professions and Member States. The surveys were published and shared with the stakeholders. The stakeholders contacted included In total, 75 responses

were received amongst national competent authorities and training institutions.¹⁴ The detailed response figures for each profession are presented in the profession-specific subchapters below.

As the response rate to the surveys was therefore lower than anticipated, this had practical implications for the mapping. In particular, stakeholder responses alone did not provide sufficient coverage across all professions and Member States. Therefore, the information obtained through the surveys had to be supplemented extensively through desk research.

The results of the comprehensive mapping are presented in Chapter 5 of the final report and in Annexes V and VI. Chapter 5 contains profession-specific subchapters summarising the main findings for each of the 10 selected professions. These subchapters draw on the full Excel mapping matrix and present the key patterns, commonalities, differences and data limitations identified across the Member States. A broader version of the mapping matrix, including the sources and references, is provided in Annexes V and VI. Annex VI focuses on the mapping of KCSs, that are excluded from Annex V, and contains 10 separated Excel sheets, including the long lists of mapped KCSs, their classification and the analysis of commonalities.

The Excel mapping matrix remains the detailed evidence base for the analysis. Chapter 5 provides a structured synthesis of that evidence, focusing on the aspects most relevant to assessing the feasibility of developing a common training framework for each profession.

(¹⁴) It should be noted that some stakeholders submitted their input after the deadline for the completion of the surveys was closed. For this reason, their input was not considered for the overall analysis, but the responses regarding the viability of establishing a CTF were included in the section 'Assessment of commonalities and conclusions on feasibility' under each profession-specific subchapter.

5. Findings under Task 3 and 4: Assessment commonalities among Member States and of the feasibility of establishing a common training framework

5.1. Methodology

5.1.1. Assessment of commonalities

Based on the mapping exercise carried out under Task 2, the Study Team conducted a comparative analysis of the requirements regulating access to each of the 10 selected professions across Member States, focusing notably on education and training. The final aim of this assessment is to determine the feasibility of establishing a Common Training Framework (CTF) complying with the conditions set out in Article 49a of Directive 2005/36/EC.

The comprehensive mapping matrix filled in during Task 2 constituted the basis for comparing the current status of each profession across the 27 Member States. The in-depth information gathered on each profession enabled both the identification of commonalities and the quantification of how broadly shared these are across EU Member States. Several limitations inherent to the underlying data, already flagged in the methodological section on Task 2, should be considered when interpreting these results. Both the KSC mapping and the general mapping should therefore be understood as a best-effort synthesis of available evidence rather than a complete and fully standardised comparison of national training outcomes and structural elements.

For each criterion mapped under the comprehensive mapping (including qualification levels, duration of training, examination requirements, national protected titles, and practical training), the comparative analysis assessed the following elements: the most common feature observed across regulating Member States; the number of Member States sharing that common feature; the percentage of that number over the total number of Member States that regulate the specific profession; and the resulting degree of commonality. The degree of commonality was determined on the basis of the total number of Member States (out of 27 EU Member States) in which the criterion was present, according to the following scale:

- **HIGH:** present in 18 or more Member States (i.e. at least two-thirds of all EU Member States), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus;

- **MEDIUM:** present in 9 to 17 Member States (i.e. between one-third and two-thirds), indicating partial alignment with moderate divergences in terminology, structure, or delivery;
- **LOW:** present in fewer than 9 Member States (i.e. less than one-third), reflecting significant divergence, lack of consensus, or structural incompatibility.

This approach was applied to provide a structured and comparable overview of the degree of commonality across Member States, and reflect potential CTF elements within the broader EU regulatory landscape. In parallel, a complementary assessment was carried out, focusing exclusively on the Member States regulating the profession in order to capture more precisely the level and nature of convergence within this group.

This first assessment was followed by a more granular and in-depth examination of the identified commonalities across Member States for each criterion, analysing the nature and substance of the shared elements to ensure the completeness of the assessment.

In parallel, a similar comparative exercise was carried out for the knowledge, skills and competences (KSCs) required to access each profession.

The results of the comprehensive mapping of knowledge, skills, and competences required for accessing each profession across Member States were processed through a structured, AI-assisted analytical workflow. The purpose of this exercise was to identify, for each profession, the KSC areas that are most commonly shared across Member States and that could therefore serve as the foundation for the elements to be included in a potential Common Training Framework (CTF). The analysis of the KSCs was structured for each profession as follows:

Step 1 — Data extraction. For each profession, the raw KSC data collected during the comprehensive mapping phase (drawn from national legislation, qualification standards, professional standards, curricula, and survey responses) was compiled into a single structured source file (in Excel format). Each source file contained the KSC information organised by Member State, with separate columns for Knowledge, Skills, and Competences where the national source made such a distinction. The minimum study programme information, where available, was treated as supplementary data.

Step 2 — Classification of individual KSC items. The compiled source files were fed into an AI-assisted analysis tool with the specific instruction of preserving the exact original wording of each KSC item as found in the source and classifying each item as exactly one of the three types — Knowledge, Skill, or Competence — following the labels explicitly used in the source data. Where the national source explicitly labelled items under separate Knowledge, Skills, or

Competences headings or columns, the AI was instructed to follow these labels precisely. Where items were presented in narrative or combined form without explicit K/S/C separation (as was the case for several Member States), the classification was performed based on the content of each item, applying the standard EQF definitions.¹⁵

Step 3 — Attribution of broader categories. Each individual KSC item was assigned to a harmonised broader category classification framework. These broader categories were designed to be profession-specific yet sufficiently general to enable meaningful cross-country comparison. For example, for the Nursing Assistant profession, categories included *anatomy and physiology*, *hygiene and infection prevention*, *professional ethics and patient rights*, *vital signs monitoring*, and *interprofessional collaboration and teamwork*, among others. The AI was instructed to assign categories logically and coherently based on the substantive content of each item, ensuring, for instance, that items about teamwork were categorised under collaboration, items about ethical conduct under professional ethics, and items about specific technical procedures under the corresponding technical domain.

Step 4 — Quality verification. Each output was manually reviewed to verify that (i) all items were complete, self-contained statements without truncation or fragmentation; (ii) no duplicates existed within any single Member State; (iii) the K/S/C classification faithfully followed the source data's own labels; (iv) the broader category assignments were logically coherent with the content of each item; and (v) no data had been invented or inferred beyond what was explicitly present in the source files. Where minor errors were identified, the analysis was corrected and regenerated.

Step 5 — Commonality analysis. For each broader KSC category, the analysis counted the number of distinct Member States in which that category appeared, regardless of whether the individual items within it had been classified as Knowledge, Skill, or Competence. This aggregation was a deliberate methodological choice. Given the significant heterogeneity in how Member States structure and present their KSC requirements with some countries providing clear tripartite Knowledge/Skill/Competence structures, others framing all items as learning outcomes or competences, and others drawing primarily from curriculum subject lists or legal scopes of practice, the strict distinction between Knowledge, Skill, and Competence was not considered reliable enough to support meaningful cross-country comparison at this level of analysis. While the original K/S/C

(¹⁵) Knowledge refers to theoretical and factual understanding; Skill refers to the ability to apply knowledge and use know-how to complete tasks and solve problems; and Competence refers to the proven ability to use knowledge, skills, and personal, social, and/or methodological abilities in work or study situations, and in professional and personal development, including responsibility and autonomy.

classification of each item is preserved in the detailed tables (Sheet 1 of each profession's annex), the commonality analysis was conducted on the aggregated broader categories combining all types, in order to obtain a clearer and more robust overview of the situation in each profession.

Step 6 — Degree of commonality. Each broader category was then assigned a degree of commonality based on the total number of Member States (out of 27 EU Member States) in which it was present:

- **HIGH:** present in 18 or more Member States (i.e., at least two-thirds of all EU Member States);
- **MEDIUM:** present in 9 to 17 Member States (i.e., between one-third and two-thirds);
- **LOW:** present in fewer than 9 Member States (i.e., less than one-third).

Step 7 — Cross-Member State category overlap analysis. Where the data permitted, an additional analysis was conducted to identify which broader KSC categories systematically co-occurred in the same Member States (at least 9). This analysis calculated, for each pair of categories, the number of Member States in which both categories were simultaneously present, providing insight into the natural "competence clusters" that countries tend to regulate together.

From this categorisation and subsequent count, the study team was able to identify which KSC areas were present across Member States at a low, medium, or high level of commonality. Due to the specificities of the regulation of each profession, the results of this exercise were highly diverse.

For some professions (notably the healthcare professions such as the Nursing Assistant, Radiographer, Occupational Therapist, Kindergarten Teacher, and Medical Laboratory Technician) the KSCs were clearly and extensively described in the national legislation and the instruments consulted during the comprehensive mapping. This resulted in a precise identification of the relevant KSC areas and robust commonality counts across Member States. For other professions (such as the Landscape Architect, Civil Engineer, Electrician, and Air conditioning Technician) the source data was more limited, more heterogeneous in its structure, or available from fewer Member States, and the results of the comparative analysis should therefore be interpreted with appropriate caution. Nonetheless, even in these cases, the analysis provided a useful overview of the main subject areas and competence domains required for accessing the profession.

For these reasons, all broader KSC categories identified through this exercise are presented in the tables in section 5.2 to 5.11 below, including those reaching only the LOW level of commonality, in cases where almost no KSC category reached the MEDIUM threshold. This was the case, most notably, for the Landscape Architect (regulated in only 9 Member States), where the categories

reaching the LOW level were nonetheless included in the discussion of potential elements for a CTF, alongside other information about commonalities across Member States gathered through the broader comparative analysis. In such cases, the study team opted to include all broader KSC categories identified within the mapping, in order to provide a preliminary, high-level indication of which elements a potential CTF could encompass. This approach ensures that the analysis serves as a useful starting point for further discussion and refinement, while acknowledging the inherent limitations of the underlying data and the diversity of national regulatory approaches.

5.1.2. Considerations on potential impact of a CTF

Further to the assessment of commonalities, the Study Team assessed the potential impact of introducing a CTF for each profession. The purpose of this assessment is to evaluate how much value (economic, social, and administrative) would be generated if a CTF were introduced for a specific profession. The key questions addressed include: what types of benefits and costs would arise from creating and implementing a CTF; which stakeholders would be affected; what the measurable or observable effects are likely to be; and how scalable or transferable these impacts are across Member States. This assessment also considers potential benefits as well as potential risks of a CTF, and identifies the relevant impact areas, key indicators, and data sources.

Considerations on the potential impact refer to an assessment of the potential value generated (in economic, social and administrative terms) if a CTF were introduced for a specific profession. The key questions addressed to assess the potential impact of a CTF for the ten selected professions refer to the following aspects:

- To what extent could the introduction of a CTF lead to an increase in professional mobility across Member States?
- To what extent could the introduction of a CTF reduce administrative burden for authorities and applicants by means of streamlined, smoother and thus faster recognition procedures?
- To what extent could the introduction of a CTF lead to reduction of labour shortages for a given profession? To what extent could regional labour shortages be offset through mobile professionals from regions with a labour surplus in a given profession?

In order to address these questions for all ten selected professions, three main sources of data and insights were used. First, data on the level of professional mobility has been used to assess expected mobility gains and expected reduction

in administrative burden (by means of more streamlined recognition processes). Second, data on labour shortages and surpluses has been used to assess the potential alleviation of labour shortages for a given profession. Third, qualitative input from relevant stakeholders has been used to add a qualitative element to the assessment and assess alignment with EU priorities.

This assessment has thus been based on the following resources:

- Data from the Regulated Professions Database on the numbers of decisions on the recognition of professional qualifications for the purpose of permanent establishment in another EU Member State. For each profession, the number of recognition decisions over the period 2020-2024 (i.e. the most recent data in the database) was considered, complemented by the list of top-5 countries of qualification for these decisions. Furthermore, the ranking of the profession in the list of most mobile professions (in terms of numbers of recognition decisions) was also considered. Meanwhile, the development in numbers of recognition decisions over time was recorded for each profession (see separate footnotes for each profession) but did not directly enter the assessment, as the large variations in the numbers of decisions could not be sufficiently explained without creating potential bias.
- Data on labour shortages and surpluses was based on the EURES Shortages and surpluses dashboard 2025.¹⁶ The dashboard provides information on labour shortages and labour surpluses across EU countries on the basis of ISCO 4-digit codes (unit groups), i.e. specific groups of occupations. This information has been used as an indicator of potential intra-EU mobility matching potential for a given occupation. The potential impact of a CTF in a given profession is considered higher when the identified labour shortage in a group of countries is faced with (and could potentially be offset through) an identified labour surplus in another group of countries.

The data from quantitative sources was complemented with qualitative data from the survey questionnaires collected from competent authorities and regulatory bodies as part of this study. The survey questionnaires included two specific

⁽¹⁶⁾ https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en

questions aimed at gathering the stakeholders' views and opinions on the potential impact of a CTF:

- From your perspective, would the introduction of a CTF for this profession have a positive impact in your Member State?
- From your perspective, do you estimate that professional mobility will be increased if an automatic recognition via CTF is introduced for this profession?

5.1.3. Conclusions on feasibility

The final step of the assessment consisted in drawing conclusions on the potential feasibility of establishing a CTF for each of the 10 selected professions. In this step, the Study Team brought together the comparative analysis of all structural and regulatory criteria, the KSC commonality analysis, the considerations on the potential impact of a CTF, the responses from stakeholders to the survey questions on the viability of establishing a CTF, and any other relevant element emerged during the desk research and stakeholder consultation's activities. The information gathered through the comparative matrix, integrated with the considerations on the potential impact, constituted the basis for drawing the conclusions on feasibility.

Where necessary, the non-feasibility of certain professions was established on the basis of whether all the objective criteria under Article 49a(2), points (b) to (d), of Directive 2005/36/EC are met. When, these conditions were not met, this directly determined the non-feasibility of the option. For the remaining professions, the Study Team determined the level of feasibility of introducing a CTF by taking a comprehensive view of the overall degree of commonalities across all criteria. However, given the significant limitations and heterogeneity of data described in detail in Sections 5.1.1 and 5.1.2 above, particularly regarding the KSCs, the Study Team did not apply the commonality thresholds in a strict manner. Instead, the feasibility assessment was conducted as an integrated, qualitative-quantitative exercise in which the distribution of 'high', 'medium', and 'low' commonality ratings served as the quantitative backbone of the analysis but was systematically complemented by additional considerations that the commonality scale alone cannot capture. In particular, the assessment was weighed every time by other qualitative factors and context-relevant elements, alongside the commonality ratings. For example, the analysis took into consideration whether differences across Member States represent marginal variations around a broadly shared core or fundamental structural incompatibilities (e.g. a wide spread of qualification levels reflecting different conceptions of the profession's complexity, or different scopes of regulated activities falling under the same generic professional name). It also considered

the existence of prior initiatives, and the stakeholder's expectations regarding the economic, social, and administrative effects of introducing a CTF. Based on this comprehensive analysis, every professional category was defined as either seemingly as having a *high feasibility*, *medium feasibility* or *low feasibility*.

5.1.4. Identification of potential CTF elements

As a last step, for those professional categories for which the introduction of a CTF was considered to appear feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States.¹⁷ This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality. Clearly, it is recognised that, as each criterion was assessed independently, the Member States contributing to the 9 Member States' threshold may vary across criteria. This approach was nevertheless considered appropriate for the purposes of a high-level, exploratory assessment aimed at identifying potential areas of convergence, rather than establishing a definitive configuration of coinciding Member States.

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training. In particular, the analysis examined: the minimum level of qualification required to access the profession; the minimum number of ECTS credits; the duration of training programmes; the presence of state examinations or other formal assessment requirements; and the inclusion of practical training components.

5.1.5. Stakeholder's validation

Finally, the results of the feasibility assessment and the proposed CTF elements were submitted for validation with relevant stakeholders. A focus group with EU -

(¹⁷) Due to the specificities of certain professions, this criteria was at times adapted to specific situations (e.g. Landscape architect/planner) where it was not considered feasible to implement it in a strict manner. Any change to the general methodological approach is in any case always further elaborated in detail in each profession-specific subchapter under this section.

level social partners took place on 9 June 2026. During that session, and in the days that followed, several organisations that had not been initially targeted by the focus groups expressed an interest in taking part in this phase of the Study. In light of this feedback, and in order to ensure balanced participation from as many relevant stakeholders as possible, the Study Team reassessed its approach to validation.

A written consultation was therefore adopted as the primary means of validation, allowing a wider range of stakeholders to participate and to relay the findings to their national networks.

Under this revised approach, the Study Team contacted EU-level social partners and European sectoral organizations directly, sharing with each an overview of the preliminary findings for the specific profession concerned. The comprehensive list of stakeholders contacted in this phase can be found in Annex I. The overview set out the main preliminary results of the Study was accompanied by an invitation to review the document, to circulate it within the organization and among any relevant national organizations or partners, and to return any written input using the same document. Recipients were asked to provide their feedback within two weeks, by 29 June 2026, so that it could be incorporated as effectively as possible into the final report. Stakeholders were reminded that the findings should be read as preliminary and exploratory, intended to provide a structured basis for discussion rather than a definitive proposal for a Common Training Framework.

Through the shared overview, stakeholders were invited to: confirm whether the proposed common knowledge, skills, and competences reflect the core requirements of the profession across Member States, and identify any essential elements that may be missing or overstated; assess the appropriateness of the other proposed requirements (e.g. typical duration, minimum ECTS credits, EQF level, practical training, state examinations), including any conditions or variants that may be needed; flag areas of divergence that could hinder implementation; and share any comments on the possible impacts (on mobility, economic impacts, and administrative burden) of a potential introduction of a CTF.

The possibility of holding meetings remained open throughout this phase, either as an alternative or in addition to written comments. In practice, one further focus group was held, on 16 June 2026, for the generic professional category of Radiographer/Radiotherapist. .

Following each focus group, the Study Team recorded/noted?, per profession: confirmations of proposed elements; requested changes and the reasons provided; unresolved issues or country-specific considerations; and any implications highlighted for feasibility.

Any input received is presented in the profession-specific sections (Sections 5.2 to 5.11) below. The inputs received through the written consultation and the additional focus group were incorporated into the report according to the following approach. Where a stakeholder's input indicated that the structural data mapped for a specific Member State was incorrect, without quoting a verifiable source from which the correction could be confirmed, the input was reflected in the "Validation phase" sub-paragraph of the relevant profession-specific chapter. On the other hand, when sources were provided, that allowed to verify and complete the information included in the mapping, the relevant information was updated, reflected both in Annex V and in the tables in the Report. This distinction was applied to inputs concerning structural elements (e.g. duration, ECTS credits, EQF level, practical training requirements, and state examinations) in order to preserve the methodological consistency of the mapping, which is grounded in officially sourced data. Inputs relating to the proposed common knowledge, skills, and competences (KSCs), by contrast, were integrated directly into the KSC tables within each profession-specific chapter. These amendments are not, however, reflected in Annex IV, as this presents the raw data as originally collected. Finally, where stakeholder input was of a more general nature, such as broader comments on the study's scope, methodology, objectives, or additional reference to parallel initiatives, it was recorded in the "Validation phase" sub-paragraph as additional contextual feedback.

5.1.6. Structure of the profession-specific sections

Each of the profession-specific sections (Sections 5.2 to 5.11) follows a uniform structure comprising the following sub-sections:

Introduction - This sub-section provides an ESCO-based definition of the profession and an overview of its regulatory status across EU Member States, based on the information available in the Regulated Professions Database and adjusted on the basis of stakeholder feedback and desk research. It also presents a detailed overview of the results of the stakeholder consultation, including the nationality, number, and type of stakeholders who responded to the surveys.

Overview of collected data and preliminary analysis - This sub-section presents two summary tables for each profession.

The first table summarises the core structural and regulatory parameters governing access to the profession, with its final rows indicating the most common feature for each criterion, the number of Member States in which it is found, the corresponding percentage, and the resulting degree of commonality (high, medium, or low). The original version or the full detailed mapping is provided in the corresponding Annex VI.

The second table presents the results of the aggregated KSC analysis, showing for each broader category the number of Member States in which it is present and the corresponding degree of commonality. Further considerations on the assessment of commonalities within the Member States regulating the profession, together with the analysis of these results, are provided under the section on conclusions on feasibility. Annex V presents the classification of the raw data and aggregated data.

Considerations on potential impact of a CTF - This sub-section assesses the potential impact of introducing a CTF for the profession, drawing on mobility data, labour market indicators, and stakeholder feedback.

Assessment of commonalities and conclusions on feasibility - This sub-section assesses the feasibility of introducing a CTF for the specific profession, based on all the elements available at that stage: the comparative analysis of structural and regulatory criteria, the KSC commonality analysis, the considerations on potential impact, and the input from the stakeholder consultation surveys pertaining to the feasibility of establishing a CTF.

Determination of which specific elements a potential Common Training Framework could include - For those professions assessed as seemingly feasible, an additional sub-section follows and illustrates the potential elements that such a CTF could include. This sub-section builds upon the analysis presented in the preceding sub-sections and the conclusions on the common knowledge, skills and competences. Also, where possible, the analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States.

Validation from social partners and European professional organisations – For each of the generic professional categories, the last sub-section illustrates the stakeholders contacted under the validation phase and those who provided input. This section presents the stakeholders contacted and those who provided input for each profession. Finally, the section presents any input and feedback provided in this phase that could not be integrated into the previous sections. Any input impacting or correcting the preliminary results is integrated in the relevant previous sections.

5.1.7. Final ranking of professions

The final chapter of this section brings together all the information and analysis described above and presents the ranking of each profession according to its overall level of feasibility. The ranking, however, constitutes a very high-level, broad exercise intended to provide an indicative ordering of the seemingly feasible professions according to the overall degree of commonality observed

across the criteria assessed in the comprehensive mapping. Bearing in mind the methodological considerations highlighted above, it should be understood as an exploratory prioritisation tool rather than a definitive or prescriptive classification.

In order to maintain consistency with the logic applied throughout the rest of the report, the ranking was operationalised in two steps. First, the results of the previous step (assessment of the feasibility of establishing a CTF for each profession) resulted in the categorisation of each profession of three feasibility categories (high feasibility, medium feasibility or low feasibility) on the basis of the conclusions drawn in the preceding sections of the report, which take into account the full range of qualitative and quantitative considerations, including stakeholder feedback, potential economic impacts, and compliance with the conditions set out in Article 49a of Directive 2005/36/EC.

Then, to establish the ranking, professions were ordered in each feasibility category, according to the distribution of 'high' and 'medium' commonality ratings across both the structural criteria and the KSC broader categories.

The decision to only include the 'high' and 'medium' components in the exercise was taken deliberately to avoid penalising professions for a high number of 'low' ratings, in light of the well-documented limitations affecting the KSC analysis, which have been extensively described in the preceding sections of the report. Moreover, for professional categories regulated in fewer than 18 Member States, would have been structurally impossible for any KSC broader category to reach the 'high' commonality threshold (18 or more Member States) by definition. Similarly, for professions where the source data was more limited or heterogeneous in structure, the resulting KSC counts are less robust and less directly comparable. Ranking professional categories primarily on the basis of their 'low' ratings would therefore have risked excessively penalising professional categories that are regulated in fewer Member States or for which less detailed KSC data was available. For these reasons, the ranking should be read in conjunction with the detailed professional categories-specific assessments presented in the preceding sections and should not be interpreted as a standalone measure of CTF feasibility.

5.2. Kindergarten teacher / Nursery school teacher / Preparatory school teacher

5.2.1. Introduction

According to the ESCO classification, the professions notified under the generic name of Kindergarten teacher/ Nursery school teacher/Preparatory school teacher on the Regulated Professions' Database can be associated to the ESCO occupation title of 'Early years teacher'. These encompass professionals who 'instruct students, primarily young children, in basic subjects and creative play with the aim of developing their social and intellectual skills in an informal way in preparation for future formal learning. They create lesson plans, possibly in accordance with a fixed curriculum, for an entire class or smaller groups and test the students on the content. These lesson plans, based on basic subjects, can include the instruction of number, letter, and colour recognition, days of the week, categorisation of animals and transport vehicles etc. Early years teachers also supervise students outside the classroom on school grounds and enforce rules of behaviour there as well.'

According to the Regulated Professions Database, the professional category of Kindergarten teacher/ Nursery school teacher/Preparatory school teacher is regulated in 19 Member States.¹⁸ This figure was adjusted following consultations with the members of the Group of Coordinators for the recognition of professional qualifications (GoC), who indicated that the profession is also regulated in Denmark, Latvia, the Netherlands and Portugal, only that in some cases, the national professions appear under different generic names in the Regulated Profession Database. In addition, while the Database lists Malta among the countries where the profession is regulated, the GoC member for Malta indicated that the profession is in fact not regulated in the Member State. This is in line with the national legal basis indicated in the Database under the entry for Malta: *"The current legislation (Education Act Chapter 327 of the Laws of Malta) does not regularise the profession of Kindergarten Educator"*.¹⁹ This information was subsequently confirmed through desk research conducted by the Study Team as well as the survey filled in by the national competent authority. Hence, Malta was excluded from the comprehensive mapping. In total, the professional category was therefore found to be regulated and subsequently covered in the comprehensive mapping across 22 Member States.

(18) AT, BE, CZ, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, MT, PL, RO, SE, SI, SK + CH, LI, NO, UK.

(19) <https://ec.europa.eu/growth/tools-databases/regprof/professions/bycountry/regprof/4728>

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 65 stakeholders were contacted to respond to the survey in relation to Kindergarten teacher/ Nursery school teacher/Preparatory school teacher. In total, 16 responses were received.²⁰ The responses cover 11 Member States out of 22 Member States where the profession is regulated.²¹ The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 4: Overview of survey responses - Kindergarten teacher/ Nursery school teacher/Preparatory school teacher

Country:	Type of entity:
Belgium	National competent authority
Belgium	National competent authority
Belgium	National competent authority
Belgium	National competent authority
Finland	National competent authority
Hungary	National training institution
Hungary	National competent authority
Ireland	National competent authority
Italy	National competent authority
Lithuania	National training institution
Lithuania	National competent authority
Malta	National competent authority
Poland	National competent authority
Romania	National competent authority
Slovakia	National competent authority
Spain	National competent authority

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from half of the Member States that regulate this profession, and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research

⁽²⁰⁾ It is important to note that the response of one national competent authority (PL) was received after the extended deadline of the survey has passed. Thus, while the response is included in the overview of survey responses and the conclusions on feasibility, it has not been integrated into the rest of the analysis.

⁽²¹⁾ BE, HU, IE, IT, ML, LT, PL, RO, SK, ES.

exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.2.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 5: Comprehensive mapping – Kindergarten teacher/ Nursery school teacher/Preparatory school teacher

Member State	Regulation of profession	Legal Basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/C linical training
Austria	Yes	Federal law establishing general principles on professional qualification requirements Applies to staff employed by federal states (Länder), municipalities, or municipal associations.	link	5	5	2 semesters to 5 years ²²	Yes (Pathway dependent)	Yes	Yes
Belgium	Yes (Regulated regionally)	Code of Higher Education (notably Articles II.111–II.114, II.113, II.68) Decree of the Flemish Government of 25 June 2004.Art. 19 §1 Decree of 27 March 1991 (on the legal status of staff) Decree of 7 February 2019 on Initial Teacher Training Government Decree of 16 February 2023 (implementing Article 34 of the FIE) Circular of 8 November 2024 (on FIE placements, transitional regime) Decree of 11 April 2014 on Qualifications and Functions Royal Decree of 22 April 1969 (on certificates of competence/qualifications) Royal Decree of 20 June 1975 (on sufficient certificates of competence/qualifications).	link	6 (7 in BXL and Wallonia)	6 (7 in BXL and Wallonia)	180 ECTS (Variation in Wallonia) ²³	No	Yes	Yes
Croatia	Yes	Act on Preschool Education and Care (Official Gazette Nos. 10/97, 107/07, 94/13). Ordinance on the Appropriate Type and Level of Education of Educational and Other Workers in Kindergartens, NN 145/24, 62/25 State Pedagogical Standard for Preschool Education, NN 63/08, 90/10 National Curriculum for Early and Preschool Education and Care, NN 5/15	link	6	6	3 years (180 ECTS)	Yes	Yes	Yes
Czech Republic	Yes	Act No. 563/2004 Coll., on Education Professionals	link	4 - 6 (Pathway dependent) ²⁴	4 - 6 (Pathway dependent)	4 years	Yes	Yes (Pathway dependent)	Yes
Denmark	Yes	Act on the Folkeskole (Consolidated Act on the Public School System), LBK No. 1100 of 5 September 2025 Ministerial Order on the Bachelor's Degree Programme in Social Education, BEK No. 354 of 7 April 2017 Act on Day Care, After-School, and Club Facilities for Children and Young People (the Day Care Facilities Act), LBK No. 1038 of 11 August 2025.	link	6	6	3,5 Years (210 ECTS)	No	No (Generally not a classically regulated/title -protected profession)	Yes
Estonia	Yes	Preschool Child Care Institutions Act	link	6	6	3 years (180 ECTS)	No	Yes	Yes
Finland	Yes	Early Childhood Education and Care Act (540/2018)	link	6	6	3 years (180 ECTS)	No	Yes	Yes
Greece	Yes	Law 1566/1985 (Government Gazette 167 A') "Structure and Operation of Primary and Secondary Education and Other Provisions Law 4521/2018 (Government Gazette 38 A') Law 4653/2020 (Government Gazette A 12 – 24 January 2020)	link	6	6	4 years (240 ECTS)	No	Yes	Yes
Hungary	Yes	Act 190 of 2011 on national public education Government Decree 401/2023 (VIII. 30.) on the Implementation of Act LII of 2023 on the New Career Path for Educators	link	5	5	180-240 ECTS	Yes	Yes	Yes

⁽²²⁾ In Austria there are several different qualification routes with varying durations of teaining BAfEP (entry after 8th grade) = 5 years; Kolleg (after Matura) = approx. 2 years full-time / approx. 3 years part-time; Aufbaulehrgang (after 3-year Fachschule) = 3 years; BASOP bridging course = 2 semesters (3–4 if part-time).

⁽²³⁾ Flanders qualifies kindergarten teachers through a three-year educational bachelor (with shorter bridges for existing graduates), whereas the French Community is moving from a three-year bachelor to a four-year bachelor-plus-master model

⁽²⁴⁾ Qualification in the Czech Republic can be obtained via :4 years upper secondary school route the minimum number of weekly lessons for the whole period of education is 128, with a maximum of 140 lessons. Obtaining a level 6 bachelors degree is an alternative qualifying route.

Member State	Regulation of profession	Legal Basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/Clinical training
Ireland	Yes	Child Care Act 1991 (Early Years Services) Regulations 2016 (S.I. No. 221 of 2016).	link	5	4	9-12 months provider dependent 120 NQF credits ²⁵	No	No	Yes
Italy	Yes	Legislative Decree of 13 April 2017, No. 65 Ministerial Decree of 9 May 2018, No. 378	link	6	6	3 years (180 credits)	No	Yes	Yes
Latvia	Yes	Education Law (1999) Cabinet of Ministers Regulation No. 569 of 11 September 2018	link	5	5	2-3 years (120 or 180 ECTS)	No	Yes	Yes
Lithuania	Yes	Republic of Lithuania law amending the law on education, No XI-1281, 2011 Order of the Minister of Education and Science, 29/08/2014 No. V-774,	link	6	6	3-4 years (210-240 ECTS)	No	Yes	Yes
Luxembourg	Yes	Amended Law of 6 February 2009 on the Organisation of Fundamental Education Amended Law of 6 February 2009 concerning the Staff of Fundamental Education Amended Law of 30 July 2015 establishing the National Education Training Institute (IFEN) Grand-Ducal Regulation of 22 August 2019 on the Professional Competency Reference Framework.	link	6	6	4 years 8 semesters and 240 ECTS	Yes	Yes	Yes
Netherlands	Yes	Primary Education Act Expertise Centres Act Education Professions Act, 2006 Regulation on the Recognition of EU Professional Qualifications of Teaching Staff	link	6	6	4 years (240 ECTS)	No	Yes	Yes
Poland	Yes	Teacher's Charter (Journal of Laws, consolidated text of 2019, item 2215) Regulation of the Minister of National Education of 1 August 2017 on Specific Qualifications Required of Teachers (Journal of Laws, consolidated text of 2020, item 1289)	link	7	7	9 semesters 4,5 years full time (301 ECTS)	No	Yes	Yes
Portugal	Yes	Decree-Law No. 79/2014 of 14 May Decree-Law No. 176/2014 of 12 December Ministerial Order No. 212/2009 of 23 February, on professional qualifications for teaching in special education Ministerial Dispatch No. 22238/2009 of 7 October Ministerial Dispatch No. 10156/2015	link	7	7	3 years 6 semesters (180 ECTS) + 1,5 years (90 ECTS) second cycle.	No	Yes	Yes
Romania	Yes	Centralised Register (Compendium) of Teaching Disciplines, Fields, and Specialisations, as well as Competition Examinations for the Employment of Teaching Staff in Pre-University Education (2015) Law on Pre-University Education No. 198/2023	link	4	4	4 years (upper secondary school after gymnasium), ending with Baccalaureate	Yes	Yes	Yes
Slovakia	Yes	Act No. 317/2009 Coll. on Pedagogical Employees and Professional Employees and on the Amendment and Supplementation of Certain Acts Act No. 437/2009 Coll. establishing the Qualification Prerequisites and Specific Qualification Requirements for Individual Categories of Pedagogical Employees and Professional Employees Act No. 138/2019 Coll. on Pedagogical Employees and Professional Employees and on the Amendment and Supplementation of Certain Acts (as amended), Sections 9–20.	link	4	4	4 years Secondary pedagogical school (kindergarten teacher and carer training) — 4-year programme (ISCED 354)	Yes (Secondary vocational pathway)	Yes	Yes
Slovenia	Yes	Act on the Organisation and Financing of Education (Official Gazette of the Republic of Slovenia, No. 16/07 – official consolidated text, 36/08, 58/09, 64/09 – corrigendum, 65/09 – corrigendum, 20/11, 40/12 – ZUJF, 57/12 – ZPCP-2D, 47/15, 46/16, 49/16 – corrigendum, and 25/17 – ZVaj).	link	7	6	3 years professional bachelors 180 ECTS	Yes	Yes	Yes
Spain	Yes	Organic Law 2/2006 of 3 May on Education Order ECI/3854/2007, of 27 December Royal Decree 476/2013, of 21 June	link	3	6	4 Years (240 ECTS)	Yes	Yes	Yes

⁽²⁵⁾ The minimum qualification required by national regulation in Ireland is a QQI major award in Early Learning and Care (formerly Early Childhood Care and Education) at NFQ Level 5. The current award code is 5M22117 (Certificate in Early Learning and Care), which replaced the earlier 5M2009 (Certificate in Early Childhood Care and Education) and 5M21473 following QQI's adoption of new Professional Award Type Descriptors in 2019

Member State	Regulation of profession	Legal Basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/Clinical training
Sweden	Yes	Education Act (2010:800) Ordinance (2011:326) on the qualifications and registration of teachers and preschool teachers and appointment as senior lecturer	link	3	6	3,5 years (210 ECTS)	No	Yes	Yes
Most common feature					6	3 years (180 ECTS)	No	Yes	Yes
Number of Member States					13/22	5/22	13/22	20/22	22/22
Percentage of Member States ⁽²⁶⁾					59%	23%	59%	91%	100%
Degree of commonalities ⁽²⁷⁾					Medium	Low	Medium	High	High

⁽²⁶⁾ amongst the Member States regulating the profession.

⁽²⁷⁾ amongst the Member States regulating the profession.

Table 6: Knowledge, skills and competences (KSC) comparative analysis – Kindergarten teacher/ Nursery school teacher/Preparatory school teacher

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
inclusive education and special needs	22	AT, BE, CZ, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
professional ethics and deontology	22	AT, BE, CZ, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
autonomous professional practice	22	AT, BE, CZ, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
teamwork and interdisciplinary collaboration	22	AT, BE, CZ, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
reflective practice and professional development	22	AT, BE, CZ, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
pedagogy and educational theory	21	AT, BE, CZ, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, PL, PT, RO, SE, SI, SK	HIGH
family partnership and parental engagement	21	AT, BE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
communication and interpersonal skills	21	AT, BE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
child development and developmental psychology	20	AT, BE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LU, LV, MT, PL, PT, RO, SE, SI, SK	HIGH
observation, assessment and documentation	20	AT, BE, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SE, SI, SK	HIGH
activity planning and educational process management	20	AT, BE, CZ, DK, EE, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PT, RO, SI, SK	HIGH

Category Commonality Across All Types			
health, safety and first aid	19	AT, BE, DK, EL, ES, FI, HR, HU, IE, IT, LT, LU, LV, MT, PL, RO, SE, SI, SK	HIGH
curriculum design and implementation	17	BE, EE, EL, ES, FI, HR, HU, IE, LT, LU, MT, PL, PT, RO, SE, SI, SK	MEDIUM
legal and regulatory framework	17	AT, BE, CZ, EE, ES, FI, HR, HU, IE, IT, LT, LU, LV, PL, PT, SI, SK	MEDIUM
ICT and digital competence	16	BE, EE, EL, FI, HU, IE, LT, LU, LV, MT, PL, PT, RO, SE, SI, SK	MEDIUM
didactics and teaching methodology	14	AT, BE, DK, EL, FI, HU, IT, LT, LU, LV, PL, PT, RO, SK	MEDIUM
language development and multilingualism	13	AT, BE, DK, ES, FI, HU, LT, LU, MT, PL, SE, SI, SK	MEDIUM
classroom management and learning environment	12	AT, BE, DK, EL, HU, LT, LU, LV, MT, RO, SE, SI	MEDIUM
social and civic education	9	BE, EL, ES, HU, IT, LV, PL, SE, SK	MEDIUM
intercultural competence and diversity	8	AT, BE, DK, HU, LT, LV, PL, SK	LOW
research methodology and evidence-based practice	8	AT, BE, EL, ES, FI, LT, PL, PT	LOW
general education subjects	7	BE, ES, LU, PL, PT, SI, SK	LOW
creative and artistic expression	6	AT, ES, FI, HU, SE, SK	LOW
play-based learning	6	EE, HU, IE, IT, MT, SK	LOW
quality assurance and institutional development	4	AT, BE, EE, SE	LOW
physical education and movement	3	ES, HU, SK	LOW
mathematics and science education	1	ES	LOW

5.2.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, kindergarten teacher ranked 16th in the list of most mobile professions, with 1981 decisions taken on recognition of professional qualifications within the EU.²⁸ The top-5 countries of qualification for these decisions were (also for the period 2020-2024): ES, RO, PL, BG, DE.

For early childhood educators (ISCO4 code 2342), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 12 EU Member States (AT*, BE, BG, DE*, EE, IT, LT, LU*, PL, PT, SE, SI) compared to a labour surplus for 6 EU Member States (BG, CY, CZ, EL*, LT, LV).²⁹ This indicates a moderate level of transnational mobility matching potential.

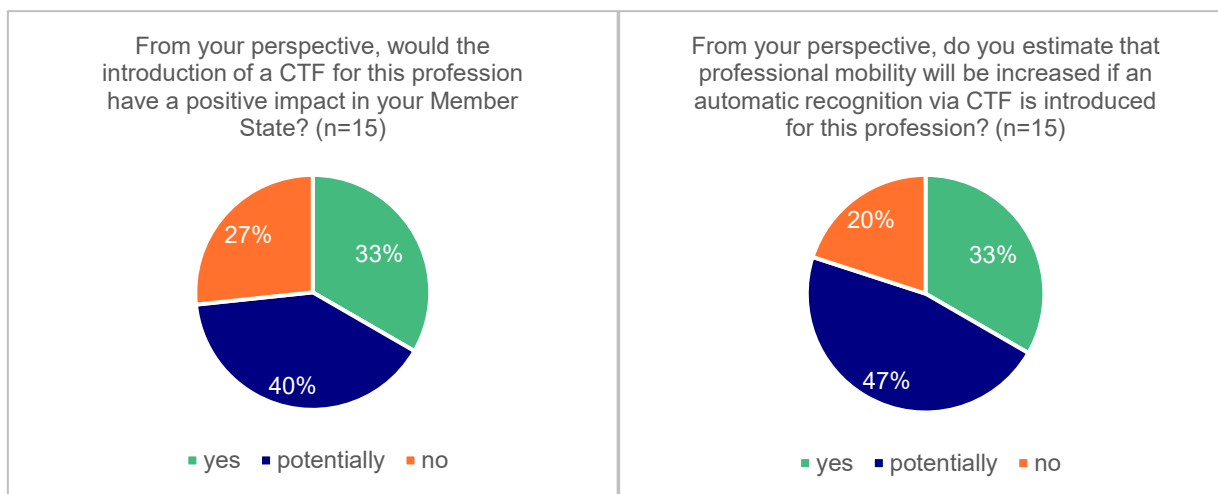
From the stakeholder consultation,³⁰ 11 of the 15 stakeholder replies (corresponding to 73%) expect a positive or potentially positive impact from the introduction of a CTF for kindergarten teachers. They expect simplified recognition procedures and reduced administrative burden, improved transparency and thus potentially enhanced professional mobility in the field. Some caution that language requirements and the fact that this profession is not considered as highly mobility except in specific cross-border contexts might limit the potential impact of a CTF.

(²⁸) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 275; 2020: 377; 2023: 508; 2024: 234.

(²⁹) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 2342 Early childhood educators. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high. For Bulgaria, both a shortage and a surplus is indicated (e.g. regional differences).

(³⁰) Based on 15 stakeholder replies from BE (4), ES, FI, HU (2), IE, IT, LT (2), MT, RO, SK.

Figure 2: Stakeholder input on the impact of a potential CTF – Kindergarten teacher/ Nursery school teacher/Preparatory school teacher



Source: Stakeholders' consultation.

5.2.4. Assessment of commonalities and conclusions on feasibility

The comparative analysis of the elements illustrated in the table above demonstrates a notable degree of convergence across Member States regulating the profession regarding several core structural elements of access to the profession. In particular, a high level of alignment is observed in relation to the fact that qualification standards across member states require practical training elements, which is the case in all 22 Member States examined, as well as the requirement of national protected titles, which is shared by 20 out of 22 Member States.

With regard to qualification levels, a medium degree of commonality is observed. The most frequently occurring EQF level is 6, shared by 13 out of 22 Member States. However, some Member States position the profession at different levels, with EQF levels ranging from 4 to 7, reflecting divergences in how Member States Structure and regulate access to the profession. The requirement for a state examination also presents a medium level of convergence, with 13 out of 22 Member States not requiring such an examination, while the remaining Member States maintain this requirement as a condition for access to the profession.

The area presenting the greatest degree of divergence is the duration of training, where the most common pattern of 3 years corresponding to 180 ECTS is shared by only 5 out of 22 Member States, resulting in a low level of commonality. The duration of training varies considerably across jurisdictions, ranging from 9 to 12 months in some Member States to 4.5 years in others, reflecting significant

differences in the structure and length of education and training pathways leading to access to the profession.

As part of the stakeholder consultation of Task 2, respondents were asked to assess the feasibility of developing a CTF. For the profession of Kindergarten teacher/ Nursery school teacher/Preparatory school teacher, 12 respondents (BE, ES, FI, HU, IE, IT, LT, MT, RO, SK)³¹ considered the development of a CTF (potentially) feasible (under certain conditions), while 4 (BE, LT, PL) indicated that it is not. The limitation to a potential CTF flagged by the respondents who indicated that it is not feasible were linked to the diversity of training requirements across Member States and the diversity of education systems, especially in early childhood education.

An additional dimension relevant to the feasibility assessment concerns language requirements for access to the profession. The analysis reveals that a significant number of Member States impose language-related conditions, either as an explicit legal prerequisite or as an embedded component of the qualifying education pathway. In several cases, knowledge of the national language is a formal legal prerequisite: CZ requires demonstrated knowledge of Czech; EE requires Estonian at C1 level plus a foreign language at B2; LT requires correct Lithuanian (spoken and written) plus a foreign language at B2; PT imposes a regulated proof of Portuguese language command; and ES requires C1 in Spanish (and, where applicable, in the co-official regional language) plus B1 in a foreign language. In other Member States, language proficiency is embedded in the qualifying programme: BE (Wallonia/BXL) mandates mastery of French with an obligatory diagnostic test; LU requires proficiency in Luxembourgish, French, German, and English as part of the degree and competitive examination; and SI requires Slovenian proficiency plus Italian or Hungarian in minority-language areas.

While the specific form and level of language requirements differ — ranging from formal CEFR-level thresholds to embedded curricular components — the underlying expectation of national language proficiency is a broadly shared feature across jurisdictions. This element should be taken into consideration in any future articulation of a Common Training Framework, as language competence constitutes both a practical prerequisite for the effective exercise of the profession and a potential point of divergence in the recognition of qualifications across linguistic boundaries.

⁽³¹⁾ Please note that this overview includes stakeholders who submitted their response to the survey after the extended deadline has passed. Therefore, their input may not be integrated into other parts of the analysis.

The analysis of knowledge, skills and competences required for the Kindergarten Teacher profession across 22 EU Member States reveals a strong cross-border convergence for this profession.

When categories are combined across all types (Knowledge, Skill, and Competence), multiple broader aligned categories reach the HIGH commonality threshold (18+ MSs), including: reflective practice and professional development, professional ethics and deontology, teamwork and interdisciplinary collaboration, family partnership and parental engagement, observation, assessment and documentation, activity planning and educational process management, autonomous professional practice, inclusive education and special needs, and communication and interpersonal skills. These form the undisputed common core of kindergarten teacher education across Europe.

On this basis, the profession can be characterised by a mixed level of structural convergence alongside a notably high degree of substantive convergence in knowledge, skills and competences. A strong common core is identifiable in relation to practical training requirements and the presence of protected professional titles. The analysis of knowledge, skills and competences further reinforces this finding, with multiple aligned categories reaching the high commonality threshold across 18 or more Member States, and a remarkably consistent theoretical foundation observed in areas such as child development, pedagogy, inclusive education, and legal and regulatory frameworks. More limited alignment persists in relation to qualification levels, the role of state examinations, and particularly the duration and structure of studies, which remains the area of greatest divergence.

These variations suggest that, while a number of the key conditions for the establishment of a Common Training Framework under Directive 2005/36/EC are present, the significant divergence observed in the duration of education and training, together with the medium-level convergence in qualification levels and state examination requirements, may pose challenges in articulating a common set of minimum training conditions that adequately reflects the diversity of existing national systems. However, a significant convergence in substantive knowledge, skills and competences provides a robust foundation upon which such a framework could be built.

Therefore, the introduction of a Common Training Framework for the profession of Kindergarten Teacher is considered to have a medium level of feasibility, provided that it is structured to accommodate the identified divergences in study duration and qualification levels while building upon the substantial common core of knowledge, skills and competences already shared across Member States. Its successful articulation would depend on the capacity to define minimum harmonisation thresholds that reconcile these structural variations with the strong substantive alignment, in order to meet the requirements for automatic recognition under Article 49a of the Directive.

5.2.5. Determination of which specific elements a potential Common Training Framework could include — Kindergarten teacher / Nursery school teacher / Preparatory school teacher

5.2.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

The KSC comparative analysis for the Kindergarten teacher / Nursery school teacher / Preparatory school teacher profession identified the following broader categories reaching 'high' commonality (present in 18 or more Member States): child development and developmental psychology and inclusive education and special needs. In addition, a substantial number of broader categories reached 'medium' commonality (present in 9 to 17 Member States): family partnership and parental engagement; pedagogy and educational theory; activity planning and educational process management; curriculum design and implementation; reflective practice and professional development; communication and interpersonal skills; didactics and teaching methodology; observation, assessment and documentation; legal and regulatory framework; professional ethics and deontology; and language development and multilingualism.

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession would therefore encompass the following broader KSC categories: child development and developmental psychology; inclusive education and special needs; family partnership and parental engagement; pedagogy and educational theory; activity planning and educational process management; curriculum design and implementation; reflective practice and professional development; communication and interpersonal skills; didactics and teaching methodology; observation, assessment and documentation; legal and regulatory framework; professional ethics and deontology; and language development and multilingualism. The elements of such potential CTF are summarised in the table below.

Table 7: Set of knowledge, skills and competences that a potential CTF could include - Kindergarten teacher/ Nursery school teacher

Broader KSC category	Number of MSs where it is included
inclusive education and special needs	22
professional ethics and deontology	22
autonomous professional practice	22
teamwork and interdisciplinary collaboration	22
reflective practice and professional development	22
pedagogy and educational theory	21
family partnership and parental engagement	21
communication and interpersonal skills	21
child development and developmental psychology	20
observation, assessment and documentation	20
activity planning and educational process management	20
health, safety and first aid	19
curriculum design and implementation	17
legal and regulatory framework	17
ICT and digital competence	16
didactics and teaching methodology	14
language development and multilingualism	13
classroom management and learning environment	12

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 8 : Intersection analysis - Kindergarten teacher/ Nursery school teacher

INTERSECTION ANALYSIS	
	14 categories are shared by the same 9 MSs
MS intersection:	BE, ES, FI, HR, HU, IE, LU, SI, SK
Categories included:	inclusive education and special needs
	professional ethics and deontology
	autonomous professional practice

INTERSECTION ANALYSIS	
	teamwork and interdisciplinary collaboration
	reflective practice and professional development
	pedagogy and educational theory
	family partnership and parental engagement
	communication and interpersonal skills
	child development and developmental psychology
	observation, assessment and documentation
	activity planning and educational process management
	health, safety and first aid
	curriculum design and implementation
	legal and regulatory framework

5.2.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training. In particular, the analysis examined: the minimum level of qualification required to access the profession; the minimum number of ECTS credits; the duration of study programmes; the presence of state examinations or other formal assessment requirements; and the inclusion of practical training components and their minimum duration.

The comprehensive mapping indicates that the most common EQF level for the Kindergarten teacher profession is EQF level 6, shared by 13 out of 22 regulating Member States (medium commonality). With regard to the duration of training, the most common pattern is 3 years corresponding to 180 ECTS, although this is shared by only 5 out of 22 Member States, resulting in a low level of commonality, with durations ranging from 9 to 12 months to 4.5 years depending on the Member State. The requirement for a state examination presents a medium level of convergence, with 13 out of 22 Member States not requiring such an examination. A high level of alignment is observed in relation to the requirement of practical training, which is present in all 22 Member States examined, as well as the presence of protected professional titles, which is shared by 20 out of 22 Member States.

In light of these results, a potential CTF for this profession would likely build on the predominant qualification level of EQF 6 and incorporate provisions concerning practical training components, given their universal presence across

regulating Member States. The presence of protected professional titles would also constitute a core element. The significant divergence observed in the duration of training would need to be appropriately addressed in the design of the framework.

5.2.6. Validation phase

During the validation phase, written input was received from one respondent, the European Trade Union Committee for Education (ETUCE). No other stakeholders contacted in this phase submitted input. The approach to the integration to stakeholder inputs is described in Section 5.1.5.

Table 9: Stakeholders consulted on the preliminary results for validation – Kindergarten teacher/ Nursery school teacher/Preparatory school teacher

Name of the organisation:	Type of entity:	Response received (Yes/No):
European School Heads Association (ESHA)	European professional organisation	No
European Early Childhood Education Research Association (EECERA)	European professional organisation	No
European Council for Steiner Waldorf Education (ECSWE)	European professional organisation	No
Eurochild	European professional organisation	No
European School Education Platform	European professional organisation	No
European Agency for Special Needs and Inclusive Education (EASNIE)	European professional organisation	No
International Association for Steiner/Waldorf Early Childhood Education (IASWECE)	International professional organisation	No
OMEPEurope	European professional organisation	No
European Trade Union Committee for Education (ETUCE)	European social partner	Yes

ETUCE highlighted that the definition of the ESCO occupation title 'early years teachers' is too broad to apply for the profession of Kindergarten teacher /

Nursery school teacher / Preparatory school teacher. It was also stressed that the variation across Member States with regards to EQF levels for education pathways leading to this profession poses a main challenge to automatic recognition of qualifications for this profession. ETUCE noted that qualification requirements are linked to national competences in the field of education and are often established in collective agreements in the education sector. ETUCE also underlined the conclusions of survey respondents who considered a CTF for this profession not feasible due to the diversity of training requirements and education systems across Member States. This was also flagged by ETUCE during the interview under the stakeholder consultation activities of Task 1. Finally, ETUCE highlighted their interest to be consulted in any initiative relating to the preparation of the Skills Portability Initiative.

5.3. Nursing Assistants and Health Care Assistants

5.3.1. Introduction

According to the ESCO classification, the professions notified under the generic name of [Nursing Assistants and Health Care Assistants](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Health care assistants](#)'. These occupations encompass professionals who 'provide direct personal care and assistance with activities of daily living to patients and residents in a variety of health care settings such as hospitals, clinics and residential nursing care facilities. They generally work in implementation of established care plans and practices, and under the direct supervision of medical, nursing or other health professionals or associate professionals.'

According to the Regulated Professions Database, Nursing Assistants and Health Care Assistants are regulated in 16 Member States.³² This figure was adjusted following consultations with the members of the GoC, who indicated that the professional category is also regulated in Bulgaria, Lithuania, Poland, Romania and Slovenia, contrary to the information appearing in the Database. This information was subsequently confirmed through desk research conducted by the Study Team which verified that the regulatory framework in the above-mentioned Member States do indeed cover this profession. In total, the professional category was therefore found to be regulated and subsequently covered in the comprehensive mapping across 21 Member States.

It is relevant to note that the professional category of Nursing Assistants and Health Care Assistants has been the subject of a prior attempt to establish a Common Training Framework. In 2018, [an exploratory study](#) was conducted into the desirability and feasibility of a CTF for healthcare assistants in Europe as part of the EU Health Programme.⁽³³⁾ This prior initiative constitutes an important reference point for the present study and is taken into account in the assessment of feasibility presented in Section 5.3.4.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 66 stakeholders were contacted to respond to the survey in relation to Nursing Assistants and Health Care Assistants. In total, 9 responses were received. The responses cover 8 Member

(32) AT, BE, CZ, DE, DK, EL, ES, FI, FR, IT, LU, LV, MT, NL, SE, SK + CH, IS, LI, NO, UK.

(33) https://health.ec.europa.eu/document/download/ca952230-bdb8-4a13-8841-bf669edeb1d1_da

States out of 21 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 10: Overview of survey responses - Nursing Assistants and Health Care Assistants

Country:	Type of entity:
Austria	National competent authority
Belgium	National competent authority
Belgium	National competent authority
Denmark	National competent authority
Finland	National competent authority
Germany	National competent authority
Latvia	National competent authority
Lithuania	National competent authority
Netherlands	National competent authority

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from almost two thirds of Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.3.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping

exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 11: Comprehensive mapping – Nursing Assistants and Health Care Assistant

Member State	Regulation of profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/clinical training
Austria	Yes	Health and Nursing Care Act, Federal Law Gazette I No. 108/1997, as amended by Federal Law Gazette I No. 75/2016	link	5	5	3200 hours (2 years full-time or up to 3 years part-time)	Yes	Yes	Yes
Belgium	Yes	Law on the Practice of the Health Professions, coordinated on 10 May 2015, Belgian Official Gazette of 18 June 2015. Law of 28 June 2023 amending the Law on the Practice of the Health Care Professions, coordinated on 10 May 2015.	link	5	5	3 years (120 ECTS)	No	Yes	Yes
Bulgaria	Yes	Health Act Act on the Professional Organizations of Nurses, Midwives, and Associated Medical Specialists Regulation No. 36 of March 23, 2026 on acquiring qualification in the profession of "Health Assistant" Vocational Education and Training Act	link link link	3 or 4	3 or 4	9 months	Yes	Yes	Yes
Czech Republic	Yes	Act No. 96/2004 Coll., Art 29.	link	4	4	2-3 years	No	Yes	Yes
Denmark	Yes	Act on the Authorisation of Health Professionals and on Health Professional Activities, BEK No. 505 of 22 April 2022	link	4	4	3 years, 3 months and 21 days	Yes	Yes	Yes
Finland	Yes	Act on Healthcare Professionals(564/1994)	link	4	4	2-3 years, 180 complete points	No	Yes	No
France	Yes	Health Code articles L.4391-1 to L.4391-6 and R.4311-4 to R.4311-7	link	4	4	1 year (1540 hours)	No	Yes	Yes
Germany	Yes	The profession of Gesundheits- und Krankenpflegehelfer/in is a regulated profession in Germany, but — uniquely among the professions examined in this study — it is regulated not by a single federal law, but by 16 separate state-level laws and regulations (Landesrecht). The result is 27 different state-regulated training pathways (Pflegehilfe- und Pflegeassistentenausbildungen) with significant variation in professional title, training duration, training content, and access conditions. A major federal reform — the Pflegefachassistenteneinführungsgesetz (Nursing Assistance Introduction Act), adopted by the Bundestag on 9 October 2025 — will replace all existing state-level regulations with a unified federal framework from 1 January 2027	link	2 or 4	3 or 4	1-2 years (Depending on region) ³⁴	Yes	Yes(extent is state dependent)	At present not a mandatory requirement. Under the new federal law, the Pflegefachassistentenz training will include mandatory placements
Greece	Yes	Presidential Decree 210/2001 Ministerial Decision Y7β/oik.4756/2001 Law 4763/2020	link	4-5	4 or 5 ³⁵	3 or 4 years	No	Yes	Yes

⁽³⁴⁾ In Germany time frames for qualification at present are diverse and regionally dependent. 1 year (12 months): Some states (e.g., Bavaria for the Pflegefachhelfer Krankenpflege, Saxony for the Krankenpflegehelfer/in). 1.5 years (18 months): Berlin (Staatlich geprüfte Pflegehilfe). 2 years (24 months): Several states, including North Rhine-Westphalia (Gesundheits- und Krankenpflegeassistentin), Hamburg, Brandenburg, and others. Under the new federal law: The uniform training duration will be 18 months in full-time, with the possibility of part-time (up to 36 months) and shortening for persons with relevant prior experience (e.g., to 12 months or less).

⁽³⁵⁾ In Greece several routes exist to access the profession. EPAL (Vocational Upper Secondary School) - 3 years (upper secondary). EPAL + Apprenticeship Class (post-secondary)3 + 1 year = 4 years total. IEK (Vocational Training Institute)Up to 2.5 years (4 semesters of in-school training + 1 semester internship), post-secondary. EPAS DYPA (Vocational School for Traineeship)2 years (apprenticeship-based, post-lower secondary).

Member State	Regulation of profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/clinical training
Italy	Yes	Ministerial Decree 17/01/1997, n. 69 Inter-Ministerial Decree of 2 April 2001 Law of 10 August 2000, No. 251 Law of 1 February 2006, No. 43 Law of 11 January 2018, No. 3 Legislative Decree of 9 November 2007, No. 206 Agreement between the Minister of Health, the Minister for Social Solidarity, and the regions and autonomous provinces of Trento and Bolzano, for the identification of the role and related professional profile of the social-health worker and for the definition of the educational structure of the training courses State–Regions Agreement of 3 October 2024 Decree of the President of the Council of Ministers (DPCM) of 25 March 2025	link link	3	3	1000 hours	Yes	Yes	Yes
Latvia	Yes	Medical Treatment Law adopted 12 June 1997 (as amended) Cabinet of Ministers Regulation No. 268 of 24 March 2009 Law on Regulated Professions and Recognition of Professional Qualifications	link	3	3	1 year	Yes (Varies by route) ³⁶	Yes	Yes
Lithuania	Yes	Order No. 220 of the Minister of Health of the Republic of Lithuania of 26 April 2000 Law on Practice Licences for Healthcare and Pharmacy Specialists of the Republic of Lithuania Implementing Order V-2824 (2020) Law on Vocational Education and Training	link	4	4	1 year	No	No	No
Luxembourg	Yes	Amended Law of 26 March 1992 Amended Grand-Ducal Regulation of 8 April 2000 Grand-Ducal Regulation of 25 July 2002 on the Practice of the Profession of Healthcare Assistant (aide-soignant) Grand-Ducal Regulation of 7 October 2010 Amended Grand-Ducal Regulation of 14 January 2013 Amended Law of 28 October 2016	link	4	4	3-year vocational training program	Yes	Yes	Yes
Malta	Yes	Health Care Professions Act 2003 (Act XII of 2003, as amended)	link	4	4	2-year certificate program	No	Yes	Yes
Netherlands	Yes	BIG Act	link	3	3	3 years ³⁷	No	Yes	Yes
Poland	Yes	Ustawa z 15.04.2011 (działalność lecznicza) Rozp. MZ z 20.07.2011 Rozp. MEN z 16.05.2019 Rozp. MEN z 15.02.2019 Ustawa z 14.12.2016 (Prawo oświatowe) Ustawa z 22.11.2018 (zmiana Prawa oświatowego)	link	3	3	1 year	Yes	Yes	Yes
Romania	Yes	OUG nr. 144/2008 HG nr. 797/2017 OMS nr. 1076/2019 Legea nr. 200/2004	link	2 or 3	2 or 3	1 year	Yes	Yes	Yes

⁽³⁶⁾ In Latvia, māšas palīgs is the nursing-support role within a health care setting, while the aprūpētājs is the broader care role used mainly in social care and home care. Both are distinct from the fully regulated general care nurse (vispārējās aprūpes māsa), which requires at least three years and 4,600 hours of theoretical and clinical training. Because exact program hours and entry conditions vary by training provider, it is worth confirming the specific program details with the chosen college.

⁽³⁷⁾ In the Netherlands, qualification can be acquired through 2 pathways: BOL (Beroepsopleidende Leerweg) and BBL (Beroepsbegeleidende Leerweg). These pathways differ mainly in how learning is organised between school-based education and workplace training.

Member State	Regulation of profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/clinical training
Slovakia	Yes	Act No. 578/2004 Coll. on Healthcare Providers, Healthcare Workers, Professional Organizations in Healthcare, and on the Amendment and Supplementation of Certain Acts Act No. 296/2010 Coll. on Professional Competence for the Practice of Healthcare Professions, the Mode of Continuing Education of Healthcare Workers, the System of Specialisation Fields, and the System of Certified Work Activities	link	4	4	2-4 years (varies by route) ³⁸	Yes	Yes	Yes
Slovenia	Yes	Healthcare Activity Act, Official Gazette of the Republic of Slovenia, No. 23/05 Professional Qualifications Act Medical Services Act Rules on the Conditions for Performing Healthcare Activities, a secondary regulation setting out detailed operational requirements for healthcare providers.	link	4	3	2,5 - 3 years	No	Yes	Yes
Spain	Yes	Law 44/2003 (on the Regulation of Healthcare Professions) Royal Decree 546/1995 (on the qualification of Auxiliary Nursing Care Technician) Royal Decree 558/1995 Royal Decree 676/1993	link	3	3	9-10 months (1400 hours)	No	Yes	Yes
Sweden	Yes	Patient Safety Act (2010:659) Act (1993:387) concerning Support and Service for Persons with Certain Functional Impairments Patient Safety Ordinance (2010:1369) HSLF-FS 2023:14 (on the protected title of assistant nurse) HSLF-FS 2016:64 (on the recognition of professional qualifications)	link	4	4	3 years	No	Yes	Yes
Most common feature					4	3 years	Yes	Yes	Yes
Number of Member States					9/21	9/21	11/21	20/21	18/21
Percentage of Member States ⁽³⁹⁾					43%	43%	52%	95%	86%
Degree of commonalities ⁽⁴⁰⁾					Medium	Medium	Medium	High	High

⁽³⁸⁾ In Slovakia, there are 3 pathways to acquire qualification: (1) 4-year full-time program for elementary school graduates, consisting of 4224 hours; (2) 2-year full-time post-secondary vocational program for high school graduates with a high school diploma, consisting of 2240 hours; (3) 2-year part-time post-secondary vocational program for high school graduates with a high school diploma consisting of 960 hours.

⁽³⁹⁾ amongst the Member States regulating the profession.

⁽⁴⁰⁾ amongst the Member States regulating the profession.

Table 12: Knowledge, skills and competences (KSC) comparative analysis – Nursing Assistants and Health Care Assistant

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
Basic nursing care	20	AT, BE, BG, CZ, DE, DK, EL, ES, FI, FR, IT, LT, LU, LV, MT, NL, PL, SE, SI, SK	HIGH
Teamwork and interdisciplinary collaboration	17	AT, BE, BG, DE, DK, EL, ES, FI, FR, IT, LU, NL, PL, RO, SE, SI, SK	MEDIUM
Medication administration and management	16	AT, BE, BG, CZ, DE, DK, EL, ES, FI, MT, NL, PL, RO, SE, SI, SK	MEDIUM
Anatomy and physiology	14	BE, BG, CZ, DE, ES, FI, LT, LU, MT, PL, RO, SE, SI, SK	MEDIUM
Hygiene and infection prevention	14	CZ, DE, DK, EL, ES, LT, LU, LV, NL, PL, RO, SE, SI, SK	MEDIUM
Professional ethics and deontology	14	AT, EL, FI, IT, LT, LU, LV, MT, NL, PL, RO, SE, SI, SK	MEDIUM
Mental health and psychiatric care	12	BG, CZ, DE, ES, FI, IT, MT, NL, PL, SE, SI, SK	MEDIUM
Patient communication and education	12	BE, BG, CZ, DK, EL, ES, FI, FR, IT, LT, LV, NL	MEDIUM
Emergency and first aid	11	AT, BE, BG, ES, LT, LU, LV, PL, RO, SI, SK	MEDIUM
Vital signs measurement and monitoring	10	AT, DE, EL, ES, LU, LV, PL, RO, SI, SK	MEDIUM
Nutrition and dietetics	10	CZ, DE, DK, ES, LT, LU, PL, RO, SI, SK	MEDIUM
Mobilization and patient transport	10	AT, DK, EL, ES, FR, LT, LU, LV, PL, RO	MEDIUM
Environmental care and housekeeping	10	AT, ES, FR, IT, LT, LU, NL, RO, SI, SK	MEDIUM
Occupational health and safety	9	ES, FI, IT, LT, NL, PL, RO, SE, SI	MEDIUM
Delegation and scope of practice	9	AT, BE, ES, LU, LV, MT, PL, SE, SK	MEDIUM
Documentation and reporting	8	DK, LV, NL, PL, RO, SE, SI, SK	LOW
Continuous professional development	8	FI, FR, IT, MT, NL, RO, SI, SK	LOW
Elderly care and geriatrics	7	CZ, ES, LT, LU, MT, PL, RO	LOW
Patient safety and quality management	7	AT, BE, DE, FI, IT, LV, SE	LOW
Legislation and regulatory framework	7	DE, LT, LU, MT, RO, SI, SK	LOW

Category Commonality Across All Types			
Rehabilitation and functional capacity	6	BE, CZ, DK, FI, LT, SE	LOW
Social care and psychosocial support	6	BE, CZ, FR, NL, PL, SE	LOW
Wound care and pressure ulcer prevention	5	AT, CZ, ES, NL, SI	LOW
Medical devices and equipment	4	DK, FI, FR, LT	LOW
Supervision and autonomous practice	4	BE, BG, DE, SI	LOW
Paediatric care	3	CZ, LT, MT	LOW
Community and public health	3	IT, SI, SK	LOW
Health promotion and prevention	3	AT, FI, FR	LOW
Disability and special needs care	3	DK, NL, SE	LOW
Palliative and end-of-life care	2	BE, LT	LOW
Diagnostic and therapeutic procedures	2	DE, SI	LOW

5.3.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, nursing assistants and health care assistants ranked 7th in the list of most mobile professions, with 7209 decisions taken on recognition of professional qualifications within the EU⁴¹. The top-5 countries of qualification for these decisions were (also for the period 2020-2024): FR, BE, DE, IT, NL.

For nursing associate professionals (ISCO4 code 3221 as closest proxy), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 13 EU Member States (AT*, BE, BG*; CZ, DE*, EE, EL*, FI, FR*, IT*, NL, PL, SI*), whereas no EU Member States indicates a labour surplus for this occupation.⁴² This indicates a low level of intra-EU mobility matching potential.

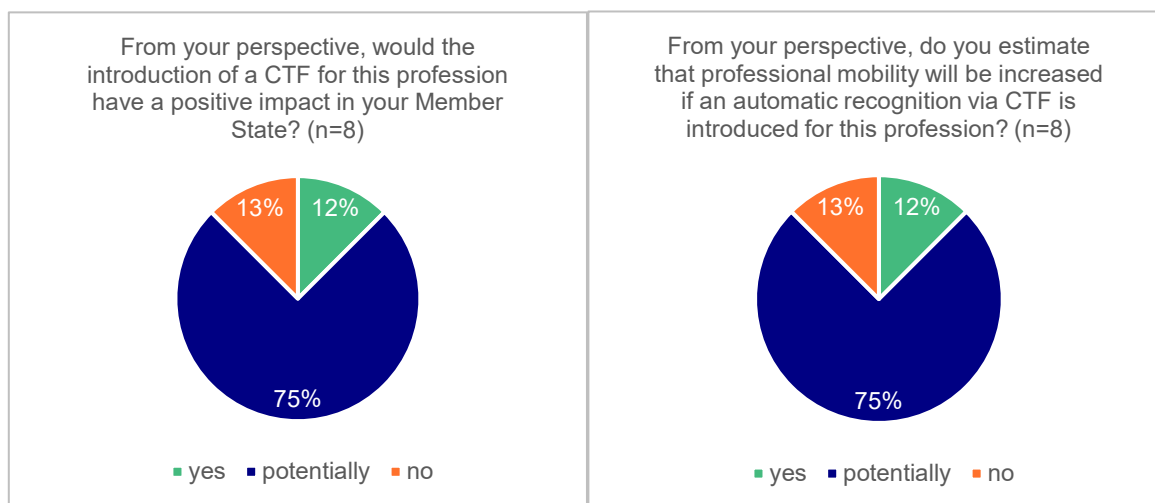
The stakeholder consultation⁴³ showed that for nursing assistants and health care assistants, a significant majority (75%) of the consulted stakeholders responded that a CTF for this profession could potentially have a positive impact and could potentially increase professional mobility for the profession. Only one respondent each indicated 'yes' or 'no' on both questions. Respondents cautioned that differences in the organisation of health and care services, language requirements, and variations in job content and responsibilities across Member States may limit the extent to which automatic recognition would lead to increased mobility

(⁴¹) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>; Numbers of recognition decisions at selected time intervals: 2015: 674; 2020: 1615; 2023: 1714; 2024: 588.

(⁴²) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 3221 Nursing associate professionals. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high.

(⁴³) Based on 8 stakeholder replies from AT, BE (2), DE, DK, FI, LT, LV.

Figure 3: Stakeholder input on the impact of a potential CTF – Nursing Assistants and Health Care Assistants



Source: Stakeholders' consultation.

5.3.4. Assessment of commonalities and conclusions on feasibility

The comparative analysis of the elements illustrated in the table above demonstrates a significant degree of convergence across Member States regulating the profession regarding the core structural elements of access to and exercise of the profession. In particular, 21 Member States regulate the profession, and a significant level of alignment is observed in relation to the element of national protected professional titles, as well as the inclusion of practical training as a core component of professional formation, both of which are present in a significant share of the Member States regulating the profession. Furthermore, the qualification levels present a notable level of correspondence, with the majority of Member States positioning the profession at EQF Level 4, indicating a comparable level of professional and educational complexity, albeit with some variation in national classification systems. The overall structure and duration of education and training also reflect a broad pattern of convergence, with about half of the regulating Member States requiring approximately three years of study.

While some variations persist, these differences should be considered together with the strong common core identified across jurisdictions. In particular, the near-universal requirement of national protected professional titles and the consistent incorporation of practical training components across the large majority of regulating Member States point to a profession with well-established and broadly comparable access conditions.

As part of the stakeholder consultation of Task 2, respondents were asked to assess the feasibility of developing a CTF. For the profession of Nursing Assistants and Health Care Assistants, 7 respondents (BE, DE, FI, LT, LV, NL)⁴⁴ considered the development of a CTF (potentially) feasible (under certain conditions), while 2 (AT, DK) indicated that it is not. The limitation to a potential CTF flagged by the respondents who considered it not feasible were linked to the differences in the structure, duration and level of education and training across Member States, as well as the diversity of regulation of the professional profiles. Additionally, one respondent quoted the exploratory study on the desirability and feasibility of a CTF for healthcare assistants (see Section 5.3.3 for more information), which also concluded that the feasibility of a CTF for the profession is uncertain.

The comparative analysis of nursing assistant qualifications across 21 Member States (AT, BE, BG, CZ, DK, FI, FR, DE, EL, IT, LV, LT, LU, MT, NL, PL, RO, SK, SI (x2 professions), ES, SE) reveals a profession with a strong core of shared competences in basic clinical care, but with notable divergence in the depth of theoretical knowledge, the scope of autonomous practice, and the inclusion of community or public-health tasks.

High-commonality categories (i.e those present in 18 or more of the 27 EU Member States) include just one broad category basic nursing care (hygiene, comfort, ADLs).

Medium-commonality categories (9–17 MS) highlight the areas where national curricula begin to diverge: teamwork and interdisciplinary collaboration, medication administration and management, anatomy and physiology, hygiene and infection prevention, professional ethics and deontology, mental health and psychiatric care, patient communication and education, emergency and first aid, vital-signs measurement and monitoring, nutrition and dietetics, mobilization and patient transport, environmental care and housekeeping, occupational health and safety, and delegation and scope of practice. The variation here often tracks the EQF level of the qualification: states that regulate the profession at EQF 4–5 (e.g., DK, FI, NL, SE) tend to include broader theoretical content and competences in health promotion, rehabilitation, and mental health, whereas states at EQF 3 (e.g., BG, EL, RO) focus more narrowly on task-oriented clinical skills performed under direct supervision.

In conclusion, automatic recognition for nursing assistants would need to build on the strong common core of basic care skills, medication support, teamwork,

(⁴⁴) Please note that this overview includes stakeholders who submitted their response to the survey after the extended deadline has passed. Therefore, their input may not be integrated into other parts of the analysis.

infection control, and ethics, while acknowledging that significant regulatory heterogeneity persists in areas such as mental health, elderly care, rehabilitation, community health, and the depth of underpinning scientific knowledge.

On this basis, the profession can be characterized by a moderate-level of structural, educational, and substantive convergence across the Member States in which it is regulated, which constitutes one of the key conditions for the establishment of a Common Training Framework under Directive 2005/36/EC. The consistency observed across the core structural parameters, particularly regarding professional qualifications, practical training, and duration of training, is reinforced by the strong common core of competences identified in the comparative analysis: basic nursing care, medication administration and management, teamwork and interdisciplinary collaboration, professional ethics, and hygiene and infection prevention are present in the large majority of regulating Member States. Together, these structural and substantive commonalities suggest that the minimum harmonization threshold required to support automatic recognition is approached although not uniformly. However, it should be noted that the stakeholder consultation yielded a very low response rate, which may indicate limited interest or willingness among national authorities and professional bodies to engage with the development of a Common Training Framework at this stage. The relatively high number of regulating Member States (21) lends to support the viability of a Common Training Framework, as it indicates that a substantial proportion of the Union already relies on broadly comparable requirements that could be articulated into a common set of minimum knowledge, skills, and competences. Nevertheless, the comparative analysis also reveals that high commonality across Member States is limited to a narrow set of core competences, with medium and low commonality characterizing a significant portion of the professional profile. Therefore, the introduction of a Common Training Framework appears to be feasible in principle, but would require careful calibration provided that the remaining areas of divergence, notably in qualification framework levels, the uneven application of state examinations, and the varying depth of theoretical knowledge requirements and scope of practice in areas such as mental health, elderly care, and community health, are appropriately addressed in the design of the common minimum requirements.

5.3.5. Determination of which specific elements a potential Common Training Framework could include

5.3.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

The KSC comparative analysis for the Nursing Assistants and Health Care Assistants profession identified the following broader categories reaching 'high' and 'medium' commonality: basic nursing care; teamwork and interdisciplinary collaboration; and medication administration and management, anatomy and physiology; hygiene and infection prevention; professional ethics and deontology; patient communication and education; mental health and psychiatric care; emergency and first aid; vital signs measurement and monitoring; nutrition and dietetics; mobilization and patient transport; environmental care and housekeeping; occupational health and safety; and delegation and scope of practice.

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession would therefore encompass the following broader KSC categories: basic nursing care; medication administration and management; teamwork and interdisciplinary collaboration; anatomy and physiology; hygiene and infection prevention; professional ethics and deontology; patient communication and education; mental health and psychiatric care; emergency and first aid; vital signs measurement and monitoring; nutrition and dietetics; mobilization and patient transport; environmental care and housekeeping; occupational health and safety; and delegation and scope of practice. These key elements are displayed in the table below.

Table 13: Set of knowledge, skills and competences that a potential CTF could include - Nursing Assistants and Healthcare assistants

Broader Category	Total Count of MSs
Basic nursing care	20
Teamwork and interdisciplinary collaboration	17
Medication administration and management	16
Anatomy and physiology	14
Hygiene and infection prevention	14
Professional ethics and deontology	14
Mental health and psychiatric care	12
Patient communication and education	12
Emergency and first aid	11
Vital signs measurement and monitoring	10
Nutrition and dietetics	10
Mobilization and patient transport	10
Environmental care and housekeeping	10
Occupational health and safety	9
Delegation and scope of practice	9

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 14 : Intersection analysis - Nursing Assistants and Health Care Assistants

INTERSECTION ANALYSIS	
	4 categories are shared by the same 9 MSs
MS intersection:	BE, BG, DE, ES, FI, PL, SE, SI, SK
Categories included:	basic nursing care
	teamwork and interdisciplinary collaboration
	medication administration and management
	anatomy and physiology

5.3.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training.

The comprehensive mapping indicates that the most common EQF level for the Nursing Assistants and Health Care Assistants profession is EQF level 4, shared by 43% of regulating Member States, indicating a comparable level of professional and educational complexity. The most common duration of training is approximately three years, shared by 43% of regulating Member States, resulting in a medium degree of commonality. A high level of alignment is observed in relation to the requirement of national protected professional titles and the inclusion of practical training as a core component of professional formation. With regard to state examinations, 52% of regulating Member States require one for access to the profession.

In light of these results, a potential CTF for this profession would likely include a minimum qualification level corresponding to EQF level 4, reflecting the predominant standard. The framework would incorporate provisions concerning practical training components and the requirement to obtain a national protected professional title, given their near-universal presence. The duration of training and the role of state examinations would also constitute relevant elements, although their more moderate level of convergence may require flexibility in their articulation within the framework.

5.3.6. Validation phase

During the validation phase, written input was received from two respondents: the European Hospital and Healthcare Employers' Association (HOSPEEM) and the European Federation of Nurses Associations (EFN). No other stakeholders contacted in this phase submitted input. The inputs received varied in nature, ranging from targeted corrections to the structural mapping data, to broader policy-oriented observations on the feasibility of a CTF for this profession. The inputs are presented below according to their nature and the approach to their integration is described in Section 5.1.5.

Table 15: Stakeholders consulted on the preliminary results for validation – Nursing Assistants and Health Care Assistants

Name of the organisation:	Type of entity:	Response received (Yes/No):
European Specialist Nurses Organisation (ESNO)	European professional organisation	No
European Federation of Nurses Associations (EFN)	European professional organisation	Yes
European Federation of Educators in Nursing Science (FINE)	European professional organisation	No
European Nursing Council (ENC)	European professional organisation	No
European University Hospital Alliance (EUHA)	European professional organisation	No
SME United	European social partner	Yes
European Hospital and Healthcare Employers' Association (HOSPEEM)	European social partner	Yes

HOSPEEM noted that proposed training guidelines should be 'sufficiently broad and principle-based' so that Member States 'retain the necessary flexibility to adapt and implement them within their own national regulatory and educational frameworks'. EFN highlighted that Nursing Assistants and Health Care Assistants are two distinct professions which differ significantly between and within Member States. EFN provided valuable input on the characteristics of the profession across Member States which has complemented and corrected the findings of

the comprehensive mapping and has been integrated into the table above. ⁽⁴⁵⁾ EFN also noted that certain KSC areas, such as 'medication administration and management', 'wound care and pressure ulcer' and 'diagnostic and therapeutic procedures' need to be interpreted with precaution and formulated in a way that reflects professionals' level of autonomy and responsibility accurately. Overall, EFN agreed that a CTF for this profession could potentially have a positive impact and could increase professional mobility.

⁽⁴⁵⁾ It should be noted that such input was integrated in table 11 only when provided together with a verifiable source from which the correction could be confirmed.

5.4. Electrician / Senior electrician / Specialised electrician

5.4.1. Introduction

According to the ESCO classification, the professions notified under the generic name of [Electrician / Senior electrician /Specialised electrician](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Electrician](#)'. This occupation encompasses professionals who 'fit and repair electrical circuits and wiring systems. They also install and maintain electrical equipment and machinery. This work can be performed indoors as well as outdoors, in nearly every type of facility.'

According to the Regulated Professions Database, Electrician / Senior electrician /Specialised electrician is regulated in 12 Member States.⁴⁶ This figure was adjusted following consultations with the members of the GoC, who indicated that the profession is also regulated in Austria, the Czech Republic, Finland, Slovenia, Spain and Sweden, contrary to the information appearing in the Database. This information was subsequently confirmed through desk research conducted by the Study Team which verified that the regulatory framework in the above-mentioned Member States do indeed cover this profession. Therefore, the final number of Member States considered for the comprehensive mapping was 18 Member States.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 46 stakeholders were contacted to respond to the survey in relation to Electrician / Senior electrician /Specialised electrician. In total, 10 responses were received.⁴⁷ The responses cover 8 Member States out of 18 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

(⁴⁶) DE, DK, EL, FR, HU, IE, IT, LU, MT, PL, PT, SK + CH, IS, NO.

(⁴⁷) It is important to note that the response of one national competent authority (AT) was received after the extended deadline of the survey has passed. Thus, while the response is included in the overview of survey responses and the conclusions on feasibility, it has not been integrated into the rest of the analysis.

Table 16: Overview of survey responses - Electrician / Senior electrician /Specialised electrician

Country:	Type of entity:
Austria	National competent authority
Finland	National competent authority
Finland	National competent authority
France	National competent authority
Germany	National competent authority
Hungary	National competent authority
Hungary	National competent authority
Italy	National competent authority
Luxembourg	National competent authority
Sweden	National competent authority

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from more than half of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.4.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the

mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 17: Comprehensive mapping – Electrician / Senior electrician /Specialised electrician

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected title	Practical/ Clinical training
Austria	Yes	Electrical Engineering Access Regulation (GewO § 94) (BGBl. II Nr. 41/2003, as amended by BGBl. II Nr. 399/2008 and BGBl. II Nr. 149/2023)	link	6	6	3 years	Yes	No	Yes
Czech Republic	Yes	Act No. 250/2021 Sb. NV 194/2022 Sb Trade Licensing Act (živnostenský zákon)	link	3	3	3 years	Yes	No	Yes
Denmark	Yes	Act on Safety of Electrical Systems, Electrical Installations and Electrical Equipment (Electrical Safety Act) (nr. 525 of 29. april 2015) Executive Order on the regulation of commercial fishing of flatfish other than plaice from Danish-registered fishing vessels in German waters in the Baltic Sea (nr. 1362 of 1. december 2023)	link	5	5	2 years	Yes	No	Yes
Finland	Yes (partly)	Chapter 4 of Electrical Safety Act 2016	link	4	4	1,5 years	No	No	Yes
France	Yes	Crafts Code, Article L121-1	link	3	3	Depends on route ⁴⁸	Yes	No	Yes
Germany	Yes	Law on the Regulation of Trades	link	6	6	3 years + 1-2 years ⁴⁹	Yes	No	Yes
Greece	Yes	Law 3982/2011 Presidential Decree 108/2013	link	5	5	5 semesters (4 academic + 1 practical training)	Yes	Yes	Yes
Hungary	Yes	Ministerial Decree 34/2021. (VII. 26.) 1 September 2021.	link	4	4	3 years	Yes	No	Yes
Ireland	Yes	Energy (Miscellaneous Provisions) Act 2006 (Act No. 40 of 2006)	link	6	6	4 years (208 weeks)	No information	No	Yes
Italy	Yes	Decree 22 January 2008, n. 37 and subsequent amendments and additions	link		7	No ECTS information found (⁵⁰)	No	No	Yes
Luxembourg	Yes	Law of the 2 September 2011 regulating the access to the of craftsman, trader and industrialist, as amended by the Law of 26 July 2023	link	5	5	No information	Varies by route ⁵¹	No	Yes
Malta	Yes	Electrical Installations Regulations, Subsidiary Legislation 545.24 (Legal Notice 225 of 2010, as amended by Legal Notice 426 of 2012; Acts XXXIV of 2014 and XXV of 2015; and Legal Notice 270 of 2016)	link	3	3	1 year	Yes	No	Yes

⁽⁴⁸⁾ Route dependent 6months to 2 years : CAP 2 years (1 year under conditions), Professional Qualification 6-12 months (Vatable, depending on the CCP) and BP (Vocational Certificate) 2 years .

⁽⁴⁹⁾ In Germany, to become a Meister, professionals first complete an apprenticeship of approx. 3 years, followed by 1-2 years of Master Craftsman Training (*Meisterbrief*). The length of the trainings can vary depending on full-time or part-time arrangements.

⁽⁵⁰⁾ In Italy, to become an impiantista, 4 alternative routes have been notified in the database: i) Vocational post-secondary education level, ii) Vocational education secondary education level + two years of professional experience, iii) Title or an attestation of competence + four years of professional experience, iv) three years of professional experience except apprenticeships. However, for the purpose of the study, the study will focus on the first of these routes. As mentioned above, the comprehensive mapping was designed to capture the minimum qualification level required to access each regulated profession in each Member State that is, the lowest tier of the profession that grants access to at least some reserved activities.

⁽⁵¹⁾ The Brevet de Maîtrise examination is structured in modules (professional theory modules F, G, H, and where applicable M, plus a practical exam). The candidate must pass all professional theory modules before being admitted to the practical examination. The examination framework is set by the new Loi du 18 juillet 2025 portant réforme de la formation menant au brevet de maîtrise, and the implementing Règlement grand-ducal du 5 février 2026. The Brevet de Maîtrise is conferred jointly under the responsibility of the Ministry of Education (MENEJ) and the Chambre des Métiers.

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected title	Practical/ Clinical training
Poland	Yes	Act of 7 July 1994 – Prawo budowlane (Construction Law, consolidated text: Dz.U. z 2023 r. poz. 682 with subsequent amendments) Regulation of the Minister of Investment and Development of 29 April 2019 on professional preparation for performing independent technical functions in construction (Dz.U. z 2019 r. poz. 831),	link	5	3	3 years	Yes	No	Yes
Portugal	Yes	Law No. 14/2015 of 16 February Decree-Law No. 96/2017 of 10 August Regulatory Decree No. 31/83 of 18 April	link	4	4	3 Years (180 ECTS)	Yes	No	No information
Slovakia	Yes	Act No. 124/2006 Coll. Decree No. 508/2009 Coll.	link	3	3	3 Years (180 ECTS)	No	No	Yes
Slovenia	Yes	Trade Act (ObrZ) Electrical installation (SKD code F43.210)	link	4	4	3 Years (180 ECTS)	No	No	Yes
Spain	Yes	Royal Decree 842/2002 Instrucción Técnica Complementaria ITC-BT-03 Royal Decree 337/2014 Royal Decree 659/2023 Royal Decree 581/2017	link	4	4	2 years (120 ECTS)	No	No	Yes
Sweden	Yes	Electrical Safety Act (2016:732) Electrical Safety Ordinance (2017:218) ELSÄK-FS 2017:4 (The Swedish Electrical Safety Authority's regulations on authorization as an electrical installer)	link	4	4	3 years (180 ECTS)	No	No	Yes
Most common feature					4	3 years	Yes	No	Yes
Number of Member States					6/18	8/18	10/18	17/18	17/18
Percentage ⁽⁵²⁾					33%	44%	56%	50%	94%
Degree of commonalities ⁽⁵³⁾					Low	Low	Medium	Medium	Medium

⁽⁵²⁾ amongst the Member States regulating the profession.

⁽⁵³⁾ amongst the Member States regulating the profession.

Table 18: Knowledge, skills and competences (KSC) comparative analysis – Electrician / Senior electrician /Specialised electrician

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
electrical installation and wiring	12	CZ, DE, DK, ES, FR, HU, IT, MT, PL, PT, SE, SI	MEDIUM
technical drawing and documentation	12	CZ, DE, DK, ES, FR, HU, LU, MT, PL, PT, SE, SI	MEDIUM
electrical standards and regulations	11	CZ, DE, DK, ES, FR, HU, LU, MT, PL, PT, SE	MEDIUM
measurement, testing and commissioning	11	CZ, DE, DK, ES, FR, HU, LU, PL, PT, SE, SI	MEDIUM
fault diagnosis and repair	11	AT, CZ, ES, FR, HU, LU, MT, PL, PT, SE, SI	MEDIUM
automation and building management systems	10	AT, CZ, DK, ES, HU, IT, LU, PT, SE, SI	MEDIUM
electrical engineering fundamentals	9	CZ, DK, FR, HU, IT, MT, PL, PT, SE	MEDIUM
electrical safety and protection	7	CZ, DK, ES, HU, LU, MT, PT	LOW
occupational health and safety	7	AT, CZ, DK, HU, MT, PL, PT	LOW
renewable energy and photovoltaics	7	DK, ES, HU, IT, LU, PT, SI	LOW
materials science	7	CZ, DE, FR, HU, MT, PL, SE	LOW
cable and network technology	6	CZ, DK, ES, HU, MT, PL	LOW
electrical machines and equipment	6	CZ, ES, HU, MT, PT, SE	LOW
quality assurance and quality control	5	DE, DK, ES, LU, PL	LOW
professional ethics and responsibility	5	CZ, DK, FR, PL, PT	LOW
lighting technology	4	DK, HU, MT, SE	LOW
lightning and surge protection	4	CZ, HU, IT, SE	LOW
telecommunications and communication networks	4	ES, IT, MT, SE	LOW
business management and cost calculation	4	DE, ES, LU, PL	LOW

Category Commonality Across All Types			
energy efficiency and sustainability	3	DE, FR, LU	LOW
digital tools and technologies	3	ES, FR, SE	LOW
customer communication and service	3	DK, FR, LU	LOW
team supervision and training	3	DK, ES, PL	LOW
autonomous professional practice	2	DK, SE	LOW
project management and work planning	2	FR, SE	LOW
construction law and building regulations	1	DK	LOW

5.4.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, electrician / senior electrician / specialised electrician ranked 48th in the list of most mobile professions, with 363 decisions taken on recognition of professional qualifications within the EU⁵⁴. The top-5 countries of qualification for these decisions were (also for the period 2020-2024): RO, DE, FR, BE, PL.

For building and related electricians (ISCO4 code 7411), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 20 EU Member States (AT, BE, BG, CZ, DE*, DK, EE, HR*, HU, IE, IT*, LT, LV, NL*, PL, PT, RO*, SE, SI, SK) compared to a labour surplus for 2 EU Member States (EL, FI).⁵⁵ This indicates a low level of intra-EU mobility matching potential.

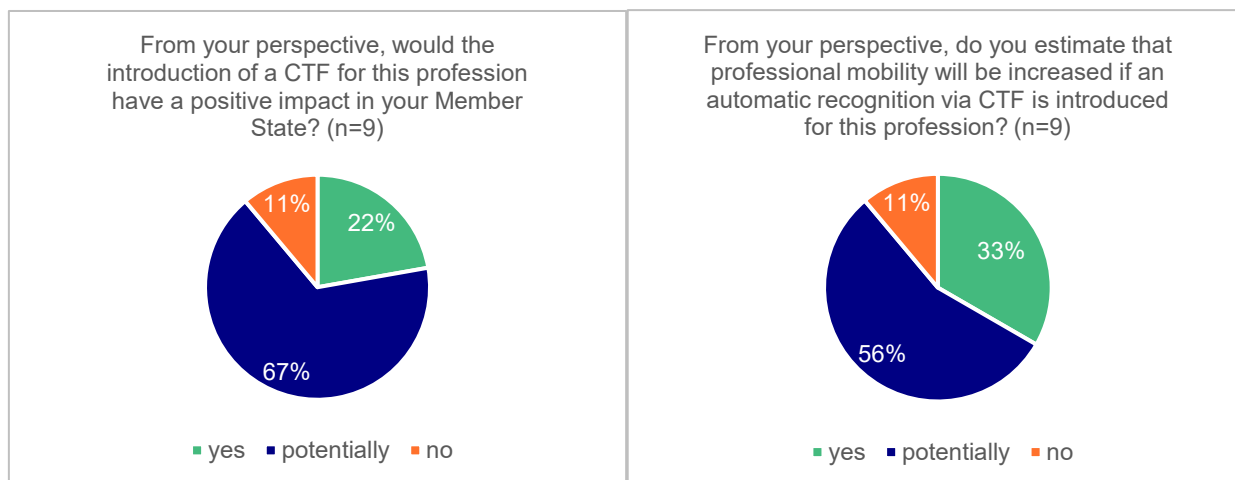
The stakeholder consultation⁵⁶ showed that stakeholders generally expect a CTF for electricians to have a positive impact in their Member State, with 89% of respondents expecting a positive or potentially positive impact (with 'potentially' replies in the majority). Some stakeholders cautioned that the ongoing parallel labour shortage situation in many Member States may limit the potential of the CTF in terms of promoting professional mobility.

(⁵⁴) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 36, 2020: 78, 2023: 40, 2024: 31.

(⁵⁵) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 7411 Building and related electricians. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high.

(⁵⁶) Based on 9 stakeholder replies from DE, FI (2), FR, HU (2), IT, LU, SE.

Figure 4: Stakeholder input on the impact of a potential CTF – Electrician / Senior electrician /Specialised electrician



Source: Stakeholders' consultation.

5.4.4. Assessment of commonalities and conclusions on feasibility

The comparative analysis of the elements illustrated in the table above reveals a mixed picture of convergence across Member States regulating the profession of Electrician / Senior electrician / Specialised electrician regarding the core structural elements of access. Out of the 18 Member States where the profession is regulated, no one of the five structural criteria assessed reaches the high commonality threshold. Three criteria reach the medium commonality threshold: the presence of a state examination requirement, the presence of national protected professional titles, and the requirement of practical training. Amongst these, only the requirement of practical training showed a significant level of alignment across the Member States regulating the profession (94% of Member States considered require practical training to access to the profession. However, the two criteria most directly relevant to the definition of minimum training requirements, the qualification level and duration of training, were both rated as low. The most common EQF level is 4, but this is shared by only 6 out of 18 Member States, while the remaining Member States position the profession across a wide spectrum ranging from EQF 3 to EQF 6 and even EQF 7. This represents one of the widest spread of qualification levels observed among the ten professions examined in this study. Similarly, the most common duration of training is 3 years, but this is shared by only 8 out of 18 Member States, with training durations ranging greatly across the other Member States and a significant variation in how training is structured (apprenticeship-based, school-based, or mixed pathways).

Regarding the analysis of knowledge, skills and competences, the mapping reveals a notably stronger degree of convergence. Seven broader KSC

categories reach the medium commonality threshold: electrical installation and wiring; technical drawing and documentation; electrical standards and regulations; measurement, testing and commissioning; fault diagnosis and repair; automation and building management systems; and electrical engineering fundamentals. These results seem confirm that, irrespective of the significant divergences in qualification levels and training duration, Member States appear to converge around a common set of technical competences centred on installation skills, safety-critical measurement and testing, knowledge of standards and regulations, and the ability to diagnose and repair faults. A further cluster of categories is present in 5 to 7 Member States (including electrical safety and protection, occupational health and safety, renewable energy and photovoltaics, materials science, cable and network technology, and electrical machines and equipment), suggesting additional areas of partial convergence.

On this basis, the profession can be characterized by a low-to-medium level of structural and educational convergence (with three 'MEDIUM' out of 5 structural criteria) coupled with a medium level of convergence in terms of knowledge, skills and competences (7 categories at medium).

As part of the stakeholder consultation of Task 2, respondents were asked to assess the feasibility of developing a CTF. For the profession of Electrician / Senior electrician / Specialised electrician, 8 respondents⁵⁷ considered the development of a CTF (potentially) feasible (under certain conditions), while 2⁵⁸ indicated that it is not. The limitations to a potential CTF flagged by the respondents who considered it not feasible was linked to the concern of maintaining a high qualification standard when determining the specific elements of an EU-wide CTF and the diversity of crafts regulations across Member States.

Turning to the potential impact of a CTF, the data available from the Regulated Professions Database for the period 2020 to 2024 indicates that electricians ranked 48th among the most mobile professions. The 2025 Labour Shortages and Surpluses Dashboard indicated a labour shortage for building and related electricians in 20 EU Member States compared to a labour surplus in only 2 Member States.⁵⁹ This seems to indicate a widespread demand for qualified electricians across the Union, suggesting that any mechanism facilitating cross-border mobility in this profession could deliver substantial economic and social benefits. Stakeholder feedback on the expected impact was broadly positive, with 89% of respondents expecting a positive or potentially positive impact of a CTF.

(⁵⁷) FI, FR, HU, IT, LU, SE.

(⁵⁸) AT, DE.

(⁵⁹) EL, FI.

In light of the analysis presented above, the establishment of a CTF for Electrician / Senior electrician / Specialised electrician is assessed as seemingly feasible, albeit subject to significant constraints. While the structural and educational parameters of the profession exhibit a low-to-medium degree of convergence, the profession benefits from a broad regulatory base (18 regulating Member States), near-universal practical training requirements, and a majority of Member States requiring a state examination, providing institutional anchors upon which a common framework could build. Second, the KSC analysis reveals a degree of substantive convergence, with 7 categories at the medium commonality threshold, confirming that a shared understanding of the core technical competence requirements exists across a majority of Member States. Third, stakeholder support is broad (80% of respondents), and the labour market case is compelling: with shortages in 20 Member States, the potential for positive impact through facilitated automatic recognition is substantial. The principal residual constraints are significant and would need to be carefully addressed in any CTF initiative. The wide spread of qualification levels (EQF 3 to 7) represents the most challenging structural divergence among the professions examined, together with the wide variety of paths available to access the profession across Member States. Notwithstanding these constraints, the combination of KSC convergence, broad stakeholder support, a large regulatory base, and an exceptionally compelling labour market need supports the conclusion that a CTF is feasible, provided that the minimum qualification requirements are defined with sufficient flexibility to accommodate the diversity of national regulatory approaches while ensuring the level of safety and competence that the profession demands.

5.4.5. Determination of which specific elements a potential Common Training Framework could include

5.4.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

The KSC comparative analysis for the Electrician / Senior electrician / Specialised electrician profession did not identify any broader category reaching the 'high' commonality threshold (18 or more Member States). However, a significant number of broader categories reached 'medium' commonality (present in 9 to 17 Member States): electrical installation and wiring; technical drawing and documentation; electrical standards and regulations; measurement, testing and commissioning; fault diagnosis and repair; automation and building management systems; electrical engineering fundamentals.

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession could potentially therefore encompass the following broader KSC categories: electrical installation and wiring; technical drawing and documentation; electrical standards and regulations; measurement, testing and commissioning; fault diagnosis and repair; automation and building management systems; and electrical engineering fundamentals. These are displayed in the table below.

Table 19 : Set of knowledge, skills and competences that a potential CTF could include - Electrician / Senior electrician / Specialised electrician

Broader Category	Total Count of MSs
electrical installation and wiring	12
technical drawing and documentation	12
electrical standards and regulations	11
measurement, testing and commissioning	11
fault diagnosis and repair	11
automation and building management systems	10

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 20: Intersection analysis - Electrician / Senior electrician / Specialised electrician

INTERSECTION ANALYSIS	
	4 categories shared by the same 9 MSs

INTERSECTION ANALYSIS	
MS intersection:	CZ, DE, DK, ES, FR, HU, PL, PT, SE
Categories included:	electrical installation and wiring
	technical drawing and documentation
	electrical standards and regulations
	measurement, testing and commissioning

5.4.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training.

The comprehensive mapping indicates that the Electrician profession is regulated in 18 Member States. The profession is largely positioned at the vocational education and training (VET) level, with national qualification frameworks varying across Member States. A high degree of convergence is observed in relation to practical training requirements as part of national training programs. The alignment on qualification levels (EQF), duration of training, the requirement of state examinations, and national protected professional titles is more moderate.

In light of these results, a potential CTF for this profession would likely incorporate provisions concerning practical training components, given their strong presence across regulating Member States.

5.4.6. Validation phase

During the validation phase, written input was received from 6 respondents: the European Federation of Building and Woodworkers (EFBWW), the European Builders Confederation (EBC), EuropeOn, and SMEunited. SMEunited submitted feedback from several of its national member organisations (Belgium, Germany, Greece). No other stakeholders contacted in this phase submitted input. The inputs received varied considerably in nature, ranging from comments on the structural mapping data to broader policy-oriented observations on the feasibility of a CTF for this profession. The inputs are presented below according to their nature and the approach to their integration is described in Section 5.1.5. The table below summarises the stakeholder responses received during the validation phase and indicates whether the input was submitted by the contacted European professional organisations and social partners or by their national members.

Table 21: Stakeholders consulted on the preliminary results for validation – Electrician / Senior electrician /Specialised electricianName of the organisation:	Type of entity:	Response received (Yes/No):
EuropeOn (European Electrical Contractors Association)	European professional organisation	Yes
European Committee for Electrotechnical Standardization (CENELEC)	European professional organisation	No
smartEn (Smart Energy Europe)	European professional organisation	No
European Builders Confederation (EBC)	European social partner	Yes
German Confederation of Skilled Crafts and Small Businesses (ZDH)	National member (DE) of European social partner SMEunited	Yes
Volta-Nelectra	National member (BE) of European social partner SMEunited	Yes
Hellenic Confederation of Professionals, Craftsmen and Merchants (GSEVEE)	National member (EL) of European social partner SMEunited	Yes
European Federation of Building and Woodworkers (EFBWW)	European social partner	Yes

EFBWW warned that the study's conclusions are based on limited evidence gathered from stakeholders and strong emphasis on similarities across KSC, while underestimating differences in qualification levels, training pathways, assessment systems and professional responsibilities. Thus, EFBWW noted that the conclusions regarding feasibility of a CTF should be regarded as preliminary

and interpreted with caution. EFBWW also underlined the divergence across Member States with regards to the EQF levels of qualification profiles leading to the profession. Additionally, EFBWW noted that qualification systems in the construction sector are often closely linked to national industrial relations systems, collective agreements, apprenticeship frameworks, sectoral training funds, etc. which a potential CTF must respect. EFBWW referred to the [SCAFFOLD project](#), an initiative mapping the employment and working conditions and vocational education and training programmes for scaffolding in six EU Member States. According to EFBWW, this project 'demonstrates that similarities in tasks and competences alone are not sufficient to justify automatic recognition'. Overall, EFBWW did not consider the evidence presented in the study to sufficiently support the conclusion regarding the feasibility of a CTF for this profession.

Similarly, EuropeOn expressed reservations regarding the overall feasibility of a CTF for the profession. EuropeOn highlighted that the profession of 'electrician' encompasses different professional profiles and qualification pathways, which makes it difficult to establish meaningful comparability. Furthermore, EuropeOn noted that there is divergence rather than convergence in the training requirements of the profession, which is also illustrated by the comprehensive mapping of the study.

Overall, both EFBWW and EuropeOn considered the evidence presented in the study not to sufficiently support the conclusion regarding the feasibility of a CTF for this profession.

Similarly, EBC noted that the evidence base supporting the study is based on limited stakeholder coverage. EBC highlighted that the significant structural differences such as EQF levels and duration of training 'merit particular attention in the feasibility assessment and recommendations going forward'. EBC also added that most trade representatives the organisation engaged on the matter have not requested more accessible cross-border mobility for electrician professionals.

Finally, national members of SMEunited also provided written comments on the study. Volta-Nelectra (BE) provided extra information on the electrician professionals in Belgium. GSEVEE (EL) highlighted that 'the profession of electrical installer is one of high responsibility and risk', and hence, 'automatic recognition should not lead to lowering the required knowledge, skills and professional requirements currently in force in the Member States'. To this end, GSEVEE considered a CTF must stipulate, as a minimum requirement, professional qualifications at EQF level 4 or above to ensure competence and safety. GSEVEE also highlighted areas that should form fundamental and mandatory pillars of a potential CTF, such as electrical safety, protection against electric shock, fire safety and safe working procedures. Finally, GSEVEE brought attention to the different levels of professional licensing that exist across Member

States, and that automatic recognition 'should provide for distinct levels of recognition corresponding to different levels of qualifications, competences and professional rights'. Overall, GSEVEE considered the development of a CTF to be 'an important step towards enhancing professional mobility in Europe, provided that it ensures a high level of technical competence, safety and quality of services provided'.

5.5. Child care worker

5.5.1. Introduction

According to the ESCO classification, the professions notified under the generic name of [Child care worker](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Child care workers](#)'. These occupations encompass professionals who 'provide care and supervision for children in residential homes and in before-school, after-school, vacation and day care centres.'

According to the Regulated Professions Database, Child care worker is regulated in 14 Member States. ⁽⁶⁰⁾ This figure was adjusted following consultations with the members of the Group of Coordinators for the recognition of professional qualifications (GoC), who indicated that the profession is also regulated in Slovakia, contrary to the information appearing in the Database. This information was subsequently confirmed through desk research conducted by the Study Team which verified that the regulatory framework in Slovakia does indeed cover this profession. In total, the profession was therefore found to be regulated and subsequently covered in the comprehensive mapping across 15 Member States.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 37 stakeholders were contacted to respond to the survey in relation to Child care worker. In total, 6 responses were received. The responses cover 6 Member States out of 15 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 22: Overview of survey responses - Child care worker

Country:	Type of entity:
Estonia	National competent authority
Finland	National competent authority
Hungary	National competent authority
Luxembourg	National competent authority
Netherlands	National competent authority
Poland	National competent authority

⁽⁶⁰⁾ AT, BE, CZ, DE, EE, EL, ES, FI, HU, IT, LU, NL, PL, RO.

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from more than half of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.5.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 23: Comprehensive mapping – Child care worker

Member State	Regulation of profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected title	Practical/clinical training
Austria	Yes (Regulated regionally)	Provincial Teachers' Service Law (LDG 1984, Federal Law Gazette No. 302/1984) Provincial Public Employees Act (LBedG 2000) Styrian Employment Requirements Act 2008 (StAEG)	link	5	5	2-3 years	Yes (pathway dependent) ⁶¹	No	Yes
Belgium	Yes (Regulated regionally)	Decree on the Organisation of Childcare for Babies and Toddlers (20 April 2012) Decree of 21 February 2019 aimed at Strengthening the Quality and Accessibility of Early Childhood Care Decree of the Government of the French Community of 2 May 2019 establishing the Authorisation and Subsidy Regime for Crèches, Childcare Services, and Independent Child (Co-)Carers (consolidated) Government Decree of 22 May 2014 on Childcare Services and Other Forms of Childcare Government Decree of 22 May 2014 on Independent Childminders (German-speaking Community).	link	4	5	3 Years (1-3 years depending on pathway) ⁶²	No	No	Yes
Czech Republic	Yes	Act No. 247/2014 Coll, amended, by Act No. 84/2025 Coll., 1 May 2025	link	4	4	120-160 hours	No	No	Yes (pathway dependent)
Estonia	Yes	Social Welfare Act	link	4	4	1 year	Yes (pathway dependent) ⁶³	No	No
Finland	Yes	Varhaiskasvatuslaki (540/2018) specifically § 28, (Government Decree on Early Childhood Education and Care) 753/2018, § 3.	link	4	4	3 years	No	No	Yes
Germany	Yes (Regulated regionally)	Laws and regulations of the states (Länder)	link	6	6	3 years (Regionally dependent)	Yes.	Yes	Yes
Greece	Yes	Joint Ministerial Decision 41087/29-11-2017 as amended by Ministerial Decision Δ11/οικ.26396/920/2020 Law 3463/2006 Presidential Decree 77/2023	link	4-6 (pathway dependent) ⁶⁴	6	2,5-4 years (pathway dependent)	Yes (SAEK Pathway)	Yes	Yes
Hungary	Yes	Welfare Minister's Decree 15/1998. (IV. 30.) Minister's Decree 1/2015. (I. 14.) on the Order of Reformatories	link	5	5	2 years	No	No	Yes
Italy	Yes	Ministerial Decree 8 October 1998, no. 520, Article 1 Article 6(3) of Legislative Decree 502/1992	link	6	6	3 years (180 ECTS)	No	No	Yes

⁽⁶¹⁾ The standard training pathway in Austria is the 5-year programme at a Bildungsanstalt für Sozialpädagogik (BASOP), beginning after the 8th school year (typically at age 14) and concluding with the Reife- und Diplomprüfung. The weekly lesson load is approximately 36–38 hours. As an alternative pathway, the Kolleg für Sozialpädagogik (for holders of a Matura/Reifeprüfung) lasts 4 semesters (full-time) or 5–6 semesters (part-time/berufsbegleitend). Regarding ECTS equivalence: the BASOP is a secondary-level institution and does not formally operate within the ECTS system. However, equivalences for recognition purposes are assessed on the basis of the total hours and content of the curriculum. The Austrian system does not assign a specific ECTS value to BHS qualifications; they are referenced by NQF/EQF level rather than credit volume. BASOP route requires passing a state exam.

⁽⁶²⁾ In Wallonia several qualifications give access to the childcare profession (1) Certificat de qualification puériculteur/puéricultrice; (2) Certificat de qualification agent d'éducation; (3) CESS + Certificat de qualification auxiliaire de l'enfance; (4) CESS + Certificat de qualification éducateur/éducatrice; (5) CESS + Diplôme de chef d'entreprise: accueillant(e) d'enfants (IFAPME/SFPME); and (6) Bachelier en accueil et éducation du jeune enfant. The CESS (Certificat d'Enseignement Secondaire Supérieur) is required alongside most of these qualifications, with transitional derogations for persons who commenced training before specified dates.

⁽⁶³⁾ Child Care Workers can either get their qualification by completing the regulated vocational education program or by passing a professional qualification exam organised under the Professions Act.

⁽⁶⁴⁾ Several pathways for qualification in Greece. University degree (first-cycle, Βρεφονηπιοκομία / Early Childhood Education): 4 years (8 semesters), corresponding to 240 ECTS. SAEK – Early Childhood Education Assistant: 2.5 years in total: 4 semesters of theoretical and laboratory training (up to 1,200 teaching hours) plus 1 semester of practical training/internship (960 hours). No ECTS apply, as SAEK is post-secondary non-tertiary education. Vocational High School (EPAL) — relevant specialty: 3 years of upper secondary vocational education.

Member State	Regulation of profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected title	Practical/clinical training
Luxembourg	Yes	Law of 19 December 2014 on the implementation of the future package (first part). Grand-Ducal Regulation of 14 November 2013 (as amended) concerning the accreditation to be granted to operators of childcare and education services for children. Law of 4 July 2008 on youth. Law of 28 October 2016 (as amended) on the recognition of professional qualifications.	link	4	4	3 years	Yes	Yes	Yes
Netherlands	Yes	General Act on the Recognition of EU Professional Qualifications Childcare Act Decree on Quality of Childcare Regulation on the Childcare Act Collective Labour Agreement for Childcare, Annex 13 — Qualification Requirements	link	3	3	3 years	No	No	Yes
Poland	Yes	Regulation of the Minister of National Education 2012 (core curriculum for vocational education) Regulation of the Minister of National Education 2016 (classification of vocational school occupations) Regulation of the Minister of Labour and Social Policy 2014 (classification of occupations and specialisations) Act of 4 February 2011 (care for children up to 3 years of age)	link	4	4	2 years	No	No	Yes
Romania	Yes	Law No. 1/2011 (National Education Law) Law No. 198/2023 (Pre-university Education) Law No. 199/2023 (Higher Education) Order of the Minister of Education, Research, Youth and Sport No. 5347/2011 (framework curricula, pedagogical profile) Order of the Minister of Education and Research No. 4812/2020 (organisation of pedagogical education) Government Decision No. 1252/2012 (organisation of nurseries/crèches)	link	4	4	4 years	Yes	No	Yes
Slovakia	Yes	Act No. 448/2008 Coll.	link	4	4	4 years	Yes	No	Yes
Spain	Yes	Organic Law 2/2006 on Education (LOE), as amended by Organic Law 3/2020 (LOMLOE) Royal Decree 95/2022 Royal Decree 132/2010 Royal Decree 1394/2007 Order EFD/659/2024	link	5	5	2 years	No	No	Yes
Most common feature					4	3 Years	No	No	Yes
Number of Member States					7/15	6/15	8/15	12/15	14/15
Member State Percentage ⁽⁶⁵⁾					47%	40%	53%	80%	93%
Degree of commonalities ⁽⁶⁶⁾					Low	Low	Low	Medium	Medium

⁽⁶⁵⁾ amongst the Member States regulating the profession.

⁽⁶⁶⁾ amongst the Member States regulating the profession.

Table 24: Knowledge, skills and competences (KSC) comparative analysis – Child care worker

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
health, safety and first aid	15	AT, BE, CZ, DE, EE, EL, ES, FI, HU, IT, LU, NL, PL, RO, SK	MEDIUM
pedagogy and educational theory	14	AT, BE, CZ, DE, EE, EL, ES, FI, HU, IT, LU, NL, RO, SK	MEDIUM
legal and regulatory framework	13	AT, BE, CZ, DE, EE, EL, ES, FI, IT, LU, NL, PL, SK	MEDIUM
family partnership and communication	13	BE, CZ, DE, EE, EL, ES, FI, HU, LU, NL, PL, RO, SK	MEDIUM
activity planning and implementation	13	AT, BE, CZ, EL, ES, FI, HU, IT, LU, NL, PL, RO, SK	MEDIUM
child development	12	BE, CZ, DE, EE, EL, ES, FI, HU, LU, NL, PL, SK	MEDIUM
teamwork and interdisciplinary collaboration	12	AT, BE, DE, EL, ES, FI, HU, IT, LU, NL, PL, SK	MEDIUM
professional ethics and children's rights	11	AT, BE, EE, EL, FI, HU, IT, NL, PL, RO, SK	MEDIUM
observation and developmental assessment	11	BE, CZ, DE, EL, ES, FI, HU, IT, PL, RO, SK	MEDIUM
reflective practice and professional development	11	AT, BE, DE, EE, EL, ES, FI, HU, IT, LU, PL	MEDIUM
autonomous professional practice	9	AT, CZ, DE, EE, ES, IT, LU, RO, SK	MEDIUM
care and daily routines	9	BE, EE, EL, FI, HU, LU, NL, PL, SK	MEDIUM
special needs and inclusive education	8	AT, DE, EE, EL, FI, LU, PL, RO	LOW
communication and language development	8	AT, BE, DE, EE, HU, IT, LU, NL	LOW
environmental design and safety	7	BE, EE, ES, HU, NL, PL, SK	LOW
intercultural competence and diversity	7	BE, DE, EL, ES, LU, NL, PL	LOW
creative and artistic expression	6	AT, DE, ES, HU, LU, RO	LOW
psychology and developmental psychology	5	AT, IT, LU, PL, RO	LOW
quality assurance and institutional development	5	CZ, DE, EE, LU, NL	LOW
ICT and digital skills	4	EE, EL, FI, RO	LOW

Category Commonality Across All Types			
social and civic education	4	ES, HU, IT, LU	LOW
play-based learning	4	EE, ES, HU, RO	LOW
general education subjects	3	AT, DE, RO	LOW
nutrition and dietetics	2	BE, CZ	LOW
physical education and movement	2	AT, RO	LOW
sign language and alternative communication	2	FI, PL	LOW
hygiene and infection prevention	1	CZ	LOW
research methodology	1	IT	LOW

5.5.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, child care worker ranked 6th in the list of most mobile professions, with 9115 decisions taken on recognition of professional qualifications within the EU⁶⁷. The top-5 countries of qualification for these decisions were (also for the period 2020-2024): BE, ES, NL, PL, DE.

For child care workers (ISCO4 code 5311), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 6 EU Member States (BE, DE*, DK, IT, NL, RO) compared to a labour surplus for 11 EU Member States (AT*, BE, CZ, EL*, ES*, FI, HU, LT, LV, PT*, SE).⁶⁸ This indicates a moderate level of intra-EU mobility matching potential.

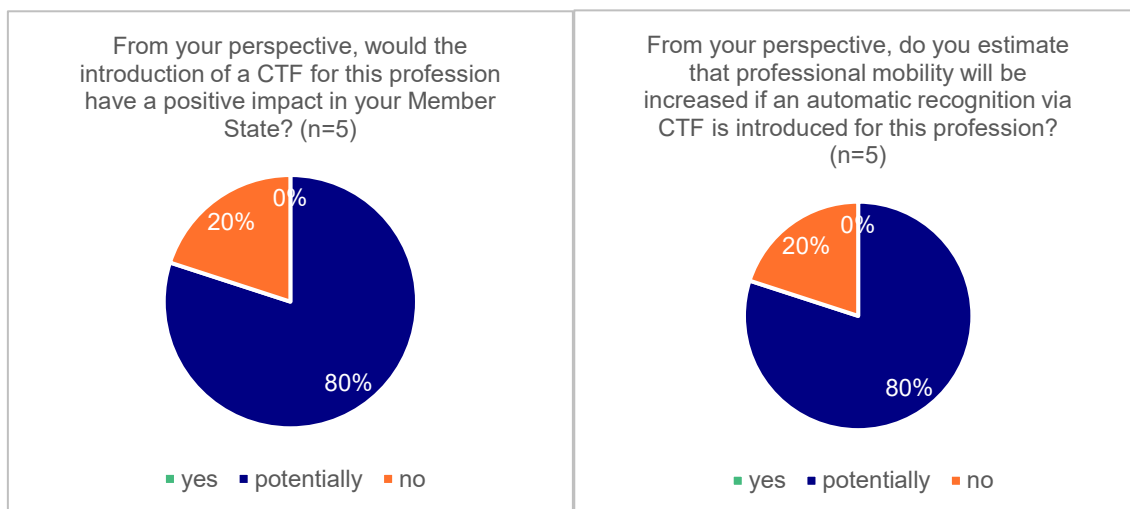
The stakeholder consultation⁶⁹ showed that 4 out of 5 consulted stakeholders expect the introduction of a CTF for child care workers to potentially have a positive impact, with and potentially leading to increased professional mobility. Streamlined recognition processes would be appreciated, however, stakeholders also cautioned that language requirements may constitute an impediment. While the profession ranks among the most mobile in terms of recognition decisions, some stakeholders nevertheless referred to low levels of demand for professional mobility in their Member States.

(⁶⁷) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 184, 2020: 2325, 2023: 2255, 2024: 61.

(⁶⁸) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 5311 Child care workers. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high. For Belgium, both a shortage and surplus is indicated (e.g. regional differences).

(⁶⁹) Based on 5 stakeholder replies from EE, FI, HU, LU, PL.

Figure 5: Stakeholder input on the impact of a potential CTF – Child care worker



Source: Stakeholders' input.

5.5.4. Assessment of commonalities and conclusions on feasibility

The comparative analysis of the elements illustrated in Table 14 demonstrates a limited and uneven degree of convergence across Member States regulating the profession of child care worker regarding the core structural elements of access to the profession. Applying the commonality scale, alignment reaches the medium threshold only for the inclusion of practical or clinical training, while the remaining structural parameters (qualification levels, duration of training, state exam requirements, and protected titles) each fall in the low band, being shared by fewer than one-third of member states. In particular, 15 Member States regulate the profession, and a significant level of alignment is observed in relation to the inclusion of practical training, which is a qualification requirement in virtually all regulating Member States.

Similarly, membership or registration with a professional organisation is not required in the large majority of cases, suggesting a broadly shared approach to the organisation of professional access. With regard to qualification levels, half of Member States position the profession at EQF level 4, indicating a moderate alignment in terms of positioning of the profession at the upper secondary or post-secondary non-tertiary level. The most common duration of training is three years, though this parameter displays the greatest degree of variation, ranging from 120–160 hours in one Member State to four years in others. With respect to the requirement of a state examination, half of the Member States do not impose such a requirement. The national protected professional titles exist in 12 out of 15 Member States.

As part of the stakeholder consultation of Task 2, respondents were asked to assess the feasibility of developing a CTF. For the profession of Child care worker, 5 respondents (FI, HU, LU, NL, PL) considered the development of a CTF (potentially) feasible (under certain conditions), while one (EE) indicated that it is not.⁷⁰ The limitation to a potential CTF flagged by the respondent who considered it not feasible was the diversity of national pathways to obtain relevant qualifications to practice the profession, which are not limited to formal education.

A further consideration relevant to the feasibility assessment concerns language requirements as a condition for access to the profession needs to be taken into account. Several Member States impose explicit language proficiency requirements: EE requires B2 proficiency in Estonian under the Language Act; LU requires proficiency in Luxembourgish, French and German; and the NL requires Dutch oral proficiency at level 3F/B2. While legitimate from the perspective of ensuring quality of care and effective communication with children and families, these requirements represent a structural factor that may limit the practical impact of automatic recognition on professional mobility. It is noted in LU, language proficiency remains a major concern for this profession, and there are always limits to mobility even with recognition.

The analysis of knowledge, skills and competences required for the child care worker profession across 15 EU Member States reveals strong convergence around the pedagogical and developmental core of the profession.

When categories are combined across all types (Knowledge, Skill, and Competence), multiple broader categories reach the MEDIUM commonality threshold, including: child development, pedagogy and educational theory, health, safety and first aid, family partnership and communication, activity planning and implementation, observation and developmental assessment), teamwork and interdisciplinary collaboration, professional ethics and children's rights, autonomous professional practice, reflective practice and professional development, special needs and inclusive education, legal and regulatory framework, and creative and artistic expression. No category reaches the HIGH threshold (18+ MSs), as the sample covers 15 Member States.

Knowledge elements flagged at 9 or more Member States include: child development pedagogy and educational theory, health, safety and first aid, legal and regulatory framework, special needs and inclusive education, psychology and developmental psychology, and family partnership and communication.

⁽⁷⁰⁾ Please note that this overview includes stakeholders who submitted their response to the survey after the extended deadline has passed. Therefore, their input may not be integrated into other parts of the analysis.

On this basis, the profession of child care worker can be characterised by a mixed level of structural and educational convergence. While a strong common core exists in relation to practical training requirements, the alignment on qualification levels (EQF), duration of training, the requirement of state examinations, and national protected professional titles is low, as each of these criteria is shared by fewer than one-third of Member States (fewer than 9). At the same time, the analysis of knowledge, skills and competences reveals a substantive convergence around a pedagogical and developmental core, with multiple broad aligned categories, including child development, pedagogy, health and safety, family partnership, and professional ethics, consistently present across virtually all regulating Member States. These variations in structural parameters suggest that, while a number of the conditions for the establishment of a CTF under Directive 2005/36/EC are present, the minimum harmonisation threshold required to support automatic recognition is met only partially with respect to formal access requirements. Nevertheless, the strong convergence identified at the level of professional knowledge, skills and competences provides a substantive foundation upon which a common set of minimum training outcomes could be articulated, indicating that the development of a CTF for the profession of child care worker is feasible in principle, but may not be able to encompass the diversity of national training pathways and structural access conditions with the shared professional competence core.

5.5.5. Determination of which specific elements a potential Common Training Framework could include

5.5.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

The KSC comparative analysis for the Child care worker profession did not identify any broader category reaching the 'high' commonality threshold (18 or more Member States), as the sample covers 15 Member States. However, numerous broader categories reached 'medium' commonality (present in 9 to 17 Member States): health, safety and first aid; pedagogy and educational theory;

legal and regulatory framework; family partnership and communication; activity planning and implementation; child development; teamwork and interdisciplinary collaboration; professional ethics and children's rights; observation and developmental assessment; reflective practice and professional development; autonomous professional practice; and care and daily routines.

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession would therefore encompass the following broader KSC categories: health, safety and first aid; pedagogy and educational theory; legal and regulatory framework; family partnership and communication; activity planning and implementation; child development; teamwork and interdisciplinary collaboration; professional ethics and children's rights; observation and developmental assessment; reflective practice and professional development; autonomous professional practice; and care and daily routines. These elements are displayed in the table below.

Table 25: Set of knowledge, skills and competences that a potential CTF could include - Child care worker

Broader Category	Total Count of MSs
health, safety and first aid	15
pedagogy and educational theory	14
legal and regulatory framework	13
family partnership and communication	13
activity planning and implementation	13
child development	12
teamwork and interdisciplinary collaboration	12
professional ethics and children's rights	11
observation and developmental assessment	11
reflective practice and professional development	11
autonomous professional practice	9
care and daily routines	9

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 26: Intersection analysis - Child care worker

INTERSECTION ANALYSIS	
	4 categories shared by the same 10 MSs
MS intersection:	BE, CZ, DE, EE, EL, ES, FI, LU, NL, SK
Categories included:	health, safety and first aid
	pedagogy and educational theory
	legal and regulatory framework
	family partnership and communication

5.5.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training.

The comprehensive mapping indicates that 15 Member States regulate the Child care worker profession. A high level of alignment is observed in relation to qualification pathways requiring a level of practical training, which is required in virtually all regulating Member States (14 out of 15). The majority of Member States position the profession at EQF level 4 (7 out of 15). The most common duration of training is three years (6 out of 15 Member States), although this parameter displays the greatest degree of variation. The requirement of a state examination presents low commonality across Member States, while the presence of national protected professional titles has medium commonality.

In light of these results, a potential CTF for this profession would likely build on the predominant qualification level of EQF 4, reflecting the positioning of the profession at the upper secondary or post-secondary non-tertiary level, and incorporate the near-universal requirement of practical training. The significant variability in the duration of training and the split in requirements regarding state examinations and professional qualifications would need to be carefully addressed in the design of the framework. Language requirements, present in several Member States, also represent a structural factor that may require consideration.

5.5.6. Validation phase

During the validation phase, written input was received from two respondents: the European Federation of Public Service Unions (EPSU) and European Trade

Union Committee for Education (ETUCE). No other stakeholders contacted in this phase submitted input. The inputs received varied in nature, ranging from proposed additions to the KSC tables to broader policy-oriented observations on the feasibility of a CTF for this profession. They are presented below according to their nature and the approach to their integration is described in Section 5.1.5.

Table 27: Stakeholders consulted on the preliminary results for validation – Child care worker

Name of the organisation:	Type of entity:	Response received (Yes/No):
International Step by Step Association (ISSA)	International professional organisation	No
European Federation of Public Service Unions (EPSU)	European professional organisation	Yes
European Trade Union Committee for Education (ETUCE)	European social partner	Yes

EPSU highlighted some areas of knowledge, skills and competences, which could complement the elements identified by the study, namely communication and language development, and nutrition and dietetics. EPSU also underlined the conclusion that the degree of fragmentation in qualification requirements poses a challenge to the development of a CTF for this profession. ETUCE highlighted similar concerns regarding the definition of the ESCO occupation title ‘child care worker’ as for the profession of Kindergarten teacher / Nursery school teacher / Preparatory school teacher. ETUCE also underlined the conclusions of survey respondents who considered a CTF for this profession not feasible due to language requirements as a condition for access to the profession.

5.6. Radiographer / Radiotherapist

5.6.1. Introduction

According to the ESCO classification, the professions notified under the generic name of [Radiographer / Radiotherapist](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Radiographer](#)'. This occupation encompasses professionals who 'use a range of technologies to examine, treat and care for patients. They work in the fields of Medical Imaging, Radiotherapy and Nuclear Medicine and apply ionising radiation, ultrasound, magnetic resonance imaging and radioactive sources.'

According to the Regulated Professions Database, Radiographer / Radiotherapist is regulated in 23 Member States.⁷¹ This figure was confirmed following consultations with the members of the GoC. However, the survey consultation indicated that the profession is also regulated in Estonia, which was subsequently confirmed through desk research conducted by the Study Team, thereby amounting at 24 Member States where the profession is regulated.

For this profession, it is important to note that in several Member States, the national profession under the generic name of Radiographer / Radiotherapist encompasses both diagnostic radiographers and radiotherapists, while in others these two are recognised as distinct and autonomous professions with their own regulatory framework and educational pathway (e.g. Ireland). This dual nature is relevant for the assessment of commonalities and must be borne in mind when interpreting the comparative data presented in the subsequent sections.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 76 stakeholders were contacted to respond to the survey in relation to Radiographer / Radiotherapist. In total, 29 responses were received. The responses cover 15 Member States out of 24 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

(71) AT, BE, BG, CZ, DE, DK, EL, ES, FI, FR, HR, IE, IT, LT, LV, LU, MT, NL, PL, PT, SE, SI, SK + CH, IS, NO, UK.

Table 28: Overview of survey responses - Radiographer / Radiotherapist

Country:	Type of entity:
Austria	National competent authority
Austria	National training institution
Belgium	National competent authority
Belgium	National competent authority ⁷²
Belgium	National training institution
Belgium	National training institution
Belgium	National training institution
Estonia	National training institution
Finland	National competent authority
Finland	National competent authority ⁷³
France	National competent authority
France	National competent authority ⁷⁴
Germany	National competent authority
Germany	National competent authority ⁷⁵
Greece	National competent authority ⁷⁶
Ireland	National competent authority
Ireland	National training institution
Ireland	National training institution
Ireland	National training institution
Latvia	National training institution
Lithuania	National competent authority
Lithuania	National competent authority ⁷⁷
Luxembourg	National training institution
Luxembourg	National competent authority
Netherlands	National competent authority
Netherlands	National training institution

(⁷²) National professional organisation

(⁷³) National professional organisation

(⁷⁴) National professional organisation

(⁷⁵) National professional organisation

(⁷⁶) National professional organisation

(⁷⁷) National professional organisation

Country:	Type of entity:
Portugal	National competent authority
Slovakia	National competent authority ⁷⁸
Spain	National competent authority ⁷⁹

The geographic and institutional coverage of the survey responses is broadly representative of the regulatory landscape across the EU. It is important to note that while this survey received the highest number of responses, no responses were received from over one third of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.6.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level,

⁽⁷⁸⁾ National professional organisation

⁽⁷⁹⁾ National professional organisation

training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 29: Comprehensive mapping – Radiographer / Radiotherapist

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State exam required	Protected title	Practical/ clinical training
Austria	Yes	Federal Law: Regulation of higher-level medical-technical services (MTD Law) BGBl. Nr. 460/1992	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Belgium	Yes	Royal Decree of 28 February 1997 concerning the professional title and qualification requirements for practicing the profession of medical imaging technologist and establishing the list of procedures that may be delegated to them by a physician.	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Bulgaria	Yes	Health Act Professional organization of nurses, midwives and associated medical specialists Act Ordinance on the uniform state requirements for the acquisition of higher education in the majors of the professional field Health Care for educational and qualification degree 'Professional Bachelor in ...' Ordinance No 1 of 8 February 2011 on the professional activities which the nurses, midwives, associated medical specialists and health assistants can carry out upon instruction or independently	link link link link	6	6	4 years	Yes	Yes	Yes
Croatia	Yes	Law on Healthcare Activities (NN 87/09)	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Czech Republic	Yes	Act No. 96/2004 Coll., Art. 7	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Denmark	Yes	Consolidated Act no. 1141 of 13 September 2018. Executive Order no. 49 of 13 January 2010, as amended.	link link	6	6	3,5 years - 210 ECTS	No	Yes	Yes
Estonia	Yes	Persons participating in the provision of healthcare services and the scope of access to the health information system	link	6	6	3,5 years - 210 ECTS	No	Yes	Yes
Finland	Yes	Act on Healthcare Professionals (559/1994)	link	6	6	3,5 years - 210 ECTS	No	Yes	Yes
France	Yes	Public Health Code, articles L.4351-1 to L.4351-13 and articles R. 4351-1 to R. 4351-29	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Germany	Yes	Law on Professions in Medical Technology (MT Professions Act - MTBG) Training and Examination Regulations for Medical Technologists (MT Training and Examination Regulations - MTAPrV)	link link	4	4	3 years	Yes	Yes	Yes
Greece	Yes	Presidential Decree 160/2014, Government Gazette A' 242/07.11.2014.	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Ireland	Yes	Health and Social Care Professionals Act 2005 Health and Social Care Professionals (Amendment) Act 2012 Health Identifiers Act 2014 Health Miscellaneous Provisions Act 2014	link link link link	8	6	varies by route ⁽⁸⁰⁾	No	Yes	Yes
Italy	Yes	Ministerial Decree of 26 September 1994, no. 746 (1) - Regulation concerning the identification of the role and related professional profile of the medical radiology technician.	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Latvia	Yes	Law on Regulated Professions and Recognition of Professional Qualifications	link	6	6	4 years - 240 ECTS	Yes	Yes	Yes
Lithuania	Yes	Personal Health Care Practices Law, June 30, 2020 No. XIII-3222	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Luxembourg	Yes	Law of 26 March 1992 on the practice and revaluation of certain healthcare professions. Law of 29 June 2023 amending the amended law of 26 March 1992 on the exercise and upgrading of certain health professions.	link link	6	6	3 years - 180 ECTS	No	Yes	Yes

⁽⁸⁰⁾ Two recognised educational pathways: Bachelor's (240 ECTS - 4 years) and Master's (120 ECTS - 2 years)

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State exam required	Protected title	Practical/ clinical training
Malta	Yes	Health Care Professions Act (Chapter 464)	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Netherlands	Yes	BIG-Act (Healthcare Professionals Act (Wet BIG)) article 34	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Poland	Yes	Minister of Health regulation of 20 July 2011 concerning qualifications required from employees occupying certain type of positions in medical establishments that are not entrepreneurs (Dz.U. 2011 nr 151 poz. 896) Minister of National Education regulation of 13 March 2017 concerning classifications of vocational education (Dz. U. of 2017, poz. 622 and 2356)	link link	6	6	3 years - 180 ECTS	No	Yes	Yes
Portugal	Yes	Decree-Law No. 320/99, of August 11, 1999 Decree-Law No. 261/93, of July 24 Order No. 9408/2014, of July 21	link link link	6	6	4 years - 240 ECTS	No	Yes	Yes
Slovakia	Yes	Act No. 578/2004 on healthcare providers, healthcare professionals, professional organizations in healthcare and on amendments to certain laws Government Regulation No. 296/2010 Coll. on professional competence for the performance of the health profession, the method of further education of health workers, the system of specializations and the system of certified work activities	link link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Slovenia	Yes	Health Care Act (ZZDej) Order on the list of professions for healthcare activities	link link	7	6	3 years - 180 ECTS	Yes	Yes	Yes
Spain	Yes	Law 44/2003, of November 21, on the regulation of health professions. Royal Decree 770/2014, of September 12, which establishes the title of Senior Technician in Radiotherapy and Dosimetry and sets its minimum teaching requirements.	link link	Level 1 Higher Technician	5	2 years - 120 ECTS	No	Yes	Yes
Sweden	Yes	Patient Safety Act (2010:659)	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Most common feature					6	3 years - 180 ECTS	No	Yes	Yes
Number of Member States					22/24	13/24	15/24	24/24	24/24
Percentage ⁽⁸¹⁾					92%	54%	63%	100%	100%
Degree of commonalities ⁽⁸²⁾					High	Medium	Medium	High	High

⁽⁸¹⁾ amongst the Member States regulating the profession.⁽⁸²⁾ amongst the Member States regulating the profession.

Table 30: Knowledge, skills and competences (KSC) comparative analysis – Radiographer / Radiotherapist

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
diagnostic imaging techniques	23	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SK	HIGH
anatomy, physiology and pathology	21	AT, BE, BG, CZ, DE, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SK	HIGH
nuclear medicine	21	AT, BE, BG, CZ, DE, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, MT, NL, PL, PT, SI, SK	HIGH
patient care and communication	20	AT, BE, BG, CZ, DE, EE, EL, ES, FR, HR, IE, IT, LT, LV, MT, NL, PL, PT, SE, SK	HIGH
professional ethics and deontology	20	AT, BE, BG, CZ, DE, EE, EL, ES, FI, FR, HR, IT, LT, LU, LV, MT, NL, PL, PT, SK	HIGH
radiation protection and dosimetry	19	AT, BE, BG, CZ, DE, EE, EL, ES, FR, IE, IT, LT, LU, LV, MT, NL, PL, PT, SK	HIGH
radiotherapy and radiation oncology	19	AT, BE, BG, CZ, DE, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, MT, NL, PL, PT	HIGH
quality assurance and quality control	18	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FR, HR, IE, IT, LT, LV, NL, PL, PT	HIGH
interprofessional collaboration and teamwork	18	AT, BE, BG, CZ, DE, DK, EE, EL, ES, FR, IE, IT, LT, LV, MT, NL, PL, PT	HIGH
research methodology and evidence-based practice	17	AT, BE, BG, CZ, DK, EE, EL, FR, HR, IE, LT, LU, LV, MT, NL, PT, SE	MEDIUM
medical imaging equipment operation	16	AT, BE, BG, CZ, EE, EL, ES, FR, HR, IT, LT, LU, LV, NL, PL, PT	MEDIUM
management and leadership	16	AT, BE, CZ, EE, EL, ES, FR, HR, IE, IT, LT, LU, LV, NL, PL, PT	MEDIUM
medical informatics and digital imaging systems	16	AT, BE, BG, CZ, EE, EL, ES, FR, HR, IE, IT, LT, LV, NL, PL, PT	MEDIUM
hygiene and infection prevention	16	AT, BE, BG, CZ, DE, EE, ES, FR, IE, IT, LT, LU, LV, NL, PL, PT	MEDIUM
health legislation and regulations	15	AT, BE, BG, CZ, DE, EE, EL, ES, FR, IE, LT, LV, NL, PL, PT	MEDIUM
first aid and emergency care	14	AT, BE, BG, DE, EE, EL, ES, HR, IE, IT, LT, LV, MT, SE	MEDIUM
magnetic resonance imaging	14	BE, EE, EL, ES, FR, HR, IE, LT, LU, LV, MT, NL, PL, PT	MEDIUM
communication skills	14	AT, BG, CZ, EE, EL, HR, IE, IT, LT, LV, NL, PL, PT, SK	MEDIUM
reflective practice and professional development	13	AT, CZ, DE, DK, EE, EL, ES, IE, LV, MT, NL, PL, PT	MEDIUM

Category Commonality Across All Types			
documentation and data management	13	AT, BE, DE, FR, HR, IE, IT, LT, LV, NL, PL, PT, SK	MEDIUM
teaching and supervision	13	AT, CZ, EE, EL, ES, FI, FR, IE, IT, LU, LV, NL, PT	MEDIUM
autonomous professional practice	13	AT, CZ, DE, DK, EE, EL, ES, FR, IE, IT, LV, NL, PT	MEDIUM
computed tomography and cross-sectional imaging	12	EE, EL, ES, FR, HR, IE, IT, LT, LV, MT, NL, SK	MEDIUM
contrast media and pharmacology	12	AT, CZ, EE, ES, FR, HR, LT, LU, LV, MT, NL, SK	MEDIUM
radiation physics and radiological physics	11	AT, BG, CZ, EE, EL, FR, LT, LV, NL, PT, SK	MEDIUM
occupational health and safety	11	BE, BG, EE, EL, ES, IE, LT, LV, MT, NL, PL	MEDIUM
patient positioning and preparation	11	AT, BE, EL, ES, FR, HR, LT, LV, MT, NL, SK	MEDIUM
interventional radiology and angiography	10	AT, BE, CZ, ES, FR, HR, IE, LT, MT, PL	MEDIUM
image quality assessment and processing	10	AT, BE, BG, EE, EL, FR, IE, LT, LV, NL	MEDIUM
statistics and biostatistics	10	AT, CZ, EL, HR, IE, IT, LT, MT, NL, PT	MEDIUM
radiobiology	10	AT, BE, BG, CZ, ES, HR, IE, LT, NL, PT	MEDIUM
paediatric radiology	9	AT, BE, BG, CZ, HR, IE, IT, LV, NL	MEDIUM
mammography and breast imaging	7	EL, IE, LT, LU, MT, NL, PL	LOW

5.6.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, radiographer ranked 22nd in the list of most mobile professions, with 1035 decisions taken on recognition of professional qualifications within the EU⁸³. The top-5 countries of qualification for these decisions were (also for the period 2020-2024): IT, ES, FR, PT, SK.

For medical imaging and therapeutic equipment technicians (ISCO4 code 3211 as proxy), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 10 EU Member States (AT, BE, BG, DE*, EL*, IT*, LV*, MT, NL, SE) compared to a labour surplus for 1 EU Member State (ES).⁸⁴ This indicates a low level of intra-EU mobility matching potential.

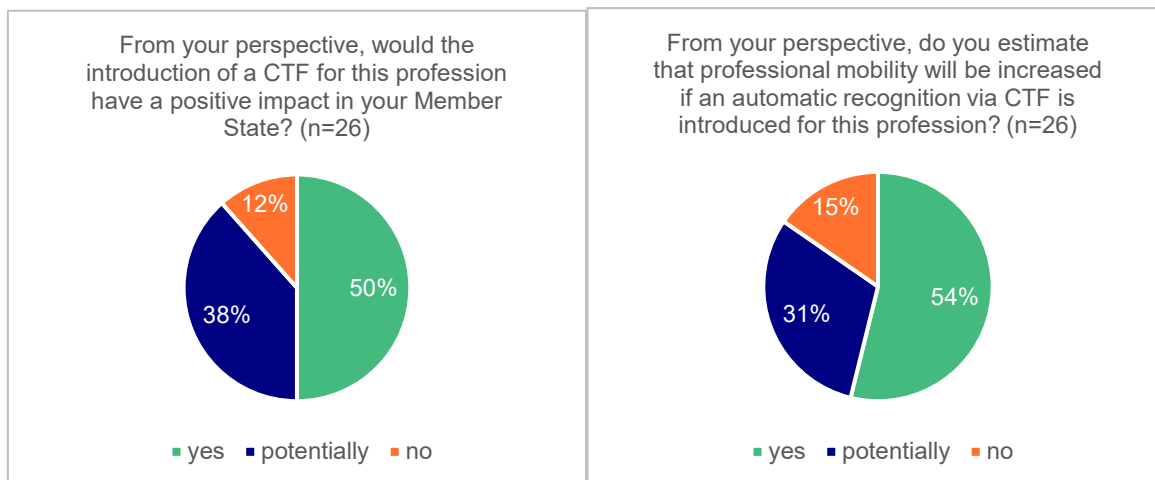
The stakeholder consultation⁸⁵ showed that among the ten professions studied in detail for this study, stakeholder feedback for a CTF for radiographers shows the most positive feedback in terms of expected impact and increased professional mobility. Both in terms of expected positive impact and in terms of mobility increase, more than half of the stakeholders replied 'yes', with another third responding 'potentially'.

(⁸³) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 541, 2020: 343, 2023: 185, 2024: 110.

(⁸⁴) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 3211 medical imaging and therapeutic equipment technicians. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high.

(⁸⁵) Based on 26 stakeholder replies from AT (2), BE (5), DE (2), EE, EL, ES, FI (2), FR (2), IE (2), LT (2), LU (2), LV, NL, PT, SK.

Figure 6: Stakeholder input on the impact of a potential CTF – Radiographer / Radiotherapist



Source: Stakeholders' consultation.

5.6.4. Assessment of commonalities and conclusions on feasibility

The comprehensive mapping indicates a high degree of convergence across Member States with regard to the regulation and training of the profession of Radiographer / Radiotherapist. 24 out of the 27 Member States regulate the profession, and 22 of these require a qualification at EQF level 6. In 13 Member States, the qualification can be obtained through a three-year (180 ECTS) higher-education programme, while in 5 Member States the education program is 4 years and consists of 240 ECTS and in 3 Member States, it is 3,5 years and 210 ECTS. Some Member States have different routes through which qualification to enter the profession can be accessed. In all Member States where the profession is regulated the education programs include mandatory practical training, and in 15 out of 24 Member States it concludes with state examination. While some variations exist with regards to the duration of the studies and the requirement of a state examination, these differences remain within a relatively narrow range.

This alignment in education programmes is reflected also in the commonality of knowledge, skills and competences required for the profession, as presented in the table above. The analysis reveals one of the strongest levels of convergence identified in this Study, which reflects the profession's reliance on standardised technologies, radiation safety frameworks and internationally recognised standards, such as those stemming from Directive 2013/59/Euratom. Several core competence areas reach a high level of commonality (covering 18 or more Member States), including anatomy and pathology, radiation protection, diagnostic imaging techniques, nuclear medicine, radiotherapy, quality

assurance, and professional ethics, forming a well-defined common core of professional training. More specialised areas (such as magnetic resonance imaging, interventional radiology or radiobiology) and certain transversal competences display a more moderate level of convergence, while only one area shows low level of commonality.

As part of the stakeholder consultation of Task 2, respondents were also asked to assess the feasibility of developing a CTF. For the profession of Radiographer / Radiotherapist, 27 respondents (AT, BE, DE, EE, EL, ES, FI, FR, IE, LT, LU, LV, NL, PT, SK) considered the development of a CTF (potentially) feasible (under certain conditions), while 2 (AT, NL) indicated that it is not.⁸⁶ The limitation to a potential CTF flagged by the respondent who considered it not feasible was linked to the divergent scope of professional practice across Member States, differences in the professional roles, responsibilities and training programmes.

In light of the results of the comprehensive mapping and the commonalities across Member States, as well as the generally positive feedback of stakeholders with regards to the potential impact and feasibility of a CTF, it is concluded that the development of a CTF for the profession of Radiographer / Radiotherapist appears highly feasible.

5.6.5. Determination of which specific elements a potential Common Training Framework could include

5.6.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

⁽⁸⁶⁾ Please note that this overview includes stakeholders who submitted their response to the survey after the extended deadline has passed. Therefore, their input may not be integrated into other parts of the analysis.

The KSC comparative analysis for the Radiographer / Radiotherapist profession identified a substantial number of broader categories reaching 'high' commonality (present in 18 or more Member States): diagnostic imaging techniques; anatomy, physiology and pathology; nuclear medicine; patient care and communication; professional ethics and deontology; radiation protection and dosimetry; radiotherapy and radiation oncology; quality assurance and quality control; and interprofessional collaboration and teamwork. In addition, numerous broader categories reached 'medium' commonality (present in 9 to 17 Member States): research methodology and evidence-based practice; medical imaging equipment operation; management and leadership; hygiene and infection prevention; medical informatics and digital imaging systems; health legislation and regulations, first aid and emergency care; magnetic resonance imaging; communication skills; reflective practice and professional development; teaching and supervision; documentation and data management; computed tomography and cross-sectional imaging; autonomous professional practice; radiation physics and radiological physics; contrast media and pharmacology; patient positioning and preparation; interventional radiology and angiography; image quality assessment and processing; occupational health and safety; statistics and biostatistics; and radiobiology. The full list of these elements can be found in the table below.

Table 31: Set of knowledge, skills and competences that a potential CTF could include - Radiographer/Radiotherapist

Broader Category	Total Count of MSs
diagnostic imaging techniques	23
anatomy, physiology and pathology	21
nuclear medicine	21
patient care and communication	20
professional ethics and deontology	20
radiation protection and dosimetry	19
radiotherapy and radiation oncology	19
quality assurance and quality control	18
interprofessional collaboration and teamwork	18
research methodology and evidence-based practice	17
medical imaging equipment operation	16
management and leadership	16
medical informatics and digital imaging systems	16
hygiene and infection prevention	16
health legislation and regulations	15
first aid and emergency care	14
magnetic resonance imaging	14

Broader Category	Total Count of MSs
communication skills	14
reflective practice and professional development	13
documentation and data management	13
teaching and supervision	13
autonomous professional practice	13
computed tomography and cross-sectional imaging	12
contrast media and pharmacology	12
radiation physics and radiological physics	11
occupational health and safety	11
patient positioning and preparation	11
interventional radiology and angiography	10
image quality assessment and processing	10
statistics and biostatistics	10
radiobiology	10
paediatric radiology	9

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession would therefore encompass all of the above broader KSC categories reaching medium and high commonality. Since this profession represents one of the strongest and most comprehensive convergences identified across all professions examined in this Study, the Study Team also developed a preliminary list of training subjects and knowledge, skills and competences that a CTF for radiographers / radiotherapists could include. These are based on the broader KSC areas identified above. It should be noted that this list is a first, preliminary overview to serve as a starting point, however, more research is needed to validate, confirm and complement these items.

Training subjects:

1. Medical imaging
2. Anatomy
3. Physiology
4. Pathology
5. Chemistry
6. Internal medicine
7. Nuclear medicine
8. Physics/Radiophysics
9. Biology/Radiobiology

10. Oncology/Radiation oncology
11. Radiopharmacy
12. Radiation protection and safety
13. Radiation therapy
14. Patient care and clinical practice
15. Psychology
16. First aid/Emergency care
17. Infection prevention and hygiene
18. Healthcare ethics
19. Healthcare legislation
20. Research methodology and statistics
21. Quality assurance and quality control

Knowledge, skills and competences:

1. Ability to prepare patients for diagnostic examinations, including correct patient positioning
2. Ability to operate medical imaging equipment
3. Ability to perform diagnostic imaging procedures
4. Ability to apply radiation protection principles in practice
5. Ability to work within multidisciplinary teams
6. Ability to provide first aid and emergency care
7. Ability to document and manage health data.

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 32: Intersection analysis - Radiographer / Radiotherapist

INTERSECTION ANALYSIS	
	15 categories shared by the same 9 MSs
MS intersection:	AT, BE, CZ, EE, FR, LT, LV, NL, PT
Categories included:	diagnostic imaging techniques
	anatomy, physiology and pathology
	nuclear medicine
	patient care and communication
	professional ethics and deontology
	radiation protection and dosimetry

INTERSECTION ANALYSIS	
	radiotherapy and radiation oncology
	quality assurance and quality control
	interprofessional collaboration and teamwork
	research methodology and evidence-based practice
	medical imaging equipment operation
	management and leadership
	medical informatics and digital imaging systems
	hygiene and infection prevention
	health legislation and regulations

5.6.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training.

The comprehensive mapping indicates that 24 out of 27 Member States regulate the Radiographer / Radiotherapist profession. The most common EQF level is 6, shared by 22 out of 24 regulating Member States, resulting in a high degree of commonality. The most common duration of training is 3 years corresponding to 180 ECTS, present in 13 out of 24 Member States, reflecting a medium degree of commonality, while 5 Member States require 4 years (240 ECTS) and 3 Member States require 3.5 years (210 ECTS). A state examination is not required in the majority of Member States (15 out of 24 do not require one), though 9 Member States maintain this requirement. In all 24 regulating Member States national protected professional titles exist, and education programs include practical training, thereby both mapping criteria achieving a high degree of commonality.

In light of these results, a potential CTF for this profession would likely include a minimum qualification at EQF level 6, a minimum training duration of 3 years corresponding to 180 ECTS, and the requirement to obtain a national protected professional title. The framework would also incorporate mandatory practical training components, reflecting their near-universal presence across regulating Member States.

5.6.6. Validation phase

The validation focus group for the profession of Radiographer / Radiotherapist took place on 16 June with the participation of representatives from 3 organisations, namely the European Training and Education in Radiation Protection (EUTERP), the European Federation of Radiographer Societies (EFRS) and the European Hospital and Healthcare Employers' Association (HOSPEEM). The focus group was organised online and lasted about an hour. The stakeholders were invited to review and validate the preliminary findings of the comprehensive mapping and provide their insights on the feasibility of a CTF for the profession. During the discussion, attendants had the opportunity to ask questions about the methodology of the study and the next steps in the development of a CTF, which were addressed by the Study Team and the Commission. Overall, the participants confirmed the relevance of the study and the interest of Radiographer / Radiotherapist professionals in the development of a CTF to simplify recognition procedures.

The Commission and Study Team also invited stakeholders to provide input in writing. During the validation phase, written input was received from 5 respondents: the European Federation of Radiographer Societies (EFRS) and a national member of EFRS, the European Training and Education in Radiation Protection (EUTERP) and two national members of EUTERP. No other stakeholders contacted in this phase submitted input. The inputs received varied considerably in nature, ranging from targeted corrections to the structural mapping data, to proposed additions to the KSC tables, to broader policy-oriented observations on the feasibility of a CTF for this profession. They are presented below according to their nature and the approach to their integration is described in Section 5.1.5. The table below summarises the stakeholder responses received during the validation phase and indicates whether the input was submitted by the contacted European professional organisations and social partners or by their national members.

Table 33: Stakeholders consulted on the preliminary results for validation – Radiographer / Radiotherapist

Name of the organisation contacted:	Type of entity:	Response received (Yes/No):
European Federation of Radiographer Societies (EFRS)	European professional organisation	Yes
Dachverband für Technologen/-innen und Analytiker/-innen in der Medizin Deutschland e.V. (DVTa)	National member (DE) of European professional organization EFRS	Yes

Name of the organisation contacted:	Type of entity:	Response received (Yes/No):
European Society for Radiotherapy and Oncology (ESTRO)	European professional organisation	No
European Society of Radiology (ESR)	European professional organisation	No
European Association of Nuclear Medicine (EANM)	European professional organisation	No
European Training and Education in Radiation Protection (EUTERP)	European professional organisation	Yes
Commissariat à l'énergie atomique et aux énergies alternatives (CEA)	National member (FR) of European professional organization EUTERP	Yes
Groningen Academy for Radiation Protection	National member (NL) of European professional organization EUTERP	Yes
EuroSafe Imaging	European professional organisation	No

A national member of EFRS shared feedback in writing via email, which expressed their support for the initiative and provided more context on the profession in the Member State (DE). Additionally, EFRS submitted written comments on the study, which validated, complemented and corrected some of the preliminary findings. In particular, EFRS highlighted some areas of contemporary radiographic practice that are either underrepresented (Magnetic Resonance Imaging (MRI); Mammography and Breast Imaging; Patient positioning and preparation) or missing from the report (Ultrasound; PET/CT and hybrid imaging; Radiopharmacy; Radiotherapy planning; Image interpretation; Imaging informatics and digital health; Advanced and extended practice). Furthermore, EFRS noted that the radiography profession consists of three main branches: Medical Imaging, Nuclear Medicine and Radiotherapy.

EUTERP shared both during the focus group and later in writing their recent initiative on developing '*Competence-based approaches in radiation protection*' and the workshop organised on the topic in July. Additionally, a national member of EUTERP shared targeted corrections to the mapping and KSC tables in the context of their national training system (NL). Finally, one comment and one question was received by email by another national professional organisation (FR).

Additionally, stakeholders shared a number of prior studies and initiatives that could support the development of a CTF for the profession. These include:

- EFRS: European Qualifications Framework (EQF) Level 6 Benchmarking Document: Radiographers, available at: <https://api.efrs.eu/api/assets/posts/205>
- EFRS: European Qualifications Framework (EQF) Level 7 Benchmarking Document: Radiographers, available at: <https://api.efrs.eu/api/assets/posts/208>
- EU-REST: Analysis on workforce availability, education and training needs for the quality and safety of medical applications involving ionising radiation in the EU, available at: <https://eanm.org/wp-content/uploads/2025/02/analysis-on-workforce-availability-education-and-training-HW0125000ENN.pdf>
- EFRS: 2020 Members Survey – National Societies, available at: <https://api.efrs.eu/api/assets/posts/259>
- EFRS: 2020 Members Survey – Educational Wing Members, available at: <https://api.efrs.eu/api/assets/posts/260>
- McNulty et al. (2025): Guidelines and recommendations for radiographer education from the EU-REST project, available at: <https://link.springer.com/article/10.1186/s13244-025-02104-4>.

5.7. Medical / Biomedical laboratory technician

5.7.1. Introduction

According to the ESCO classification, the professions notified under the generic name of [Medical/Biomedical laboratory technician](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Biomedical scientist](#)'. This occupation encompasses professionals who 'perform all laboratory methods required as part of medical examination, monitoring, treatment, and research activities which involves designing, planning, organizing, applying, evaluating, interpreting and validating all analytical processes. They develop their activity in several fields of expertise such as haematology, microbiology, clinical immunology, cytopathology, histopathology, immunohistochemistry, and clinical biochemistry among others. This requires the application of qualitative and quantitative laboratory methods, including image analysis and digital pathology, to provide an investigative report and diagnostic opinion on products of a biological nature.'

According to the Regulated Professions Database, Medical/Biomedical laboratory technician is regulated in 20 Member States.⁸⁷ This figure was adjusted following consultations with the members of the GoC, who indicated that the profession is also regulated in Hungary, Latvia and Sweden, only that the national professions appear under different generic names in the Regulated Professions Database. This information was subsequently confirmed through desk research conducted by the Study Team which verified that the regulatory framework in the abovementioned Member States do indeed cover this profession. In total, the profession was therefore found to be regulated and subsequently covered in the comprehensive mapping across 23 Member States.

It is relevant to note that the profession of Medical/Biomedical laboratory technician has been the subject of a prior attempt to establish a Common Training Framework. In an [article](#) published in the journal of Clinical Chemistry and Laboratory Medicine (CCLM) in 2020, Wieringa et al. outlined the backbone of the European Federation of Clinical Chemistry and Laboratory Medicine's (EFLM) proposed CTF for non-medical specialists in laboratory medicine. This prior initiative constitutes an important reference point for the present study and is taken into account in the assessment of feasibility presented in Section 5.7.4. However, the European Association of Biomedical Scientists (EPBS) noted during the validation phase that this study pertains to “non-medical specialists in

(⁸⁷) AT, BE, BG, CZ, DE, DK, EL, ES, FI, FR, HR, IE, IT, LT, LU, MT, PL, PT, SI, SK + CH, IS, LI, NO, UK.

laboratory medicine’ – a broader and differently defined professional category that does not coincide with, and cannot substitute for, the professionally distinct and separately regulated category of Biomedical Scientists”.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 71 stakeholders were contacted to respond to the survey in relation to Medical/Biomedical laboratory technician. In total, 11 responses were received.⁸⁸ The responses cover 9 Member States out of 24 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 34: Overview of survey responses - Medical/Biomedical laboratory technician

Country:	Type of entity:
Austria	National competent authority
Belgium	National competent authority
Bulgaria	National competent authority
Finland	National competent authority
Germany	National competent authority
Ireland	National competent authority
Ireland	National training institution
Luxembourg	National competent authority
Malta	National competent authority
Portugal	National competent authority

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from almost two thirds of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

⁽⁸⁸⁾ One national competent authority filled in the survey twice.

5.7.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 35: Comprehensive mapping – Medical / Biomedical laboratory technician

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State exam required	Protected title	Practical / Clinical training
Austria	Yes	Federal Law: Regulation of higher-level medical-technical services (MTD Law) BGBl. Nr. 460/1992 Federal Act on Advanced Medical-Therapeutic-Diagnostic Health Professions (MTD Act 2024 – MTDG) BGBl. Nr. 100/2024	link link	6	6	3 years - 180 ECTS	No	Yes	Yes
Belgium	Yes	Royal Decree of June 2, 1993, relating to the profession of medical laboratory technologist	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Bulgaria	Yes	Health Act Professional organization of nurses, midwives and associated medical specialists Act Ordinance on the uniform state requirements for the acquisition of higher education in the majors of the professional field Health Care for educational and qualification degree 'Professional Bachelor in ...' Ordinance No 1 of 8 February 2011 on the professional activities which the nurses, midwives, associated medical specialists and health assistants can carry out upon instruction or independently	link link	6	6	3 years - 6 semesters - 3200 hours	Yes	Yes	Yes
Croatia	Yes	Law on Healthcare Activities (NN 87/09)	link	4	4	varies by route	Yes	Yes	Yes
Czech Republic	Yes	Act No. 96/2004 Coll., Art. 20	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Denmark	Yes	Consolidated Act no. 1141 of 13 September 2018. Executive Order no. 49 of 13 January 2010, as amended.	link link	6	6	3,5 years - 210 ECTS	No	Yes	Yes
Finland	Yes	Act on Healthcare Professionals (559/1994)	link	6	6	3,5 years - 210 ECTS	No	Yes	Yes
France	Yes	Public Health Code, articles L. 4352-1, L. 4352-2 and L. 4352-3	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Germany	Yes	Law on Professions in Medical Technology (MT Professions Act - MTBG) Training and Examination Regulations for Medical Technologists (MT Training and Examination Regulations - MTAPrV)	link link	4	4	4 years - 4600 hours No ECTS because it is not a higher education program	Yes	Yes	Yes
Greece	Yes	Presidential Decree No. 20 / 2017 Determining the requirements for practicing the profession of Medical Laboratory Technologist (Government Gazette A' 34/20-03-2017)	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Hungary	Yes	Act CLIV of 1997 about healthcare 27/2016. (IX. 16.) EMMI Decree on the professional and examination requirements of vocational qualifications belonging to the sector of the Minister of Human Resources	link link	4	4	2 years - 1080 hours	No	Yes	Yes
Ireland	Yes	Health and Social Care Professionals Act 2005 Health and Social Care Professionals (Amendment) Act 2012 Health Identifiers Act 2014 Health Miscellaneous Provisions Act 2014	link link link link	8	6	varies by route	No	Yes	Yes
Italy	Yes	Decree 26 September 1994, n. 745, Regulations concerning the identification of the role and related professional profile of the biomedical laboratory technician.	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Latvia	Yes	Law on Regulated Professions and Recognition of Professional Qualifications	link	5	5	2 years - 120 ECTS	Yes	Yes	Yes
Lithuania	Yes	Law on the Health System	link	6	6	varies by route ⁸⁹	No	Yes	Yes

⁽⁸⁹⁾ Several pathways for qualification in Lithuania: University degree (first-cycle, Βρεφονηπιοκομία / Early Childhood Education): 4 years (8 semesters), corresponding to 240 ECTS. SAEK – Early Childhood Education Assistant: 2.5 years in total: 4 semesters of theoretical and laboratory training (up to 1,200 teaching hours) plus 1 semester of practical training/internship (960 hours). No ECTS apply, as SAEK is post-secondary non-tertiary education. Vocational High School (EPAL) — relevant specialty: 3 years of upper secondary vocational education.

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State exam required	Protected title	Practical / Clinical training
Luxembourg	Yes	Amended Law of 26 March 1992 on the practice and revaluation of certain healthcare professions. Grand-Ducal Regulation of 15 July 1969 implementing Articles 1 and 5 of the Law of 18 November 1967 regulating certain paramedical professions with regard to the profession of laboratory technician. Amended Law of 28 October 2016 on the recognition of professional qualifications. Amended Grand-Ducal Regulation of 8 April 2000 establishing the procedure to be followed to obtain authorization to practice certain healthcare professions in the Grand Duchy.	link	4	4	3 years - No ECTS because it is not a higher education program	No	Yes	Yes
Malta	Yes	Health Care Professions Act (Chapter 464)	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Poland	Yes	Law of 27 July 2001 on laboratory diagnostic (Dz.U. 2001 nr 100 poz. 1083) Minister of Health regulation of 20 July 2011 concerning qualifications required from employees occupying certain type of positions in medical establishments that are not entrepreneurs (Dz.U. 2011 nr 151 poz. 896) Minister of National Education regulation of 23 December 2011 concerning classifications of vocational education (Dz.U. 2012 poz. 7) Minister of Health regulation of 22 March 2010 concerning qualifications required from employees occupying certain type of positions in sanitary-epidemiological station (Dz.U. 2010 nr 48 poz. 283)	link link link link	4	4	2 years - No ECTS because it is not a higher education program	No	Yes	Yes
Portugal	Yes	Decree-Law No. 320/99, of August 11, 1999	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Slovakia	Yes	Act No. 578/2004 on healthcare providers, healthcare professionals, professional organizations in healthcare and on amendments to certain laws Government Regulation No. 296/2010 Coll. on professional competence for the performance of the health profession, the method of further education of health workers, the system of specializations and the system of certified work activities	link link	4 or 6	4 or 6	varies by route	No	Yes	Yes
Slovenia	Yes	Health Care Act (ZZDej) Order on the list of professions for healthcare activities	link link	5	4	4 years - 240 ECTS	Yes	Yes	Yes
Spain	Yes	Law 44/2003, of November 21, on the regulation of health professions. Royal Decree 771/2014, of September 12, which establishes the title of Senior Technician in Clinical and Biomedical Laboratory and sets its minimum teaching requirements.	link link	Level 1 Higher Technician	5	2000 hours	No	Yes	Yes
Sweden	Yes	Patient Safety Act (2010:659)	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Most common feature					6	3 years - 180 ECTS	No	Yes	Yes
Number of Member States					14/23	8/23	15/23	23/23	23/23
Percentage ⁽⁹⁰⁾					61%	35%	65%	100%	100%
Degree of commonalities ⁽⁹¹⁾						Medium	Low	Medium	High

⁽⁹⁰⁾ amongst the Member States regulating the profession.⁽⁹¹⁾ amongst the Member States regulating the profession.

Table 36: Knowledge, skills and competences (KSC) comparative analysis – Medical / Biomedical laboratory technician

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
clinical laboratory sciences	22	AT, BE, BG, CZ, DE, DK, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, PL, PT, SE, SI, SK	HIGH
laboratory equipment and instrumentation	18	AT, BE, BG, CZ, DE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LV, PL, PT, SK	HIGH
professional ethics and deontology	17	AT, BE, CZ, DE, DK, ES, FI, FR, HR, IE, IT, LV, MT, PL, PT, SE, SK	MEDIUM
microbiology	15	AT, BG, CZ, DE, ES, FI, FR, HU, IE, IT, LV, MT, PL, SI, SK	MEDIUM
histology and pathological anatomy	14	AT, BE, CZ, DE, ES, FI, FR, HR, IE, IT, LV, PL, PT, SK	MEDIUM
quality assurance and quality management	14	AT, BE, CZ, DE, DK, ES, FI, FR, HR, IE, LV, MT, PL, PT	MEDIUM
interprofessional collaboration and teamwork	14	AT, CZ, DE, DK, EL, ES, FR, HR, IE, IT, LV, PL, SE, SK	MEDIUM
genetics and molecular biology	13	AT, BG, CZ, DE, ES, FI, HR, IT, LV, MT, PT, SI, SK	MEDIUM
medical informatics and digital tools	13	AT, BE, DE, DK, ES, FR, HR, IT, LV, PL, PT, SI, SK	MEDIUM
clinical biochemistry	12	AT, BE, BG, CZ, FI, HR, HU, IE, LV, MT, PT, SI	MEDIUM
anatomy and physiology	12	AT, BE, CZ, FI, FR, HR, IT, LT, LV, PT, SI, SK	MEDIUM
health legislation and regulations	12	AT, BE, CZ, DE, ES, FR, HR, HU, IT, LT, LV, SK	MEDIUM
research methodology and evidence-based practice	12	AT, BE, BG, CZ, DE, DK, FI, FR, LV, MT, PT, SE	MEDIUM
laboratory management and economics	11	AT, CZ, DE, DK, ES, FI, IT, LV, MT, PL, SK	MEDIUM
haematology and coagulation	10	AT, BG, ES, HR, HU, IE, LV, MT, PT, SI	MEDIUM
communication in healthcare	10	AT, BE, CZ, DE, DK, ES, IT, LV, PL, SK	MEDIUM
immunology	9	AT, BE, BG, CZ, ES, FI, FR, IE, MT	MEDIUM
transfusion medicine	9	AT, CZ, FI, HR, LU, MT, PT, SI, SK	MEDIUM
venous blood collection and sampling	9	BE, BG, CZ, DE, FI, FR, LU, PL, SI	MEDIUM

Category Commonality Across All Types			
chemistry and biochemistry (foundational)	9	AT, CZ, FI, FR, IE, IT, LV, PT, SK	MEDIUM
data management and documentation	9	AT, DE, IT, LT, LV, PL, SE, SI, SK	MEDIUM
pre-analytical and post-analytical processes	7	BE, DE, ES, FR, LV, PL, SI	LOW
occupational health and safety	7	BE, HU, LT, LV, MT, PL, SK	LOW
lifelong learning and professional development	7	AT, CZ, DE, FI, IE, IT, LT	LOW
patient care and safety	7	AT, BG, FI, FR, HU, LV, SK	LOW
hygiene and infection prevention	6	AT, CZ, FR, HR, LV, MT	LOW
first aid and emergency care	6	AT, CZ, DE, FR, PL, SK	LOW
public health and epidemiology	5	BG, CZ, DE, FR, LV	LOW
pharmacology	4	BG, CZ, IT, LV	LOW
biology and cell biology	3	FI, FR, HR	LOW
physics and biophysics	2	CZ, LV	LOW
radioprotection	2	AT, CZ	LOW
biotechnology	2	FR, PL	LOW

5.7.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, medical/biomedical laboratory technician ranked 28th in the list of most mobile professions, with 785 decisions taken on recognition of professional qualifications within the EU⁹². The top-5 countries of qualification for these decisions were (also for the period 2020-2024): FR, ES, SK, DE, NL.

For medical and pathology laboratory technicians (ISCO4 code 3212), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 8 EU Member States (BE, BG, DK, EL*, IE, MT, NL, SE) compared to a labour surplus for 4 EU Member States (CZ, ES, LV*, PT).⁹³ This indicates a low to moderate level of intra-EU mobility matching potential.

The stakeholder consultation⁹⁴ showed that a CTF for laboratory technicians could have a potentially positive impact and could potentially lead to an increase in professional mobility. However, the responses are more cautious than compared to, for example, civil engineers, with a majority of 'potentially' answers.

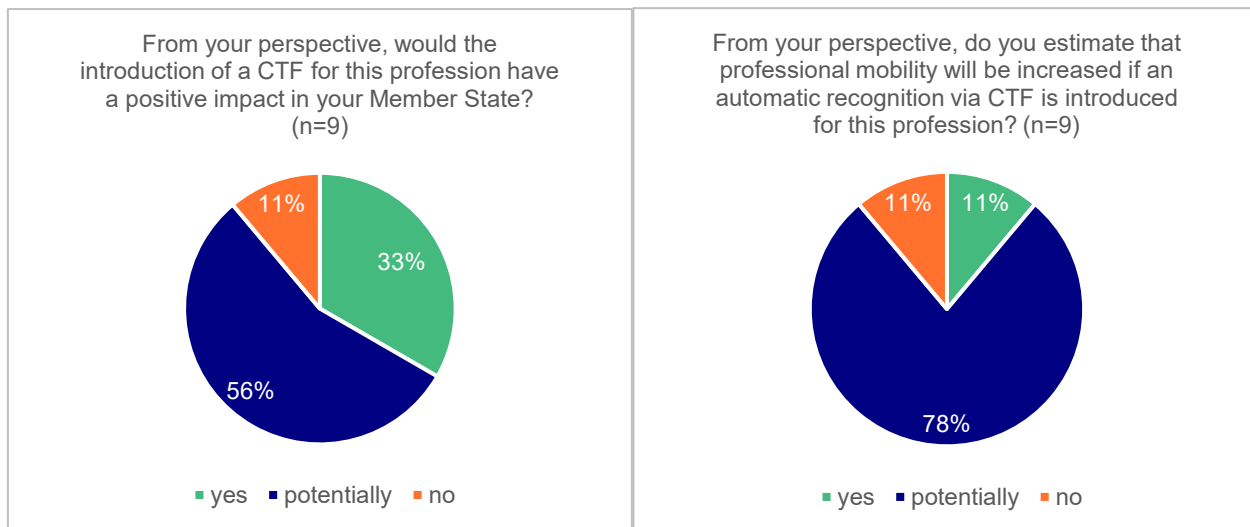
(⁹²) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>.

Numbers of recognition decisions at selected time intervals: 2015: 272, 2020: 213, 2023: 129, 2024: 100.

(⁹³) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 3212 medical and pathology laboratory technicians. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high.

(⁹⁴) Based on 9 stakeholder replies from AT, BE, BG, DE, IE, FI, LU, MT, PT.

Figure 7: Stakeholder input on the impact of a potential CTF – Medical / Biomedical laboratory technician



Source: Stakeholders' consultation.

5.7.4. Assessment of commonalities and conclusions on feasibility

The comprehensive mapping indicates a moderate degree of convergence across Member States with regard to the regulation and training of the profession of Medical / Biomedical laboratory technician. 23 out of the 27 Member States regulate the profession, and 14 of these require a qualification at EQF level 6. In 8 of Member States, the qualification can be obtained through a three-year (180 ECTS) higher-education programme, while in 4 Member States the education program is 4-years and 240 ECTS. In 2 additional Member States, the higher education program is 3,5 years and 210 ECTS. It is important to note that there are variations regarding the level of qualification needed to practice the profession, with 7 Member States requiring EQF level 4 qualifications, and 2 Member States at EQF level 5. However, all national education programs in the 24 Member States include mandatory practical training, and in 15 out of 24 Member States it concludes with state examination.

The moderate alignment in education programmes is reflected also in the commonality of knowledge, skills and competences required for the profession, as presented in the table above. The analysis of knowledge, skills and competences reveals strong convergence around the technical-scientific core of laboratory medicine. Clinical laboratory sciences, haematology and coagulation, microbiology, immunology, clinical biochemistry, and histology and pathological anatomy emerge as the most broadly shared knowledge domains across Member States, confirming a common European understanding of the scientific disciplines for this profession. Quality assurance and quality management is also

one of the most broadly present categories. Similarly, professional ethics and deontology, health legislation and regulations, and interprofessional collaboration appear across multiple Member States.

As part of the stakeholder consultation under Task 2, respondents were also asked to assess the feasibility of developing a CTF. For the profession of Medical/Biomedical laboratory technician, 10 respondents (BE, BG, DE, FI, IE, LU, MT, PT) considered the development of a CTF (potentially) feasible (under certain conditions), while one (AT) indicated that it is not.⁹⁵ The limitation to a potential CTF flagged by the respondent who considered it not feasible was linked to the divergent scope of professional practice across Member States.

In light of the results of the comprehensive mapping and the commonalities across Member States, as well as the generally positive feedback of stakeholders with regards to the potential impact and feasibility of a CTF, it is concluded that the development of a CTF for the profession of Medical / Biomedical laboratory technician appears feasible.

5.7.5. Determination of which specific elements a potential Common Training Framework could include

5.7.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

The KSC comparative analysis for the Medical / Biomedical laboratory technician profession identified the following broader categories reaching 'high' commonality (present in 18 or more Member States): clinical laboratory sciences and laboratory equipment and instrumentation. In addition, numerous broader

⁽⁹⁵⁾ Please note that this overview includes stakeholders who submitted their response to the survey after the extended deadline has passed. Therefore, their input was not integrated into other parts of the analysis.

categories reached 'medium' commonality (present in 9 to 17 Member States): professional ethics and deontology; microbiology; histology and pathological anatomy; quality assurance and quality management; interprofessional collaboration and teamwork; genetics and molecular biology; medical informatics and digital tools; clinical biochemistry; anatomy and physiology; health legislation and regulations; research methodology and evidence-based practice; laboratory management and economics; haematology and coagulation; communication in healthcare; immunology; transfusion medicine; venous blood collection and sampling; chemistry and biochemistry (foundational); and data management and documentation.

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession would therefore encompass all of the above broader KSC categories reaching medium and high commonality. This represents a strong convergence around the technical-scientific core of laboratory medicine, confirming a common European understanding of the scientific disciplines underpinning this profession. These elements are presented in the table below.

Table 37: Set of knowledge, skills and competences that a potential CTF could include - Medical / Biomedical laboratory technician

Broader Category	Total Count of MSs
clinical laboratory sciences	22
laboratory equipment and instrumentation	18
professional ethics and deontology	17
microbiology	15
histology and pathological anatomy	14
quality assurance and quality management	14
interprofessional collaboration and teamwork	14
genetics and molecular biology	13
medical informatics and digital tools	13
clinical biochemistry	12
anatomy and physiology	12
health legislation and regulations	12
research methodology and evidence-based practice	12
laboratory management and economics	11
haematology and coagulation	10
communication in healthcare	10
immunology	9
transfusion medicine	9
venous blood collection and sampling	9

Broader Category	Total Count of MSs
chemistry and biochemistry (foundational)	9
data management and documentation	9

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 38: Intersection analysis - Medical/Biomedical laboratory technician

INTERSECTION ANALYSIS	
	6 categories shared by the same 9 MSs
MS intersection:	AT, CZ, DE, ES, FI, FR, IE, LV, PL
Categories included:	clinical laboratory sciences
	laboratory equipment and instrumentation
	professional ethics and deontology
	microbiology
	histology and pathological anatomy
	quality assurance and quality management

5.7.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training.

The comprehensive mapping indicates that 23 out of 27 Member States regulate the Medical / Biomedical laboratory technician profession. The most common EQF level is 6, shared by 14 out of 23 regulating Member States, resulting in a medium degree of commonality. The most common duration of trainings 3 years corresponding to 180 ECTS, present in 8 out of 23 Member States, reflecting a low degree of commonality, with significant variation across jurisdictions. With

regard to state examinations, 15 out of 23 Member States do not require one, resulting in a medium degree of commonality. All 23 regulating Member States have national protected professional titles and include practical training in the education programmes, both achieving a high degree of commonality.

In light of these results, a potential CTF for this profession would likely include a minimum qualification at EQF level 6, reflecting the predominant standard, and incorporate the universal requirement of national professional titles and mandatory practical training components. The duration of training, while presenting a lower degree of commonality, would constitute a relevant element to be addressed in the design of the framework.

5.7.6. Validation phase

During the validation phase, written input was received only from the European Association for Professions in Biomedical Science (EPBS). No other stakeholders contacted in this phase submitted input. The approach to the integration to stakeholder inputs is described in Section 5.1.5.

Table 39: Stakeholders consulted on the preliminary results for validation – Medical/Biomedical laboratory technician

Name of the organisation:	Type of entity:	Response received (Yes/No):
European Federation of Clinical Chemistry and Laboratory Medicine (EFLM)	European professional organisation	No
European Board for Accreditation in Medical Physics (EBAMP)	European professional organisation	No
European Association for Professions in Biomedical Science (EPBS)	European professional organisation	Yes
European Hematology Association (EHA)	European professional organisation	No
European Society for Digital and Integrative Pathology (ESDIP)	European professional organisation	No
European Hospital and Healthcare Employers Association (HOSPEEM)	European social partner	Yes

EPBS strongly endorsed the conclusion that a CTF for this profession is to be established at EQF level 6. EPBS also broadly endorsed the identified

knowledge, skills and competences categories with high- and medium-commonality and noted that this finding is in line with the requirements established under Regulation (EU) 2017/746 on in vitro diagnostic medical devices. EPBS complemented the KSC areas with two elements to be potentially included as high-commonality categories (given their centrality to patient safety in clinical laboratory practice): transfusion medicine and pre-analytical and post-analytical process management. Finally, EPBS shared a number of documents that can support the development of a CTF for the profession:

- EPBS: Policy Statement on Biomedical Scientists, available at: https://epbs.net/wp-content/uploads/2019/12/EPBS_BLSprofession_policy_final.pdf
- IFBLS: Code of Ethics for Biomedical Laboratory Scientists, available at: https://www.ifbls.org/images/IFBLS_Documents/Code_of_Ethics.pdf
- EPBS: Policy on Education for Biomedical Sciences, available at: https://epbs.net/wp-content/uploads/2025/05/Policy-on-Education_final-version.pdf
- EPBS: European Biomedical Scientists: Standards of Proficiency, available at: <https://epbs.net/wp-content/uploads/2024/01/Standards-of-proficiency-EPBS-2023.pdf>.

5.8. Occupational therapist

5.8.1. Introduction

According to the ESCO classification, the professions notified under the generic name of [Occupational therapist](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Occupational therapist](#)'. This occupation encompasses professionals who 'assist individuals or groups who have occupational limitations due to diseases, physical disorders, and temporary or permanent mental disabilities, in regaining their ability to perform daily activities. They provide treatment and rehabilitation to enable them to actively participate in society, to live their lives according to their wishes and to perform those activities that are meaningful to them. Occupational therapists work in public health and social care services, but can also be involved in supporting asylum seekers, refugees and/or homeless people.'

According to the Regulated Professions Database, Occupational therapist is regulated in 24 Member States.⁹⁶ This figure was confirmed following consultations with the members of the GoC. Hence, comprehensive mapping covers the national professions under this generic category across 24 Member States.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 75 stakeholders were contacted to respond to the survey in relation to Occupational therapist. In total, 12 responses were received. The responses cover 12 Member States out of 24 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 40: Overview of survey responses - Occupational therapist

Country:	Type of entity:
Austria	National competent authority
Belgium	National competent authority
Finland	National competent authority

(⁹⁶) AT, BE, CY, CZ, DE, DK, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK + CH, IS, LI, NO, UK.

Country:	Type of entity:
Germany	National competent authority
Hungary	National competent authority
Ireland	National competent authority
Luxembourg	National competent authority
Netherlands	National competent authority
Poland	National training institution
Portugal	National competent authority
Slovenia	National competent authority
Sweden	National training institution

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from half of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.8.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level,

training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 41: Comprehensive mapping – Occupational therapist

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State exam required	Protected title	Practical/clinical training
Austria	Yes	Federal Law: Regulation of higher-level medical-technical services (MTD Law) BGBl. Nr. 460/1992	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Belgium	Yes	Royal Decree of 8 July 1996 relating to the professional title and the qualification conditions required for the practice of the profession of occupational therapist and establishing the list of technical services.	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Croatia	Yes	Law on Healthcare Activities (NN 87/09)	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Cyprus	Yes	Registration of Professional Occupational Therapists Law of 2006 (L. 34(I)/2006)	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Czech Republic	Yes	Act No. 96/2004 Coll., Art. 7	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Denmark	Yes	Consolidated Act no. 1141 of 13 September 2018. Executive Order no. 49 of 13 January 2010, as amended.	link link	6	6	3,5 years - 210 ECTS	No	Yes	Yes
Finland	Yes	Act on Healthcare Professionals (559/1994)	link	6	6	3,5 years - 210 ECTS	No	Yes	Yes
France	Yes	Public Health Code, articles L.4331-1 to L.4331-7, R.4331-1 to 17	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Germany	Yes	Law on the Profession of Occupational Therapist (Occupational Therapist Act - ErgThG) Training and Examination Regulations for Occupational Therapists (Occupational Therapist Training and Examination Regulations - ErgThAPrV)	link link	4	4	varies by route ⁹⁷	Yes	Yes	Yes
Greece	Yes	G5b/G.P.1003/2023/16-07-2024 Code of Ethics for Occupational Therapists	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Hungary	Yes	Act CLIV of 1997 about healthcare 5/2021 (XII.29.) ITM Decree on the list of qualifications to be obtained in higher education and the establishment of new courses	link link	6	6	4 years - 240 ECTS	No	Yes	Yes
Ireland	Yes	Health and Social Care Professionals Act 2005 Health and Social Care Professionals (Amendment) Act 2012 Health Identifiers Act 2014 Health Miscellaneous Provisions Act 2014	link link link link	8	6	4 years - 240 ECTS	No	Yes	Yes
Italy	Yes	Decree 17 January 1997, n. 136 - Regulations concerning the identification of the role and related professional profile of the occupational therapist.	link	6	6	3 years - 180 ECTS	Yes	Yes	Yes
Latvia	Yes	Law on Regulated Professions and Recognition of Professional Qualifications Regulations on the competence in medical care of medical practitioners and students who are studying first or second level professional higher medical education programmes and the extent of theoretical and practical knowledge of these persons	link link	6	6	4 years - 240 ECTS	Yes	Yes	Yes
Lithuania	Yes	Law on the Health System	link	6	6	varies by route ⁹⁸	No	Yes	Yes

⁽⁹⁷⁾ Initial vocation training (Primärqualifizierende berufsfachschulische Ausbildung) is 3 years, primary-qualifying higher education programme (BSc, Primärqualifizierende hochschulische Ausbildung) is 3,5 years (7 semesters, 210 ECTS).

⁽⁹⁸⁾ In Lithuania, professional qualification can be acquired through a Professional Bachelor's degree in Health Sciences (3 years - 180 ECTS) or a BSc in Health Sciences (4 years - 240 ECTS)

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State exam required	Protected title	Practical/clinical training
Luxembourg	Yes	Amended Law of 28 October 2016 on the recognition of professional qualifications. Amended Law of 26 March 1992 on the practice and revaluation of certain healthcare professions. Grand-Ducal Regulation of 15 February 2002 determining, for the profession of occupational therapist, the studies required to obtain the occupational therapist diploma, the procedures for recognizing foreign diplomas, and the practice of the occupational therapist profession. Amended Grand-Ducal Regulation of 8 April 2000 establishing the procedure to be followed to obtain authorization to practice certain healthcare professions in the Grand Duchy.	link	6	6	3 years - 180 ECTS	No	Yes	Yes
Malta	Yes	Health Care Professions Act (Chapter 464)	link	6	6	4 years - 240 ECTS	No	Yes	Yes
Netherlands	Yes	BIG-Act (Healthcare Professionals Act (Wet BIG)) article 34	link	6	6	4 years - 240 ECTS	No	Yes	No
Poland	Yes	Minister of Health regulation of 20 July 2011 concerning qualifications required from employees occupying certain type of positions in medical establishments that are not entrepreneurs (Dz.U. 2011 nr 151 poz. 896) Minister of National Education regulation of 13 March 2017 concerning classifications of vocational education (Dz. U. of 2017, poz. 622 and 2356) Minister of National Education regulation of 7 February 2012 concerning program basis of education in professions (Dz. U. of 2012, poz. 184, with amendments) Regulation of the Minister of Economy, Labour and Social Policy of 25 March 2004 on occupational therapy workshops (Dz.U. 2004 nr 63 poz. 587)	link link link link	5	5	varies by route ⁹⁹	varies by route	Yes	Yes
Portugal	Yes	Decree-Law No. 320/99, of August 11, 1999	link	6	6	4 years- 240 ECTS	No	Yes	Yes
Slovakia	Yes	Act No. 578/2004 on healthcare providers, healthcare professionals, professional organizations in healthcare and on amendments to certain laws Government Regulation No. 296/2010 Coll. on professional competence for the performance of the health profession, the method of further education of health workers, the system of specializations and the system of certified work activities	link link	7	7	180 ECTS bachelor studies + 120 ECTS master studies	Yes	Yes	Yes
Slovenia	Yes	Health Care Act (ZZDej) Order on the list of professions for healthcare activities	link link	7	6	3 years - 180 ECTS	Yes	Yes	Yes
Spain	Yes	Law 44/2003, of November 21, on the regulation of health professions. Royal Decree 1420/1990, of October 26, which establishes the official university degree of Diploma in Occupational Therapy and the general guidelines of the study plans leading to obtaining it. Order CIN/729/2009, of March 18, which establishes the requirements for the verification of official university degrees that enable the exercise of the profession of Occupational Therapist. Resolution of February 10, 2016, of the General Directorate of University Policy, which publishes the Agreement of the Council of Ministers of January 22, 2016, which determines the level of correspondence to the level of the Spanish Qualifications Framework for Higher Education of the Official University Degree of Bachelor in Documentation. Law 24/2014, of November 20, which creates the General Council of Colleges of Occupational Therapists. Order SCB/1459/2018, of December 18, which publishes the provisional Statutes of the General Council of Colleges of Occupational Therapists.	link link link link link	2	6	4 years - 240 ECTS	No	Yes	Yes
Sweden	Yes	Patient Safety Act (2010:659) Patient Safety Ordinance (2010:1369)	link link	6	6	3 years - 180 ECTS	No	Yes	Yes

⁽⁹⁹⁾ In Poland, 2 different education pathways exist: I Route (minimum qualification): Public or private post-secondary school and obtaining a vocational diploma in occupational therapy (after August 31st, 2019) - 2 year curriculum; II Route: Occupational therapy studies and obtaining a professional title of at least a bachelor's or engineer's degree (after September 30th, 2012) - 3 year bachelor (min. 180 ECTS) and 2 year master degree (min. 90 ECTS)

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State exam required	Protected title	Practical/clinical training
Most common feature					6	3 years - 180 ECTS	No	Yes	Yes
Number of Member States					21/24	10/24	15/24	24/24	23/24
Percentage ⁽¹⁰⁰⁾					88%	42%	63%	100%	96%
Degree of commonalities ⁽¹⁰¹⁾					High	Medium	Medium	High	High

⁽¹⁰⁰⁾ amongst the Member States regulating the profession.

⁽¹⁰¹⁾ amongst the Member States regulating the profession.

Table 42: Knowledge, skills and competences (KSC) comparative analysis – Occupational therapist

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
occupational therapy theory and models	22	AT, BE, CY, CZ, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK	HIGH
occupational performance assessment	22	AT, BE, CY, CZ, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK	HIGH
treatment planning and intervention	19	AT, BE, CZ, EL, ES, FI, FR, HR, HU, IE, IT, LT, LV, NL, PL, PT, SE, SI, SK	HIGH
research methodology and evidence-based practice	19	AT, CY, CZ, DK, EL, FI, FR, HR, HU, IE, IT, LT, LV, MT, NL, PT, SE, SI, SK	HIGH
interprofessional collaboration and teamwork	18	AT, BE, CY, CZ, DK, FI, FR, HR, HU, IE, IT, LT, LV, NL, PL, PT, SE, SI	HIGH
assistive technology and environmental adaptation	17	AT, BE, CZ, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PT, SI	MEDIUM
teaching and supervision	17	BE, CY, CZ, DK, ES, FI, FR, HR, HU, IE, IT, LT, LV, PL, PT, SE, SK	MEDIUM
communication and therapeutic relationship	15	AT, CZ, DK, EL, ES, FI, FR, HR, HU, IE, LT, LV, SE, SI, SK	MEDIUM
health promotion and prevention	14	AT, BE, CZ, ES, FR, HR, HU, IT, LT, LV, PL, PT, SI, SK	MEDIUM
professional ethics and deontology	14	AT, BE, CY, CZ, ES, FR, HU, IE, IT, LV, NL, PT, SE, SK	MEDIUM
occupational science	14	BE, DK, EL, ES, FI, FR, HR, LT, LU, LV, MT, NL, PT, SI	MEDIUM
rehabilitation and functional recovery	13	AT, BE, CZ, ES, FI, HR, HU, IE, IT, LU, LV, PL, PT	MEDIUM
reflective practice and professional development	13	AT, CY, CZ, FI, HR, HU, IE, LT, LV, MT, NL, PT, SE	MEDIUM
psychology and social sciences	13	AT, BE, CZ, ES, FR, HR, IE, IT, LV, MT, PL, SI, SK	MEDIUM
anatomy, physiology and pathology	12	BE, CZ, EL, ES, FI, FR, HU, IT, LT, NL, PT, SI	MEDIUM
documentation and reporting	12	AT, ES, HR, HU, IT, LT, LV, PL, PT, SE, SI, SK	MEDIUM
activity analysis and synthesis	11	AT, ES, FI, FR, HU, IE, IT, LT, LV, NL, PT	MEDIUM

Category Commonality Across All Types			
health legislation and regulations	11	AT, BE, CZ, ES, FR, IE, LT, LV, PL, SE, SK	MEDIUM
autonomous professional practice	11	AT, EL, ES, FI, FR, HU, IT, LT, PL, SE, SI	MEDIUM
management and leadership	10	AT, BE, CY, ES, FI, IE, IT, LV, PT, SK	MEDIUM
kinesiology and biomechanics	7	AT, BE, CZ, IT, LU, LV, SI	LOW
client-centred and person-centred practice	7	AT, FI, HU, IE, LV, PT, SE	LOW
first aid and emergency care	7	AT, FI, FR, HU, IT, LV, SK	LOW
psychiatry and mental health	6	CZ, EL, FR, HU, IT, PL	LOW
internal medicine and surgery	6	AT, CZ, FR, HU, IT, LV	LOW
community and social participation	6	IT, LT, LU, LV, SE, SI	LOW
orthosis design and fabrication	5	BE, ES, FR, IT, LU	LOW
paediatrics	5	CZ, FI, IT, LV, SK	LOW
quality assurance and clinical governance	5	AT, DK, FR, LT, LV	LOW
ergonomics and workplace adaptation	5	AT, FR, IT, LT, PL	LOW
neurology and neuropsychology	4	CZ, FI, IT, LV	LOW
geriatrics and gerontology	4	BE, CZ, IT, LV	LOW
medical informatics and digital tools	4	AT, CZ, FI, LV	LOW
hygiene and infection prevention	3	BE, FR, IT	LOW

5.8.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, occupational therapist ranked 20th in the list of most mobile professions, with 1178 decisions taken on recognition of professional qualifications within the EU¹⁰². The top-5 countries of qualification for these decisions were (also for the period 2020-2024): BE, DE, NL, FR, ES.

In ISCO4, occupational therapists are included under code 2269 Health professionals not elsewhere classified. The category can thus only be used as a proxy for data on labour shortages and surpluses in the occupation. Besides occupational therapists, this category also includes, for example, podiatrists, chiropractors, or recreational therapists. For this group of occupations, the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 10 EU Member States (AT*, BE, BG, CZ, DE*, EL*, LU, MT, SE, SI*) compared to a labour surplus for two EU Member States (BG, RO).¹⁰³ This indicates a low level of intra-EU mobility matching potential.

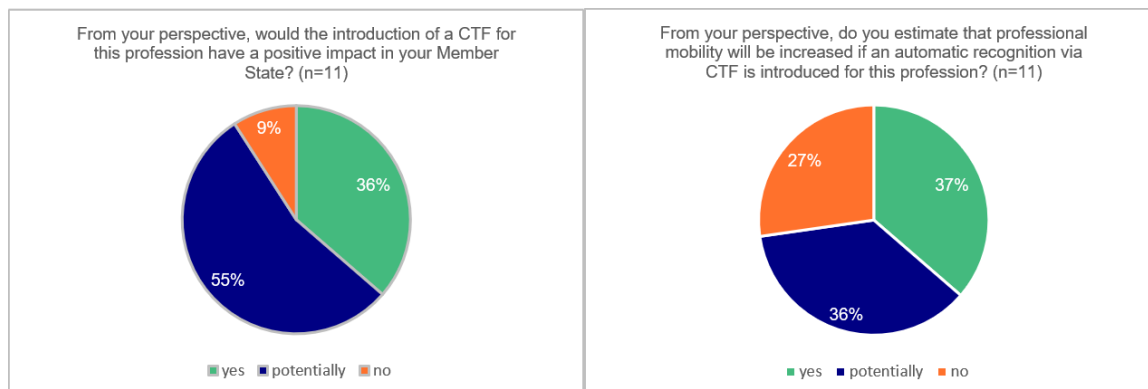
The stakeholder consultation¹⁰⁴ showed that stakeholders generally expect that the introduction of a CTF for occupational therapists would have a positive impact in their Member State, with 91% expecting a positive or potentially positive impact. It is noticeable, though, that for this profession, when compared to the other nine, there is a larger share of respondents who do not expect increased professional mobility for this profession. 27% of respondents indicated that they do not estimate that a CTF for occupational therapists will increase professional mobility.

(¹⁰²) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 276, 2020: 411, 2023: 220, 2024: 48.

(¹⁰³) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 2269 Health professionals not elsewhere classified. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high. For Bulgaria, both a shortage and a surplus is indicated (e.g. regional differences).

(¹⁰⁴) Based on 11 stakeholder replies from AT, BE, DE, FI, IE, HU, LU, PL, PT, SE, SI.

Figure 8: Stakeholder input on the impact of a potential CTF – Occupational therapist



Source: Stakeholders' input.

Source: Stakeholders' consultation.

5.8.4. Assessment of commonalities and conclusions on feasibility

The comprehensive mapping indicates a high degree of convergence across Member States with regard to the regulation and training of the profession of Occupational therapist. 24 out of the 27 Member States regulate the profession, and 21 of these require a qualification at EQF level 6. In 10 of Member States, the qualification can be obtained through a three-year (180 ECTS) higher-education programme, while in 8 Member States the education program is 4-years and 240 ECTS. In 2 additional Member States, the higher education program is 3,5 years and 210 ECTS. 23 national education programs in the 24 Member States include mandatory practical training, and in 15 out of 24 Member States it concludes with state examination.

The alignment in education programmes is reflected also in the commonality of knowledge, skills and competences required for the profession, as presented in the table above. The analysis of knowledge, skills and competences reveals strong convergence around the profession's core activities: the therapeutic use of meaningful activity and occupation to enable participation in daily life. Multiple broader categories reach the 'HIGH' commonality threshold, including: occupational performance assessment, treatment planning and intervention, interprofessional collaboration and teamwork, autonomous professional practice, rehabilitation and functional recovery, reflective practice and professional development, professional ethics and deontology, client-centred and person-centred practice, research methodology and evidence-based practice, communication and therapeutic relationship, assistive technology and environmental adaptation, and documentation and reporting. Furthermore, knowledge elements flagged at 9 or more Member States include: occupational therapy theory and models, anatomy, physiology and pathology, psychology and

social sciences, neurology and neuropsychology, psychiatry and mental health, research methodology and evidence-based practice, professional ethics and deontology, health legislation and regulations, kinesiology and biomechanics, geriatrics and gerontology, paediatrics, and ergonomics and workplace adaptation.

As part of the stakeholder consultation of Task 2, respondents were also asked to assess the feasibility of developing a CTF. For the profession of Occupational therapist, all 12 respondents considered the development of a CTF (potentially) feasible (under certain conditions).¹⁰⁵

In light of the results of the comprehensive mapping and the commonalities across Member States, as well as the positive feedback of stakeholders with regards to the potential impact and feasibility of a CTF, it is concluded that the development of a CTF for the profession of Occupational therapist appears highly feasible.

(¹⁰⁵) Please note that this overview includes stakeholders who submitted their response to the survey after the extended deadline has passed. Therefore, their input may not be integrated into other parts of the analysis.

5.8.5. Determination of which specific elements a potential Common Training Framework could include

5.8.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

The KSC comparative analysis for the Occupational therapist profession identified a substantial number of broader categories reaching 'high' commonality (present in 18 or more Member States): occupational therapy theory and models; occupational performance assessment; treatment planning and intervention; research methodology and evidence-based practice; interprofessional collaboration and teamwork. In addition, numerous broader categories reached 'medium' commonality (present in 9 to 17 Member States): assistive technology and environmental adaptation; teaching and supervision; communication and therapeutic relationship; professional ethics and deontology; health promotion and prevention; occupational science; rehabilitation and functional recovery; psychology and social sciences; reflective practice and professional development; anatomy, physiology and pathology; documentation and reporting; health legislation and regulations; autonomous professional practice; activity analysis and synthesis; and management and leadership. The full list of these elements can be found in the table below.

Table 43: Set of knowledge, skills and competences that a potential CTF could include - Occupational Therapist

Broader Category	Total Count of MSs
occupational therapy theory and models	22
occupational performance assessment	22
treatment planning and intervention	19
research methodology and evidence-based practice	19
interprofessional collaboration and teamwork	18
assistive technology and environmental adaptation	17

Broader Category	Total Count of MSs
teaching and supervision	17
communication and therapeutic relationship	15
health promotion and prevention	14
professional ethics and deontology	14
occupational science	14
rehabilitation and functional recovery	13
reflective practice and professional development	13
psychology and social sciences	13
anatomy, physiology and pathology	12
documentation and reporting	12
activity analysis and synthesis	11
health legislation and regulations	11
autonomous professional practice	11
management and leadership	10

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession would therefore encompass all of the above broader KSC categories reaching medium and high commonality. This represents a strong and well-defined convergence around the core activities of the profession, namely the therapeutic use of meaningful activity and occupation to enable participation in daily life. Since this profession represents one of the strongest and most comprehensive convergences identified across all professions examined in this Study, the Study Team also developed a preliminary list of training subjects and knowledge, skills and competences that a CTF for occupational therapists could include. These are based on the broader KSC areas identified above. It should be noted that this list is a first, preliminary overview to serve as a starting point, however, more research is needed to validate, confirm and complement these items.

Training subjects:

1. Occupational therapy
2. Occupational science
3. Occupational performance assessment
4. Treatment and intervention planning
5. Rehabilitation
6. Anatomy
7. Physiology
8. Pathology
9. Psychology
10. Sociology

11. Pedagogy
12. Health promotion
13. Healthcare ethics
14. Healthcare legislation
15. Research methodology

Knowledge, skills and competences:

1. Ability to apply occupational therapy theory and practice models
2. Ability to assess occupational performance
3. Ability to plan, implement and evaluate occupational therapy interventions
4. Ability to develop and implement rehabilitation and recovery plans
5. Ability to promote health
6. Ability to document and manage health data
7. Ability to work in multidisciplinary teams.

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 44: Intersection analysis - Occupational therapist

INTERSECTION ANALYSIS	
	7 categories shared in the same 10 MSs
MS intersection:	CZ, FI, FR, HR, HU, IE, IT, LT, LV, PT
Categories included:	occupational therapy theory and models
	occupational performance assessment
	treatment planning and intervention
	research methodology and evidence-based practice
	interprofessional collaboration and teamwork
	assistive technology and environmental adaptation
	teaching and supervision

5.8.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to

include in a CTF. The analysis focused on aspects that are frequently present across national systems and that could contribute to ensuring consistency and quality in professional training.

The comprehensive mapping indicates that 24 out of 27 Member States regulate the Occupational therapist profession. The most common EQF level is 6, shared by 21 out of 24 regulating Member States (88%), resulting in a high degree of commonality. The most common duration of training is 3 years corresponding to 180 ECTS, present in 10 out of 24 Member States (42%), reflecting a medium degree of commonality, with 15 out of 24 Member States following this or a longer programme (including 4 years with 240 ECTS or 3.5 years with 210 ECTS). A state examination is not required in the majority of cases (15 out of 24 Member States do not require one), corresponding to a medium level of commonality (63%). All 24 regulating Member States have national protected professional titles, achieving a high degree of commonality, and 23 out of 24 include practical training components (96%), also achieving high commonality.

In light of these results, a potential CTF for this profession would likely include a minimum qualification at EQF level 6, a minimum training duration of 3 years corresponding to 180 ECTS, and the requirement to obtain a national protected professional title. The framework would also incorporate mandatory practical training components, reflecting their near-universal presence across regulating Member States.

5.8.6. Validation phase

During the validation phase 3 stakeholders were contacted for the profession of occupational therapist. No written input was received from any of the stakeholders contacted for this profession. The stakeholders contacted are presented in the table below.

Table 45: Stakeholders consulted on the preliminary results for validation – Occupational therapist

Name of the organisation:	Type of entity:	Response received (Yes/No):
European Network of Occupational Therapy in Higher Education (ENOTHE)	European professional organisation	No
Research in Occupational Therapy and Occupational Science Foundation (ROTOS)	European professional organisation	No
EASPD – European Association of Service Providers for Persons with Disabilities	European professional organisation	No

5.9. Civil engineer

5.9.1. Introduction

According to the ESCO classification, the professions notified under the generic name of [Civil engineer](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Civil engineers](#)'. These occupations encompass professionals who 'conduct research, advise on, design, and direct construction; manage the operation and maintenance of civil engineering structures; or study and advise on technological aspects of particular materials'.

According to the Regulated Professions Database, Civil engineer is regulated in 15 Member States.¹⁰⁶ This figure was adjusted following consultations with the members of the GoC, who indicated that the profession is also regulated in Estonia, Malta and Slovenia, contrary to the information appearing in the Database. In addition, the survey consultation indicated that the profession is also regulated in Bulgaria. This information was subsequently confirmed through desk research conducted by the Study Team which verified that the regulatory framework in the abovementioned Member States do indeed cover this profession. Lastly, for Luxembourg, the GoC member indicated a different profession (namely: [Ingénieur-conseil du secteur de la construction](#)) instead of the one under the generic name of Civil engineer in the Database ([Entrepreneur de construction et de génie civil](#)) as it appeared to better fit the general category of the profession. Hence, the former one was included in the mapping and subsequent analysis. In total, the profession was therefore found to be regulated and subsequently covered in the comprehensive mapping across 19 Member States.

It is relevant to note that the profession of Civil engineer has been the subject of a prior attempt to establish a Common Training Framework. The European Council of Civil Engineers (ECCE) and the European Council of Engineers Chambers (ECEC) have submitted [a proposal](#) to the European Commission for the creation of a CTF for civil engineers, accompanied by [a survey report](#) on common training principles across Member States. This prior initiative constitutes an important reference point for the present study and is taken into account in the assessment of feasibility presented in Section 5.9.4.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 59 stakeholders were contacted to respond to the survey in relation to Civil engineer. In total, 13 responses were

⁽¹⁰⁶⁾ AT, CY, CZ, DK, EL, ES, HR, IT, LT, LU, LV, PL, PT, RO, SK + CH, UK.

received.¹⁰⁷ The responses cover 10 Member States out of 18 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 46: Overview of survey responses - Civil engineer

Country:	Type of entity:
Austria	National competent authority
Bulgaria	National competent authority
Czech Republic	National competent authority
Estonia	National competent authority
Italy	National competent authority
Luxembourg	National competent authority
Luxembourg	National competent authority ¹⁰⁸
Portugal	National competent authority
Romania	National training institution
Spain	National competent authority
Spain	National competent authority
Sweden	National competent authority

The geographic and institutional coverage of the survey responses is broadly representative of the regulatory landscape across the EU. It is important to note that while this survey received a relatively high number of responses compared to the number of Member States contacted, no responses were received from over one third of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

(¹⁰⁷) One national competent authority filled in the survey twice for two distinct national professions.

(¹⁰⁸) National professional organisation.

5.9.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 47: Comprehensive mapping – Civil engineer

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected title	Practical/clinical training
Austria	Yes	Architects and Chartered Engineering Consultants Act 1993 (ZTG) §1	link	7	7	5 years (300 ECTS)	Yes	Yes	Yes
Bulgaria	Yes	Law on the Chambers of Architects and Engineers in Investment Design, No. 20 of March 4, 2003 (as amended)	link	6	6	180 ECTS	No	No	Yes
Croatia	Yes	Construction Law (Official Gazette 155/25)	link	7	7	5 years (300 ECTS)	Yes	Yes	Yes
Cyprus	Yes	Law 224/1991	link	6	6	4 years, 240 ECTS	No	Yes	Yes
Czech Republic	Yes	Act No. 360/1992 Coll., Art. 4	link	6	6	4 years (240 ECTS)	Yes	Yes	Yes
Denmark	Yes	BEK no. 1399 of 12/12/2019 Building Regulations 2018 (BR18)	link	7	7	180 ECTS	No	Yes	Yes
Estonia	Yes	Building Code § 24	link	6	6	120 ECTS	No	No	Yes
Greece	Yes	Article 3 (Άρθρο 3) “Πολιτικός Μηχανικός (ΠΜ)”	link	7	7	5 years (300 ECTS)	No	Yes	No
Italy	Yes	Royal Decree 23 October 1925, n. 2537 Presidential Decree 5 June 2001, n. 328	link	6	6 ¹⁰⁹	3 years (180 ECTS)	Yes	Yes	No
Latvia	Yes	Construction Law §13(1).	link	6	6	3 years (240 ECTS)	Yes	No	Yes
Lithuania	Yes	Construction Law, March 19, 1996 No. I-1240	link	6	6	3 years (240 ECTS)	Yes	No	Yes
Luxembourg	Yes	Law of 13 December 1989 concerning the organization of the professions of architect and consulting engineer Law of 2 September 2011 regulating access to the professions of craftsman, trader, industrialist as well as to certain liberal professions	link link	7	7	5 years (300 ECTS)	No	Yes	Yes
Malta	Yes	Chapter 622 of the Laws of Malta	link	7	7	5 years (300 ECTS)	No	Yes	Yes
Poland	Yes	Construction Law of 7 July 1994 Law of 15 December 2000 on the Professional Self-Government of Architects and Construction Engineers Regulation of the Minister of Investment and Development of 29 April 2019 on vocational training to perform independent technical functions in construction	link	6	6	3,5–4 years (210–240 ECTS)	Yes	Yes	Yes
Portugal	Yes	Decree-Law No. 119/92 (as amended)	link	6	6 ¹¹⁰	3 years (180 ECTS)	No	Yes	No

⁽¹⁰⁹⁾ During the validation phase it was highlighted that within the Italian system, two distinct professional profiles are recognised: (1) a Junior civil engineer, who holds a three-year academic qualification (EQF 6) and, upon passing a state examination, is eligible for registration in Section B of the Register of Engineers with a limited scope of activities; and (2) a Civil engineer, who holds a five-year academic qualification (EQF 7) and, upon passing a state examination, is eligible for registration in Section A with broader and higher-level professional responsibilities. During the validation phase, CNI noted with concern that the report defines a civil engineer in Italy as holding an EQF 6 qualification, whereas the profession exercising the full scope of civil engineering competences corresponds to EQF 7.

⁽¹¹⁰⁾ During the validation phase it was highlighted that within the Portuguese system, two membership levels exist: Level N1, corresponding to a first-cycle qualification (EQF 6, 180 ECTS) with a limited scope of competences; and Level N2, corresponding to a second-cycle qualification (EQF 7, 300 ECTS) with full professional competences across the entire field of civil engineering. During the validation phase, the Ordem dos Engenheiros indicated that the vast majority of registered civil engineers (20,196) are Level N2 members, compared to only 2,033 Level N1 members.

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected title	Practical/clinical training
Romania	Yes	Law no. 10/1995 on quality in constructions, Article 2(1) and Article 9 Government Decree 2264/Febr 28th, 2018	link	6	6	4 years (240 ECTS)	No	No	No
Slovakia	Yes	Act No. 138/1992 Coll., § 4a	link	7	7	5 years (300 ECTS)	Yes	Yes	Yes
Slovenia	Yes	Architecture and Civil Engineering Act (Official Gazette RS, No. 61/17)	link	7	7	5 years (300 ECTS)	Yes	Yes	Yes
Spain	Yes	Law 12/1986, of April 1, on the regulation of the professional powers of Architects and Technical Engineers	link	2	6 ¹¹¹	4 years (240 ECTS) ¹¹²	No	Yes	No
Most common feature					6	5 years (300 ECTS)	No	Yes	Yes
Number of Member States					10/19	7/19	10/19	15/19	13/19
Percentage ⁽¹¹³⁾					53%	37%	53%	79%	68%
Degree of commonalities ⁽¹¹⁴⁾					Medium	Low	Medium	Medium	Medium

⁽¹¹¹⁾ During the validation phase it was highlighted that two different regulated professions coexist within the civil engineering field: "Ingeniero de Caminos, Canales y Puertos" (EQF 7, 6 years of study, full professional competences) and "Ingeniero Técnico de Obras Públicas" (EQF 6, 4 years of study, limited scope of competences). The report was noted to reflect only the latter, while omitting the former, which grants access to the profession with the full scope of professional competences. Approximately 25,000 professionals hold the EQF 7 qualification, compared to approximately 15,000 at EQF 6.

⁽¹¹²⁾ During the validation phase it was highlighted that two different regulated professions coexist within the civil engineering field: "Ingeniero de Caminos, Canales y Puertos" (Civil Engineer), corresponding to a second-cycle qualification (NQF 3; EQF-7; master level; 6 years of duration of training) and "Ingeniero Técnico de Obras Públicas" (Technical Civil Engineer), corresponding to a first-cycle qualification (NQF 2; EQF-6; bachelor level; article 11d under PQD Directive 2005/36/EC; 4 years of duration of training) and exercising professional activities with limited scope of competences and only in their area of expertise ('civil structures', 'hydrology' or 'urban transport and services')

⁽¹¹³⁾ amongst the Member States regulating the profession.

⁽¹¹⁴⁾ amongst the Member States regulating the profession.

Table 48: Knowledge, skills and competences (KSC) comparative analysis – Civil engineer

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
structural engineering and design	19	AT, BG, CY, CZ, DK, EE, EL, ES, HR, IT, LT, LU, LV, MT, PL, PT, RO, SI, SK	HIGH
building materials and technology	12	AT, BG, CY, EE, ES, HR, LU, LV, MT, PT, SI, SK	MEDIUM
construction management and organization	12	AT, BG, CZ, EE, HR, IT, LU, LV, MT, PT, RO, SK	MEDIUM
mathematics and applied sciences	11	BG, CY, CZ, EE, ES, HR, LU, LV, MT, PT, SK	MEDIUM
geotechnical engineering	11	AT, BG, CY, EE, ES, HR, LV, PT, RO, SI, SK	MEDIUM
construction legislation and regulations	10	AT, CZ, EE, ES, HR, LU, MT, PT, RO, SK	MEDIUM
hydraulics and water engineering	10	AT, CY, DK, ES, HR, LV, MT, PT, SI, SK	MEDIUM
digital tools and BIM	10	AT, BG, DK, EE, ES, HR, LU, PT, SI, SK	MEDIUM
technical drawing and documentation	9	AT, BG, DK, EE, HR, LU, PT, LV, SI	MEDIUM
sustainability and environmental protection	8	AT, CZ, EE, ES, HR, LU, MT, PT	LOW
surveying and geodesy	8	CZ, ES, HR, IT, LV, PT, SI, SK	LOW
autonomous professional practice	7	CZ, EE, ES, HR, LU, MT, PT	LOW
building construction and architecture	6	EE, HR, LV, MT, PT, SK	LOW
professional ethics and responsibility	5	HR, LU, MT, PL, PT	LOW
construction cost estimation	5	EE, HR, IT, LV, PT	LOW
risk assessment and safety	6	EE, EL, HR, LU, PT, MT	LOW
building physics and environmental engineering	6	AT, HR, LV, PT, SI, SK	LOW

Category Commonality Across All Types			
interprofessional collaboration	5	AT, EE, LV, PT, MT	LOW
occupational health and safety	6	AT, CZ, HR, LU, LV, PT	LOW
project management	6	AT, CZ, HR, LU, PT, RO	LOW
transportation engineering	3	HR, PT, SK	LOW
urban and territorial planning	3	ES, PT, SI	LOW
professional communication	4	EE, HR, LU, PT	LOW
quality management	6	AT, CZ, HR, LV, PT, SI	LOW
research methodology	2	HR, PT	LOW

5.9.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, civil engineer ranked 29th in the list of most mobile professions, with 693 decisions taken on recognition of professional qualifications within the EU¹¹⁵. The top-5 countries of qualification for these decisions were (also for the period 2020-2024): ES, SK, DE, FR, IT.

For civil engineers (ISCO4 code 2142), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 14 EU Member States (BE, BG, CZ, DE*, HU, IE, IT, LT, LU, NL*, PT*, RO*, SI*, SK) compared to a labour surplus for 3 EU Member States (EL, ES, LV).¹¹⁶ This indicates a low level of intra-EU mobility matching potential.

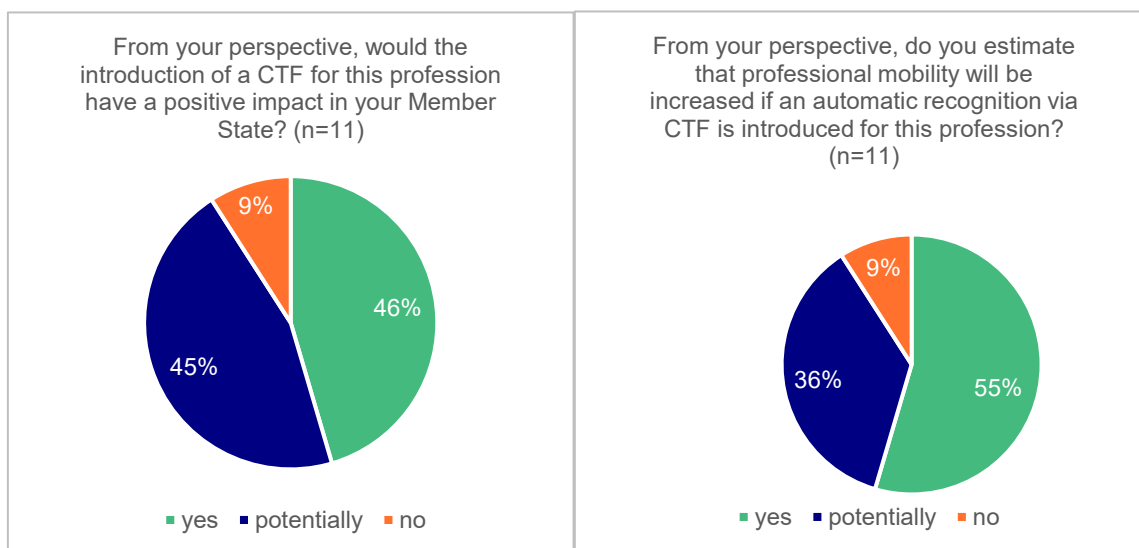
The stakeholder consultation¹¹⁷ showed that stakeholders generally expect a CTF for civil engineers to have a positive impact, mainly by making recognition procedures more transparent, straightforward and seamless, thereby facilitating labour market access. All but one consulted stakeholder believed that the introduction of a CTF for civil engineers could have a positive impact and lead to increased professional mobility in their Member State. However, stakeholders also cautioned that national specificities relating to construction law, administrative procedures, liability regimes, and technical regulations would still need to be respected.

(¹¹⁵) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 309, 2020: 259, 2023: 82, 2024: 56.

(¹¹⁶) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 2142 civil engineer. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high.

(¹¹⁷) Based on 11 stakeholder replies from AT, BG, CZ, EE, ES, IT, LU (2), PT, RO. Two seemingly identical replies from Austria and two seemingly identical replies from Spain were counted as one reply each.

Figure 9: Stakeholder input on the impact of a potential CTF – Civil engineer



Source: Stakeholders' consultation.

5.9.4. Assessment of commonalities and conclusions on feasibility

The comparative analysis of the elements illustrated in the above table demonstrates a moderate degree of convergence across Member States regulating the profession of Civil engineer regarding the core structural elements of access. Out of the 19 Member States where the profession is regulated, 4 of the 5 structural criteria assessed reach the medium commonality threshold, while one, namely the duration of training, is rated as low. Specifically, national professional protected titles are present in 15 out of 19 Member States, the inclusion of practical training in 13 out of 19, and both the most common EQF level (level 6, shared by 10 out of 19 Member States) and the absence of a state examination requirement (shared by 10 out of 19 Member States) reach the medium threshold. The most common duration of training is 5 years corresponding to 300 ECTS, but this is shared by only 7 out of 19 Member States (37%), while the remaining Member States require programmes ranging from 3 years (180 ECTS) to 4 years (240 ECTS), with intermediate durations in several others. The split in EQF levels is also notable: while EQF 6 is the most common level, 8 Member States (Austria, Croatia, Denmark, Greece, Luxembourg, Malta, Slovakia, and Slovenia) position the profession at EQF 7, reflecting a structural divide between Member States that require a master's-level qualification and those that permit access at bachelor's level. This divide does not necessarily preclude the establishment of a CTF, but it does indicate that any common framework would need to address the question of minimum qualification level with care. Moreover, as highlighted in the validation phase and presented in the section below, this distinction can also be attributed to different educational pathways in some Member States, where two different professions exist.

Regarding the analysis of knowledge, skills and competences, the mapping reveals a notably strong degree of convergence. One broader KSC category (structural engineering and design) reaches the high commonality threshold, being present across all 19 Member States for which KSC data was available. Eight additional categories reach the medium commonality threshold: building materials and technology; construction management and organization; mathematics and applied sciences, geotechnical engineering; construction legislation and regulations; hydraulics and water engineering; digital tools and BIM and technical drawing and documentation. The overall KSC profile indicates a robust and broadly shared understanding of the foundational competence requirements for civil engineers, despite the heterogeneity in how Member States structure and present these requirements.

On this basis, the profession can be characterised by a medium level of structural and educational convergence coupled with a medium-to-high level of convergence in terms of KSCs. The presence of a KSC category at the high commonality threshold, together with eight further categories at the medium level, confirms the existence of a substantial common foundation upon which minimum training requirements could be articulated.

As part of the stakeholder consultation conducted under Task 2, respondents were asked to assess the potential viability of developing a Common Training Framework for this profession. For Civil engineer, 12 out of 13 respondents (AT, BG, EE, ES, IT, LU, PT, RO, SE) considered the development of a CTF to be potentially feasible, under certain conditions, while one respondent (CZ) indicated that it would not be viable. The limitation flagged by this respondent was linked to the need to ensure the acquisition of knowledge of national construction law and building permit procedures, suggesting that, while a common training baseline may be achievable, national regulatory specificities in the construction sector would need to be accommodated within or alongside any CTF. The near-unanimous support among respondents constitutes a strong positive signal for the feasibility of this initiative.

Additional considerations relevant to the feasibility of a Common Training Framework for civil engineers relate to the demonstrated level of stakeholder interest and to the existence of a concrete, ongoing initiative to develop such a framework at European level. The European Council of Civil Engineers (ECCE) and the European Council of Engineers Chambers (ECEC) have submitted a formal proposal to the European Commission for the creation of a CTF for civil engineers, accompanied by a survey report on common training principles across Member States. This initiative represents a significant degree of institutional engagement and demonstrates that the profession's European representative bodies have already invested in the preparatory work necessary to advance towards a formal CTF. The existence of this active proposal, combined with the broad survey data underpinning it, suggests that the profession benefits from an

organised stakeholder base with both the interest and the capacity to support the development and governance of a CTF at EU level.

Furthermore, the stakeholder consultation conducted under this study confirmed that the profession enjoys broad support for harmonisation: all but one respondent expected a CTF to have a positive or potentially positive impact, primarily by making recognition procedures more transparent and facilitating labour market access, although stakeholders also cautioned that national specificities relating to construction law, liability regimes, and technical regulations would need to be respected.

Turning to the potential impact of a CTF, the data available from the Regulated Professions Database for the period 2020 to 2024 indicates that civil engineer ranked 29th among the most mobile professions, with 693 recognition decisions taken within the EU, reflecting a significant level of cross-border professional mobility. The 2025 Labour Shortages and Surpluses Dashboard indicated a labour shortage for civil engineers in 14 EU Member States, compared to a labour surplus in only 3 Member States, pointing to a widespread and acute demand for civil engineering skills across the Union. These findings suggest that the introduction of a CTF could deliver substantial benefits by facilitating automatic recognition in the significant number of Member States currently experiencing shortages and by reducing the administrative burden and delays associated with the current recognition procedures.

In light of the foregoing analysis, the establishment of a Common Training Framework for Civil engineer is assessed as feasible. This conclusion rests on several grounds. First, the structural and educational parameters of the profession exhibit a medium degree of convergence across regulating Member States, with 4 out of 5 criteria reaching the medium commonality threshold and a base of 19 regulating Member States providing a solid foundation for a CTF initiative. Second, the KSC analysis reveals there is a convergence observed among the professions examined, with one category reaching the high commonality threshold and five further categories at the medium level. Third, stakeholder support is near-unanimous (12 out of 13 respondents), complemented by an active CTF proposal already submitted to the European Commission to this aim. Fourth, the high level of cross-border mobility (ranked 29th) and widespread labour shortages (14 Member States) indicate a clear potential for positive impact this initiative could have. The principal residual constraints relate to the structural divide between Member States requiring EQF level 6 and those requiring EQF level 7, and to the significant variation in training duration (3 to 5 years), which would need to be carefully addressed in the definition of minimum qualification requirements for any CTF. However, the inputs received during the validation phase highlighted how in several cases where the EQF level was indicated to be 6, multiple routes and professions existed, always including routes with EQF level 7. In addition, the concern raised by stakeholders

regarding national construction law and building permit procedures highlights the need for any CTF to be complemented by mechanisms ensuring that professionals acquire the necessary knowledge of national regulatory frameworks in their host Member State. Notwithstanding these constraints, which prevent the assessment from reaching the 'highly feasible' assessment, the combination of strong KSC convergence, near-unanimous stakeholder support, a past institutional initiative, and high potential for positive impact places civil engineers in a favourable position for the advancement of a formal CTF initiative.

5.9.5. Determination of which specific elements a potential Common Training Framework could include

5.9.5.1. Identification of a common set of knowledge, skills and competences

As a last step, for those professions for which the introduction of a CTF was considered feasible, the Study Team identified the elements that could be included in such a CTF. This exercise started with the identification of a common set of knowledge, skills and competences. According to Article 49a(2) of the Directive, a common set of knowledge, skills and competences should encompass KSC required by the educational and training systems in at least 9 EU Member States. This step built upon the results of the comparative analysis performed as part of Task 3, including the KSC elements that reached the 'medium' and 'high' degree of commonality.

The KSC comparative analysis for the Civil engineer profession identified one broader category reaching 'high' commonality (present in 18 or more Member States): structural engineering and design. In addition, several broader categories reached 'medium' commonality (present in 9 to 17 Member States): building materials and technology; construction management and organization; mathematics and applied sciences; geotechnical engineering; and construction legislation and regulations.

The common set of knowledge, skills and competences that could form the basis of a potential CTF for this profession would therefore encompass the following broader KSC categories: structural engineering and design; building materials and technology; construction management and organization; mathematics and applied sciences; geotechnical engineering; and construction legislation and regulations. Despite the fact that no other category reaches high commonality, the convergence around these core technical domains confirms a common European professional identity for civil engineers.

Table 49: Set of knowledge, skills and competences that a potential CTF could include - Civil engineer

Broader Category	Total Count of MSs
structural engineering and design	19
building materials and technology	12
construction management and organization	12
mathematics and applied sciences	11
geotechnical engineering	11
hydraulics and water engineering	11
digital tools and BIM	10
construction legislation and regulations	10
technical drawing and documentation	9

Finally, the following table presents the results of a cross-Member State commonality intersection. The analysis identifies the broader categories of knowledge, skills and competences (KSCs) that are simultaneously present across the same group of Member States, applying a minimum threshold of 9 Member States. This approach allows the identification of the broadest possible common KSC core (encompassing the maximum number of categories still shared by at least 9 Member States) The underlying data is drawn from the KSC comparative analysis table presented in above.

Table 50: Intersection analysis - Civil Engineer

INTERSECTION ANALYSIS	
	3 categories shared in the same 9 MSs
MS intersection:	AT, BG, EE, HR, LU, LV, MT, PT, SK
Categories included:	structural engineering and design
	building materials and technology
	construction management and organization

5.9.5.2. Identification of other core requirements of a potential CTF

Having identified common sets of knowledge, skills and competences, the Study Team followed a similar approach to identify any other requirements relevant to include in a CTF. The analysis focused on aspects that are frequently present

across national systems and that could contribute to ensuring consistency and quality in professional training.

The comprehensive mapping indicates that the Civil engineer profession is regulated in 19 Member States. The profession is predominantly positioned at the higher education level. Structural requirements such as the presence of national protected professional titles and the inclusion of practical training components are broadly shared across regulating Member States. However, variations persist across Member States in relation to the specific EQF level, the duration of training, and the requirement of state examinations.

In light of these results, a potential CTF for this profession would likely build on the shared higher-education character of the qualification pathway and incorporate requirements concerning national protected professional titles and practical training, where these are broadly present. The variations in qualification levels and study duration across Member States would need to be carefully addressed in the framework's design. National specificities relating to construction law, administrative procedures, and liability regimes, as flagged by stakeholders, would also need to be taken into account.

5.9.6. Validation phase

During the validation phase, written input was received from two respondents: the European Council of Engineers Chambers (ECEC), which submitted consolidated feedback from several of its national chamber member organisations (Austria, Croatia, Cyprus, Czech Republic, Italy, Portugal, Slovenia, and Spain); and the European Federation of Building and Woodworkers (EFBWW). In addition, a separate submission was received directly from the Colegio de Ingenieros de Caminos, Canales y Puertos (Spain) and from the Portuguese Ordem dos Engenheiros whose content was also reflected in the ECEC consolidated response. No other stakeholders contacted in this phase submitted input.

The inputs received varied considerably in nature, ranging from targeted corrections to the structural mapping data, to proposed additions to the KSC tables, to broader policy-oriented observations on the feasibility of a CTF for this profession. They are presented below according to their nature and the approach to their integration described in Section 5.1.5. The table below summarises the stakeholder responses received during the validation phase and indicates whether the input was submitted by the contacted European professional organisations and social partners or by their national members.

Table 51: Stakeholders consulted on the preliminary results for validation – Civil engineer

Name of the organisation contacted:	Type of entity:	Response received (Yes/No):
European Council of Engineers Chambers (ECEC)	European professional organisation (consolidated feedback from members)	Yes
Portuguese Order of Engineers (Ordem dos Engenheiros (OEP))	National member (PT) of European professional organisation ECEC	Yes
Spanish Council of Civil Engineers (Colegio de Ingenieros de Caminos, Canales y Puertos)	National member (ES) of European professional organisation ECEC	Yes
ENGINEERS EUROPE	European professional organisation	No
European Network for Engineering Accreditation (ENAAE)	European professional organisation	No
FEANI	European professional organisation	No
European Builders Confederation (EBC)	European social partner	No
European Federation of Building and Woodworkers (EFBWW)	European social partner	Yes

In addition to some corrections to the structural elements of the comprehensive mapping, the ECEC and several of its national member chambers raised a broader structural concern: namely, that the classification of national professions in the mapping does not in all cases distinguish between professions with limited or specialised competences (typically at EQF 6) and those exercising the ‘full scope’ of civil engineering responsibilities (typically at EQF 7). The ECEC suggested that the analysis should compare equivalent professional categories across Member States and that, for the purposes of a CTF, the only technically consistent approach would be to base such a framework on the qualification granting access to the profession with full professional competences (i.e. at EQF level 7). The ECEC further noted that a comparison focused on professions with the broadest professional competences would likely show a stronger convergence towards qualification pathways requiring completion of university studies at EQF level 7, and that the current conclusion that EQF level 6 represents the most common qualification level may require reconsideration in light of these observations. In addition, the ECEC noted a strong wish from several national chambers to explicitly include seismic design as a KSC category

and indicated that several chambers consider that their national civil engineering curricula cover more topics than those listed in the preliminary findings, suggesting that a reassessment might be warranted.

On the other hand, ECEC, for its part, welcomed the finding that a CTF for civil engineers was assessed as feasible. It stressed that civil engineering services have a direct impact on the safety of structures, public health, and the environment, and that the KSCs required can only be attained through a high level of mandatory academic education. It further noted that national specificities relating to construction law, administrative procedures, and liability regimes will have to be addressed during the development of a CTF, and drew a parallel with the situation of architects, who have decades of experience with an automatic recognition system despite different national regulatory requirements.

The EFBWW submitted a comprehensive position paper setting out its assessment of the feasibility of a CTF for civil engineers. While acknowledging that a number of technical competences are widely shared across national systems, the EFBWW expressed the view that the evidence presented does not sufficiently demonstrate that the conditions necessary for automatic recognition via a CTF are currently met. The main concerns raised can be summarised as follows:

- **Qualification equivalence:** The EFBWW noted that the study itself identifies only "a medium level of structural and educational convergence" and a "notable split in EQF levels", and considered that common KSCs, while an important indicator of shared technical foundations, are not in themselves sufficient to demonstrate equivalence of qualifications or to justify automatic recognition.
- **Professional accountability and national frameworks:** The EFBWW emphasised that professional competence in civil engineering is closely linked to professional accountability, legal responsibilities, authorisation systems, liability regimes, and the ability to operate within national regulatory frameworks, and that these elements should be integral components of professional competence rather than secondary issues addressed separately.
- **Occupational health and safety:** The EFBWW noted that occupational health and safety receives relatively limited attention in the analysis, despite its fundamental importance in the construction sector, and that civil engineers may play a significant role in prevention through design, risk management, and the integration of safety requirements throughout the project lifecycle.
- **National systems and public interest:** Feedback from Austrian EFBWW affiliates highlighted that civil engineers are among the highest-qualified professions in the construction sector and expressed concern that automatic recognition could undermine professional standards essential

for quality and safety. Dutch affiliates stressed that civil engineering is closely linked to public safety considerations and highlighted the importance of protected professional titles, state examinations, and professional recognition requirements.

Lastly, EFBWW affiliates highlighted that the profession of civil engineer is also regulated in the Netherlands and associated with a protected professional title, however, the consultation of the GoC Member for the Netherlands confirmed the profession is not regulated.

In conclusion, it should be noted that the distinction between EQF 6 and EQF 7 profiles raised by several Member States is a direct consequence of the methodological approach adopted by the Study. The comprehensive mapping was designed to capture the minimum qualification level required to access each regulated profession in each Member State that is, the lowest tier of the profession that grants access to at least some reserved activities. In Member States where multiple regulated tiers coexisted (as it was the case, for example, for a junior or technical engineer at EQF 6 alongside a fully qualified civil engineer at EQF 7), the mapping accordingly reflected the entry-level tier. This approach was kept to ensure consistency across the analysis and avoid comparing professions on the basis of the highest available qualification rather than the minimum threshold for access. However, it also meant that the mapping did not fully capture the scope of competences associated with the higher-tier profession in those Member States, a point that is relevant to the design of any future CTF.

5.10. Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment

5.10.1. Introduction

According to the ESCO classification, the professions notified under the generic name of Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment on the Regulated Professions' Database can be associated to the ESCO occupation title of 'Heating and ventilation service installer'. This occupation encompasses professionals who 'maintain and place industrial heating and refrigeration systems. They set up furnaces, thermostats, ducts, vents, and other equipment needed to ensure the controlled passage and treatment of air. They also carry out repairs.' It is important to note that in several Member States, the professions under this generic name in the database are specialisations within the broader profession of heating and ventilation service installers, whereas in others the professions are recognised as distinct and autonomous professions with their own regulatory framework and educational pathway. This dual nature is relevant for the assessment of commonalities and must be borne in mind when interpreting the comparative data presented in the subsequent sections.

According to the Regulated Professions Database, Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment is regulated in 16 Member States. ⁽¹¹⁸⁾ This figure was adjusted following consultations with the members of the GoC, who indicated that the profession is also regulated in Finland, Lithuania and Poland, contrary to the information appearing in the Database. This information was subsequently confirmed through desk research conducted by the Study Team which verified that the regulatory framework in the abovementioned Member States do indeed cover this profession. At the same time, Belgium was excluded from the mapping because the profession is only regulated in one region of the Member State. In addition, the GoC indicated that the entry under the generic name of the profession in the Database for Sweden covers the profession of ventilation inspector rather than installer. Nonetheless, the profession was included in the mapping exercise to ensure completeness and comparability across Member States. In total, the profession was therefore found to be

⁽¹¹⁸⁾ AT, BE, CZ, DE, DK, EL, ES, FR, HR, HU, IT, LU, PT, SE, SI, SK + LI, UK.

regulated and subsequently covered in the comprehensive mapping across 18 Member States.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 45 stakeholders were contacted to respond to the survey in relation to Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment. In total, 7 responses were received. The responses cover 7 Member States out of 18 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 52: Overview of survey responses - Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment

Country:	Type of entity:
Austria	National competent authority
Croatia	National competent authority
France	National competent authority
Hungary	National competent authority
Italy	National training institution
Luxembourg	National competent authority
Sweden	National competent authority

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from almost two thirds of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.10.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including

qualification levels, duration of training, examination requirements, national protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 53: Comprehensive mapping – Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment

Member State	Regulation of the profession	Legal Basis	Link to the law	NQF Level	EQF Level	Duration of Training (years and ECTS)	State Exam Required	Protected titles	Practical/Clinical training
Austria	Yes ¹¹⁹	Trade Regulation Act 1994 (GewO 1994), § 94 Entry requirements for the combined trades of heating and ventilation technology § 1	link	6 (Pathway dependent) ¹²⁰	6	No information found	No	No	Yes
Croatia	Yes	Trade Law (NN 143/13) Rules about related and privileged Crafts Act on Climate Change and Protection of the Ozone Layer ("Official Gazette", number 67/25)	link	5	5	3 Years (180 ECTS)	No	No	Yes
Czech Republic	Yes	Sections 6, 7, 8, 21, and 22 of Act No 455/1991 Coll., the Trade Licensing Act, as amended (Article 10d). Energy Management Act (Act No. 406/2000 Coll.)	link	4	4	3 Years (180 ECTS)	No	No	Yes
Denmark	Yes	Executive Order on Occupational Health and Safety Training	link	4	4	4 Years (240 ECTS)	No	No information found	Yes
France	Yes	Crafts Code, Article L121-1	link	3	3	Varies by route, from 6 months to 2 years ¹²¹	No	Yes	Yes
Germany	Yes	Law on the Regulation of Trades	link	6	6	No information found	Yes	Yes	Yes
Greece	Yes	Presidential Decree 1/2013 (ΦΕΚ Α' 3/08-01-2013) Ministerial Decision K1/132209/2018 Law 3982/2011 (ΦΕΚ Α' 143) Law 4186/2013 (ΦΕΚ Α' 193/17-9-2013)	link	5	5	2.5 years	Yes	No	Yes
Finland	Yes	Government Decree on the handling of equipment containing fluorinated greenhouse gases, ozone-depleting substances or alternative refrigerants (1063/2025)	link	4	4	3	No	No	Yes
Hungary	Yes	34/2021. (VII. 26.) ITM Decree on the qualifications required for the exercise of certain industrial and commercial activities and on the amendment of certain ministerial decrees on technical regulation	link	4	4	3 Years (180 ECTS)	No	No	Yes
Italy	Yes	Articles 287 of the Legislative Decree 152/2006 Decree Ministerial 12/8/1968	link	5	5	1 Year (60 ETCS)	No	No	No

⁽¹¹⁹⁾ Please note that the regulated profession is only the activity of a self-employed entrepreneur or the responsible manager acc. to the Trade and Crafts Law. The professional activity of an employee is not regulated.

⁽¹²⁰⁾ Meister/Befähigungsprüfung mapped nationally to NQR Level 6, but it depends on the routes.

⁽¹²¹⁾ CAP (2 Years or 1 Year (under conditions). Professional title 6-12months (Variable depending on the CCP). Professional title - Plumber-Heating Engineer (6-12 months (Modular by CCP)

Member State	Regulation of the profession	Legal Basis	Link to the law	NQF Level	EQF Level	Duration of Training (years and ECTS)	State Exam Required	Protected titles	Practical/Clinical training
Lithuania	Yes	Law on Energy of the Republic of Lithuania, Law on Heat Sector of the Republic of Lithuania Law on Electricity of the Republic of Lithuania Regulation (EU) 2024/573 on Fluorinated Greenhouse Gases (F-Gas Regulation)	link	3	3	No information found	No	No	Yes
Luxembourg	Yes	Law of 2 September 2011 regulating access to the professions of craftsman, trader, industrialist as well as to certain liberal professions	link	5	5	6 years (120 ECTS)	No	No	Yes
Poland	Yes	Journal of Laws 2024, item 611	link	4	4	No information found	No information found	No	Yes
Portugal	Yes	Decree-Law No. 35/2008, of February 27 Decree-Law No. 145/2017, of November 30 Amendment No. 3-A/2018, of January 29	link	4	4	3 years (550 ECTS)	Yes	No	No
Slovakia	Yes	Act No. 321/2012 Coll. (art.5 (1)) Act No. 286/2009 Z. z. Annex 2 to the Trade Licensing Act (Group 214 – Other)	link	4	3	3-4 Years	No	No	Yes
Slovenia	Yes	Crafts Act (ObrZ-UPB1) Regulation on craft activities (Ur.l. RS, št. 63/13)	link	No information found	No information found	No information found	No	No information found	Yes
Spain	Yes	Royal Decree 178/2021, of March 23, which modifies Royal Decree 1027/2007, of July 20, which approves the Regulation of Thermal Installations in Buildings	link	4	4	2,000 hours (2 academic years)	Yes	No	Yes
Sweden	Yes	Planning and Building Act (2010:900) chapter 8 § 25.	link	4	4	3 years	No	No	Yes
Most common feature					4	3 Years (180 ECTS)	No	No	Yes
Number of Member States					8/18	7/18	13/18	15/18	16/18
Percentage ⁽¹²²⁾					44%	39%	72%	83%	89%
Degree of commonalities ⁽¹²³⁾					Low	Low	Medium	Medium	Medium

⁽¹²²⁾ amongst the Member States regulating the profession.

⁽¹²³⁾ amongst the Member States regulating the profession.

Table 54: Knowledge, skills and competences (KSC) comparative analysis – Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
installation, assembly and commissioning	13	AT, CZ, DK, EL, ES, FI, FR, HR, HU, LT, LU, PL, SI	MEDIUM
maintenance, repair and servicing	13	AT, CZ, DE, DK, EL, ES, FI, HR, HU, LU, PL, SI, SK	MEDIUM
occupational health and safety	10	AT, CZ, DK, EL, ES, FI, HR, HU, PL, SK	MEDIUM
HVAC system design and planning	9	AT, CZ, EL, ES, HR, HU, LU, PL, SK	MEDIUM
refrigeration and heat pump systems	9	AT, CZ, DK, EL, FI, HU, LU, PL, SK	MEDIUM
technical standards and regulations	9	AT, CZ, DE, DK, ES, LT, LU, PL, SK	MEDIUM
electrical systems and automation	7	AT, EL, ES, HR, HU, LU, SK	LOW
measurement, control and regulation technology	7	AT, DK, ES, HR, HU, LU, SK	LOW
thermodynamics and heat transfer	6	AT, DK, EL, ES, LU, SK	LOW
environmental legislation and F-gas regulations	5	AT, DK, ES, FI, SK	LOW
materials science and piping technology	5	AT, EL, ES, HR, HU	LOW
project management and work planning	5	AT, DK, HR, HU, PL	LOW
autonomous professional practice	4	CZ, DK, ES, SK	LOW
customer communication and handover	4	AT, DK, ES, LU	LOW
energy efficiency and renewable energy	4	AT, ES, FI, LU	LOW
digital tools and BIM	3	AT, HU, LU	LOW
quality assurance and testing	3	AT, ES, HU	LOW
refrigerants and environmental protection	3	FI, LT, SK	LOW
technical drawing and documentation	3	ES, HR, LU	LOW

Category Commonality Across All Types			
air conditioning and ventilation	2	EL, ES	LOW
building physics and insulation	2	AT, LU	LOW
business management and cost calculation	2	AT, LU	LOW
heating systems and technology	2	AT, ES	LOW
lifelong learning and professional development	2	HR, LU	LOW
professional ethics and responsibility	1	LU	LOW

5.10.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, this group of professions ranked 63rd in the list of most mobile professions, with 221 decisions taken on recognition of professional qualifications within the EU¹²⁴. The top-5 countries of qualification for these decisions were (also for the period 2020-2024): FR, DE, ES, BE, RO.

For air conditioning and refrigeration mechanics (ISCO4 code 7127), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 16 EU Member States (AT*, BE, BG*, CY, DE*, DK, HR*, HU, IT, LU, MT, NL*, PL, PT, RO, SI) compared to a labour surplus for 4 EU Member States (ES, FI, LV, PT).¹²⁵ This indicates a low level of intra-EU mobility matching potential.

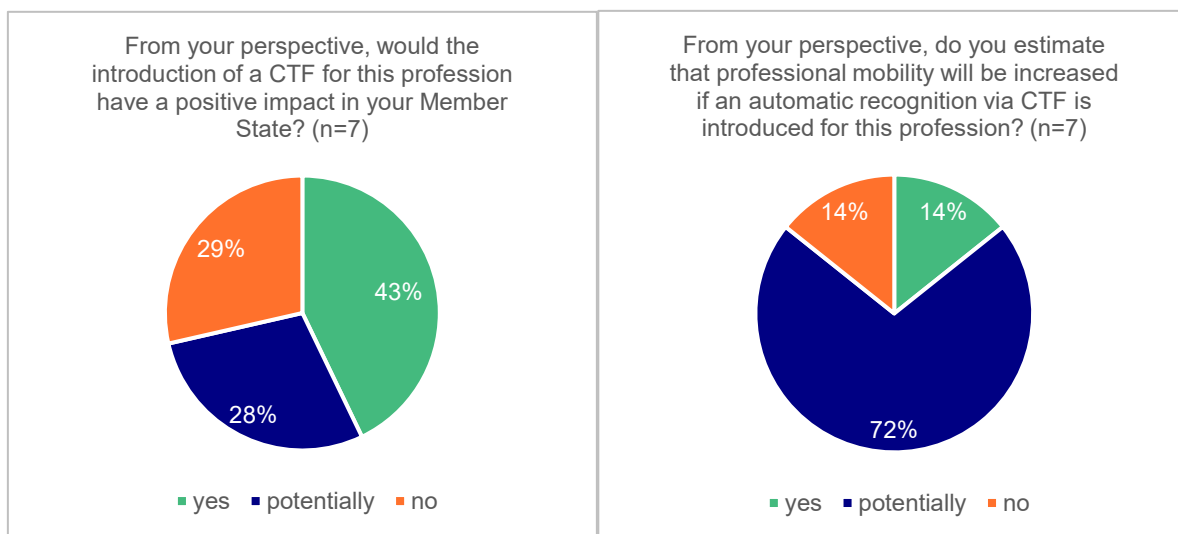
The stakeholder consultation¹²⁶ showed stakeholders generally expect a CTF for this profession to have a positive impact, with around 71% responding 'yes' or 'potentially'. Nevertheless, the remaining share of 29% of stakeholders indicating that they would not expect a positive impact from the introduction of a CTF is the highest 'no' share in the selected sample of ten professions.

(¹²⁴) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 53, 2020: 66, 2023: 20, 2024: 5.

(¹²⁵) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 7127 air conditioning and refrigeration mechanics. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high.

(¹²⁶) Based on 7 stakeholder replies from AT, FR, HR, HU, IT, LU, SE.

Figure 10: Stakeholder input on the impact of a potential CTF – Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment



Source: Stakeholders' consultation.

5.10.4. Assessment of commonalities and conclusions on feasibility

The comparative analysis of the elements illustrated the table above reveals a limited degree of convergence across Member States regulating this profession regarding the core structural elements of access. Although the profession is regulated in 18 Member States, constituting a relatively broad regulatory base, the underlying parameters present significant divergences. The most common EQF level is 4, but this is shared by only 8 out of 18 Member States, while the remaining Member States position the profession at levels ranging from 3 to 6, reflecting fundamentally different conceptions of the profession's academic and professional complexity. Similarly, the most common duration of training appears to be 3 years (180 ECTS), but this is shared by only 7 out of 18 Member States, with training duration ranging from as little as 6 months to 6 years, and several Member States for which no information could be retrieved. The absence of a state examination requirement is the most common feature (shared by 13 out of 18 Member States), and the inclusion of practical training is present in 16 out of 18 Member States. The presence of national protected professional titles is shared by 15 out of 18 Member States, and the most common EQF level (level 4) is shared by 8 Member States. Only two of the five structural criteria assessed reach the medium commonality threshold, while the remaining three are rated as low. This pattern reflects a profession characterised by substantial structural heterogeneity, rooted in the fundamentally different ways in which Member States define and regulate access to Air conditioning technician / Heating / Central

heating technician / installer / repairer / Maintenance – Installation of ventilation equipment -related activities.

This structural heterogeneity seems to be further compounded by the diversity of professional profiles covered under the generic name of the profession. As noted in the introduction, some Member States regulate the full air conditioning, heating and cooling installation and servicing trade through comprehensive master craftsman frameworks (e.g. Austria, Germany, Luxembourg), while others regulate only specific activities (e.g. Denmark, Finland, Slovakia). This indicates that the profession does not refer to a uniform set of activities across the Union, which constitutes a fundamental obstacle to the identification of a common training baseline.

Regarding the analysis of knowledge, skills and competences, the mapping reveals a comparatively stronger degree of convergence. Six broader KSC categories reach the medium commonality threshold: installation, assembly and commissioning; maintenance, repair and servicing; occupational health and safety; Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment (HVAC) system design and planning; refrigeration and heat pump systems; and technical standards and regulations. A further cluster of categories is present in 5 to 7 Member States (including electrical systems and automation, measurement and control technology, thermodynamics and heat transfer, materials science and piping technology, and project management), suggesting additional areas of partial convergence. However, no KSC category reaches the high commonality threshold, and the considerable variation in the data on competence requirements limits the comparability of the data.

On this basis, the profession seems to be characterised by a low level of structural and educational convergence coupled with a medium level of convergence in terms of knowledge, skills and competences. The disconnect between these two dimensions is notable: while the technical core of the profession appears shared, the regulatory and educational frameworks through which it is accessed differ substantially across Member States, both in level and in scope.

As part of the stakeholder consultation conducted under Task 2, respondents were asked to assess the potential viability of developing a Common Training Framework for this profession. For Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment, 5 out of 7 respondents (FR, HR, HU, IT, LU) considered the development of a CTF to be potentially feasible, under certain conditions, while 2 respondents (AT, SE) indicated that it would not be viable. The limitations flagged by the respondents who considered it not feasible were linked to the diversity of crafts regulations across Member States, differences in national training requirements and certifications, and divergent allocations of responsibility

across different professions within the sector. It is notable that the opposition from two Member States (AT, SE) with well-established regulatory frameworks for this profession reflects concerns about the fundamental heterogeneity of the professional profiles covered under the same generic name.

Turning to the potential impact of a CTF, the data available from the Regulated Professions Database for the period 2020 to 2024 indicates that this group of professions ranked 63rd among the most mobile professions, with 221 recognition decisions taken within the EU. The 2025 Labour Shortages and Surpluses Dashboard indicated a labour shortage for air conditioning and refrigeration mechanics in 16 EU Member States, compared to a labour surplus in only 4 Member States, pointing to a significant and widespread demand for these skills across the Union. Stakeholder feedback on the expected impact was generally positive, with approximately 71% of respondents expecting a positive or potentially positive impact. However, the remaining 29% of stakeholders indicating that they would not expect a positive impact represents the highest share of negative responses among the ten professions examined in this study, reflecting the structural concerns described above.

In light of the foregoing analysis, the establishment of a Common Training Framework for Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment is assessed with a low feasibility at this stage on the basis of the information available. This conclusion rests on the following grounds. First, the structural and educational parameters of the profession exhibit a low degree of convergence across regulating Member States, with significant divergences in qualification levels (EQF 3 to 6), training duration (6 months to 6 years), and the very definition of what professional activities fall within the scope of the regulated profession. These divergences are not marginal variations around a shared core but rather reflect fundamentally different national approaches to the regulation of related activities, ranging from comprehensive master craftsman qualifications to narrow refrigerant-handling certifications. Second, there appear to be structural incompatibilities at the regulatory and educational level across Member States, which constitute the baseline conditions for the establishment of a CTF under Article 49a of Directive 2005/36/EC. The significant labour shortages identified across 16 Member States suggest that there would be considerable value in facilitating cross-border mobility in this profession; however, the current level of regulatory and educational divergence indicates that the minimum degree of structural convergence that is not yet present for this profession at this stage and on the basis of the information available.

5.10.5. Validation phase

During the validation phase, written input was received from one respondent: the European Builders Confederation (EBC). No other stakeholders contacted in this phase submitted input. The approach to the integration to stakeholder inputs is described in Section 5.1.5.

Table 55: Stakeholders consulted on the preliminary results for validation – Air conditioning technician/Heating/Central heating technician/installer/repairer/Maintenance-Installation of ventilation equipment

Name of the organisation:	Type of entity:	Response received (Yes/No):
European Association of Practice-oriented Professionals with Higher Education (EurEta)	European professional organisation	No
Federation of European Heating, Ventilation and Air Conditioning Associations (REHVA)	European professional organisation	No
European Partnership for Energy and the Environment (EPEE)	European professional organisation	No
European Association of Refrigeration, Air Conditioning and Heat Pump Contractors (AREA)	European professional organisation	No
European Heat Pump Association (EHPA)	European professional organisation	No
GCP Europe	European professional organisation	No
SMEunited	European social partner	Yes
European Builders Confederation (EBC)	European social partner	Yes

EBC shared the study's conclusion regarding the low feasibility of developing a CTF for the profession. Additionally, EBC noted that the overall lack of support for such initiative from EBC's membership further reflects this conclusion.

5.11. Landscape architect / designer

5.11.1 Introduction

According to the ESCO classification, the professions notified under the generic name of [Landscape architect / designer](#) on the Regulated Professions' Database can be associated to the ESCO occupation title of '[Landscape architects](#)'. These occupations encompass professionals who 'plan and design landscapes and open spaces for projects such as parks, schools, institutions, roads, external areas for commercial, industrial and residential sites, and plan and monitor their construction, maintenance and rehabilitation'. It is important to note that in several Member States, landscape architect / designer is classified as a specialisation within a broader profession of architects, whereas in others it is recognised as a distinct and autonomous profession with its own regulatory framework and educational pathway. This dual nature is relevant for the assessment of commonalities and must be borne in mind when interpreting the comparative data presented in the subsequent sections.

According to the Regulated Professions Database, Landscape architect / designer is regulated in 9 Member States.¹²⁷ This figure was adjusted following consultations with the members of the GoC, who indicated that the profession is also regulated in Romania, contrary to the information appearing in the Database. This information was subsequently confirmed through desk research conducted by the Study Team. In total, the profession was therefore found to be regulated and subsequently covered in the comprehensive mapping across 10 Member States.

It is relevant to note that the profession of Landscape architect/designer has been the subject of a prior study attempting to establish the elements that would constitute a potential Common Training Framework. In 2021, the InnoLAND project carried out a collaborative process that included the delegates of International Federation of Landscape Architects (IFLA) Europe and representatives of landscape architect schools in the EU and beyond. [This proposed CTF](#) was accepted by the European Council of Landscape Architecture Schools in its General Assembly, and the Executive Committee of the European Region of IFLA Europe. This prior initiative constitutes an important reference point for the present study and is considered in the assessment of feasibility presented in Section 5.11.4.

(¹²⁷) CZ, DE, FR, HU, IT, LU, NL, SI, SK + CH, IS, UK.

In the context of the broad stakeholder consultation activities carried out under Task 2 for the comprehensive mapping, a total of 33 stakeholders were contacted to respond to the survey in relation to Landscape architect/designer. In total, 6 responses were received.¹²⁸ The responses cover 6 Member States out of 10 Member States where the profession is regulated. The table below provides an overview of the respondents by type of entity and country of origin, excluding personal data.

Table 56: Overview of survey responses - Landscape architect / designer

Country:	Type of entity:
Austria	National competent authority
Hungary	National competent authority
Estonia	National competent authority
Finland	National competent authority
Slovakia	National training institution
Netherlands	National training institution

The geographic and institutional coverage of the survey responses is concentrated in a limited number of Member States, which constitutes a limitation of the analysis. Notably, responses were not received from almost half of the Member States that regulate this profession and whose perspectives would have enriched the comparative assessment. For this reason, a broad desk research exercise was carried out in parallel with the analysis of the stakeholder consultation activities to fill in any remaining gap and provide the most complete overview of the status of the regulation of this profession. These aspects are further considered in the methodological caveats discussed in Section 5.1 of this report.

5.11.2. Overview of collected data and preliminary analysis

This section presents two tables summarising the results of the comprehensive mapping undertaken under Task 2. The first table provides a comparative overview of the core structural and regulatory parameters governing access to the profession across the Member States where it is regulated, including qualification levels, duration of training, examination requirements, national

⁽¹²⁸⁾ It is important to note that the response of one national competent authority (AT) was received after the extended deadline of the survey has passed. Thus, while the response is included in the overview of survey responses and the conclusions on feasibility, it has not been integrated into the rest of the analysis.

protected professional titles, and practical training provisions. The final four rows of this table indicate the most common feature observed for each criterion, the number of Member States in which that feature is found, the corresponding percentage of commonality, and the resulting degree of commonality. The full version of the full, detailed mapping is provided in Annex VI of this Report. The second table presents the results of the aggregated categorisation of the broader categories of knowledge, skills and competences (KSC) identified through the mapping exercise, indicating, for each category, the number of Member States in which it is present and the corresponding degree of commonality. In both tables, the degree of commonality is assessed according to the following scale: a criterion is rated as high when it is found in at least two-thirds of Member States (i.e. 18 or more), reflecting strong alignment in regulation, qualification level, training content, and stakeholder consensus; a medium rating is assigned when the criterion is met in between one-third and two-thirds of Member States (i.e. 9 to 17), indicating partial alignment with moderate divergences in terminology, structure, or delivery; and a criterion is rated as low when it is met in fewer than one-third of Member States (i.e. fewer than 9), reflecting significant divergence, lack of consensus, or structural incompatibility. The results of both tables, together with further considerations on the assessment of commonalities within the Member States regulating the profession, are analysed in the section 'Conclusions on feasibility'.

Table 57: Comprehensive mapping – Landscape architect / designer

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/clinical training
Czech Republic	Yes	Act No. 360/1992 Coll.	link	7	7	5 years (300 ECTS)	No	Yes	Yes
France	Yes	Article 174 of Law No. 2016-1087	link ; link	7	7	5 years (300 ECTS)	No	Yes	No
Germany	Yes	There is no federal Architektengesetz in Germany. ¹²⁹	link	6/7	6/7	5 years (300 ECTS)	No	Yes	Yes
Hungary	Yes	Government Decree 266/2013. (VII. 11.) on Professional Practice Activities in Construction and Construction-Related Fields	link	6	6	5 years (300 ECTS)	No	No	Yes
Italy	Yes	Presidential Decree 5 June 2001, No. 328.	link	7	7	5 years (300 ECTS)	Yes	Yes	No
Luxembourg	Yes	Law of 2 September 2011 regulating access to the professions of craftsman, trader, industrialist as well as to certain liberal professions	link	7	7	5 years (300 ECTS)	No	Yes	No
Netherlands	Yes	Architects' Title Act	link	7	7	7 years (420 ECTS)	Varies by route ¹³⁰	Yes	Yes
Romania	Yes	LAW No. 184 of April 12, 2001, as amended	link	7	7	5 years (300 ECTS)	No	No	No
Slovakia	Yes	Act. No 138/1992 on Authorised Architects, Landscape Architects, Territorial Planners and Civil Engineers, § 4a	link .	7	7	5 years (300 ECTS)	Yes	Yes	Yes
Slovenia	Yes	Architecture and Civil Engineering Act (Official Gazette RS, No. 61/17)	link	7	7	5 years (300 ECTS)	Yes	Yes	Yes
Most common feature					7	5 years (300 ECTS)	No	Yes	Yes
Number of Member States					9/10	9/10	6/10	8/10	6/10
Percentage of commonality (¹³¹)					90%	90%	60%	80%	60%

⁽¹²⁹⁾ The profession is regulated through 16 separate Architektengesetze (or, in Bayern and NRW, Baukammergesetze) enacted by each Land. However, the national umbrella body – the Bundesarchitektenkammer (BAK) - has developed a Musterarchitektengesetz (MArchG) and nationally coordinated Empfehlungen zu den Eintragungsvoraussetzungen that define uniform minimum standards across all Länder. To harmonize requirements nationally, the BAK and all 16 Länder chambers adopted the Musterarchitektengesetz (MArchG, version of 30 October 2015) and annexed Empfehlungen zu den Eintragungsvoraussetzungen für Landschaftsarchitekten (version of 13 July 2016), which define uniform minimum access conditions.

⁽¹³⁰⁾ In the Netherlands, two education pathways exist: HBO bachelor (4 years) + HBO master (4 years) or WO bachelor (3 years) + WO master (2 years) + professional experience period (2 years).

⁽¹³¹⁾ Amongst the Member States regulating the profession.

Member State	Regulation of the profession	Legal basis	Link to the law	NQF Level	EQF Level	Duration of training (years and ECTS)	State Exam Required	Protected titles	Practical/clinical training
Degree of commonality (¹³²)					Medium	Medium	Low	Low	Low

⁽¹³²⁾ amongst the Member States regulating the profession.

Table 58: Knowledge, skills and competences (KSC) comparative analysis – Landscape architect / designer

Category Commonality Across All Types			
Broader Category	Total Count of MSs	Member States	Degree of Commonality
landscape design and planning	9	CZ, DE, FR, HU, IT, LU, NL, SI, SK	MEDIUM
urban and regional planning	4	DE, FR, HU, IT	LOW
garden history and theory	4	DE, HU, NL, SI	LOW
materials and construction techniques	4	DE, HU, NL, SI	LOW
digital tools and communication	4	DE, NL, SI, SK	LOW
technical drawing and representation	4	DE, HU, NL, SI	LOW
autonomous professional practice	4	DE, HU, IT, LU	LOW
creative design	3	CZ, DE, HU	LOW
professional legislation and regulations	3	CZ, DE, HU	LOW
professional communication	3	DE, FR, HU	LOW
plant knowledge and vegetation technology	2	DE, FR	LOW
landscape planning and environmental assessment	2	DE, FR	LOW
interdisciplinary collaboration	2	FR, HU	LOW
landscape ecology and biodiversity	2	DE, IT	LOW
critical thinking	2	DE, HU	LOW
team and project management	2	DE, HU	LOW
sustainability and ecology	2	DE, IT	LOW
social responsibility	2	HU, IT	LOW

Category Commonality Across All Types			
professional ethics	2	HU, LU	LOW
professional responsibility	2	HU, LU	LOW
accessibility and inclusive design	1	CZ	LOW
participatory planning and public engagement	1	DE	LOW
interdisciplinary problem-solving	1	DE	LOW
scientific and technical foundations	1	HU	LOW
research methodology	1	HU	LOW
professional identity and ethics	1	HU	LOW
lifelong learning	1	HU	LOW
interpersonal skills	1	HU	LOW
cultural heritage	1	HU	LOW
engineering and construction	1	LU	LOW

5.11.3. Considerations on potential impact of a CTF

Based on data from the Regulated Professions Database for the period 2020 to 2024, landscape architect ranked 74th in the list of most mobile professions, with 153 decisions taken on recognition of professional qualifications within the EU.¹³³ The top-5 countries of qualification for these decisions were (also for the period 2020-2024): BE; IT, DE, PL, AT.

For landscape architects (ISCO4 code 2162), the 2025 Labour shortages and surpluses dashboard indicated a labour shortage for 3 EU Member States (BG, FI, NL) compared to a labour surplus for 7 EU Member States (AT*, CZ*, DK, EL*, FI, LV, SK).¹³⁴ This indicates a low level of intra-EU mobility matching potential.

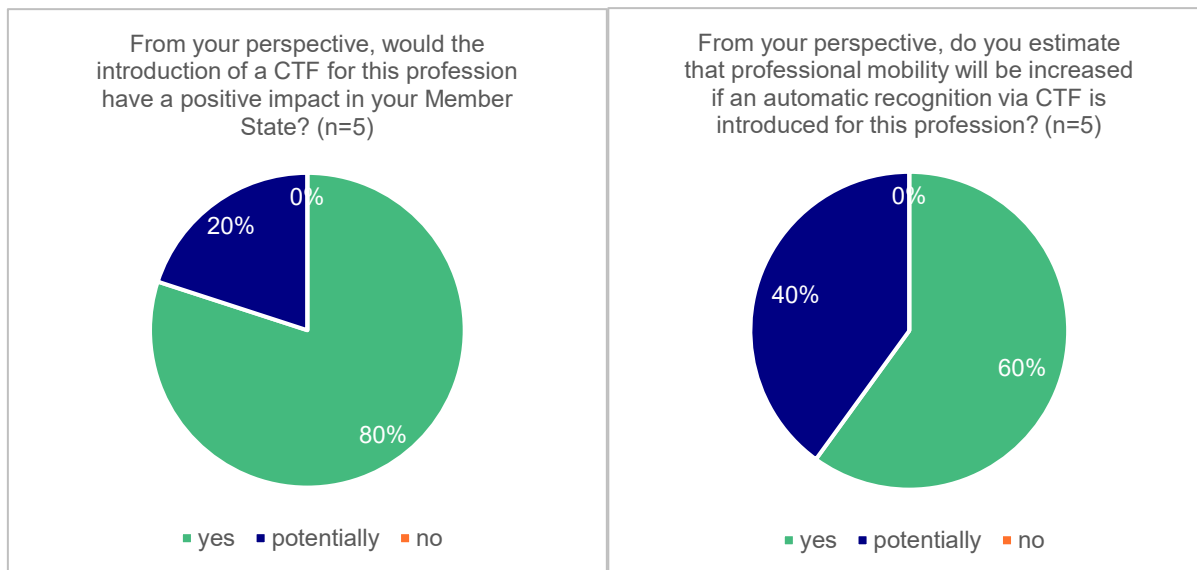
The stakeholder consultation¹³⁵ showed that stakeholder feedback for this profession universally expects a positive or potentially positive impact of a CTF for landscape architects.

(¹³³) <https://ec.europa.eu/growth/tools-databases/regprof/statistics/establishment/ranking>. Numbers of recognition decisions at selected time intervals: 2015: 11, 2020: 80, 2023: 20, 2024: 2.

(¹³⁴) EURES Shortages and surpluses dashboard 2025, https://eures.europa.eu/living-and-working/labour-shortages-and-surpluses-europe_en. Data for ISCO4 2162 landscape architects. For countries marked with an asterisk, the reported level of severity of the shortage/surplus is high. For Finland, both a shortage and a surplus is indicated (e.g. regional differences).

(¹³⁵) Based on 5 stakeholder replies from EE, FI, HU, NL, SK.

Figure 11: Stakeholder input on the impact of a potential CTF – Landscape architect / designer



Source: Stakeholders' consultation.

5.11.4. Assessment of commonalities and conclusions on feasibility

The comparative analysis of the elements illustrated the table above demonstrates a high degree of convergence across Member States regulating the profession of Landscape architect / designer regarding the core structural elements of access to the profession. Out of the 10 Member States where the profession is regulated, a moderate level of alignment is observed in relation to the requirement of national protected professional titles (present in 8 Member States), the overall structure and duration of education and training (typically five years corresponding to 300 ECTS, shared by 9 out of 10 Member States), and qualification levels (9 out of 10 Member States position the profession at EQF level 7), indicating a comparable level of academic and professional complexity across jurisdictions. While some limited variations persist¹³⁶ these differences appear marginal when compared to the strong common core identified across the regulating Member States. Regarding the analysis of knowledge, skills and competences, the KSCs aggregated analysis reveals that only one broader category ('Landscape design and planning') reaches the medium commonality threshold, being present across all 9 Member States for which extractable KSC data was available, while all remaining categories fall within the low commonality

⁽¹³⁶⁾ Notably, in the presence of state examinations (required in only 3 Member States), the organisation of practical training (present in 6 out of 10), and an outlier in terms of programme duration (the Netherlands requiring 7 years and 420 ECTS).

band. This outcome is largely attributable to the limited sample size and to the considerable structural heterogeneity in how Member States define and articulate their training requirements, ranging from granular tripartite knowledge, skills and competences structures to broad ability-based formulations. Nevertheless, the centrality of landscape design and planning as a universally shared core competence, together with a cluster of categories present in 5 to 6 Member States (including scientific and technical foundations, urban and regional planning, professional communication, sustainability and ecology, professional legislation and regulations, and autonomous professional practice), suggests the existence of a substantive common foundation upon which minimum training requirements could be articulated. On this basis, the profession seems to be characterised by a solid level of structural and educational convergence coupled with a medium level of convergence in terms of knowledge, skills and competences, which, taken together, constitute favourable conditions for the establishment of a Common Training Framework under Directive 2005/36/EC.

On this basis, the profession appears to be characterised by a high level of structural and educational convergence, which is one of the key conditions for the establishment of a Common Training Framework under Directive 2005/36/EC. The consistency observed across virtually all core parameters suggests that the minimum harmonisation threshold required to support automatic recognition is met to a significant extent. Therefore, the introduction of a Common Training Framework appears highly feasible, as the existing national systems already rely on broadly comparable requirements that could be articulated into a common set of minimum knowledge, skills and competences.

The analysis of knowledge, skills and competences required for the Landscape Architect profession across 10 EU Member States (Czech Republic, France, Germany, Hungary, Italy, Luxembourg, Netherlands, Romania, Slovakia, and Slovenia) reveals a notable convergence around landscape design and planning, which is the only broader category reaching the MEDIUM commonality threshold, present in all 10 Member States examined. This reflects the universal centrality of spatial design competence — the ability to conceptualize, plan, and execute landscape interventions at multiple scales — to the profession's identity across Europe.

As per the common KSCs categories analysis, several categories cluster at 5–6 Member States when combining all types, including scientific and technical foundations, urban and regional planning, professional communication, sustainability and ecology, professional legislation and regulations, and autonomous professional practice. These indicate a shared European understanding that landscape architects must combine design skill with ecological awareness, legal literacy, and the capacity to communicate across professional boundaries. Notably, all categories fall within the LOW or MEDIUM

commonality bands, and none reaches HIGH (18+ Member States). This is due however to the limited sample of 9 Member States with extractable KSC data.

As part of the stakeholder consultation conducted under Task 2, respondents were asked to assess the potential viability of developing a Common Training Framework for this profession. For Landscape architect / designer, 4 out of 5 respondents (EE, HU, NL, SK) considered the development of a CTF to be potentially viable, under certain conditions, while one respondent (FI) indicated that it would not be viable. The limitation flagged by the Finnish respondent was linked to the regulatory status of the profession in their own Member State, where the profession is not fully regulated, suggesting that the uneven landscape of regulation across the Union may represent a structural constraint to the establishment of a CTF.

Turning to the potential impact of a CTF, the data available from the Regulated Professions Database for the period 2020 to 2024 indicates that landscape architect ranked 74th among the most mobile professions, with 153 recognition decisions taken within the EU, reflecting a moderate but not insignificant level of cross-border professional mobility. The 2025 Labour Shortages and Surpluses Dashboard indicated a labour shortage for landscape architects in 3 EU Member States (BG, FI, NL), compared to a labour surplus in 7 Member States (AT, CZ, DK, EL, FI, LV, SK), pointing to a low but existing level of intra-EU mobility matching potential. Stakeholder feedback on this point was uniformly positive: all respondents to the consultation expected a positive or potentially positive impact of a CTF on mobility, the labour market, and professional recognition for landscape architects. These findings suggest that, while the profession is not among the most mobile in the EU, the introduction of a CTF could deliver tangible benefits by facilitating automatic recognition in Member States currently experiencing shortages and by removing residual barriers linked to the divergent regulatory treatment of the profession.

Additional considerations relevant to the feasibility of a Common Training Framework (CTF) for landscape architects relate both to the demonstrated level of stakeholder interest and to the existence of a prior, structured attempt to develop such a framework at European level. In terms of stakeholder interest, available evidence indicates a relatively high degree of engagement by representative academic and professional bodies, notably through the InnoLAND Erasmus+ project, which brought together higher education institutions and European-level organisations, including the European Council Of Landscape Architecture Schools (ECLAS) and European Foundation for Landscape Architecture (IFLA Europe), in a coordinated effort to define common training standards ([Towards a Common Training Framework for Landscape Architecture](#)). This process involved a broad co-creation exercise with participation from multiple Member States and resulted in formal endorsement of the proposed framework by the main European representative bodies of the

profession, suggesting the existence of a significant stakeholder support and alignment at EU level ([Common Training Framework for Landscape Architecture brochure](#)). However, this positive signal should be considered in light of the structural characteristics of the profession, as the mapping exercise indicates that, while the profession appears to refer to a relatively homogeneous set of activities and competences in Member States where it is regulated, the overall level of regulation across the Union remains limited and uneven (internal study findings based on stakeholder consultations and desk research). In parallel, a concrete attempt to establish a CTF has already been undertaken, resulting in the development of a comprehensive draft framework defining minimum knowledge, skills and competences, as well as education, training and professional practice requirements, with the explicit objective of supporting automatic recognition under Directive 2005/36/EC ([An EU Common Training Framework for Landscape Architecture addressing the current needs of society](#)). This initiative included pilot testing across countries with varying regulatory regimes and demonstrated a significant degree of technical maturity in the articulation of common standards ([Common Training Framework for Landscape Architecture – minimum training requirements](#)). Nevertheless, this process has not led to the formal establishment of a CTF at EU level, which suggests that, despite the existence of substantial preparatory work and stakeholder support, remaining constraints (most notably, the limited number of regulating Member States and the need to demonstrate sufficient convergence of training requirements in line with Article 49a) continue to affect the overall feasibility of advancing towards a formal CTF for this profession.

In conclusion, in light of the analysis presented above, the establishment of a Common Training Framework for Landscape architect / designer is assessed as feasible. This conclusion rests on three mutually reinforcing grounds. First, the structural and educational parameters of the profession exhibit a high degree of convergence across regulating Member States, with near-uniform alignment on qualification levels (EQF 7), programme duration (5 years, 300 ECTS), and the presence of national protected professional titles, satisfying the core harmonisation conditions envisaged by the Directive. Second, the profession benefits from an unusually advanced state of preparatory work, given that the InnoLAND project has already produced a comprehensive draft CTF that was formally endorsed by the main European representative bodies and pilot-tested across multiple Member States, providing a ready-made technical foundation upon which a formal initiative could build. Third, stakeholder support is broad and well-documented, encompassing both national competent authorities and training institutions, with a clear majority of respondents affirming the potential viability of a CTF. The principal residual constraint relates to the limited and uneven regulation of the profession across the Union, which affects the number of Member States that could participate in a CTF and may require further efforts to demonstrate sufficient convergence in training requirements in line with Article 49a of Directive 2005/36/EC. Notwithstanding this limitation, the combination of

high structural convergence, demonstrated stakeholder commitment, and the existence of a mature draft framework places this profession in a favourable position for the advancement of a formal CTF initiative.

5.11.5. Determination of which specific elements a potential Common Training Framework could include

5.11.5.1. Identification of a common set of knowledge, skills and competences

In the case of Landscape architects, only the KSC category 'landscape design and planning' reaches the minimum 9 Member States' threshold to be included in a potential CTF. However, while this is due to the structure, scope and methodological approach of this Study, the previous and ongoing initiatives towards the establishment of a CTF for Landscape architects already include more detailed KSC elements which would most likely constitute fundamental elements of a potential CTF.

Table 59: Set of knowledge, skills and competences that a potential CTF could include - Landscape architect / designer

Broader Category	Total Count of MSs
landscape design and planning	9

5.11.5.2. Identification of other core requirements of a potential CTF

In light of the strong commonalities identified, a Common Training Framework for this profession would likely build on the existing shared core of education and qualification requirements observed across Member States. First, it would include a minimum training duration of five years corresponding to 300 ECTS, reflecting the standard model identified in the vast majority of countries. Second, the framework would position the qualification at EQF level 7, ensuring alignment with the predominant level of academic attainment required for access to the profession.

In addition, the CTF would likely incorporate the requirement to obtain a national protected professional title, given its presence across all Member States where the profession is regulated, as well as provisions concerning practical training components, which are widely embedded in national systems.

Overall, the framework would therefore be expected to articulate a core set of minimum training and qualification requirements reflecting the highly convergent elements, while allowing for limited national variations in implementation, in line with the approach foreseen under the Directive.

5.11.6. Validation phase

During the validation phase, written input was received from two respondents: the International Federation of Landscape Architects (IFLA) and the European Council of Landscape Architecture Schools (ECLAS). No other stakeholders contacted in this phase submitted input. Both inputs complemented the findings of the comprehensive mapping and highlighted further relevant sources to consider. The inputs are presented below and the approach to their integration is described in Section 5.1.5.

Table 60: Stakeholders consulted on the preliminary results for validation – Landscape architect / designer

Name of the organisation:	Type of entity:	Response received (Yes/No):
International Federation of Landscape Architects (IFLA)	International professional organisation	Yes
European Council of Landscape Architecture Schools (ECLAS)	European professional organisations	Yes
European Council of Spatial Planners (ECTP-CEU)	European professional organisations	No
Architects' Council of Europe (ACE)	European professional organisations	No
SMEunited	European social partner	Yes
European Builders Confederation (EBC)	European social partner	Yes

IFLA endorsed the finding that there is substantial convergence in education systems across Member States where the profession is regulated. IFLA added that educational commonality across Member States is greater than the study suggests and highlighted KSC areas which form key competences of landscape architects: landscape planning and design; ecology and biodiversity; planting design; landscape assessment; construction and implementation; communication and stakeholder engagement; professional ethics; and interdisciplinary collaboration. IFLA agreed with the conclusions of the study regarding the feasibility of a CTF for the profession and encouraged progressing towards the development and adoption of a CTF for the profession.

ECLAS also agreed that the profession exhibits a high degree of convergence across Member States with regards to education pathways. ECLAs also highlighted that the Regulated Professions Database does not fully capture the complex regulatory status of the profession, and it is likely that the effective number of Member States regulating the profession is higher than 10. ⁽¹³⁷⁾ Finally, ECLAS notes that the low level of intra-EU mobility implied by the metrics used in the study is caused by administrative barriers rather than a lack of potential.

Additionally, both IFLA and ECLAS highlighted further initiatives and studies related to the profession of landscape architects besides the InnoLAND project referenced above. This includes:

- IFLA Europe Schools Recognition Panel, together with national accreditation systems and ECLAS educational guidance
- Academic & Professional Networks
- EU Tuning Project & LE:NOTRE
- ECLAS Education Guidance & Joint Recognition Panels
- COST Action CA23128
- Stiles, R. (2022). European cooperation between educators and landscape architecture schools. In D. Bruns & S. Hennecke (Eds.), *The Routledge Handbook of Landscape Architecture Education* (Routledge)
- ECLAS/IFLA-Europe Core Curriculum Guidance Documents

5.12. Final ranking of professions

The final step of the assessment consisted in establishing an indicative ranking of the professions according to their overall degree of commonality across the criteria assessed in the comprehensive mapping. As described in the methodological section above, this ranking was constructed by first placing each profession into one of three feasibility categories high feasibility, medium feasibility and low feasibility and then ordering professions within each category on the basis of the distribution of 'high' and 'medium' commonality ratings across both the structural criteria and the KSC broader categories. Under these two categories ('highly feasible' and 'feasible') the professions with a higher number of criteria assessed as 'high' (considering both structural criteria and KSCs) were placed higher in the final assessment table showing the final ranking (Table 53). When they presented the same amount of criteria rated as 'high' the professions were ranked based on the a higher number of criteria assessed as 'medium'.

⁽¹³⁷⁾ It should be noted that the input did not include source from which the correction could be verified, and it was therefore only reflected in this section.

The result presented below should be understood as a high-level, indicative exercise and should be read in conjunction with the detailed profession-specific assessments presented in the preceding sections.

To illustrate, consider the two professions ranked in the 'high feasibility' category. Radiographer / Radiotherapist and Occupational therapist. Combining both sets of criteria, Radiographer / Radiotherapist achieved a higher total of 'high' ratings ($3 + 9 = 12$) than Occupational therapist ($3 + 5 = 8$), and was therefore ranked first. Similarly, within the 'medium feasibility' category, Kindergarten teacher, despite having 0 'high' structural ratings, achieved 12 'high' KSC ratings, giving it a combined total of 12 'high' ratings and placing it above Civil engineer, which totalled only 1 combined 'high' rating (0 structural + 1 KSC).

Tables 61 and 62 below present the underlying data used in this ranking exercise, that is, the distribution of 'high' and 'medium' commonality ratings for each profession across the structural criteria and the KSC criteria respectively. Table 63 then presents the resulting combined ranking, in which each profession's final position reflects the sum of its 'high' ratings from Tables 61 and 62, with ties broken by the sum of its 'medium' ratings from those same tables.

These results should be understood as a high-level, indicative exercise and should be read in conjunction with the detailed profession-specific assessments presented in the preceding sections.

Table 61: Distribution of commonality degrees across structural criteria

Profession	High	Medium
Radiographer / Radiotherapist	3	2
Occupational therapist	3	2
Nursing Assistants and Health Care Assistants	2	3
Kindergarten teacher / Nursery school teacher / Preparatory school teacher	0	2
Medical / Biomedical laboratory technician	2	2
Child care worker	0	2
Electrician / Senior electrician / Specialised electrician	0	3
Civil engineer	0	4
Landscape architect / designer	0	2

Table 62: Distribution of commonality degrees across KSC criteria

Distribution of commonality degrees across KSC criteria	High	Medium
Kindergarten teacher / Nursery school teacher / Preparatory school teacher	12	7
Radiographer / Radiotherapist	9	23

Distribution of commonality degrees across KSC criteria	High	Medium
Occupational therapist	5	15
Medical / Biomedical laboratory technician	2	19
Nursing Assistants and Health Care Assistants	1	14
Civil engineer	1	8
Child care worker	0	12
Electrician / Senior electrician / Specialised electrician	0	7
Landscape architect / designer	0	1

The final feasibility ranking presented in the table below is intended solely as an indicative assessment based on the analytical criteria applied in this Study. It should not be interpreted as a commitment by the European Commission to pursue the development of Common Training Frameworks for any of the professions listed, nor does a high feasibility ranking imply that a CTF will necessarily be initiated. Equally, a lower feasibility ranking does not preclude the possibility that a CTF may be developed for a given profession in the future. The ranking is offered as a starting point for further reflection and research, and any decision to pursue a CTF would be subject to separate, dedicated processes.

Table 63: Final ranking of feasibility

Feasibility Category	Rank	Profession
High feasibility	1	Radiographer / Radiotherapist
High feasibility	2	Occupational therapist
Medium feasibility	3	Kindergarten teacher
Medium feasibility	4	Nursing Assistants and Health Care Assistants
Medium feasibility	5	Medical / Biomedical laboratory technician
Medium feasibility	6	Civil engineer
Medium feasibility	7	Childcare worker
Medium feasibility	8	Electrician / Senior electrician / Specialised electrician
Medium feasibility	9	Landscape architect / designer
Low feasibility	N/A	Air conditioning technician / Heating / Central heating technician / installer / repairer / Maintenance – Installation of ventilation equipment

6. Conclusions

Under Directive 2005/36/EC, Common Training Frameworks (CTFs) serve as an instrument to foster the free movement of professionals across the European Union through the introduction of a system of automatic recognition based on a common set of minimum knowledge, skills, and competences (KSCs). By harmonizing education and training requirements without imposing full standardization, CTFs aim to overcome the need for substantive qualification assessments on a case-by-case basis, thereby reducing administrative hurdles for professionals seeking to practice in other Member States.

Within this context, this study aimed to identify regulated professions that exhibit a sufficient degree of commonality across the EU and could, therefore, be potential candidates for the establishment of future common training frameworks.

Following a structured process involving both desk research and extensive stakeholder consultations, 10 professions were identified and assessed across the 27 EU Member States, revealing varying levels of feasibility for a potential future CTF:

- The categories of Radiographer / Radiotherapist and Occupational therapist demonstrated a high level of feasibility. These professions exhibit strong alignment in both their structural regulatory criteria and core competencies, making them the most immediate candidates for automated recognition pathways.
- Seven professions—Kindergarten teacher, Nursing Assistants and Health Care Assistants, Medical / Biomedical laboratory technician, Civil engineer, Child care worker, Electrician, and Landscape architect / designer—were assessed with a medium level of feasibility.
- The Air conditioning, heating, and ventilation technicians category was determined to have a lower level of feasibility, primarily due to fragmented national data and divergent regulatory frameworks at this stage.

For the professional categories considered feasible, the Study identified potential CTF elements, including common KSC sets and structural requirements.

While these findings provide an evidence-based foundation to support future policy reflections on extending automatic recognition, important methodological limitations remain. Variations in national training systems, differing levels of detail in public data, and uneven stakeholder survey responses across professions and Member States posed challenges for a fully comprehensive comparative analysis. In some cases, the mapping relied on proxy data or triangulated sources. Consequently, the final ranking and identified criteria should be understood as an exploratory prioritization tool rather than a definitive or prescriptive classification.

The findings provide an evidence-based foundation for policy decisions on extending automatic recognition, while acknowledging the inherent limitations of cross-country comparison.

Annex I: Methodological annex

This Annex includes the survey and interview questionnaires used throughout the study. The detailed methodological approach is presented in the main body of the report.

Table 64: Scoping questions for the Group of Coordinators (Task 0)

- 1. Are there professions in your country that experience significant labour shortages or are of strategic economic importance, and could therefore benefit from the establishment of a Common Training Framework (CTF)?** Please specify which professions you consider to be strong candidates for a CTF, and briefly explain the reasons for your selection.
- 2. For the professions identified above, do you consider the development of a CTF to be feasible?** Please share your views on any opportunities or challenges you foresee in setting up a CTF for these professions.
- 3. Have national authorities or professional organisations in your country expressed interest or willingness in the development of a CTF for any profession?** Please provide details and, if possible, contact points for further consultation.
- 4. Do you believe that there is any profession that should be explicitly excluded from consideration for a CTF?** Please specify and provide rationale (*Please note that the professions of doctor of Medicine, dentist / dental practitioner, veterinary surgeon, nurse for general care, pharmacist, midwife, architect, ski instructor and physiotherapist are already excluded from the scope of the Study*).
- 5. Based on your experience, are there particular methodological approaches or best practices you would recommend when mapping and comparing the regulation, training, and education of professions across Member States?** If you have participated in previous mapping exercises, we would welcome your insights on what worked well and what could be improved.
- 6. Do you have suggestions for national or European stakeholders (national authorities, professional organisations, training institutions, etc.) that would be relevant to consult during the study?** Please provide names and contact details if possible.

Table 65: Professions excluded from the scope of the study

Profession	Reason for exclusion
Doctor of Medicine	Profession already included in Chapter III of Title III of Directive 2005/36/EC (Recognition on the basis of coordination of minimum training conditions).
Dentist / Dental practitioner	Profession already included in Chapter III of Title III of Directive 2005/36/EC (Recognition on the basis of coordination of minimum training conditions).
Veterinary surgeon	Profession already included in Chapter III of Title III of Directive 2005/36/EC (Recognition on the basis of coordination of minimum training conditions).
Nurse (for general care)	Profession already included in Chapter III of Title III of Directive 2005/36/EC (Recognition on the basis of coordination of minimum training conditions).
Pharmacist	Profession already included in Chapter III of Title III of Directive 2005/36/EC (Recognition on the basis of coordination of minimum training conditions).
Midwife	Profession already included in Chapter III of Title III of Directive 2005/36/EC (Recognition on the basis of coordination of minimum training conditions).
Architect	Profession already included in Chapter III of Title III of Directive 2005/36/EC (Recognition on the basis of coordination of minimum training conditions).
Physiotherapist	Excluded from the scope of the study as per ToR.
Ski instructor	Already covered by a Common Training Test as per Commission Delegated Regulation (EU) 2019/907.
Commercial agent	Already subject to an EU specific acquis.
Insurance intermediary	Already subject to an EU specific acquis.
Lawyer	Already subject to an EU specific acquis.
Road haulage and road passenger transport operator	Already subject to an EU specific acquis.
Statutory auditor	Already subject to an EU specific acquis.

Table 66: Interview questionnaire – EU-level cross-sectoral stakeholders (Task 1)

Interview questionnaire – EU-level cross-sectoral stakeholders

When referring to a specific profession, please indicate the exact name with which the profession is indicated in the Regulated Professions Database.

Moreover, when referring to a profession that has both a vocational and a higher education route for accessing to the profession, please explain each route separately.

Part I - Level of mobility, economic importance, policy relevance and interest from stakeholders

- In your view, what are relevant sectors and/or professions presenting a high level of mobility that would benefit from a CTF? Could you provide some relevant sources on this regard?
- What are relevant sectors and/or professions presenting a certain degree of economic importance that would benefit from a CTF? Specifically, are you aware of any sector and/or profession subject to labour shortages and that would benefit from a CTF?
- In your view, what are relevant sectors and/or professions presenting a certain degree of policy relevance that would benefit from a CTF?
- Are you aware of any sector and/or profession for which stakeholders have expressed interest or willingness in the setting up of a CTF? If yes, would you have any specific stakeholders to suggest contacting?
- Are you aware of any profession that has a strong and active European professional organisation (that would have the capacity of organising the development of a CTF)?
- Should none of the professions mentioned in the answers to the questions above belong to the healthcare sector and the ageing population or long-term care, could you please identify at least one profession in this field that you believe fulfils one of the requirements listed above? Do you believe these would benefit and be fit for the development of a CTF?

Part II - Level of homogeneity of the level of education or regulation

- Are you aware of any profession for which access or education and training leading to the profession are regulated in at least 9 Member States?
- Are you aware of any regulated profession for which the training requirements present a common set of knowledge, skills and competences in at least 9 Member States?
- More generally, are you aware of any regulated profession presenting a certain level of homogeneity of the level of education or regulation (including whether training requirements are linked to EQF levels, via their inclusion in NQF, are stemming from VET or higher education or whether

membership to professional organisations is necessary) across Member States that could qualify for a CTF?

Table 67: Survey questionnaire – EU-level sectoral stakeholders (Task 1)

Survey questionnaire – EU-level sectoral stakeholders

Introduction

Name of

the organisation:

Economic sector:

Position of the respondent:

When referring to a specific profession, please use the exact profession name as listed in the Regulated Professions Database.

Moreover, when referring to a profession that has both a vocational and a higher education route for accessing to the profession, please explain each route separately.

Part I - Level of mobility, economic importance, policy relevance and interest from stakeholders

- In your view, does your sector present a high level of mobility?

☐ Yes

☐ No

☐ Unable to answer

If yes, please list any specific regulated profession that present a high level of mobility and that would benefit from a CTF. Please share any justification or sources available.

[open answer]

- In your view, does any of the professions listed under question 2 present a certain degree of economic importance that would benefit from a CTF? Please share any justification or sources available.

☐ Yes

☐ No

☐ Unable to answer

If yes, please specify [open answer]

Specifically, are you aware of any sector and/or profession subject to labour shortages and that would benefit from a CTF? Please share any

justification or sources available.
[open answer]

- Are you aware of any profession for which national or EU stakeholders have expressed interest or willingness in the setting up of a CTF?
☐ Yes
☐ No
☐ Unable to answer
 If yes, please specify [open answer]

Part II - Level of homogeneity of the level of education or regulation

- Are you aware of any profession (within your sector) which access or education and training leading to the profession are regulated in at least 9 Member States?
☐ Yes
☐ No
☐ Unable to answer
 If yes, please list the relevant Member States for each profession [ticked boxes for list of Member States]
- Are you aware of any profession (within your sector) for which the training requirements present a common set of knowledge, skills and competences in at least 9 Member States)?
☐ Yes
☐ No
☐ Unable to answer
 If yes, please list the relevant Member States for each profession [ticked boxes for list of Member States]
- Are aware of any divergences across Member States regarding aspects of knowledge skills and competences for any professions (within your sector) which are likely to hinder selection?
- More generally, are you aware of any profession presenting a certain level of homogeneity of the level of education or regulation (including whether training requirements are based on EQF levels, are stemming from VET or higher education or whether membership to professional organisations is necessary) across Member States that could qualify for a CTF?
 [open answer]

Part III – Stakeholder identification

- For each of the potential candidate professions identified in the questions above, please provide a list of relevant EU and national stakeholders to consult (including professional organisations, national authorities and

training institutes)
[open answer with specific fields per profession]

Table 68: Survey questionnaire (Task 2) – Competent authorities and regulatory bodies

Introduction

This survey is part of the Study supporting the identification of professions for the extension of automatic recognition through common training frameworks under Directive 2005/36/EC. Spark Legal and Policy Consulting is conducting this study on behalf of the European Commission's Directorate-General for Employment, Social Affairs and Inclusion.

The objective of the study is to support the European Commission in identifying professions that may be suitable for the development of Common Training Frameworks (CTFs) under Article 49a of the Directive and define the concrete components such potential CTFs could include. At this stage of our study, we are mapping the national regulatory frameworks for 10 professions to assess the feasibility of setting up a CTF. This mapping includes national frameworks with regards to regulatory status, qualifications and training requirements in each EU Member State.

To this end, the present survey aims to gather structured information on how the profession of *[name of the profession]* is regulated in EU Member States. The survey is addressed to national competent authorities and training institutions.

[name of the profession] is the generic name of the profession used in the Regulated Professions Database of the European Commission. Please note that under this generic name, Member States notified different specific professions that are regulated by their respective national jurisdictions. In some cases, more than one national profession has been notified by Member States. For this reason, please consider the list below, which identifies which professions regulated at national level we aim to consider for our research. Please note that this selection is based of the information gathered through our own desk research. We kindly ask you to complete the survey with reference to the profession identified for your Member State. However, should you consider that another profession regulated in your Member State is more appropriately covered by this generic name, please flag this to us by reaching out to us and complete the survey for that profession instead. Should you consider that more

than one regulated profession regulated in your Member State is relevant for this exercise, please fill in one survey for each of the professions you consider.

Please find below the list of national professions to consider under the generic name of profession of *[name of the profession]*:

Austria: [name of the profession at the national level and link to the Regulated Professions Database]

Belgium: [name of the profession at the national level and link to the Regulated Professions Database]

Bulgaria: [name of the profession at the national level and link to the Regulated Professions Database]

...

General information

Country:

Type of entity:

Name of the responding entity:

Position of the respondent:

Part I — Regulation & Access (Criteria: Regulation; Titles; State Exam)

- Is the profession regulated in your jurisdiction? (i.e. specific professional qualifications are required for access to activities or use of professional title)

☐ Yes ☐ No ☐ Partly (e.g., title protected but practice unregulated) ☐ Other

If *Yes/Partly*: please **mention the legal basis** (law/decreet/article) and **date**.

Please provide a link to the legal source, if publicly available. [open answer]

If *Other*: Please elaborate on why and provide any useful detail and/or link

[open answer]

- Do any protected titles exist for the profession?

If *Yes*: please indicate the name of title in both the language of your Member State and in English. [open answer]

Who is the awarding/registration authority? [open answer]

Are there any requirements/obligations regarding the renewal of the title or regarding continuous professional development? [open answer]

Please provide a link to the official title/registration guidance. [open answer]

If *Other*: Please elaborate on why and provide any useful detail and/or link. [open answer]

- Is a state examination required to access the profession or for the use of the professional title?

☐ Yes ☐ No ☐ Varies by route ☐ Unable to answer

If yes, please describe the details of such state examination. Please cover all the following aspects: eligibility, timing, structure/content, pass/fail rules and consequences in terms of title/registration. [open answer]

If it *varies by route*, please specify what the different possibilities for each route are. If there are different state examinations, please describe the details of such state examinations. Please cover all the following aspects: eligibility, timing, structure/content, pass/fail rules and consequences in terms of title/registration. [open answer]

- Is a personal professional indemnity insurance required for access to the profession/use of the professional title?

☐ Yes ☐ No

- Is membership and/or registration with a professional organisation required for accessing the profession?

☐ Yes ☐ No

- Are there any other requirements to access the profession? [open answer]

Part II — Qualification Level, Duration & Training Pathway (Criteria: NQF/EQF; Duration; Vocational Training)

- What is the minimum qualification level for access (national legal requirement)? [open answer]

- What level does this correspond to in your National Qualifications Framework (NQF)? [open answer]
- What level does this correspond to in the **European Qualifications Framework (EQF)** (as referenced nationally): [open answer]
- Please provide a link to the source (law/guidance). [open answer]
- What is the minimum duration of studies in years (if regulated). If multiple routes exist, please list each. [open answer]
- **What is the minimum number of ECTS (or equivalent)**. If multiple routes exist, please list each. [open answer]
- Is vocational/practical training legally required to access the profession and/or use the professional title?

☐ Yes (regulated by law) ☐ Required but left to institutions ☐ Not required ☐ Unable to answer

If *Yes/Required but left to institutions*, please specify features of the vocational/practical training, such as duration, setting (e.g., placement/apprenticeship), supervision, assessment, and the legal basis. [open answer]

Part III — Knowledge, Skills & Competence

For the questions in this section, please consider that:

knowledge means the outcome of the assimilation of information through learning. Knowledge is the body of facts, principles, theories and practices that is related to a field of work or study. In the context of the EQF, knowledge is described as theoretical and/or factual.

skills mean the ability to apply knowledge and use know-how to complete tasks and solve problems. In the context of the EQF, skills are described as cognitive (involving the use of logical, intuitive and creative thinking) or practical (involving manual dexterity and the use of methods, materials, tools and instruments).

competence means the proven ability to use knowledge, skills and personal, social and/or methodological abilities, in work or study situations and in professional and personal development.

- Please list the essential body of knowledge for safe and effective practice, as recognised in national law/guidance. Please indicate whether each is mandatory or optional for initial access to the profession. For each item, if possible, please make a link to the **European Skills, Competences, and Occupations (ESCO)** classification. [open answer]
- Please list the essential skills for safe and effective practice as recognised in national law/guidance. Please indicate whether each is

mandatory or optional for initial access to the profession. For each item, if possible, please make a link to the **European Skills, Competences, and Occupations (ESCO)** classification. [open answer]

- Please list the essential competences for safe and effective practice, as recognised in national law/guidance. Please indicate whether each is mandatory or optional for initial access to the profession. For each item, if possible, please make a link to the **European Skills, Competences, and Occupations (ESCO)** classification. [open answer]
- Please list the minimum training subjects that are included in your national training for this profession. Please note that this question is meant to list the main subjects of study present in the curricula of your Member State for the profession in question. While the previous questions referred to knowledge, skills and competences to be obtained for this profession, this question strictly refers to study subjects foreseen in the training to obtain those knowledge, skills and competences. [open answer]

Part IV — Feasibility of a Common Training Framework (CTF)

- From your perspective, could a Common Training Framework be potentially viable for this profession?
☐ Yes ☐ No ☐ Potentially (under conditions)
If *Yes/Potentially*: which set of minimum knowledge, skills and competences, EQF level(s), and due-process considerations would you expect? [open answer] If *No*: what would you perceive as the main limitations? [open answer] If *No*: what would you perceive as the main limitations? [open answer]
- From your perspective, would the introduction of a CTF for this profession have a positive impact in your Member State? [open answer]
- Please elaborate on your answer above. [open answer]
- From your perspective, do you estimate that professional mobility will be increased if an automatic recognition via CTF is introduced for this profession? [open answer]
- Please elaborate on your answer above. [open answer]
- From your perspective, to what extent would the introduction of a CTF for this profession require national training programmes to be adapted (e.g., with regard to digital or sustainability skills)? Please justify your response [open answer]

Final remarks

Would you like to add anything else? Please include any additional information here that you would like to share. [open answer]

Annex II: Desk research sources - Task 0 and 1

The sources for the comprehensive mapping under task 2 are included directly in the tables in the main body of the report and in Annex V, for each profession.

Table 69: List of relevant sources

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
EU legislative / non-legislative act				
Directive 2005/36/EC of the European Parliament and of the Council of 7 September 2005 on the recognition of professional qualifications	European Parliament and Council of the European Union	2005	https://eur-lex.europa.eu/eli/dir/2005/36/oj/eng	Establishes rules for the recognition of professional qualifications for regulated professions across the EU
Directive 2013/55/EU of the European Parliament and of the Council of 20 November 2013 amending Directive 2005/36/EC on the recognition of professional qualifications and Regulation (EU) No 1024/2012 on administrative cooperation through the Internal Market Information System ('the IMI Regulation')	European Parliament and Council of the European Union	2013	https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1434713151594&uri=CELEX:32013L0055	Updates and amends Directive 2005/35/EC and Regulation (EU) No 1024/2012

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
Commission Delegated Regulation (EU) 2019/907 of 14 March 2019 establishing a Common Training Test for ski instructors under Article 49b of Directive 2005/36/EC of the European Parliament and of the Council on the recognition of the professional qualifications	European Commission	2019	https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019R0907&from=EN	Establishes a Common Training Test for ski instructors, which constitutes the first case in which this tool (established under Article 49b of Directive 2005/36/EC) is used
Council Recommendation of 22 May 2017 on the European Qualifications Framework for lifelong learning and repealing the recommendation of the European Parliament and of the Council of 23 April 2008 on the establishment of the European Qualifications Framework for lifelong learning	Council of the European Union	2017	https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32017H0615(01)	Recommends Member States to use the European Qualifications Framework to reference national qualifications frameworks or systems
Council Conclusions on the future of the European Health Union: a Europe that cares, prepares and protects	Council of the European Union	2024	https://data.consilium.europa.eu/doc/document/ST-11597-2024-INIT/en/pdf	Stresses the shortage of health workers in the EU and recommends the Commission to consider actions to enhance national health workforce strategies
Commission Communication: Labour and skills shortages in the EU: an action plan	European Commission	2024	https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52024DC0131	Proposes action for providing support for skill, training, and education, and improving fair intra-EU mobility for workers and learners
Commission Communication: The Union of Skills	European Commission	2025	https://commission.europa.eu/topics/competitiveness/union-skills_en	Human capital plan to strengthen EU competitiveness, includes developing the Skills Portability Initiative and strengthening and streamlining the Pact for Skills

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
Commission Communication: The Single Market: our European home market in an uncertain world	European Commission	2025	https://single-market-economy.ec.europa.eu/publications/single-market-our-european-home-market-uncertain-world_en	Strategy for making the Single Market simple, seamless and strong. It identifies a set of barriers that continue to tie down the Single Market and negatively impact trade and investment, including lengthy and complex recognition procedures for professional qualifications
Directive 2006/43/EC of the European Parliament and of the Council of 17 May 2006 on statutory audits of annual accounts and consolidated accounts, amending Council Directives 78/660/EEC and 83/349/EEC and repealing Council Directive 84/253/EEC	European Parliament and Council of the European Union	2006	https://eur-lex.europa.eu/eli/dir/2006/43/oj/eng	Establishes rules for statutory audits of annual and consolidated accounts, including provisions on education qualifications and examination of professional competence for statutory auditors
Council Directive 86/653/EEC of 18 December 1986 on the coordination of the laws of the Member States relating to self-employed commercial agents	Council of the European Union	1986	https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:31986L0653	Establishes rules for self-employed commercial agents
Directive (EU) 2016/97 of the European Parliament and of the Council of 20 January 2016 on insurance distribution (recast)	European Parliament and Council of the European Union	2016	https://eur-lex.europa.eu/eli/dir/2016/97/oj/eng	Establishes rules for the selling of insurance products, including professional requirements such as minimum professional knowledge and competence
Council Directive 77/249/EEC of 22 March 1977 to facilitate the effective exercise by lawyers of freedom to provide services	Council of the European Union	1977	https://eur-lex.europa.eu/eli/dir/1977/249/oj/eng	Establishes rules for the freedom of lawyers to provide services across Member States

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
Directive 98/5/EC of the European Parliament and of the Council of 16 February 1998 to facilitate practice of the profession of lawyer on a permanent basis in a Member State other than that in which the qualification was obtained	European Parliament and Council of the European Union	1998	https://eur-lex.europa.eu/eli/dir/1998/5/oj/eng	Establishes rules for the practice of the profession of lawyer on a permanent basis in a self-employed or salaried capacity in a Member State other than that in which the professional qualification was obtained
Regulation (EC) No 1071/2009 of the European Parliament and of the Council of 21 October 2009 establishing common rules concerning the conditions to be complied with to pursue the occupation of road transport operator and repealing Council Directive 96/26/EC	European Parliament and Council of the European Union	2009	https://eur-lex.europa.eu/eli/reg/2009/1071/oj/eng	Establishes rules for EU road transport operators, including professional competences
EU Documentation (e.g. policy documents and studies)				
Europe's Choice: Political Guidelines for the Next European Commission 2024-2029	European Commission	2024	https://commission.europa.eu/document/download/e6cd4328-673c-4e7a-8683-f63ffb2cf648_en?filename=Political%20Guidelines%202024-2029_EN.pdf	Defines the vision, priorities, and goals of the new European Commission of 2024-2029, which includes establishing the Union of Skills and the recognition of different types of training to enable labour mobility
The Draghi report on EU competitiveness	European Commission	2024	https://commission.europa.eu/topics/competitiveness/draghi-report_en	Highlights sectors that are of strategic importance for the EU's competitiveness, including ICT and digital technologies, transport, health and social care
The 2026 Annual Single Market and Competitiveness Report	European Commission	2026	https://single-market-economy.ec.europa.eu/publications/2026-annual-single-market-and-competitiveness-report_en	Takes stock of the functioning of the Single Market and of EU competitiveness, including assessing the state of recognition procedures for skills and qualifications and their impact

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
Single Market and Competitiveness Scoreboard	European Commission	NA	https://single-market-scoreboard.ec.europa.eu/business-framework-conditions/services-markets_en	Illustrates the restrictiveness of selected professions which measures the level of regulatory restrictiveness for the cross-border provision of services and the right of establishment
Annual Report on Intra-EU Labour Mobility 2024	European Commission	2024	https://employment-social-affairs.ec.europa.eu/news/annual-report-intra-eu-labour-mobility-2024-published-2025-02-07_en	Presents the latest findings on intra-EU labour mobility, offering updated insights into the trends observed in EU and EFTA countries using data from 2022 and 2023
Labour mobility and recognition in the regulated professions	European Parliament	2019	https://www.europarl.europa.eu/RegData/etudes/STUD/2019/631056/IPOL_STU(2019)631056_EN.pdf	Provides an overview of the EU system of recognition of professional qualifications and the effects of the implementation of the revised PQD Directive (2013/55/EU)
Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the implementation of certain new elements introduced by Directive 2013/55/EU of the European Parliament and of the Council of 20 November 2013 amending Directive 2005/36/EC on the recognition of professional qualifications and Regulation (EU) No 1024/2012 on administrative cooperation through the Internal Market Information System ('the IMI Regulation')	European Commission	2020	https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0191	Evaluates the implementation of the revised Directive 2013/55/EU, including the transposition of harmonised minimum training requirements for 'sectoral professions'

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Special report 10/2024: The recognition of professional qualifications in the EU	European Court of Auditors	2024	https://www.eca.europa.eu/ECAPublications/SR-2024-10/SR-2024-10_EN.pdf	Evaluates the effectiveness of professional qualification recognition in the EU and in Member States
Study supporting the Monitoring of the Posting of Workers Directive 2018/957/EU and of the Enforcement Directive 2014/67/EU	Ecorys, HIVA-KU Leuven, Spark, wmp consult	2024	https://op.europa.eu/en/publication-detail/-/publication/d06f8af4-02bd-11ef-a251-01aa75ed71a1/language-en	Provides an overview of the prevalence, drivers and features of different types of temporary cross-border mobility in the EU, including working conditions
Core Competences of Healthcare Assistants in Europe (CC4HCA) An exploratory study into the desirability and feasibility of a common training framework under the Professional Qualifications Directive	Nivel, KU Leuven, MESZK	2018	https://op.europa.eu/en/publication-detail/-/publication/1f0bf873-1784-11e8-9253-01aa75ed71a1/language-en	Maps the position of healthcare assistants in EU Member States and explores the feasibility and interest among Member States for adopting a common training framework for this professional group under Directive 2013/55/EU, amending Directive 2005/36/EC
Cross-border work in EU and EFTA countries	European Commission	2024	https://op.europa.eu/en/publication-detail/-/publication/cda87a92-f619-11ee-8e14-01aa75ed71a1/language-en	Examines cross-border flows between NUTS-1 regions in the EU and EFTA, identifying the main regions of destination and key regions of origin
Briefing regarding the latest developments from the EU Commission	European Commission	ND	https://mfhea.mt/wp-content/uploads/2022/11/Agenda-Item-No-3-Briefing-regarding-the-latest-developments-from-the-EU.pdf	Provides an overview of the latest developments in CTFs in the EU and identifies potential candidate professions (landscape architects, physiotherapist, civil engineers, psychotherapists, medical physics experts)
Project Report: Feasibility of Establishing a Common Training Framework for the Profession of Physiotherapist	European Commission	2025	Not published online (resources shared by the Commission)	Maps the regulation, education and training of the physiotherapist profession in EU/EEA countries

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
Correspondence with the European Association of Hospital Pharmacists	European Commission	2023	Not published online (resource shared by the Commission)	Explains why the Commission does not consider the creation of a Common Training Framework for access to activities of hospital pharmacy justified
Correspondence with the European Federation of Psychologists' Associations	European Commission	2023	Not published online (resource shared by the Commission)	Explains why the Commission does not consider the recognition of the profession of psychologist as an independent profession justified
National- level documentation and others				
Regulated Professions Database	European Commission	NA	https://ec.europa.eu/growth/tools-databases/regprof/home	Provides an overview of regulated professions in Member States
National inventories of Europass Certificate Supplements	Europass (DG EMPL)	NA	https://europass.europa.eu/en/national-inventories-europass-certificate-supplements	Provides an inventory of national Europass Certificate Supplements to support the understanding of vocational education and training qualifications in Member States
Statistics				
Labour Force Survey	Eurostat	2024	https://ec.europa.eu/eurostat/web/microdata/european-union-labour-force-survey	Statistics on labour market participation in the EU, including factors such as working time, job permanency, professional status etc.
Employment - annual statistics	Eurostat	NA	https://ec.europa.eu/eurostat/statistics-explained/index.php?title=Employment - annual statistics	Statistics on annual employment rates
Labour shortages and surpluses in Europe 2024	European Labour Authority	2025	https://www.ela.europa.eu/en/publications/labour-shortages-and-surpluses-europe-2024	Statistics on labour shortages in different sectors, with a particular focus on the transportation and storage sector

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
Cedefop Skills Intelligence Tool	Cedefop	NA	https://www.cedefop.europa.eu/en/tools/skills-intelligence/sectors?sector=05	Statistics about employment across different sectors and predicted future growths
Cedefop Skills Forecast	Cedefop	NA	https://www.cedefop.europa.eu/en/tools/skills-forecast	Statistics on future labour market trends
Job Vacancies Insights	EURES (ELA and Cedefop)	NA	https://eures.europa.eu/living-and-working/job-vacancies-insights_en	Statistics about labour market characteristics, occupations, and skills related to EURES vacancies
Office associate professionals: skills opportunities and challenges (2023 update)	Cedefop	2023	https://www.cedefop.europa.eu/en/data-insights/office-associate-professionals-skills-opportunities-and-challenges-2023-update	Statistics on office associate professions in the EU
Heating systems installers – Expanding and upskilling the workforce to deliver the energy transition	Association of the European Heating Industry	2022	https://ehi.eu/wp-content/uploads/2022/08/EHI-report-Heating-systems-installers-Expanding-and-upskilling-the-workforce-to-deliver-the-energy-transition.pdf	Statistics on the workforce of heating systems installers
Heat Pumps in the European Union – Status Report on Technology Development, Trends, Value Chains & Markets	European Commission	2024	https://build-up.ec.europa.eu/system/files/2025-02/DOvs182PL7_25_02_2025_131636.pdf	Statistics on the state of the art of EU heat pump technology, including employment in the sector
Construction Activity in Europe	European Construction Industry Federation	2025	https://fiec-statistical-report.eu/	Statistics on workforce in the EU construction sector
Employment and Social Developments in Europe	European Commission	2023	https://op.europa.eu/webpub/empl/esde-2023/PDFs/KE-BD-23-002-EN-N.pdf	Statistics on labour market trends and labour shortages across several professions in the EU

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European Statistics Lifts and Escalators 2022	European Lift Association	2023	https://www.ela-aisbl.eu/wp-content/uploads/2024/11/Statistical_Data_2022.pdf	Statistics on employment in the lifts and escalators sectors in the EU
Summary of the Occupational Therapy Profession in Europe	Council of Occupational Therapists for the European Countries (COTEC)	2025	https://www.coteceurope.eu/wp-content/uploads/2025/06/Summary-of-the-Profession-2025_compressed.pdf	Statistics on the occupational therapy profession, including number of practicing professionals, minimum education and training requirements, and regulations in European countries
Global Situation Report on Pharmacy 2025 – Workforce, Practice, Policy	International Pharmaceutical Federation	2025	https://www.fip.org/files/content/publications/2025/FINAL_VF-CH2A_Global_pharmacy_workforce_review.pdf	Statistics on pharmacy workforce
About EDHF	European Dental Hygienists Federation (EDHF)	2026	https://www.edhf.eu/	Statistics on the employment of dental hygienists in Europe
European Federation of the Associations of Dietitians	European Federation of the Associations of Dietitians	2026	https://www.healthydietforhealthylife.eu/european-federation-associations-dietitians	Statistics on the employment of dietitians in Europe
The Global Health Observatory	World Health Organisation	ND	https://www.who.int/data/gho	Statistics on medical professions, such as dental prosthetic technicians, psychologists
Facts & Figures 2024	MedTech Europe	2024	https://www.medtecheurope.org/wp-content/uploads/2024/07/medtech-europe--facts-figures-2024.pdf	Statistics on the medical technology industry within the EU, including the number of people employed in the sector
Assessment of workforce availability, staffing, and education, and training requirements for radiographers across Europe as part of EU-REST project	Zarb et al. Journal: Radiography	2025	https://www.radiographyonline.com/article/S1078-8174(25)00245-7/pdf	Statistics on employment for radiographers across Europe

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
Private security - Sectoral social dialogue	European Commission	ND	https://employment-social-affairs.ec.europa.eu/policies-and-activities/eu-employment-policies/social-dialogue/cross-industry-and-sectoral-social-dialogue/private-security-sectoral-social-dialogue_en	Statistics on employment in the private security sector in the EU
European Social Services Index 2025 – Cross-country analysis	European Social Network	2025	https://www.esn-eu.org/sites/default/files/2026-01/2025_ESSI_2025_Report_FINAL.pdf	Statistics on social services workforce in Europe
The Social Services Workforce in Europe: Current State of Play and Challenges	Federation of European Social Employers	2019	https://www.socialemployers.eu/wp-content/uploads/2023/09/Report-Social-Services-Workforce-in-Europe.pdf	Statistics on employment in the social services sector in Europe
Press release no. 370 of 23 September 2019	Federal Statistical Office Germany	2019	https://www.destatis.de/DE/Presse/Pressemitteilungen/2019/09/PD19_370_31.html	Statistics on real estate professionals
AEA – The association	European Association of Hearing Aid Professionals	2026	https://www.aea-audio.org/portal/	Statistics on hearing aid dispenser professionals
About EFPA	European Federation of Psychologists' Associations	2025	https://ecp2025.eu/aboutefpa/	Statistics on psychologists in Europe

Title of the document	Author(s)	Year	Link	Short summary / relevance for the project
A Pan-European Common Training Framework for Landscape Architecture	InnoLAND	2022	https://lnicollab.landscape-portal.org/iliad.php?baseClass=ilrepositorygui&cmdNode=xq:ml&cmdClass=ilObjFileGUI&cmd=sendFile&ref_id=290	Statistics on landscape architects in Europe
Other (academia, civil society)				
A proposed Common Training Framework for Specialists in Laboratory Medicine under EU Directive 2013/55/EC (The Recognition of Professional Qualifications)	Wieringa et al. Journal: Clinical Chemistry and Laboratory Medicine	2020	https://pubmed.ncbi.nlm.nih.gov/33554548/	Outlines the backbone of the common training framework for non-medical specialists in laboratory medicine proposed by the European Federation of Clinical Chemistry and Laboratory Medicine's (EFLM)
Temper the Specialist Nurses Heterogeneity in the Interest of Quality Practice and Mobility-18 EU Countries Study	Decock et al. Journal: Healthcare (Basel)	2022	https://pubmed.ncbi.nlm.nih.gov/35326913/	Identifies the interfaces of the specialist nurse profession across the EU and calls for homogeneity in the interpretation of the specialist nurses' role and competencies to achieve better quality of care provision and facilitate mobility
Submission for a Common Training Framework for the profession of psychotherapist	European Association for Psychotherapy	2018	https://www.europsyche.org/portals/0/media/docs/eap_submissionDocument_a4_21_0402_single.pdf	Compares the education and training requirements in 9 EU Member States and calls for a Common Training Framework
EAP Statement on the Legal Position of Psychotherapy in Europe	European Association for Psychotherapy	2021	https://www.europsyche.org/portals/0/media/docs/Legal-Position-of-Psychotherapy-in-Europe-2021-Final.pdf	Provides an overview of the legal situation of psychotherapy in different European countries
Common Training Framework for Landscape Architecture - minimum training requirements	InnoLAND	2022	https://lnicollab.landscape-portal.org/iliad.php?baseClass=ilrepositorygui&cmdNode=xq:ml&cmdClass=ilObjFileGUI&cmd=sendFile&ref_id=284	Proposes a Common Training Framework for landscape architecture with minimum training requirements

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An EU Common Training Framework for Landscape Architecture addressing the current needs of society	De Vries et al.	2021	https://www.iflaeurope.eu/assets/docs/PaperInnoland_Common-Training-Framework-Landsc-Arch-ECLASConference2021-ID-459-submitted-1.pdf	Outlines the backbone of the CTF for landscape architecture proposed by IFLA Europe and ECLAS
Common Training Framework for Hospital Pharmacy	European Association of Hospital Pharmacists	2018	https://www.hospitalpharmacy.eu/general-information	Proposes a Common Training Framework for hospital pharmacists
Labour Mobility Report	European Association of Hospital Pharmacists	2018	https://eahp.eu/wp-content/uploads/2024/03/eahp_ctf_labour_mobility_report_0.pdf	Presents the findings of the Labour Mobility survey and illustrates the support for a Common Training Framework amongst hospital pharmacists
EAHP Position Paper on Hospital Pharmacy Specialisation: Making a difference in medication by advancing the hospital pharmacy profession	European Association of Hospital Pharmacists	2021	https://eahp.eu/wp-content/uploads/2024/03/eahp_position_paper_on_hospital_pharmacy_specialisation.pdf	Calls for harmonising the recognition of hospital pharmacy education and setting up a Common Training Framework
Statement on scientific engineering education and common training framework	Conference of European Schools for Advanced Engineering Education and Research	2017	https://www.cesaer.org/content/5-operations/2017/20170619-final-statement-seeandctf.pdf	Calls for a Common Training Framework for civil engineers and developing common training principles across EEA Member States
Common Training Principles for Engineers – Final Project Report and Survey Report	European Council of Engineers Chamber	2017	Not published online (resources shared by the Commission)	Maps the regulatory framework for engineering professions in EU Member States and based on survey results, proposes a Common Training Framework

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Comparing competencies of a psychotherapist with those of a psychologist specialising in psychotherapy	Aherne et al.	2018	https://www.tandfonline.com/doi/full/10.1080/13642537.2018.1495244	Compares and contrasts two competency frameworks representative of the European Association for Psychotherapy (EAP) and the European Federation of Psychologists' Associations (EFPA), capturing the skills, knowledge, reasoning and values of the respective professions.
European Commission Call for Evidence: Fair Labour Mobility Package - Response by the European Federation of Geologists (EFG)	European Federation of Geologists (EFG)	2025	https://eurogeologists.eu/wp-content/uploads/2026/02/Fair_labour_mobility_package_EFG.pdf	Calls for including geologists in automatic recognition frameworks, including setting up a Common Training Framework
Documents shared by GoC members				
Report required under Article 60 (1) of the Professional Qualifications Directive (2015/36/EU) 2022-2023	Mutual Recognition Coordinator MFHEA – Malta	2023	Not published online (resource shared by GoC member)	Reports on the implementation of Directive 2005/36/EC in Malta between 2022 and 2023
Report required under Article 60 (1) of the Professional Qualifications Directive (2015/36/EU) 2020-2021	Mutual Recognition Coordinator MFHEA – Malta	2021	Not published online (resource shared by GoC member)	Reports on the implementation of Directive 2005/36/EC in Malta between 2020 and 2021
Granting of Mountain Guide Licenses, Including Tatra Mountain Guide Licences in Poland	Polish Ministry of Sport and Tourism, Department of Tourism	2024	Not published online (resource shared by GoC member)	Outlines the system of granting mountain guide licences in Poland, including training framework

Annex III : Synopsis report

Included in a separate Word file.

Annex IV: Summary factsheet

Included in a separate Word file.

Annex V: Comprehensive mapping

Included in a separate Excel sheet, with 1 tab per profession.

Annex VI: Knowledge, competences and skills analysis

Included in 10 separate Excel sheets, 1 for each profession.

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