NOTE FOR THE ATTENTION OF THE SOCIAL PARTNERS

CONSULTATION ON THE UPDATE OF THE SKILLS AGENDA FOR EUROPE

The EU Skills Agenda was adopted by the Commission in June 2016. Since then, all 10 actions have been launched and are either completed or under implementation (See Annex 1).

In her mission-letter to the Commissioner for Jobs and Social Rights, President von der Leyen tasks Commissioner Schmit to further implement and update the Skills Agenda. The adoption of the updated Skills Agenda by the Commission is now foreseen for 4 March 2020. This is also important for the implementation of the European Pillar of Social Rights, which has put education, training and life-long learning as its first principle. The fourth principle on active support to employment further emphasises this.

The European Social Dialogue Work Programme for 2019-2021 underlines the importance of skills stating that “a skilled workforce is one of the main assets of the European social and economic model.” In this work programme, EU Social Partners will undertake a project on innovation, skills, provision of and access to training. A fact-finding seminar was organised in 2019 and a research report will be prepared by end of 2021.

1. STATE OF PLAY OF THE SKILLS AGENDA

Building upon the lifelong learning approach developed and implemented in the previous decade, the Skills Agenda adopted in 2016 was a first step towards developing a coherent EU policy vision on skills. It has since been the framework that brings together all those working on skills from different perspectives (labour market, education and training, migration, digitalisation, economic and industrial policy, etc.) with a common objective: everyone in the EU should have the skills they need to thrive in the labour market and society.

The Skills Agenda is a call to Member States, Social Partners and other stakeholders to work together towards a common vision of the need to invest in people, modernise our economies and strengthen our society. To make that vision a reality, it put forward ten measures organised around the three priorities of improving skills development, making skills visible and advancing on identifying the skills necessary now and for the future (skills intelligence).

The Skills Agenda put a particular focus on basic skills for adults (Upskilling Pathways Council Recommendation adopted in 2016), transversal skills (revision of the Key Competence Framework adopted in 2018), digital skills (Digital Skills and Jobs Coalition) and vocational skills (modernisation of vocational education and training).
The European Qualifications Framework (revised Council Recommendation adopted in 2017) further improved the transparency and comparability of qualifications and the new Europass Decision (adopted in 2018) will transform the current framework into a comprehensive platform for skills and qualifications. The Council Recommendation of 2018 on a European Framework for Quality and Effective Apprenticeships has defined common criteria for learning, working and framework conditions for apprenticeship schemes. Responding to the refugee crisis, the Skills Profile Tool for third Country Nationals was launched in 2017. The Council Recommendation on graduate tracking (adopted in 2017) will improve the knowledge basis on how skills are put to good use, and a specific study has increased understanding of the movement of skilled people across Member States.

The Blueprint for Sectoral Cooperation on Skills is an innovative methodology to develop comprehensive sectoral skills strategies, from skills need analysis to relevant and sustainable skills development. Four waves of partnerships, supported through Erasmus+, have been launched and 15 sectors are already implementing the Blueprint.

While all of these actions are either completed or under implementation and results are slowly materialising, the current challenges our economy and society are facing call for a new impetus for EU action on skills.

2. CONTEXT/PROBLEM DEFINITION

Today’s labour markets and societies are faced with a series of mega-trends that call for a bold policy response. Among others, digitalisation, the move towards a carbon neutral economy, the need to change jobs frequently, the ageing of our population and high levels of inequalities stand out.

Skills have an important role to play. For instance, Europe cannot become a carbon neutral continent without a skilled workforce to drive forward and make use of technological innovations and without citizens who understand the need for change. The increasing frequency of career changes combined with the ageing of the population also mean that workers have to up- and re-skill more often and later in their lives. Beyond labour market needs, people also have to develop new skills to be informed users and protectors of our environment, conscious consumers, knowledgeable and safe media users, and active and healthy citizens. The need for action on adult up- and reskilling has emerged as a top priority in nearly all National Skills Strategies projects¹ so far.

While the importance of skills is widely recognised, Europe is still facing important skills gaps and mismatches. One in five 15 years old students in the EU is a "low achiever" in core competences as important as maths or reading. More than 20% of adult Europeans struggle with literacy, numeracy and digital skills. At the same time, only 11.1% of adult

¹http://www.oecd.org/skills/nationalskillsstrategies/buildingeffectiveskillsstrategiesatnationalandlocallevels.htm
take part in any kind of education or training. Several countries suffer currently from a shortage of skilled and high skilled labour. As a result, almost 80% of CEOs are worried about finding and hiring employees with the right skills, while unemployment stands at 6.3%, with youth unemployment at 14.4%. At the same time, over 70% of European firms report that lack of skills hampers their investment. This not only has strong negative impacts on the individuals themselves but also on innovation, growth and cohesive societies.

If we want to address these challenges, Europe needs ambitious skills policies and actions.

3. CHALLENGES AND ACTIONS

This note sets out four areas in which steps could be taken to equip people with the skills they need to thrive in the labour market and society. Any EU action would respect the principle of subsidiarity and proportionality, and recognises the specific role and expertise of social partners.

3.1 Empowering workers to up/reskill

The challenge

The modest EU target to raise to 15% by 2020 the level of adult participation in education and training will not be achieved. By 2018, only nine Member States had achieved this 15% European target. The remainder have little or no chance of achieving it. The European average (EU-28) in 2010 was 9.3%; by 2018 this had increased to 11.1%. This is in stark contrast to the prediction that more than half of current employees will require upskilling in the next 5 years. The drivers of low participation of adults in education and training are multiple. The main reason is lack of interest or motivation. Around 40% of all those who do not take part in learning say they do not want to. The limited provision of outreach programmes should also be underlined. Only 12.8% of low-qualified adults declare that they received guidance and counselling compared to 42.1% of high-qualified. For those adults who wanted to take part in learning but did not, the two main obstacles are linked with lack of time, caused by professional or personal (e.g. need to take care of family members) responsibilities and high costs of the training. This is strongly related with limited flexibility and access to the provision. Adults also indicate lack of employer’s or public services’ support and no suitable education or training courses available as obstacles to undertake training.

In addition to being insufficient, it is clear that up/reskilling opportunities are not inclusive enough. Some groups are particularly underrepresented in further education and training, including low skilled, disabled, atypical workers etc. In 2018, only 4.3% of Europeans with at best lower secondary qualifications took part in education or training compared to 18.6% of high-qualified people. Workers in non-standard forms of work in many countries reportedly do not have access to the same training and career

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2 The participation in formal or/and non-formal education or/and training of adults aged 25 to 64, in a period of 4 weeks before the survey, as defined and measured in the EU Labour Force Survey – LFS.

3 Eurostat: Participation rate in education and training (last 4 weeks) by sex and age [trng_lfse_01], update 25-04-2019
development opportunities as their counterparts in standard forms of work. The participation rate also decreases with age; a little over 6% of older citizens (aged 55-64) take part in learning compared to 17.8% of young people (aged 25-34). At the same time people living in cities are more likely to take part in adult learning than people living in towns, suburbs or rural areas. Furthermore, people working in micro, small and medium enterprises have many fewer opportunities to engage in further training than those working in large companies. While women and men participate in training more or less equally, their choice of fields still strongly reflects traditional gender roles and expectations. For example, women tend to be underrepresented in the tech sector and men in the health and social care sector.

Ongoing EU level action

Different EU initiatives in the area of adult learning and active employment policies aim to improve overall coordination of various actions and policies supporting adult learning and upskilling of the workforce. These have also a focus on the most vulnerable groups (low skilled adults, job seekers, young people not in employment, education or training etc). Without being exhaustive these initiatives include the Youth Guarantee and the Long Term Unemployed Recommendations, the Recommendation on Upskilling pathways, the support to the national coordinators for adult learning that work towards the implementation of the European Agenda for Adult Learning, capacity building and targeted calls for implementing Upskilling Pathways, and a strong focus on the challenge of upskilling and reskilling in the European semester. The Commission is also supporting Member States in developing guidance and validation arrangements (e.g. Council Recommendation on validation of non-formal and informal learning). Europass offers a free and multilingual CV, helping 2 million users each month to communicate their skills and qualifications across borders. The Commission works towards improving the evidence base on adult skills and learning and already offers financial support for various stakeholders through the European Social Fund, the EU Programme for Employment and Social Innovation (EaSI) and Erasmus+ programmes.

The Commission is assessing the implementation of the 2012 Council Recommendation of validation of non-formal and informal learning. Well-functioning arrangements to validate skills can help workers identify their skills and encourage them to further up/reskill. The new Europass, scheduled for launch in Spring 2020 will support the validation process, notably with tools to help people identify and document their skills, irrespective if they were developed in a formal or informal way.

Future potential

In order to accompany the digital, green and industrial transitions, new innovative solutions need to be deployed to support up/reskilling of workers. Across the EU, building on Upskilling Pathways, the spotlight is on efforts to encourage individuals to take a more active role in steering their own learning and career trajectories. Increasingly countries are deploying or reflecting on actions that give incentives to individuals to take up further education and training and support their careers progression and long term employability. There is a need to find the right instruments to support upskilling and reskilling of people that would be available to the whole working age population independent of employment status. These should allow transitions between different sectors, different employment types and the continuous upskilling and reskilling of the self-employed. Furthermore, many countries are working to improve the transparency of the training offer and its relevance to the fast changing needs on the labour market. Improved access to career-long quality guidance and deployment of validation
arrangements as a means to support access to further training are also areas that could benefit from being addressed.

In his mission letter, the Commissioner for Jobs and Social Rights was tasked to “explore the idea of individual learning accounts for people of working age, enabling adults to accumulate training entitlements and use them for quality-assured training”. The Commission is currently analysing options and impact to open a reflection on a possible EU action in this area.

3.2 Addressing skills mismatches

The challenge

Skills mismatches are still a problem in many EU Member States. In the 2019 European Semester, all Member States received a country-specific recommendation on skills policies, out of which 12 explicitly mention the labour market relevance of skills and skills mismatches (Belgium, Bulgaria, Croatia, Estonia, France, Ireland, Netherlands, Poland, Portugal, Romania, Slovenia, Spain). This highlights the scale of the challenge to promote the alignment of skills supply with skills demand in the EU.

While it is common for economies to experience short term, temporary and/or geographical skills mismatches due to labour market frictions, when skills mismatches become structural and persistent, they have negative repercussions for individuals, firms, the economy and the society as a whole. At the firm level, mismatches lower productivity, increase staffing and training costs and hinder the implementation of innovations. A recent study by the European Economic and Social Committee estimates that the European economy loses over 2% of productivity per year due to skills mismatches.

This challenge is exacerbated by the complex landscape of actors in this area. While it is public authorities, in coordination with the education and training providers, who design the curricula, it is companies and social partners who are aware of the skills needed on the labour market. Moreover, curricula need time to be developed or updated, and the training itself – even if very targeted – also takes time. A worker may therefore acquire a skill several months or years after the company first signals its need, further stressing the importance of pre-emption.

Ongoing EU level action

The Commission has worked a lot on creating bridges between different stakeholders, in particular at sectoral level through the Sector Skills Alliances and the Blueprint for Sectoral Cooperation on Skills. The Commission is also piloting Platforms for Centres of Vocational Excellence, which foster innovative forms of partnerships between providers of vocational education and training and businesses, social partners, higher education institutions, research institutes, regional development agencies, local/regional public authorities and other relevant stakeholders. Such partnerships should be strongly linked to the local skills ecosystem and drive forward the smart specialisation and growth strategies, while also supporting future restructuring driven by the transition to a carbon neutral economy.
Having strong and timely evidence base to support skills policy is also essential to tackle skills mismatch. Solid skills intelligence is an anchor for both well-informed policy making and for smart investment decisions. This is why the Commission has been working with CEDEFOP on the Skills Panorama, a portal to foster the development or improvement of skill needs assessment and anticipation in the EU. As well as making better use of traditional skills intelligence, such as that in the Cedefop forecasts, the Commission has been working with Cedefop on real time labour market and skills intelligence using new technology and big data to better identify the skills needs.

**Future potential**

While it is early to fully assess the impact of projects such as the Sector Skills Alliance (Erasmus+) implementing the Blueprint for Sectoral Cooperation in skills, it is clear that they have already been able to bring all relevant partners together to join forces on skills. It could be examined how this type of sectoral cooperation could better contribute to the digital, green, industrial and demographic transitions. Building on the results of the pilots on the Platforms of Centres of Vocational Excellence, the Commission could reinforce the support for such initiatives across the EU to ensure strong alignment to regional smart specialisation strategies and local skills ecosystems.

Artificial intelligence and the digital world bring many opportunities for skills intelligence. While continuing its work with Cedefop using technology and big data on the skills needed on the labour market (the “demand” side), the Commission could look into similar opportunities to understand and shape the current supply of skills in the EU, capturing also the regional dimension. The Commission could also further its work to ensure a good dissemination and use of skills intelligence in order to help all stakeholders to better identify the skills needs of the future.

**3.3 Strengthening collective leadership**

**The challenge**

Action on skills is truly a crosscutting issue involving a very broad number of stakeholders and impacting on many different policy areas. Whether it is acting to address the new world of work, digitalisation, climate change, demographic challenges, inequalities in society or promoting the competitiveness and innovation of our economy – skills are key. This points to the importance of good governance of skills systems and the need for joined-up strategies on skills, aligned across different policy areas, coordinating and aligning and ensuring their commitment. In practice, this means a whole-of-government approach including all Ministries involved in skills issues at governmental level (Ministries of employment, education, finance, industry, tax, often also the Prime Ministers' office), as well as non-governmental groups and stakeholders (social partners, civil society, research agencies etc.) and industrial players including SMEs.

Member States have a leading role to play. Efficient public investment has the potential to strongly contribute to making our workforce ready for the industrial, green and digital transitions. Yet, Member States devote only 0.5% to adult learning, and most often significantly less, while the average proportion of GDP spent on education and training as a whole is around 4.5%.
Once people leave initial education and training, most of our learning as adults takes place at the workplace. Social partners play a key role in the design of learning workplaces, as much as public policies are important to stimulate investments by employers and individuals into upskilling and reskilling. While employers’ success greatly depends on their ability to access and recruit a workforce, 34% of enterprises do not offer any training to their employees with significant differences between small and large companies.

**Ongoing EU level action**

Working with the OECD, the EU supports Member States to develop and implement National Skills Strategies in order to stimulate more ‘joined-up skills policy’. They are carried out in a cross-government approach with strong stakeholder involvement. Since 2014, eleven Member States have so far taken part. Of these, the EU has provided finance in seven Member States (Spain, Portugal, Italy, Slovenia, Belgium (Flanders), Latvia and Poland) while the others have drawn on national financing. The main lessons emerging from these skills strategies in Member States so far are: 1. The need to foster a strong and coherent culture of adult learning 2. Countries need to better address skills imbalances to increase growth and wellbeing 3. Better use needs to be made of peoples’ skills and 4. We need to improve the governance of skills systems.

The European Alliance for Apprenticeships (EAfA) was created as a multi-stakeholder platform with the aim of strengthening the quality, supply and image of apprenticeships and mobility of apprentices in Europe. Through national commitments and individual pledges coming from various stakeholders it provides training opportunities for apprentices with a focus on initial vocational education and training.

**Future potential**

Skills are a collective responsibility. While governments and Social Partners shoulder the biggest responsibility for supporting and investing in people’s learning throughout life, many other actors support the individual on their lifelong learning pathway. There is a need to examine how to best increase investments in skills and mobilise all actors to work together for decisive action supporting the upskilling and reskilling of the workforce. The model of the European Alliance for Apprenticeships could provide inspiration to increase social partners’ engagement in workforce skills development in general, through a mix of financial and non-financial incentives and diffusion of strategic and innovative approaches.

### 3.4 Modernising Vocational Education and Training

**The challenge**

Vocational education and training (VET) is the sector of education and training closest to labour market and is the most important sector in providing labour market relevant skills and qualifications to both young people making the transition to work and to adults throughout their working life. Yet, the numbers of young people choosing VET is decreasing and the quality of and participation in vocational education and training systems varies across Member States. Deeply rooted stereotypes still affect educational choices of too many people across the EU and more needs to be done to showcase the richness of career opportunities that could be pursued as a vocational graduate. Vocational policies also suffer from a lack of inclusivity. Those who need training the
most (e.g. workers in small companies, in precarious jobs, in declining sectors or areas, people who are economically inactive, low skilled) are those who train the least.

In light of the rapid changes driven by digitalisation and the transition to a carbon neutral economy, VET would need to prove its ability to prepare people not only for existing jobs, but also for future employment and job creation. The current policy focus on publicly financed initial VET is not addressing the massive upskilling and reskilling needs of the adult workforce (‘continuing VET’).

At the same time, it should also be acknowledged that although Europe is facing common challenges, VET systems are very diverse. Some countries have school-based systems, other have dual systems or a combination of both. This diversity also requires solutions that are well adapted to the specific context of each country.

**Ongoing EU level action**

European cooperation on Vocational education and training is based on Article 166 of the Treaty on the Functioning of the European Union. Since 2002, European cooperation in VET has been taken forward through a voluntary process bringing together Member States, Social Partners and the Commission within the so-called “Copenhagen Process”. In 2010, Ministers in charge of VET, social partners and the European Commission defined a global vision for the modernisation of VET with a time horizon of 2020 (the Bruges Communiqué). In 2015, as part of the mid-term review, a set of five priorities were defined to help achieve this vision (Riga Conclusions). As part of the VET policy framework, two specific VET instruments have been developed and implemented since 2009 to support Member States in improving the quality of their VET systems (EQAVET) and in making VET more flexible (ECVET).

The Riga priorities were embedded in the strategic framework for cooperation in education and training (Annex of the 2015 Joint Report on ET2020). The 2016 Skills Agenda for Europe set the foundation for their implementation, and through several of the key actions of the Agenda, set a new ambition for VET. In particular, a new initiative to promote VET as a first choice was successfully launched (European Vocational Skills Week), as well as reinforced support for long duration mobility of apprentices (Erasmus Pro) and a new Council Recommendation setting out common criteria for quality and effective apprenticeships. The Skills Agenda also called for future work on increasing opportunities for VET learners to combine learning experiences acquired in different settings, building on the existing ECVET and EQAVET Recommendations.

**Future potential**

The current policy framework for VET (Bruges Communiqué) ends in 2020. There is a need for a new impetus for VET in Europe to face these challenges, support Member States to make VET fit for the future and foster European cooperation.

The 2018 Opinion of the Advisory Committee on Vocational Training on the future of VET sets a vision whereby European VET systems by 2030 should aim to deliver excellent and inclusive education and training that offer opportunities for both economic and social cohesion, support competitiveness and growth and smart, inclusive and sustainable development, and foster democratic citizenship and European values thus helping all individuals to develop their full potential in a lifelong learning continuum. They are defined by three core elements:
• They foster acquisition of skills, competences and qualifications which ensure employability, adaptability, personal development and active citizenship of individuals

• They provide accessible, attractive, valued and innovative quality assured provision for all

• They are integrated, responsive, diversified and quality assured and they are underpinned by governance, funding and guidance which foster excellence, inclusion, effectiveness and shared responsibility

The Opinion of the Advisory Committee on Vocational Training calls on the Commission to prepare a proposal to streamline and consolidate the EU VET policy framework, governance and existing EU instruments (ECVET and EQAVET) in the form of an overarching Council Recommendation on VET (see Annex 3).

Any possible future VET policy proposal at EU level could provide the compass for VET reforms in Europe over the next decade and at the same time consolidate the existing VET policy framework at European level (notably by integrating policy agenda, EU VET instruments, governance structures and working methods). It could in particular focus on the key challenges highlighted above.

4. QUESTIONS FOR SOCIAL PARTNERS

Social Partners are invited to answer the following questions:

General questions:
1. Do you agree with the challenges presented?
2. In which ways can Social Partners concretely support the update of the Skills Agenda and modernisation of VET?

[Empowering workers to up/reskill]
3. What new action could be taken to empower workers to up/reskill, taking an inclusive approach?
4. How further progress can be made in the area of validation of skills?

[Addressing skills mismatches]
5. Do you consider the Blueprint for sectoral cooperation on skills and the Platforms for Centres of Vocational Excellence as a good basis for further work to break silos between different skills stakeholders?
6. What do you think should be the future priorities regarding skills intelligence?
7. What new action could be taken to address skills mismatches?

[Strengthening collective leadership]
8. Which action could help to increase social partners’ engagement in workforce skills development in general?
9. How could social partners collaborate among themselves and with national governments to ensure more and better investment in the up/reskilling of the workforce?

[Modernising Vocational Education and Training]

10. What are the key priorities in the field of VET for attention in the coming years to address the challenges of achieving social fairness, a carbon-neutral economy and digital transition?

Annex 1: Short summary of state of play of 2016 Skills Agenda

The 10 actions of the 2016 Skills Agenda have been launched and are either completed or under implementation.

- **Upskilling Pathways** – delivered. A Council Recommendation was adopted in 12/2016. Upskilling Pathways aim to boost low-skilled adults’ basic literacy, numeracy and digital skills, and encourage them to continue towards a higher level of education or training. It should give them access to opportunities in three steps: (1) Assessing skills to identify existing ones and upskilling needs, (2) Tailored learning offer based on skills assessment and (3) Validation and recognition of pre-existing or newly acquired skills. The Commission adopted a report on implementation measures at national level in February 2019. It shows that while initiatives exist or are being put in place, they do not meet the scale of the problem which affects 60 million adults. The Council took up this message in Conclusions, adopted on 22 May 2019, in which Member States committed to reinforce the implementing efforts, involving all stakeholders.

- **Key Competences for Lifelong Learning** – delivered. Revision of a 2009 Council Recommendation adopted 5/2018, defining the knowledge, skills and attitudes needed for life and work. The revised framework pays special attention to basic skills, entrepreneurial and digital skills, as well as STEM and language competences.

- **Making VET a first choice** – delivered and ongoing. Strengthening apprenticeships and improving image of VET through the VET Skills Week: an initiative reaching out to over 2 million people across Europe through a public awareness campaign, which this year was organised in Helsinki in October. Apprenticeship Support Services assist with the implementation of the Council Recommendation on a European Framework for Quality and Effective Apprenticeships, and reflections on the possible revision of ECVET and EQAVET Recommendations took place building on the review of their impact.

- **Digital Skills and Jobs Coalition** – delivered and ongoing. 23 national coalitions are in place and 400 organisations involved including businesses, NGOs, education and training providers. Among these, 102 have made pledges to provide training and raise awareness of digital skills. The first digital opportunity traineeships started in mid-2018 through Erasmus+ with a goal to provide cross-border traineeships for up to 6000 students and recent graduates (2018-2020).


- **Launch of the Skills Profile Tool for Third Country Nationals** – delivered. Launched 6/2017, a multilingual online editor that makes it possible for migrants and refugees to present their skills, qualifications, and experiences. The tool is used by several branches of the International Organisation for Migration (e.g. HR, IT, EL), Public Employment Services (e.g. SI and IT), as well as a large number of NGOs that work directly with asylum seekers and refugees. Throughout 2018, the tool website has been visited around 10,000 times and between April 2018 and December 2018 more than 3,000 people finished and downloaded their completed questionnaire.

- **Revision of the Europass Framework** – delivered and ongoing. Revision of a 2004 EP and Council Decision, adopted 4/2018. Europass helps individuals communicate their skills, qualifications and experience, including with a free multilingual CV template, used over 130 million times since its creation. A modernised Europass portal will be launched in Q2/2020. The new Europass will include an e-portfolio tool, relevant information on qualifications, guidance and learning opportunities, and it will support the development of open standards as well as the use of authentication services (e.g. digital qualifications and other credentials).
• **Analysis of brain flows** – delivered. Study published 11/2018 and a peer learning workshop on the movements of skills labour in Europe took place on 04.06.2019 in Brussels. Around 50 people participated in the event, primarily consisting of representatives from 18 Member States notably from the fields of EMCO, PES and the ESF Committee. The event highlighted practices from both ‘outgoing’ countries (e.g. PL presented programme to stay in touch with natives abroad and initiate their return) and ‘destination’ countries (e.g. DE and IE showed how qualifications and experiences of EU movers could be best utilised).

• **Launch of the Blueprint for Sectoral Cooperation on Skills** – delivered and ongoing. Blueprint partnerships bring together industry, education and training providers and policy makers to build and deliver a sectoral skills strategy for growth. First projects launched in 2018, 3 further rounds since then.

• **Graduate tracking** – delivered. Council Recommendation adopted 11/2017 and work ongoing to gather and analyse data and provide guidance as to the set up of graduate tracking systems.

**Annex 2: Factsheets on adult learning**

[Adobe Acrobat Document](#)

[Adobe Acrobat Document](#)